



MIGRATION AND EDUCATION

**Report of the conference of the European Network of Education
Councils,**

Larnaca, 15-17 October 2012

with the support of the European Commission

DG Education and Culture



Education and Culture DG

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INTRODUCTION

EUNEC is the **European Network of Education Councils**. Its members advise the governments of their countries on education and training. EUNEC aims to discuss the findings and recommendations of all European projects in education and training, to determine standpoints and to formulate statements on these issues. EUNEC wants to disseminate these statements pro-actively towards the European Commission, relevant DGs and other actors at European level, and to promote action by EUNEC's members and participants at national level. EUNEC also has the objective that the councils should put internationalization and mobility high on the national agenda, that they should recommend and support a European policy in education and training towards all relevant stakeholders: ministry of education (and employment), sectoral and branch organizations, providers and other actors.

From 2008 on EUNEC has been **subsidized as European Association acting at European level in the field of education** (Jean Monnet programme). This conference is organized with the support of the grant.

CENTRAL THEME OF THE CONFERENCE

Migration and Education

European countries have moved away from the seemingly culturally homogeneous place they may have considered themselves to be, mainly due to migration. Thus multicultural communities are growing at a rapid pace with many migrants intending to stay for the long term in the host countries. These demographic changes bring out the need and challenge to deal effectively with students from diverse backgrounds and turn diversity into educational success by both responding to the knowledge-based global economy and welcoming the multicultural reality. In particular, there is a need to consider actions that value diversity, confront prejudice and stereotypes and lift any kind of barriers -social, economic, political, ethnic, linguistic etc- to student learning and development. Data from PISA studies (OECD 2010, 2006, 2004) indicate that the educational challenges posed by family background, socio-economic context, and migration status are the main determinants of student performance and thus school education must seek to overcome all inequalities and utilise the benefits that diversity brings to schools and classrooms.

In terms of school performance, PISA data (OECD 2010, 2006, 2004) shows that first-generation students often have difficulty because of the challenges of immigration – learning a new language, adjusting to the culture and social structure of the host country, and adjusting to an unfamiliar school system. On average, across all participating countries, native students perform better

than both first and second-generation immigrants and in a number of countries second-generation students do not perform as well as their “native” peers even though they were also born and raised in the “host” country. However in a number of countries immigrant students perform as well as their native born peers (e.g. Australia, Canada and New Zealand). These data are the key elements in the discussing how to improve learning outcomes of migrant students through turning educational systems into more effective and more equitable institutions.

Building on the issues discussed by EUNEC at the seminar held in Amsterdam in May 2012, excellence and equity should be regarded as the two sides of the same coin, since offering equal opportunities to *all* students is critical in the process of building the pedagogical context in which all children are ambitious and are challenged to learn and develop, discover their talents and achieve high standards of the learning outcomes. Research data from OECD shows that more than half a grade level separates the performance of immigrant students who do from that of those who do not speak the language of instruction at home. In other words immigrant students face a significant disadvantage in school. These large differences in performance suggest that students have insufficient opportunities for support (to learn the language of instruction, get acquainted to school conditions etc) and thus participate on equal terms in the educational process. If immigrants do not receive adequate support, their integration in terms of school achievement, educational attainment, and future success in the labour market seems to be hampered.

Given the diversity of the population of “immigrant students” in any country context, there is also a need to disaggregate the data so that different patterns and performance of subgroups within the broader population can be perceived and appropriately targeted by policy and educational interventions. Another point of attention is the fact that some countries not only face incoming migration, but also have to deal with outgoing migration.

In this context, ***the aim of the conference*** is to investigate the way in which education (policy/system level and school level) can become more effective and equitable so that students of migrant origin succeed in school, are challenged to learn and develop all their talents and competences. The conference is structured in such a way that both levels of actions related to migration are examined: the first day of the conference focuses on the policy/system level, whereas the second day focuses on the school level. In order to enrich the discussions that will take place during the conference, all EUNEC members have been asked to prepare answers to two general questions.

- What are, in your country, the biggest challenges for migration and education?
- What are, in your country, the policy concepts related to migration? In other words: in which context is migration placed from the policy point

of view? Does it have to do with inclusive policies, with special needs education, with social cohesion policies,...?¹

In order to prepare an answer to those questions, the working group suggests to use the MIPEX index (www.mipex.eu). MIPEX is an interactive tool and reference guide to assess, compare and improve integration policy. MIPEX measures integration policies in all European Union Member States plus Norway, Switzerland, Canada and the USA up to 31 May 2010.

Central themes during the conference

Based on the objective stated above two main themes -migration and education- are in focus at the conference:

– Migrant integration policies in Europe

The first theme would focus on migrant integration policies in Europe since education is taking place in the societal context and cannot be separately discussed. Moreover, presentations of national good practices on integration policies as well as on outgoing migration will create the opportunity for exchanging views and opinions on the topic.

– Educational models for the integration of migrants in Europe

The second theme would be educational models. While focusing on educational policies an overview of the diverse pedagogic answers and the underlying paradigms to strengthen the education careers and pathways for youngsters with a migrant background during the past 20 years will be the starting point. The presentation of different school models and identifications of policies based on regional (e.g. educational priority zones, inclusive school models), social or economic indicators, an inclusive school model will create the background for critical reflection of policies in relation to diverse migrant populations and societal context.

The exploration of different models and the role of the “significant others” in educational systems will give the opportunity for further investigation of specific aspects of education for migrants.

A first level is the role of the school unit. The school unit as an organization and its environment is related to the performance of migrant students. Migrant students’ results vary systematically between schools within the same education system (OECD, 2010). In this sense, the conference will focus and reflect on the different aspects of school structure, organization and management styles that can influence the effectiveness of the teachers’ and students’ interaction and work.

¹ Find the contributions of EUNEC members in the chapter ‘Migration and education in the member countries’ pages 115-149.

In this context the issue of host country language instruction as part of the educational policy for migrants can be raised. For example, the PISA study results (OECD 2010, 2006, 2004) in relation to students of migrant origin confirm the importance of learning the language of instruction for academic success. 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 labour market (Christensen and Stanat, 2007). These conclusions can initiate a debate on the effectiveness of measures taken in different countries regarding the linguistic integration of immigrant students as well as on their partial character (NESSE, 2008, Christensen and Stanat, 2007, Gotovos, 2007, Merkens, 2007).

A second lever is the role of the teacher. The professional domains required in order to facilitate migrant pupils' personal development and learning, the preparation of teachers to fulfill all their roles and to carry out their responsibilities depend greatly on their training and professional development. The adequate development of teachers' intercultural competence cannot be achieved exclusively through policies or materials. Teachers' awareness and understanding of the main issues in intercultural communication, is very important for the students' progress. A key recommendation from the PISA studies was that schools should do better in building on the emotive capital of immigrant students as a driving source for enhancing their learning. One way in which they can do this is to use the strength and flexibility of their teachers – but of course for this to be effective teachers must receive appropriate support and training. Besides presentations of methodological aspects and approaches related to teaching in heterogeneous multicultural classrooms through instruction session or other school activities as a basis for discussion, interaction and critical reflection on every day practices would add on the core themes of the conference

A visit to a local school of educational priority zone gives the participants the opportunity to meet and interact with head teachers, teachers and pupils and will observe the work in the school unit and classroom. The visit leads to a discussion on issues about this specific school model in relation to the students' achievement. The idea of affirmative action as the cornerstone to develop activities that enable students, the school, families and the community to participate and succeed in the learning process will be reflected on. This will be related to the shift from folklore approaches of culture and identity to their impact on school achievement. Apart from caring for the fulfillment and development of multiple identities, it is the obligation for education to reject any kind of exclusion and combat inequality in educational achievements via the routes of methodology and material, strategies and practice.

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PROGRAMME

Monday 15 October 2012

Focus on migration and education at policy level

Chaired by Adrie Van der Rest, president EUNEC (morning session) and Mia Douterlungne, general secretary EUNEC (afternoon session)

09.00 – 09.30 Opening session

Adrie Van der Rest, president EUNEC

Olympia Stylianou, Permanent Secretary of Cyprus Ministry of Education and Culture

09.30 – 10.30 Overview of integration policies in Europe and the links with education

Thomas Huddleston, Policy Analyst at the Migration Policy Group and Research Coordinator of the Migrant Integration Policy Index (MIPEX)

10.30 – 11.30 Coffee break

11.30 - 12.30 Presentation of examples of good practice of integration policy for migrants

Portugal Duarte Miranda Mendes, Chief of Cabinet of the High Commissioner for Immigration and Intercultural Dialogue

Netherlands Lex Herweijer, Social and Cultural Plan Bureau

Quebec Claude Lessard, president of the 'Conseil Supérieur de l'Éducation'

12.30 – 14.00 Lunch

14.00 – 15.30 Diverse pedagogic answers and the underlying paradigms to strengthen the education careers and pathways for youngsters with a migrant background during the past 20 years

Piet Van Avermaet – University Ghent

15.30 – 16.30 The impact of school organization and environment on the performance of migrant students: Raising question from Cyprus

Pavlina Hadjitheodoulou Loizidou, Cyprus Pedagogical Institute

17.00 – 22.00 Social Programme: Visit to the village of Lefkara, wine tasting and dinner at restaurant 'Spiti ton Anemon'

Tuesday 16 October 2012

Focus on migration and education at school level

Chaired by Maria Emilia Brederode Santos, member of the Portuguese Education Council (afternoon session)

08.45 – 12.00 Visit to two schools in the educational priority zone: Af. Lazaros B' primary school and Phaneromeni Gymnasium.

Meeting and interaction with Ministry representatives, head teachers, teachers and pupils and observation of the work in the school and in the classroom.

12.00 – 13.00 Walking tour of the town

13.00 – 15.00 Lunch at Militzi restaurant and transfer to the conference hotel

15.00 – 16.00 Professional Development for Teachers of Migrant Students in Europe: Challenges and Possibilities

Zembylas Michalinos, Open University of Cyprus

16.00 – 16.45 The impact of teaching methodology and school activities on the performance of migrant students: A basis for discussion, interaction and critical reflection on every day practices as experienced in the Cyprus context.

Marianna Fokaidou, Cyprus Pedagogical Institute

16.45 – 17.30 Discussion on preliminary statements

17.30 - 22.00 Free evening

Wednesday 17 October 2012

**09.00 – 10.00 Overview of EU policy lines on how to deal
effectively with students from a migrant background**

Miquel Essomba, coordinator of the SIRIUS network (European Policy Network on the education of children and young people with a migrant background), Autonomous University of Barcelona

10.00 - 11.30 EUNEC general assembly

12.00 – 13.00 Closing lunch

Opening Session

Adrie van der Rest

Adrie van der Rest is president of EUNEC and secretary director of the Dutch Education Council

EUNEC president welcomes the participants and offers a special welcome to the guests who will also be speaking at the conference. They will be feeding EUNEC thinking with their knowledge and insights. Mr van der Rest also thanks the people of Cyprus, which currently holds the presidency of the European Union, for the opportunity that Cyprus offered EUNEC to come together and exchange ideas on migration and education.



Population mobility, including international labour migration, has seen strong growth in recent decades. At the moment, the number of international labour migrants is estimated at between 175 and 200 million. That is about three percent of the world's population. Europe is also facing further growth in migration pressure, and European societies are changing as a result of this. The ability of societies to adapt will be put to the test in many areas. Education is set to play a crucial role in this process. First of all, by providing a suitable response to the changing needs and learning opportunities of a new population of pupils, but equally also by suitably preparing this new group of pupils for active participation in the constitutional democracies of Europe. This will not be an easy task for educators. And it will place stiff demands on schools and teachers alike. However, it is not a new phenomenon. Within Europe, we already have some experience with it, and schools will fortunately not be alone. The challenge will be one for society as a whole, for individual states and for the European Union.

To start with, Mr van der Rest considers a number of aspects relating to the subject of 'migration and education'. These aspects, and others besides, come up more extensively during the conference.

First, there is the changing cultural diversity of societies in Europe. With the growth in the number of and diversity of migrant groups, issues such as the inclusion of migrant groups and the differences in systems of norms and values between groups are becoming increasingly important. This means that attention for citizenship in education will be essential. Furthermore, low educational attainment and poor proficiency in the national language are generally regarded as key obstacles to the integration of minority groups. This

leads to the second point: language development and language proficiency are crucial elements in combatting educational disadvantage. From the perspective of language development in children, it is important to provide a stimulus at an early age, starting in the pre-school or early school years. It is more effective to prevent disadvantage than it is to fix it at a later stage with a great deal of effort. Furthermore, good proficiency in the classroom language will benefit pupils throughout their school career. This leads to the final point: the school career of migrant children. These children run a higher risk of dropping out of school early or of finishing their education at a level lower than their abilities. For these children, it is important that educational programmes are stackable so they can make a gradual progression. It is not just a question of starting early, but also about keeping going longer: lifelong learning.

The central question is how to improve learning outcomes of migrant students by turning educational systems into more effective and more equitable institutions.

Discussions cover both the national and international policy framework, and policies at the level of the school. EUNEC is assisted by a group of excellent experts in the field of migration and education.

The first day of the conference takes a broad look at migration and integration policy in Europe, followed by a presentation of policy practice in three territories: Portugal, the Netherlands and Quebec. What pedagogical answers are there to the question of how the school career of migrant children can be strengthened, and what will the impact of this be on the school organization and local stakeholders?

The second day, participants delve into the practice and visit a school in the education priority zone, to speak about the role of teachers and the impact of educational methods in practice.

Finally, on the third day of the conference, participants return to the policy aspects by looking at the policies of the European Union in this area.

Olympia Stylianou

Olympia Stylianou is Permanent Secretary of the Cyprus Ministry of Education and Culture

Ms Stylianou welcomes the conference on behalf of the Ministry of Education and Culture. She considers the conference to be a unique opportunity to exchange ideas and to discuss issues of mutual interest for all members of the European Network of Education Councils. It is gratifying to note that the agenda of the conference covers a wide range of interesting items related to migration and education.

Migration and the demographic changes witnessed in recent years bring out the need and challenge to deal effectively with students from diverse backgrounds and turn diversity into educational success by both responding to the knowledge-based global economy and embracing the multicultural reality. In particular, there is a need to consider actions that value diversity, confront prejudice and stereotypes and lift any kind of barrier that thwart student development.

Offering equal opportunities to all students is critical in the process of building the pedagogical context within which all children are motivated and challenged to learn while they develop, discover their talents and achieve high standards of learning outcomes.

This addresses equally immigrant students who have been noted to perform inadequately in comparison to expected outcomes because they are facing difficulties with the language of the host country. As suggested by international studies, these students are underprivileged in terms of opportunities offered for support (to learn the language of instruction, get acquainted with school conditions etc.) and, hence, cannot participate on equal terms in the educational process. Unless immigrants receive adequate support, their integration in the social and school environment, their expectations as far as their school achievements are concerned, their educational attainment and future success in the labour market seem to be hampered.

The framework of the Educational Reform going on in Cyprus since 2005 is targeted at modifying major aspects of the educational system and at exclusively upgrading and modernizing the Cyprus educational system. In this context it is stressed that all actions taken or planned (preparation of new curricula, revised in-service training system for teachers, the implementation of a new appraisal scheme for teachers, and the introduction of new teaching methods) aim at eliminating obstacles constraining access, while offering equal opportunities to children, young people and adults irrespective of their background or standards of achievement.

In this context, the aim of the conference is to investigate the way in which education can become more effective and equitable so that students of migrant origin succeed in school and are motivated to learn and develop all their talents and competences. During the conference, the key note speeches, the presentations as well as the visit to schools in Zones of Educational Priority offer opportunities for discussion and reflection.

Overview of integration policies in Europe and the links with education

Thomas Huddleston

Thomas Huddleston works at the Migration Policy Group. The Migration Policy Group is an independent non-profit European organization dedicated to strategic thinking and acting on equality and mobility.

Thomas is a policy analyst working on the Diversity & Integration Programme. His focus includes European and national integration policies and he is the Central Research Coordinator of the Migrant Integration Policy Index (MIPEX).

He is asked to give an overview of migration and integration policies in Europe, in a broad sense.



The Migration Policy group is active for more than fifteen years as an independent policy 'think-and-do-thank'. Its mission is to work towards a lasting and positive change for open and inclusive societies, towards a better informed debate and action on migration, equality and diversity, and towards greater European cooperation between & within sectors. The Group is active in the following fields:

- Establish expert networks
- Compare and analyze policies
- Engage more stakeholders at EU level
- Create new opportunities for dialogue and mutual learning

Using 148 policy indicators MIPEX creates a rich, multi-dimensional picture of migrants' opportunities to participate in society by assessing governments' commitment to integration. By measuring policies and their implementation it reveals whether all residents are guaranteed equal rights, responsibilities and opportunities.

The central question is: Do all residents have equal rights, responsibilities and opportunities to become equal members of society & citizens? In order to formulate an answer, MIPEX covers 7 Policy Areas for immigrants to participate in society:

- Labour market mobility
- Family reunion
- Education
- Political participation
- Long-term residence
- Access to nationality
- Anti-discrimination

The tool gives an overview of integration policies: countries have a better score if they have implemented measures aimed at integration; it is easy to see in which countries there are still a lot of obstacles to integration. The index is used by research to enhance the understanding of differences and similarities between policies, and to analyze how policies relate.

MIPEX covers 27 EU Member States, Norway, Switzerland, Canada, United States of America (now also Australia & Japan), and works with more than 100 national independent legal experts.

Education

How did the Migration Policy Group come to migrant education?

Around 2000, MPG was interested in how antidiscrimination laws² applied in the area of education. More recently, MIPEX looked at the European Commission Green Paper on Migration (2008) and the Council Conclusions (November 2009), and at OECD publications 'Where immigrants succeed' and 'What works in migrant education?'.

Thomas Huddleston and Jan Niessen from MPG are the authors of the European Commission 'Handbook on integration' (2008). Based on the recommendations in the handbook, MPG developed a set of indicators for education. All indicators are related to targeted education policies aiming for equal access and opportunities.

There are four levels of indicators:

ACCESS

- Pre-primary education
- Compulsory education as legal right
- Assessment of prior learning

² Employment Equality Directive (2000) and Racial Equality Directive (2000)

- Support to access secondary education
- Vocational training
- Higher education
- Advice and guidance

TARGETING NEEDS

- Induction programmes
- Support in language(s) of instruction
- Pupil monitoring
- Targeted technical and financial assistance
- Teacher training on migrants' needs

NEW OPPORTUNITIES

- Option to learn immigrant languages
- Option to learn about immigrant cultures
- Promoting social integration & monitoring segregation
- Support to parents and communities

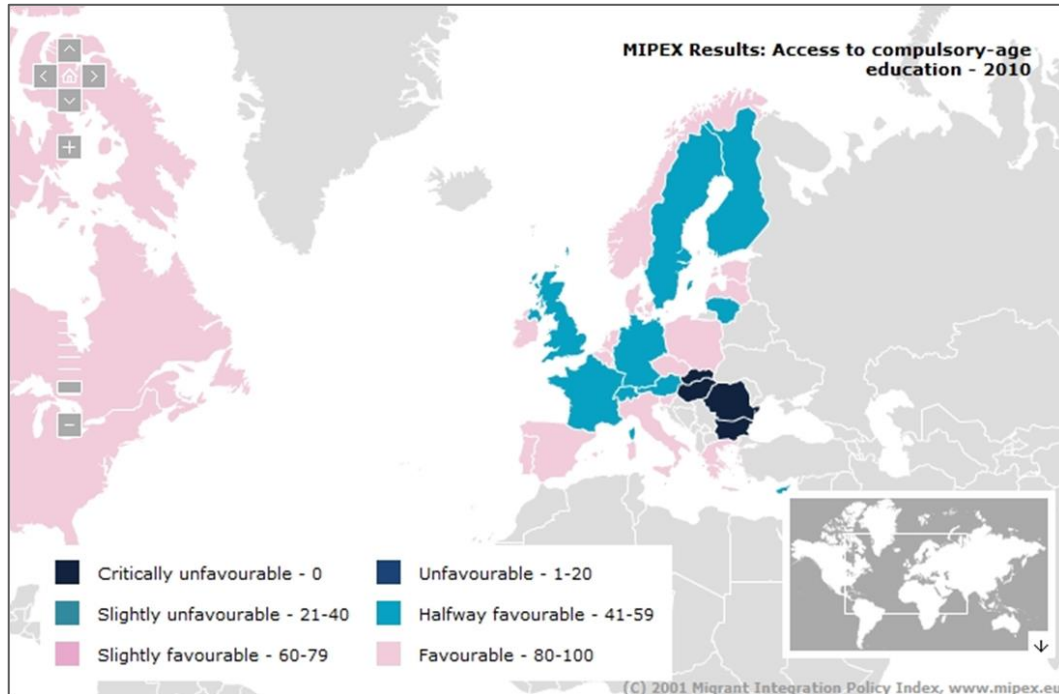
INTERCULTURAL EDUCATION

- Inclusion in curriculum
- State supports information initiatives
- Modifying curricula to reflect diversity
- Adapting daily life
- Bringing migrants into teaching staff
- Teacher training on intercultural education

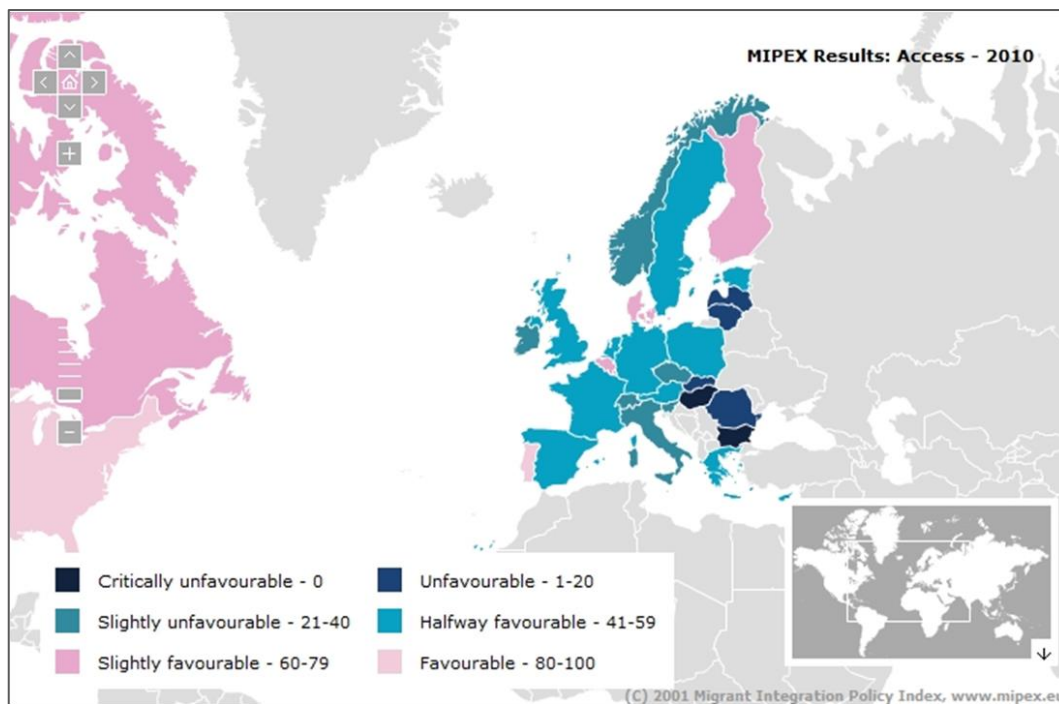
Based on these indicators, MPG presents a set of questions to the national experts, and an analysis of the answers reveals that **education is a EU Area of Weakness**. There are nice good practices but it is important to develop legal standards that benefit to all migrant pupils.

Results per country for different education indicators

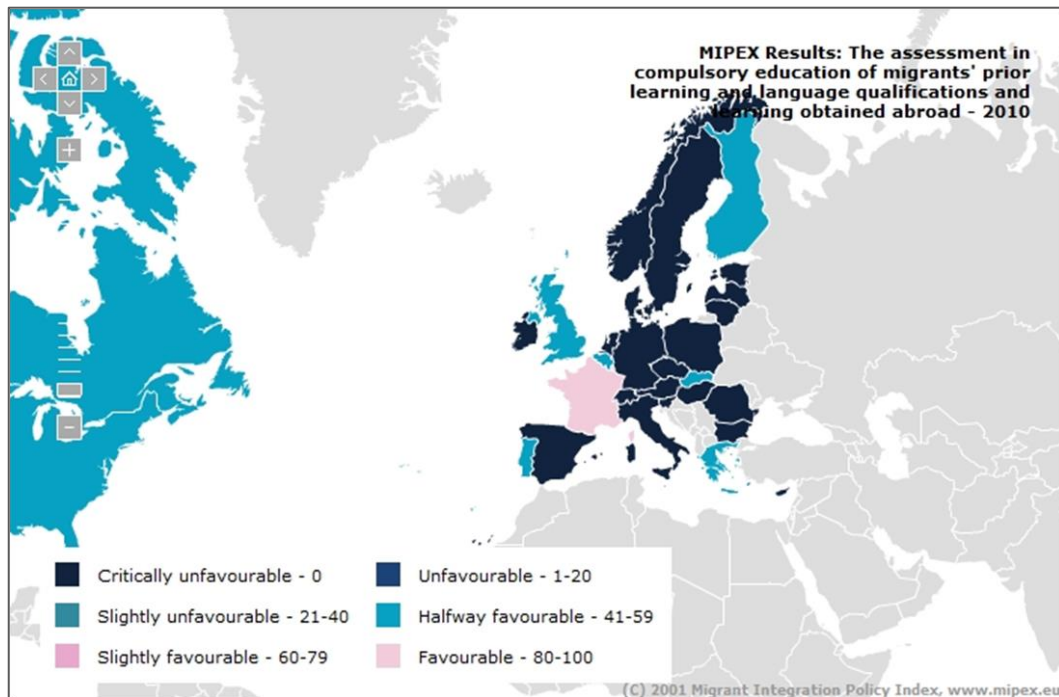
- Most countries offer equal access to compulsory education:



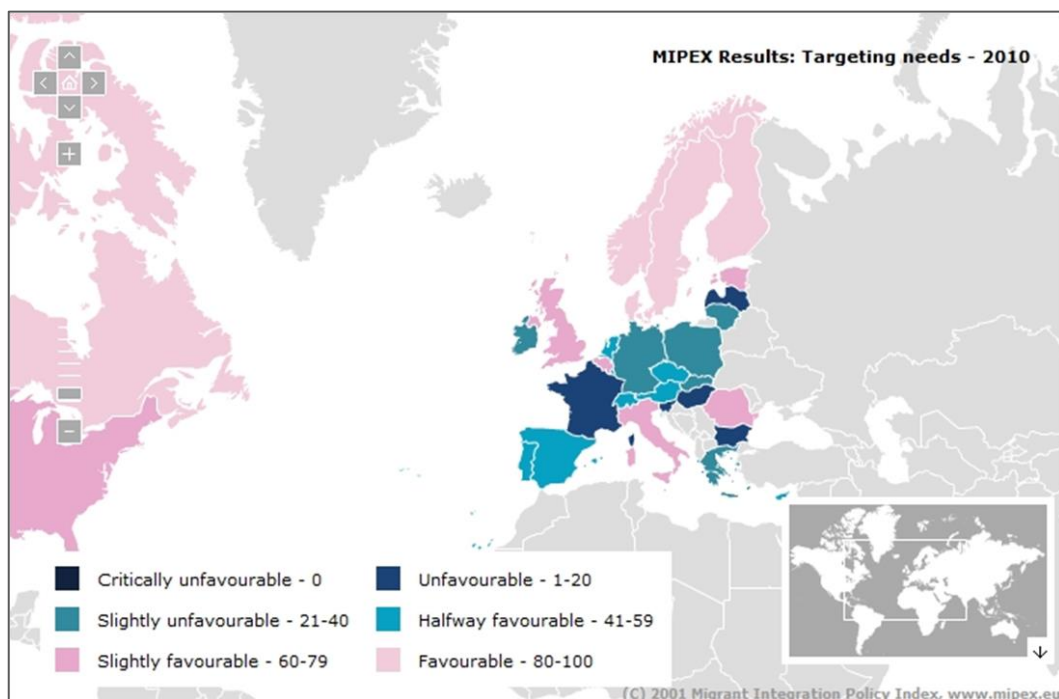
- Targeted measures: Only ½ of the countries offer equal access in all education levels. There are few targeted measures on access at all levels.



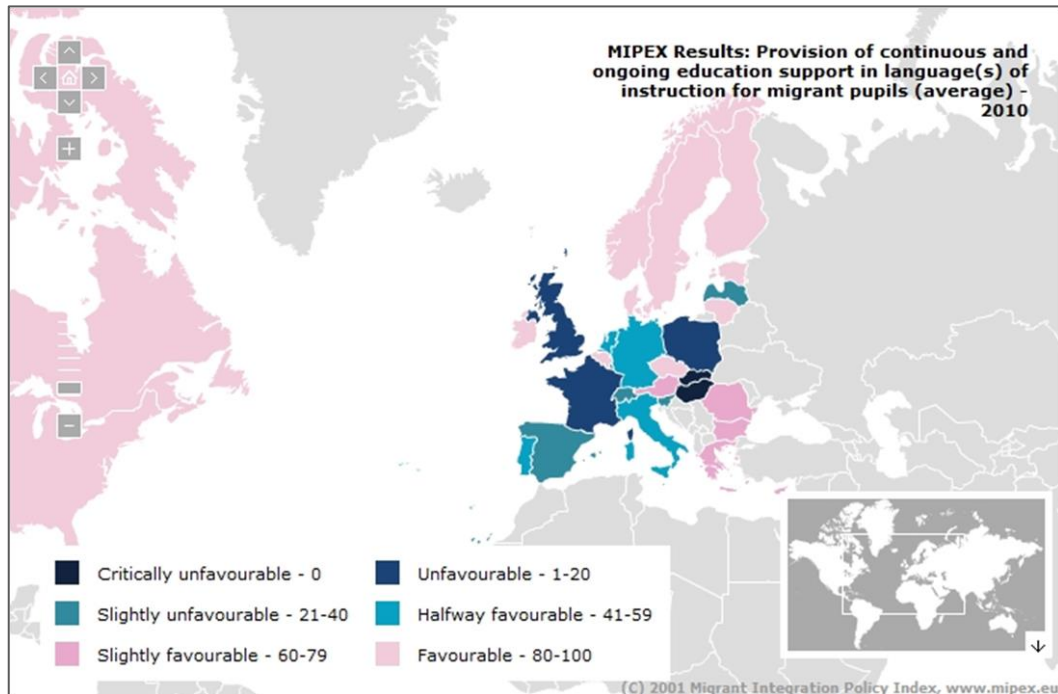
- Prior learning: there is hardly any formal method to recognize a child's previous learning. Most countries leave the assessment of newcomers entering the country to the school, which means that some pupils might be misplaced.



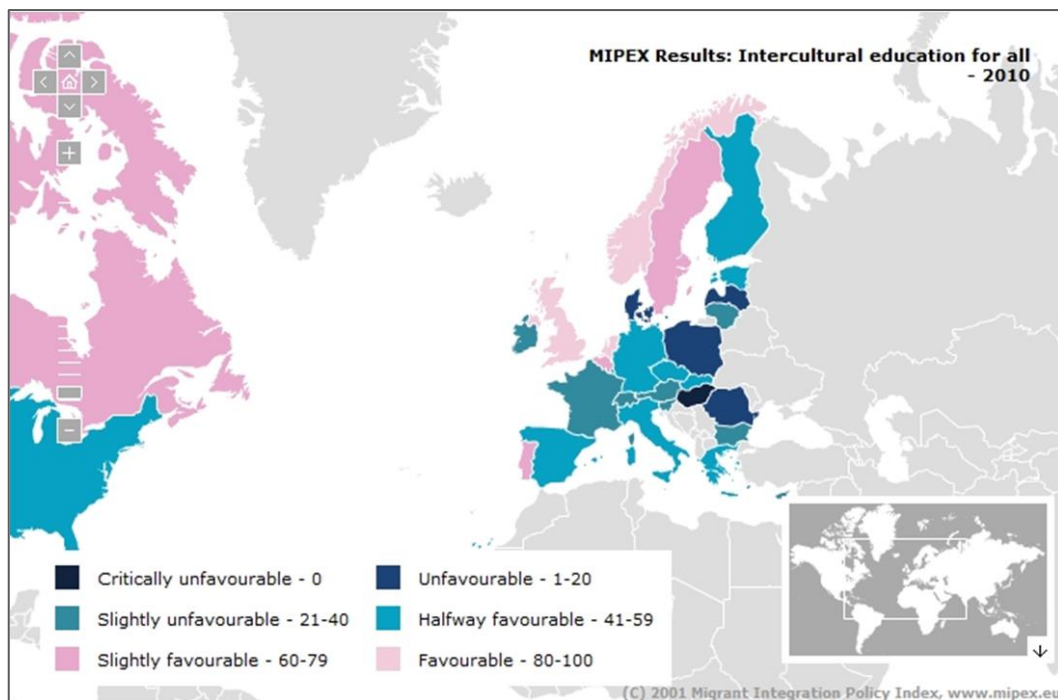
- Targeting specific needs: There are only few entitlements and standards on targeting specific needs.



- Learning the language: Language support is often not held up to the same standard as the rest of the curriculum (academic fluency, qualified teacher common materials)



- Intercultural education: Uneven support for intercultural education.



Overall education index findings

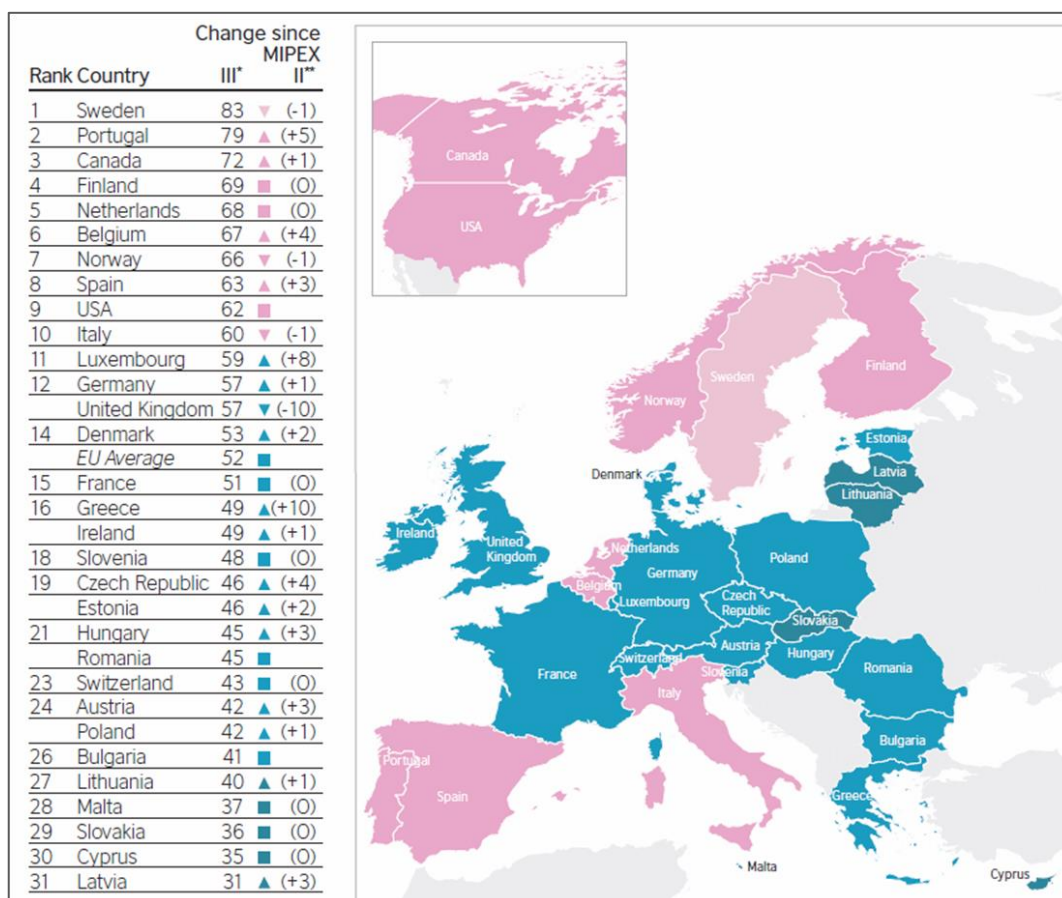
Countries that have ambitious education integration policies are at the same time the countries that have ambitious integration policies in general, and ambitious integration policies for migrant workers.

Generally, political will counts more than tradition: there are no significant differences between traditional immigration countries and new immigration countries.

Results are related to the public opinion. An example: in Sweden, 92% of the population thinks that immigrants should have the same legal rights, whereas in Latvia, there is only little support for the idea of equal rights. Policies are not constructed by an elite, but correlated to the public opinion.

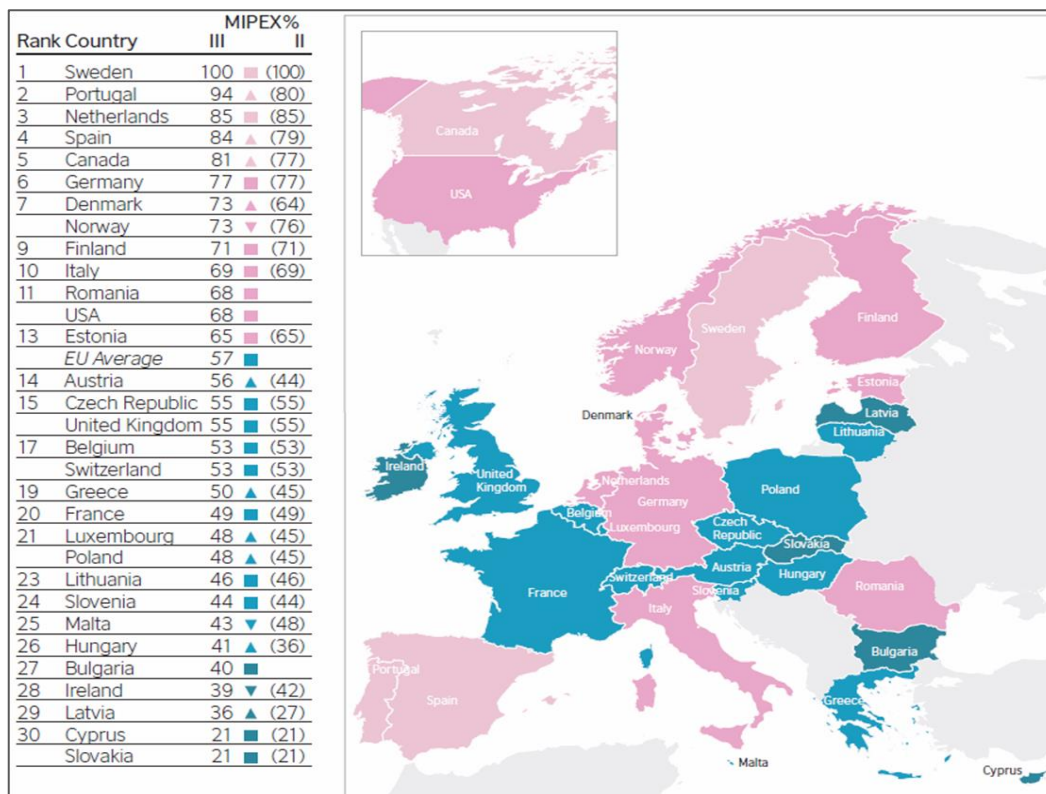
Changes are slow and rarely based on evaluations.

Overall, policies are often not coherent, but linked: there are strong relationships between different policy areas.



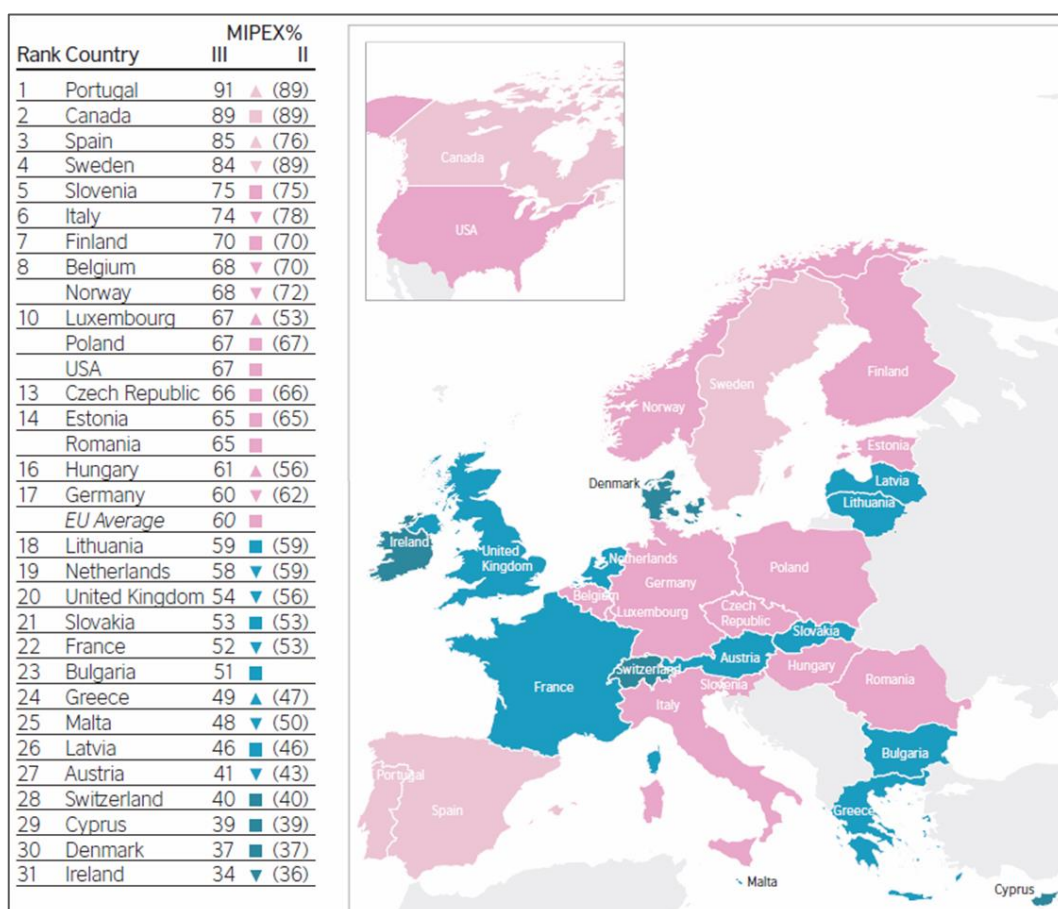
Labour market mobility

On the graph, countries in pink are countries where non EU citizens have the same rights to have their qualifications recognized; they have to go through the same process as native citizens. Countries in blue require different processes; countries in dark blue don't offer any possibilities at all.



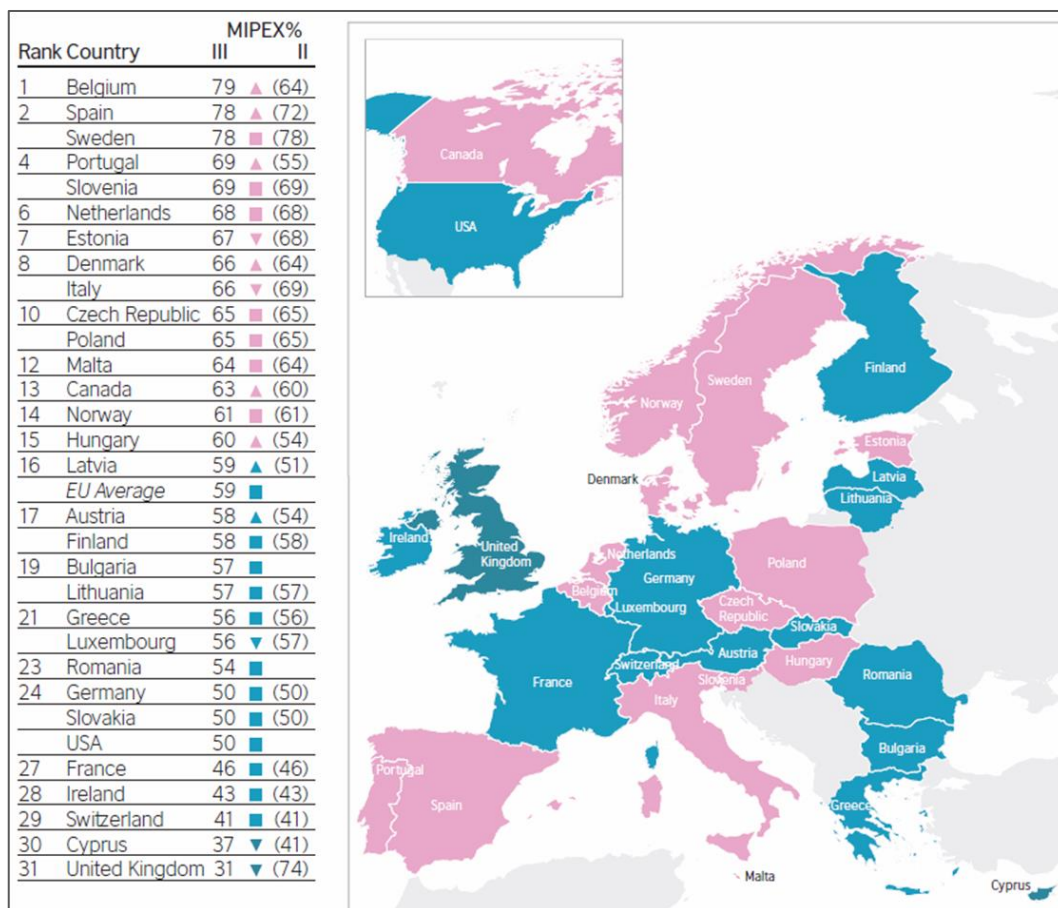
Family reunification policy

Again, the graph shows a correlation with education policy. Countries that are ambitious on the integration of migrants in the field of education and of work, are at the same time those countries that are open for family reunification policies. OECD findings conclude that facilitating family reunion improves education outcomes of children (PISA).



Long term residence

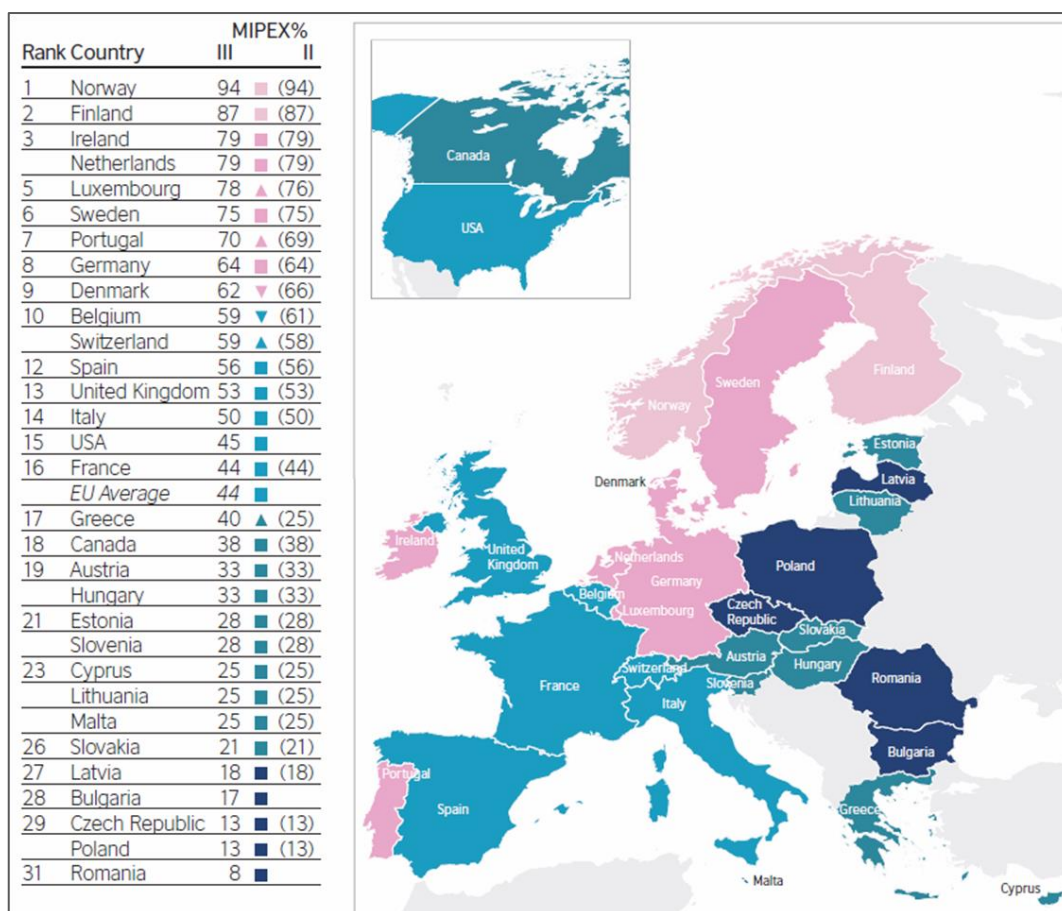
This graph refers to the permit that is given to third country nationals granting them equal rights to nationals. Most can apply after five years. General conditions are becoming more restrictive across Europe.



Political participation

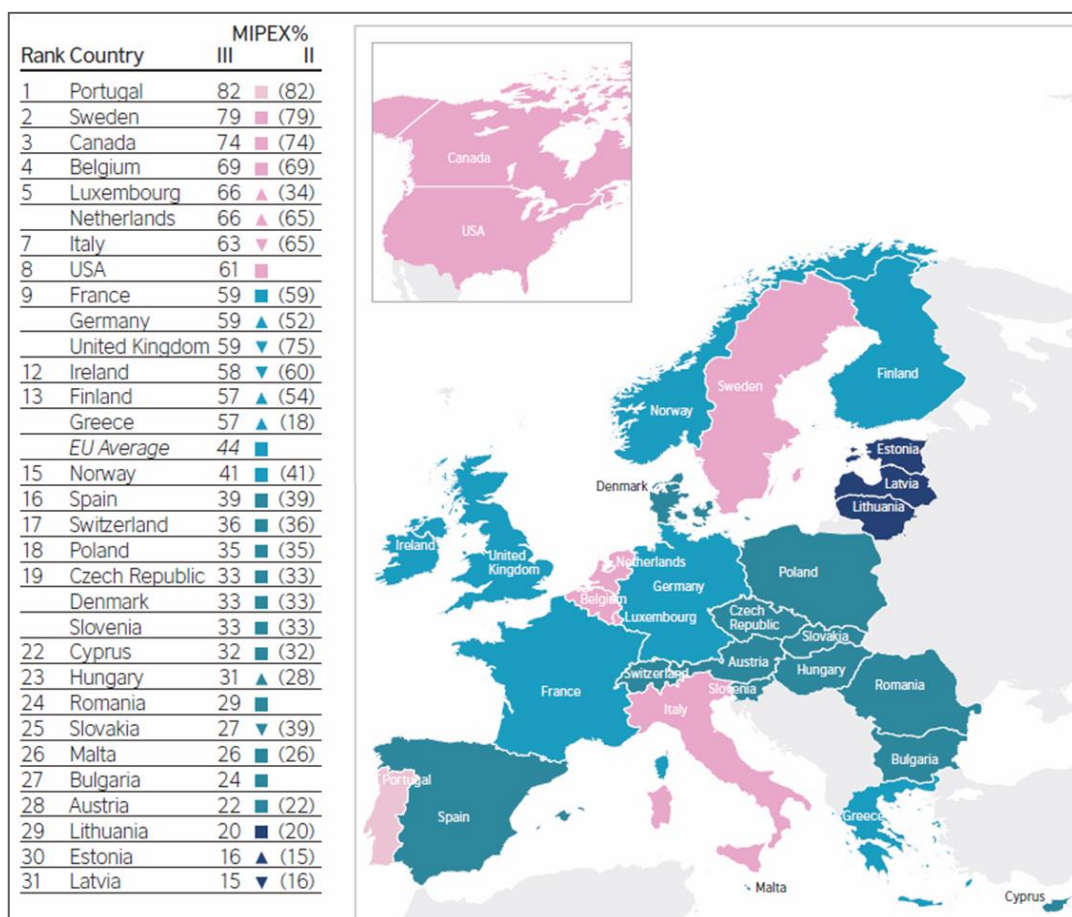
Political participation is another EU Area of Weakness: despite renewed interest, major reforms and political will are needed. Political participation is stronger in countries with more targeted integration policies, including education. The average score is low, and there are important differences between Eastern Europe and Western Europe.

There are only few migrant consultative bodies, and, if there are, they are often not strong or independent; often those bodies come and go, depending on the governments' will to hear migrants or not.



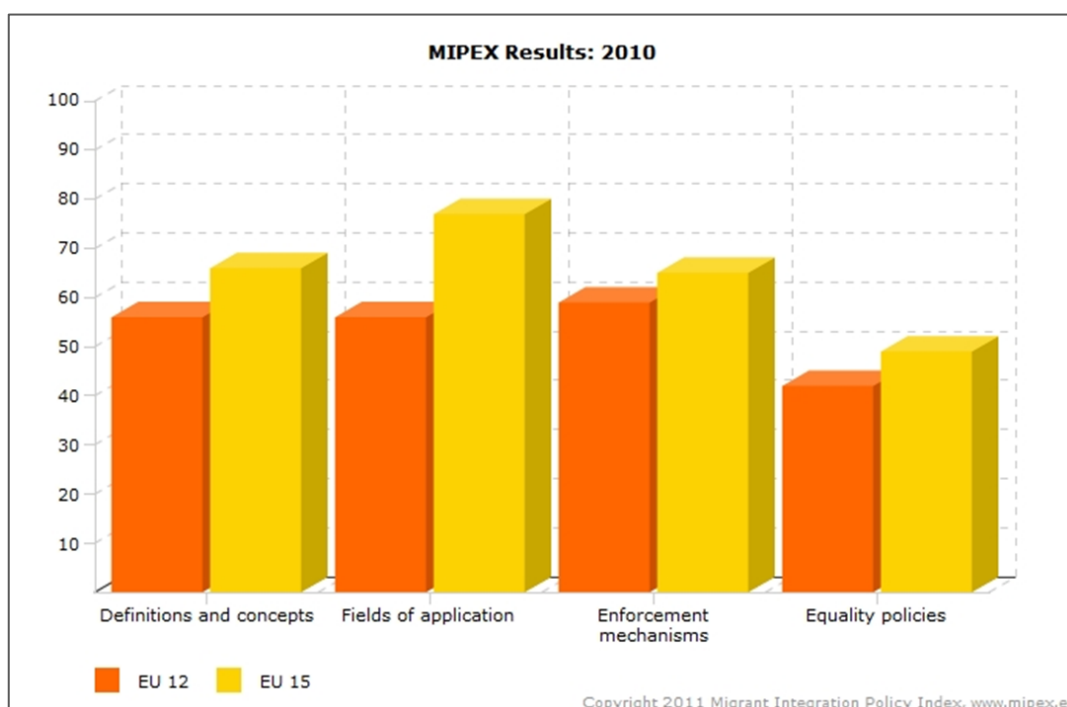
Access to nationality

Access to nationality is another EU Area of Weakness. A reform is going on as countries transform from emigration to immigration. The reforms allow dual nationality (in 18 countries), ius soli or birth right citizenship which can ease access to education for children (in 15 countries). Notwithstanding this trend, there are still many discretionary procedures. An example: in many countries, the language test is based on an interview with a police officer.



Anti-discrimination

Due to the EU law to fight discrimination, countries greatly and consistently improve their legal conditions. The strength of the law is strongly related to the public awareness of discrimination. Countries that had the law before EU legislation do better. However, the EU law does not cover nationality discrimination; there is a gap in this field.



Conclusions: Where can we go with migrant education?

Achievement and dropout levels for migrants are related to those for natives.

Socio-economic status is not the only factor, but it is the central factor, although we often tend to privilege the migrant specific status. There are other more specific factors: language, age at arrival, ..

The most ambitious targeted education policies exist in countries with the largest gaps, that are also more wealthy, educated, egalitarian with migrant populations. In those countries, the needs of migrants are more visible, the need to address those needs is felt as more urgent. The fact that the gaps exist, don't mean that these policies have failed.

There is hardly any evaluation of the implementation of targeted policies.

There is a need to look more at the general policy, and to evaluate whether the general policy is also good for migrants and disadvantaged groups. Targeted policies are not sufficient, cannot be effective without a more inclusive education system (preschool, tracking, segregation, school day, mentoring). If a country focuses on general inclusive policies, those policies will give birth to good targeted policies.

It is a problem that migration and education stakeholders rarely meet, rarely work together on migrant education.

Presentations of examples of good practices of integration policy for migrants

PORTUGUESE NETWORKS FOR IMMIGRANTS INTEGRATION ON EDUCATION

Duarte Miranda Mendes

Duarte Miranda Mendes is chief of cabinet of the High Commissioner for Immigration and Intercultural Dialogue in Portugal

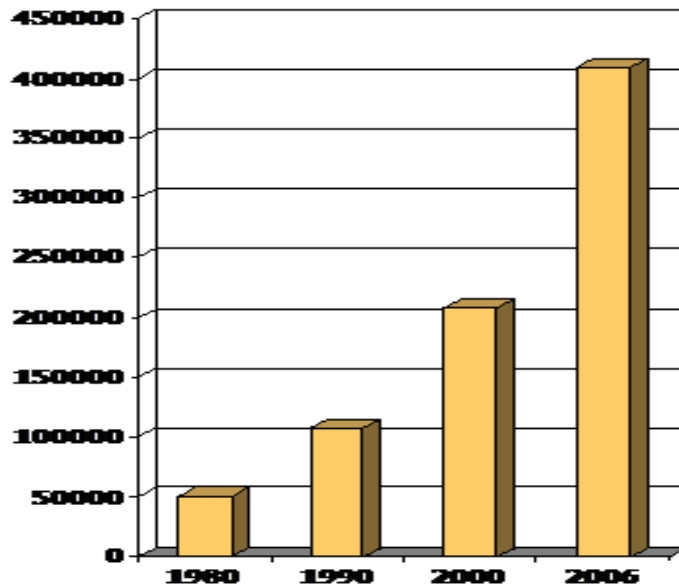


Migration in Portugal

Portugal is a receiving country as well as a country of origin. One third of the Portuguese population is scattered all over the world.

| Continents | Emigrant Population (thousands) |
|-----------------|---------------------------------|
| Europe | 1,337 |
| Africa | 540 |
| U.S.A. | 1,015 |
| South America | 1,618 |
| Central America | 7 |
| Asia | 29 |
| Oceania | 55 |

Portugal is a relatively recent immigration country; the foreign population has more than doubled since the early 1990's. Nowadays around 5% of the populations is foreign (445 262 persons in 2010); around 7% of the labour workers is from foreign origin.



Mission of ACIDI

ACIDI, the High Commission for Immigration and Intercultural Dialogue, is a public institute with the mission to create public policies concerned with the integration of immigrants and the ethnic minorities, as well as to promote the dialogue between the various cultures, ethnic groups and religions.

National Immigrant Support Centres

The National Immigrant Support Centres (CNAI – Centro Nacional de Apoio ao Imigrante) opened in Lisbon in 2004, in Porto in 2004, and in Faro in 2009. The Centres are 'one stop shops': all services are at the same physical place, and are open to all migrants, also to those who speak the Portuguese language (coming from Brazil for instance).

The centres work with 'intercultural mediators', who create relations of trust between the CNAI and its clients. There is a greater involvement from the immigrant associations in the welcoming and integration process as well as a greater knowledge about the problems concerning migration, since the mediators are themselves migrants or with a migrant background.



CNAI manages specific support services:

- Legal support
- Family reunification support
- Social support
- Employment support
- Housing support
- Immigrant consumer support
- Qualification support

Parents of migrant children are assisted in finding a school for their children: no pupil may have refusal of inscription in a school.

The CNAI works together with several governmental services:

- Internal Affairs Ministry
- Social Security Ministry
- Economy and Employment Ministry
- Ministry of Justice
- Ministry of Education
- Ministry of Health

Plan for immigrant integration

The advantage of this national plan is that ACIDI can mobilize each ministry to put integration on the agenda. It consists of a major national mobilization for full acceptance and integration of immigrants

- through the ensurance of the respect for immigrant rights
- by promoting social cohesion and equal opportunities
- by favouring the integration of immigrants
- by promoting intercultural and inter-religious dialogue.

It is a reference programme for the Government, but with the immigrants' participation and co-responsibility in the immigration policies. It offers opportunities for a better management of the available human and financial resources, focusing on clear objectives.



Ten Ministries are involved in the Plan. Spread on 17 intervention areas, the plan includes 90 measures with 408 goals for the four years (2012-2013). Measures are related to specific areas (Employment, Professional Training and Business Dynamics; Housing; Health; Education; Solidarity and Social Security; Cultures and Language; Justice) and to transversal areas (Welcoming; Descendants of immigrants; Elderly Immigrants; Racism and Discrimination; Immigrant Associations; Relations with the Countries of origin; Access to citizenship and Civic participation; Promotion of diversity and Intercultural Dialogue; Gender Issues; Human Trafficking).

There is a network of 'focal points' within the Ministries, that is in fact a direct channel: bureaucracy is avoided. Each focal point has two representatives, selected by the Ministries' Cabinets. They publish annual public reports and are monitored by the Consultative Council for Immigrant Affairs. In this Council, there are representatives from the Ministry as well as representatives from the immigrant communities: if they identify problems within their community, they have the opportunity to talk about those problems in this Council. This helps creating a capital of trust between the State and the immigrant.

These are the 10 measures related to the education area:

→ **Measure 23**

Reinforcing Training in Intercultural Dialogue as part of Continuous Teacher Training

→ **Measure 24**

Defining and implementing recommendations for the constitution of balanced school classes and bringing school strategies into line for the welcoming of foreign students and descendants of immigrants

→ **Measure 25**

Improve the collection of statistical data on cultural diversity in schools

→ **Measure 26**

Diversification of offerings in education and training

→ **Measure 27**

Integration of intercultural mediators in the school context as part of the "Educational Territories for Priority Intervention" programme (ME)

→ **Measure 28**

Access by foreign students to social action support in school, at all levels of education

→ **Measure 29**

Informing schools of intercultural teaching resources

→ **Measure 30**

Dissemination of best practices in the welcoming, aid and integration of students who are descendents of immigrants

→ **Measure 31**

Support for the welcoming and integration of foreign students and students who are descendents of immigrants in Portugal

→ **Measure 32**

The “SEF goes to school” initiative

Intercultural education

‘There are some people that have a hard time with those who are different from them.. They forget that in other people’s eyes, they are the ones who are different’ (Spier, 1991)

Intercultural education starts from a number of presuppositions:

- Increase the value of diversity
- Recognize heterogeneity
- Strive for equity in participation
- Offer equal opportunities
- A culture of cooperation
- Critical and constant questioning and self-examination
- Intercultural citizenship

The aim is to strive for inclusion and social cohesion.

Intercultural education is a process by which we learn to incorporate new values in our actions, to understand the world through a more flexible and inclusive perspective, to connect with others and to try to put ourselves in their shoes.

“The school’s current role is to be able to recognize the differences in the students’ high culture, as well as the differences in their deep culture and to find strategies for adjustment and development that respect and include all. That is true democracy.” (Cunha, P. D’Orey, 1992)

ACIDI is promoting intercultural dialogue through different initiatives:

Intercultural mediation in Public Services Project

19 intercultural agents are working in four municipalities.

Trainers network

Several training modules are available:

- Immigration Law
- Welcoming and Social Services
- Intercultural Dialogue
- Inter-religious Dialogue
- Intercultural Education
- Health
- Migration and Diversity

All the modules offer a free formation on how to manage diversity.

SOS Immigrant Helpline

This Helpline is working since 16 March 2003, from Monday until Saturday (8.30 h – 20.30 h), in 9 languages (Portuguese, Creole, Russian, Ukrainian, English, French, Spanish, Byelorussian and Romanian).



Telephone Translation Service

This service is in place since June 2006, available from Monday until Friday (10.00 h – 18.00 h), in 60 languages. Teachers, for instance, can call for instant translation. This free service can help to bridge the gap between the parents and the teachers.

PPT Programme: Português para Todos



Learning the language of the host country is a key factor in fostering professional and social inclusion of all immigrants. Language fluency generates greater equality of opportunities, facilitates the exercise of citizenship rights and delivers added-value, for new arrivals and their hosts.

In Portugal, the specific program that engages language learning measures towards immigrants is the Programa Português para Todos – PPT (Portuguese for All).

The PPT is a program, targeted to immigrants, that aims to develop Portuguese language courses and technical language courses addressed to the immigrant community living in Portugal (with valid title of residence to stay in Portugal, or proof that the procedure was initiated to obtain, renew or extend this title), at zero cost to the immigrant population and co-financed by European Social Fund.

The length of the basic Portuguese course is 150 hours, organised by the schools of the Ministry of Education and by the Professional Training Centres of the Employment and Vocational Training Institute (IEFP) and provided free of charge to participants.

The organization of the courses is according to the assumptions proposed in the Common European Framework of Reference (CEFR) which was

operationalized in Portugal with the implementation of Referential “The Portuguese for Speakers of Other Languages - Elementary User on Host Country”.

Third-country national citizens who complete the courses in Portuguese obtain a certificate relevant for purposes of access to nationality, permanent residence permit and / or status of long-term resident, and consequently accomplish the level A2 of the Common European Framework of Reference (CEFR).

Besides, immigrants who complete the courses successfully will therefore exempt them from testing evidence of knowledge of Portuguese.

Moreover, PPT program provides immigrants, who already speak Portuguese but require additional knowledge of Technical Portuguese for their employment, with a 25 hours certified technical Portuguese language courses.

These courses will grant them better access and integration in the labour market and generate greater equality of opportunities. Those technical courses focus mainly on four different sectors: Retail, Hostelry, Beauty Care, Building Construction and Civil Engineering.

Who can enroll in the “Portuguese for All”?

- Foreign citizens (third-country nationals and E.U. citizens);
- Age group (School after 15; vocational training centre after 18);
- Educational Level (Basic Education, Secondary Education, Higher Education, Master's Degree, PhD – Postdoctoral);
- Employment status: employed, unemployed or inactive.

Choices Programme

The Choices Programme (Programa Escolhas) aims to support the social inclusion of children and young people from the most disadvantaged socio-economical contexts, looking towards equal opportunities and social cohesion. This programme is not targeted specifically at migrants.

The main challenges are

- Geographical segregation
- Difficulties in legalization and access to nationality
- Initial learning difficulties
- School failure
- Difficulties in accessing training and employment
- Low expectations and low vertical social mobility
- Low levels of representation and participation

Some of the important pillars of the programme:

- Educational inclusion and non-formal education

Specific educational responses are implemented; dropout is prevented; there is a lot of attention for family involvement. It's the most attended axis and is related to school problems like failure, early school leaving, truancy, etc.

- Vocational training and employability

The programme provides information and helps to integrate into the labour market. It creates and implements vocational training and employment opportunities. Employment and internships based on corporate social responsibility are promoted.

- Civic and community participation

This participation is educational as well as recreational and includes artistic, sports and cultural activities. Visits and contacts with community organizations are organized, aiming at awareness raising and community mobilization.

- Digital inclusion

In the 4th axis, the programme tries to 'combat' the digital gap with the 125 CID@NET – Digital Inclusion Centers; there are 132 projects; almost all of them have a CID@NET.

How? Occupational activities; different kinds of ICT workshops (journalism; multimedia, hardware, etc); certified trainings on Information and Communication Technologies (ICT); partnerships with important companies like CISCO and Microsoft (through Corporate Social Responsibility - CSR); promotion of school success and employability skills – related to the 1st and 2nd pillar; Virtual School (web based platform totally aligned with the official Ministry of Education Curricula. Students have free access to all available disciplines since 1st to 12th degree; Partnership with Porto Editora, a major Portuguese publisher (again, through CSR); Skills development activities on employment (working on a CV, application forms/letters).

- Entrepreneurship and empowerment

It's a new axis, created in the 4th generation of the programme as a result of the growing investment on the mobilization of local communities, specially the youngsters. The programme foresees skills development activities and encourages and gives financial support at projects plans, implemented and evaluated by young people. The programme promotes youth associations and fosters grassroot initiatives and organizes visits, internships and partnerships with other civil society organizations.

Each project, according to its local diagnosis, designs his project aligned with 1, 2, 3, 4 or all pillars. There are several possible combinations.

The design of the project depends directly from the problems diagnosed and the resources available.

But there is an exception. In Choices Programme it is not possible to design a project just with Measure IV - Digital Inclusion. And why? Because digital inclusion is not considered as an end in itself. It is more a mean to achieve many others objectives. CID@NETs have to be availed in a articulated and transversal way with the other strategic axes of the programme.

Conclusions

In many countries, migrants are associated with 'problems'. The aim of ACIDI, and of the projects and programmes described here, is to create consensus and dialogue around the theme of migration. As a consequence, in Portugal, migration has not been an issue in general elections, which is rare in Europe.

In order to create awareness and consensus, it is very important to share responsibilities amongst ministries, administration, and stakeholders.

MIGRANT EDUCATION POLICY IN THE NETHERLANDS

Lex Herweijer

Lex Herweijer works at the Netherlands Institute for Social Research. His main fields of research are related to early school leaving, parent participation and wellbeing, school choice and education for elder people.



Characteristics of migrant populations

In the Netherlands, 11 % of the population is of non-Western origin; in youth population, the percentage is higher: 16%.

Increasingly, a large part of this population is second generation. In primary school, about 90% of the migrant pupils are second generation, which has a big impact on education policy.

Generally, the population of non-Western origin has a weak socio-economic position as far as income, poverty, education, unemployment are concerned. Non-western migrants are concentrated in major cities.

Education policy for migrants

In the 1970's and 1980's policies for migrant students were introduced, as politicians realized that migrants were in the Netherlands to stay. However, the focus remained double: to promote integration, and also to prepare a possible return.

- Extra funding for non-Western migrant pupils in primary and secondary education
- Teaching in the language of the country of origin
- Intercultural education. This was compulsory, but difficult to implement and not really successful.
- Induction classes for newcomers (teaching Dutch language)

In the last decade, there has been a shift towards general educational disadvantage policy, as, in the public debate, the 'multicultural society' is considered as failed. The socio-economic dimension is now considered to be more important.

The current policy approach is based on the education level, and thus different for primary and for secondary education. In addition, there are pre- and early school programmes.

In primary education, there is extra funding on the basis of the level of education of the parents; there are induction classes; there is a new requirement to promote active citizenship, which is in a way the successor of the intercultural education.

In secondary education, there is extra funding for students coming from disadvantaged districts and there are new requirements to promote active citizenship.

Some policies targeted at migrants stay in place.

- Special classes for newcomers (teaching Dutch language)
- Support programmes for migrant students in higher education
- Civic integration courses for adults; this is a relatively new provision, not only for newcoming migrants.
- Teaching in the language of the country of origin discontinued

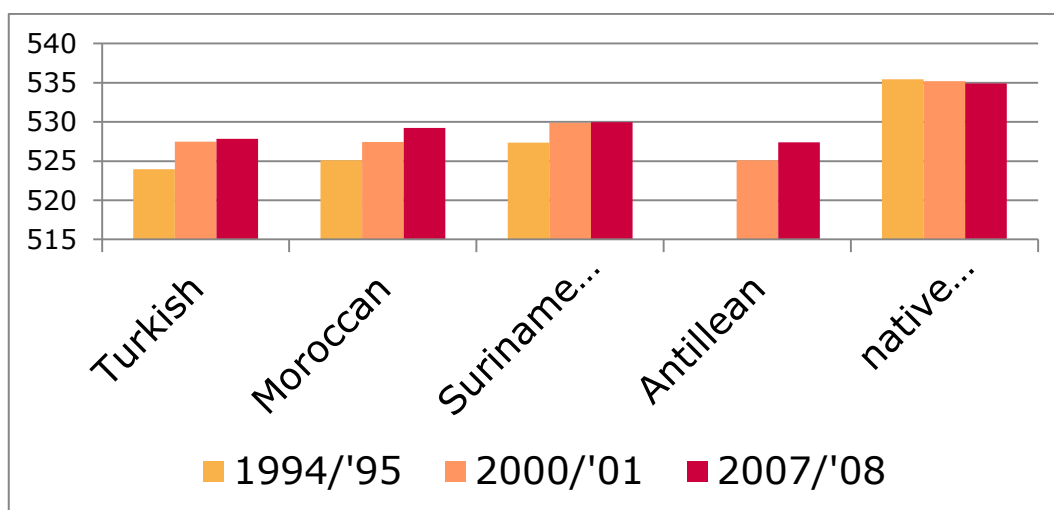
The following comprehensive policies are beneficial for migrants:

- The national programme to reduce school drop-out. The Dutch system offers escape possibilities, second chances for those who initially are not in a higher academic track. Early tracking is avoided, pupils are not 'locked in'.
- The opportunity for the accumulation of qualifications in secondary education
- The promotion of the transfer to higher education through vocational education

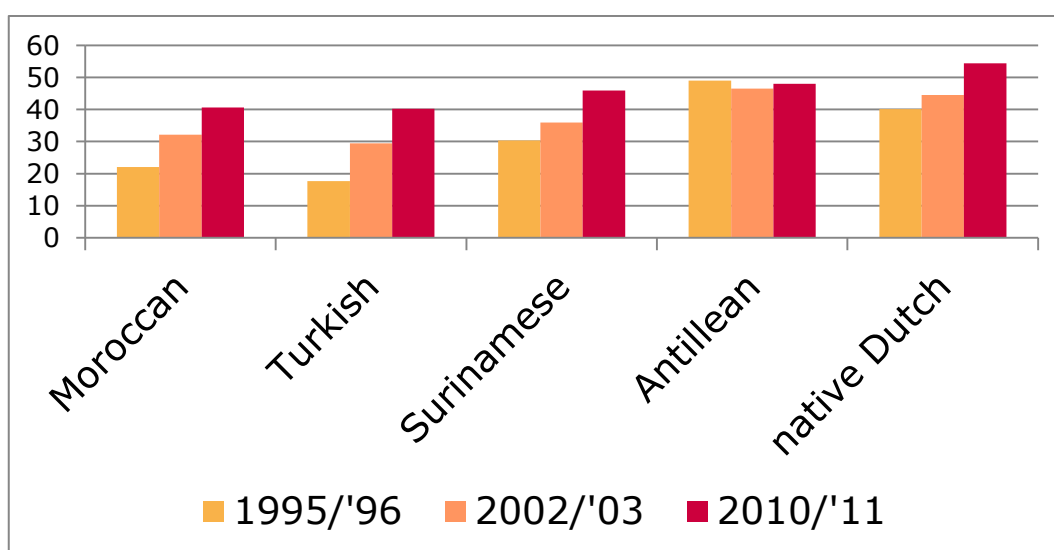
Effects of education policy for migrants

The effectiveness of the policies is often difficult to determine, as there is no control group. There are doubts about the effects of preschool and early school programmes. Induction classes seem more effective, but these are only first experiences.

It is a fact though that the achievement and educational careers of migrant pupils have improved. The graph shows that the achievement gap in primary education is reduced.



The participation in the higher levels in secondary education has increased. School drop-out in secondary education is reduced. And there is a strong increase in the entrance in higher education.



Strengths and challenges

Strengths

The system of extra funding for disadvantages pupils (weighting system): the results in the so-called 'black' schools have improved over time.

The negative effects of early tracking have been mitigated and a national programme has reduced school drop-out. This outcome is related to the EU

benchmark, that aims to reduce early school leaving to 15 % across EU Member States.

Challenges

The effectiveness of pre-school and early school programmes has to be enhanced.

Language skills need improvement. Language skills have improved, but there is still a long way to go.

Drop-out in higher education has to be reduced. The entrance in higher education has increased for migrant students, but the risk of drop-out remains high.

Segregation has to be combated? This challenge is put with a question mark. All partners agree that segregation is unacceptable, because pupils don't learn how to live together. However, there still is a substantial degree of segregation in primary and secondary education.

QUEBEC'S POLICY ON EDUCATIONAL INTEGRATION AND INTERCULTURAL EDUCATION

Claude Lessard

Claude Lessard is president of the 'Conseil supérieur de l'éducation' in Quebec.



Canada

Canada is mainly an immigrant-receiving country with a higher immigration rate than the USA. It is a federation, with a division of powers between federal and provincial governments, either exclusively or shared. In the field of immigration, the jurisdiction is shared between the federal and the provincial governments. In most provinces, there are no problems, but Quebec has always faced challenges related to immigration. In the field of education, the jurisdiction is exclusively at the level of the provinces. There is no such thing as a Canadian education policy, there are several education policies, according to the province.

Quebec

The Quebec school system was once organized along denominational lines (Catholic/Protestant); today it is organized around linguistic school borders (French/English). There are in fact two systems, from Kindergarten to university.

Immigration in Quebec (about 50.000 per year) is more or less stable since the end of World War II. There is a change in the origin of the immigrants: they used to come from Europe and North-America; now, the group of immigrants is more diversified.

Key dates and legislations

1977 Bill 101: French becomes the official language of Quebec. All children of immigrant backgrounds in the public school system must now attend French-speaking schools. (Prior to this date, most immigrant children would have been enrolled in the Anglo-Protestant school system.)

1990 The *Canada-Quebec Accord*: giving Quebec jurisdiction over the selection of immigrants and exclusive powers in their linguistic and economic integration.

- Offsetting the demographic deficit and its economic and political impact;
- Compensating for an aging population;
- Preserving the demographic balance in Canada;
- Ensuring the predominance of French in Quebec.

Quebec adds about 50 000 immigrants per year to its population of 7 million. Today, 65% of immigrants know French. 80% of immigrants hail from countries other than in North America or Europe.

1998 The Government of Quebec releases *A School For the Future: Policy Statement on Educational Integration and Intercultural Education. A New Direction for Success*.

1998 Amendment to the Canadian Constitution to reorganize denominational school boards (Catholic/Protestant) into linguistic ones (Francophone/Anglophone).

School population and immigration in Quebec: some statistics

18% of all elementary and secondary school students are children of immigrant backgrounds.

48% of students in Montréal public schools are children of immigrant backgrounds (partly due to a strong geographical concentration of immigrants in Montréal and the flight of non-immigrants to suburban areas or private schools). In some schools the concentration is heavier, up to 70 or 80%. Montreal is becoming more and more multi-ethnic, with less capacity.

There is no systematic correlation between multi-ethnic schools and disadvantaged groups.

Objectives of Quebec's Policy on Educational Integration and Intercultural Education

The objective is to strike a balance between the Canadian multiculturalism (perceived as essentializing cultures and isolating them from one another: it is a unique mosaic in which every culture survives) and the American-style assimilation or the French-style republicanism (which tends to relegate diversity to the private sphere). Finding the balance is not an easy road; polarities have to be avoided.

There is need for a culture of convergence, recognizing the pluralism that results from immigration (past and recent) and the move towards a Francophone culture open to the contributions of immigrant groups ('cultural communities') with respect of common, fundamental and democratic values such as gender equality, children's rights, non-violence, pluralism, cooperation among communities, and fundamental freedoms.

Three key principles

- The promotion of equal opportunity
- The proficiency of French, the common language of public life in Quebec
- Citizenship education in a democratic, pluralistic society

Central concept: intercultural education

Learning how to live together in a democratic and pluralistic French-speaking society is the objective. Challenges include

- Representing ethno-cultural diversity in hiring within the educational system
- Training and professional development of teachers
- Adapting both the official Quebec education curriculum and the taught curriculum, the real one

Ongoing societal debate

Quebec has evolved from intercultural education (openness to and respect for diversity) to fighting discrimination (racism, prejudice, stereotypes) to citizenship education (rights and responsibilities, participation).

Debate is going on on the language of instruction (mandatory French versus freedom of choice; mandatory French in elementary and secondary school versus in elementary, secondary and college) and on religion ('reasonable

accommodation', open secularism or French-style republicanism). The wearing of religious symbols by teaching staff is at the center of the debate, as well as the importance of religion in general, the place of Christianity, and the place of ethics and religious culture courses.

There is debate going on on how to teach cultural identity (language, religion and history) and how to integrate an intercultural perspective throughout the curriculum.

Programmes and initiatives

- Orientation classes with French language support and a smaller student/teacher ratio (instead of placement in regular classes): learning the language of instruction and raising awareness of the host society's cultural codes and references.
- *Programme d'Enseignement des Langues d'Origine* [PELO, or Teaching the Language of Origin Program]: for allophone students in French schools.
- The Quebec Education Program's domain of Learning *Citizenship and Community Life*, available through Geography, History and Citizenship Education programs: openness to diversity in societies and in the community.
- Ethics and Religious Culture courses: focusing on Christian and Aboriginal spiritual traditions, and world religions such as Islam, Buddhism, Hinduism and Sikhism.
- Bias-free teaching material (Ministerial approval process) that reflects diversity.
- Initial teacher training and continuing professional development: Intercultural and bias-free teaching included in the competency framework for teachers, as well as formal courses and internships.
- Continuing education programs offered by the Education Department, school boards, the Human rights Commission, and community organizations, covering:
 - intercultural communication;
 - initiatives in multi-ethnic school communities;
 - preventing racism;
 - relationships with parents;
 - reasonable accommodation.
- In school boards: community liaison officers and translation resources to build relationships with immigrant parents.
- Equal opportunity hiring policies in representing minorities across education faculties and school boards

Role of the Conseil supérieur de l'éducation

The Conseil has prepared many briefs and reports exploring the notion of interculturalism and citizenship education; the concept of ethics, religion and citizenship education; the 'deconfessionalization' of the education system; and the recognition of diversity and advancement of pluralism in the curriculum.

Relevant publications of the CSE are available at the website www.cse.gouv.qc.ca.

- **1993:** *Pour un accueil et une intégration réussis des élèves des communautés culturelles*. [Towards a successful welcome and integration of students from different cultural communities].
- **1996:** *La réussite à l'école montréalaise : une urgence pour la société québécoise*. [The success of Montréal schools: an urgent priority for Québec society].
- **1998:** *Éduquer à la citoyenneté* [An education for citizenship].
- **2005:** *Pour un aménagement respectueux des libertés et des droits fondamentaux : une école pleinement ouverte à tous les élèves du Québec*. [Towards an environment that promotes rights and fundamental freedoms: a school fully open to all Québec students].
- **2010:** *Conjuguer équité et performance en éducation, un défi de société*. [Balancing Equity and Performance in Education: A Challenge For Society].

Successes and challenges

Linguistic integration is a success. The proficiency of French is as good among allophones as among Francophone students. There is a trend towards the predominant use of French outside the classroom and in school. French as the language of instruction in post-secondary education has reached 63%. And 65% of those who attended a French-speaking school now use French as their common language in public adult life.

For equal opportunities and school success results are mixed. The overall picture is not too bad, but there are discrepancies. Immigrant students or children of immigrants tend to integrate into secondary school with a greater delay than other students and continue to lag, even when they enter at the right time. These students are less likely than other students to obtain a secondary school diploma after 5 years (46.5% compared to 55.4% respectively) or after 7 years (62.1% compared to 68.2%). Variables include: gender, origin of parents, delays on entering and during secondary school; public vs. private school. The group is heterogeneous and reflects a range of realities. In black communities, English and Creole speakers from the Antilles have a 17% gap in certification.

Intercultural relations in schools: work in progress. This topic is related to day to day issues at school, for instance mixed physical education, the impact of the religious calendar on school activities.

A multiplicity of successful initiatives have been implemented: around 1,000 examples of best practices. It is a priority for Quebec and Canadian teachers to integrate students in school culture and educational success, beyond incorporating an intercultural perspective to the curriculum. There is a lot of pressure to accommodate; in general, schools have learned how to manage demands from various cultural communities and parents. Approximately 50% of the cases are granted; 25% are declined; 25% reach a compromise. Race-related issues are treated under crisis management and ad hoc conflict resolution.

In general, migrant students are having different values than their parents and lean towards the host society. They are becoming North-American and dealing quite well with the double identity.

Conclusions

Migration is a Trojan horse that upends a demolingistic education system and the identity of the host society itself. It has fundamentally changed everything in society.

It is important to continue research and efforts in following the educational paths of students from migrant backgrounds, in evaluating the effectiveness of initiatives and 'reasonable accommodations', and in guiding the host society in the transformation of its identity.

Migrants in education. An asset or a problem?

Piet Van Avermaet

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The provocative title of this presentation can be understood in two different ways:

- Are migrants a problem or an asset in education?
- Is education a problem or an asset for migrants?

During the whole presentation, a dual perspective will be present: the perspective of the structure, the system, and the perspective of the agent, the individual migrant.

Current trends in Europe

In order to be able to decide on policies to be developed, and to decide how those policies can be translated into action, it is necessary to have a view on current trends in Europe.

Migration patterns have changed completely. Once, there was massive migration of one particular group of migrants. This is no longer the case; today there is much more diversity in migration, due to globalisation. On the other hand, people want to be active at a local level, there is a trend towards localisation. Moreover, people are more and more mobile: it is easy to move transitorily from one place to another.

Taking into account these evolutions, **we have to move away from the concept of diversity towards the concept of super-diversity**. Schools no longer have to deal with homogenous minority groups of migrants, and it is time that this new reality is translated into policies.

In most European countries, there is a strong focus on language (with an emphasis on the language of the home country), on parental involvement, on preschool and early childhood education, on testing. This focus makes sense, however, the validity of our choices, policies and actions of 'what?' and 'how?' is determined by the definitions of the concepts we use. This focus has to be questioned.

Within a context where super-diversity is becoming the norm it is important to reflect on the boundaries of the current recipes (= policies) that are being used in systems of (language) education to increase migrant childrens' school success and to promote and strengthen social and civic activity.

Frames of reference

How do we define concepts in super-diverse 'glocalised' contexts?

- Integration: unidirectional or reciprocal? Who has to be integrated? 'The migrants have to integrate in our society' is the common approach.
- Diversity: Group or individual? Why talk about for instance 'the Maroccans'? There might be more similarities between the high social class Turkish people and the Flemish high social class than amongst Turkish people; static or dynamic?
- Migration: static or dynamic mobility?
- Language proficiency: condition or outcome? Language is seen as a condition to move, as a condition to transition. This is strange, as we can only learn a language in context, in reality. It is an outcome of an educational process.
- Learning and education: formal or informal? We know that 86% of what we know is learned outside of school.. Instructivist or constructivist approach of teaching? Prolurilingual repertoires as obstacles or asset for learning?

Diversity and migrants seen as a problem

Migrants are associated with learning problems, with language problems, with integration problems, with arrears, with lowering levels of education. This kind of discourse starts from a deficiency concept that is rather one sided from a normative perspective: one language is seen as the norm, and this leads to the strategy to pull pupils out of the classroom in order to bring them to the level that we decide to be the norm. Research shows that this approach leads to stigmatization. This approach suggests that the bad results are a problem caused by the student. Why do we always talk about drop-out, and never about push-out?

Interpretations are known, but we have to ask ourselves: Who is responsible for the fact that there is a lower SES, another ethnic/cultural background, that there is language arrear, that there is low parental involvement? We have to avoid a one-sided analysis.

What about the causality? We get the impression that the responsibility not to be 'as good as the other' lies with the migrants: it is a 'blaming the victim' story. This reflects in the following measures: language summer courses, remedial teaching programmes (pull out classes), educational interventions such as education courses for the parents, pressure on parents to come to school.. Maybe we should turn it around: why don't schools work on parental involvement? In other words: what's goes wrong in the system, the school culture, the teachers, ..?

Our fundamental thinking about diversity and education disaffirms diversity as a starting point. We acknowledge and value diversity, but we find it difficult to consider it as the norm in education.

Binary thinking

Our thinking about diversity is predominantly binary, in which one side is seen as the legitimate (non negotiable) norm and the other side as the deviant one.

- Multicultural – monocultural
- Segregation – desegregation
- Assessment – testing
- Instructivist – constructivist
- L2 submersion – bilingual education
-

Binary thinking is illustrated through four examples:

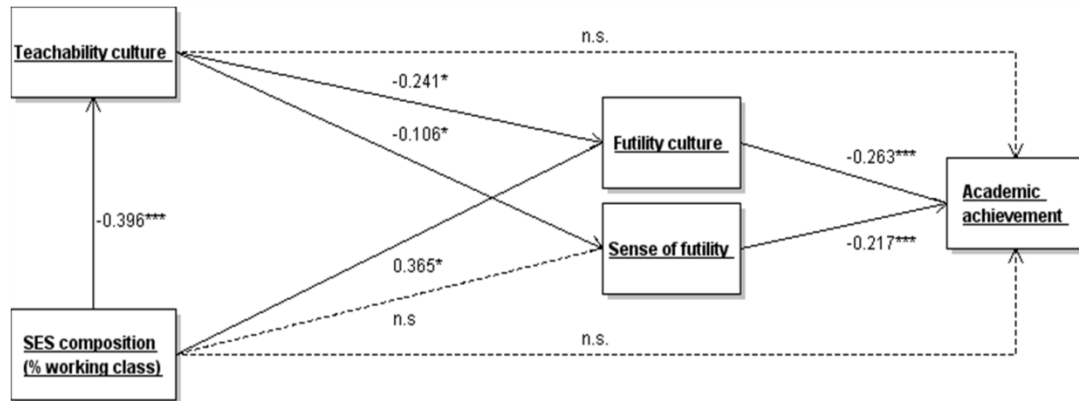
- Social mix
- Managing diversity in classrooms
- Testing
- Language

Social mix

In big cities, it is commonly agreed that there is a need for 'desegregation', and sometimes we think about 'bussing' migrant students to other schools. Is school segregation really a problem? Do we accept 'white' and 'black' schools? Research tells us that mixed schools have a limited 'uplifting' effect on cognitive school performance of low SES children, and no effect for high SES children. The individual SES background has more impact than the SES composition of the school. And in the school composition, the social class is more important than the ethnic background. Research also tells us that low SES schools can achieve high standards and quality. There are more positive effects on the non cognitive aspects if the basis is voluntary instead of forced. A mix does not lead automatically to better integration, for instance if the teacher is not professionalized to teach in a mixed school: risk of conflicts, avoidance.

Society should strive for desegregation, but sometimes solutions have to be pragmatic. Sometimes 'black schools' are inevitable in certain urban areas. Moreover, social mix is difficult to reach in the short term. And finally, high quality education is possible in 'black schools'. So it is important to invest in the quality of those 'black schools', to provide more financial means and support. There are some critical conditions: there has to be research on effective 'black schools', there is need for dissemination of good practices in 'black schools', and teachers need to be professionalized and coached.

The scheme below shows the impact of the SES-composition on academic achievement. The teachability culture, in other words the belief of teachers that kids are 'teachable', has an enormous impact on the sense of futility of the children.



The main task of education is the acquisition of those competencies that enable a person to function in society. In certain social environments more competencies, that are perceived as relevant by schools, are developed than in other. To compensate for this inequality is a very specific emancipatory task of education and schools in particular. Education and schools have to aspire that the opportunities of children in society do not only depend on the opportunities they are provided with from home.

'Although mainstream children are also subject to cultural influences, the linguistic and cultural knowledge that mediates their academic performance is more likely to parallel that which guides the action and interpretations of teachers, researchers and test developers. Thus, the tacit knowledge of mainstream children is more likely to facilitate their performance than to interfere with it' (Luyckx et al., 2007:900).

'It is necessary to recognise that texts are socio-cultural constructs' (Macken & Rothery, 1991:4).

Managing diversity in the classroom

What works? Research tells us that the following strategies work³:

- High expectations
- Reciprocal teaching
- Taking the socio-cultural context of the learner as a starting point
- Contextualised education
- Increase the contribution of the learner
- The teacher as a mediator between the learner and the learning objective
- More interactive, cooperative and problem solving learning
- Heterogeneity as an asset, not as a problem
- Avoid pull out classes
- Continuous assessment

³ John Hattie, *Visible Learning; a synthesis of over 800 meta-analyses relating to achievement* (London; Routledge, 2009).

The 'centre for diversity and learning' developed a tool for teachers to screen their own competencies on diversity

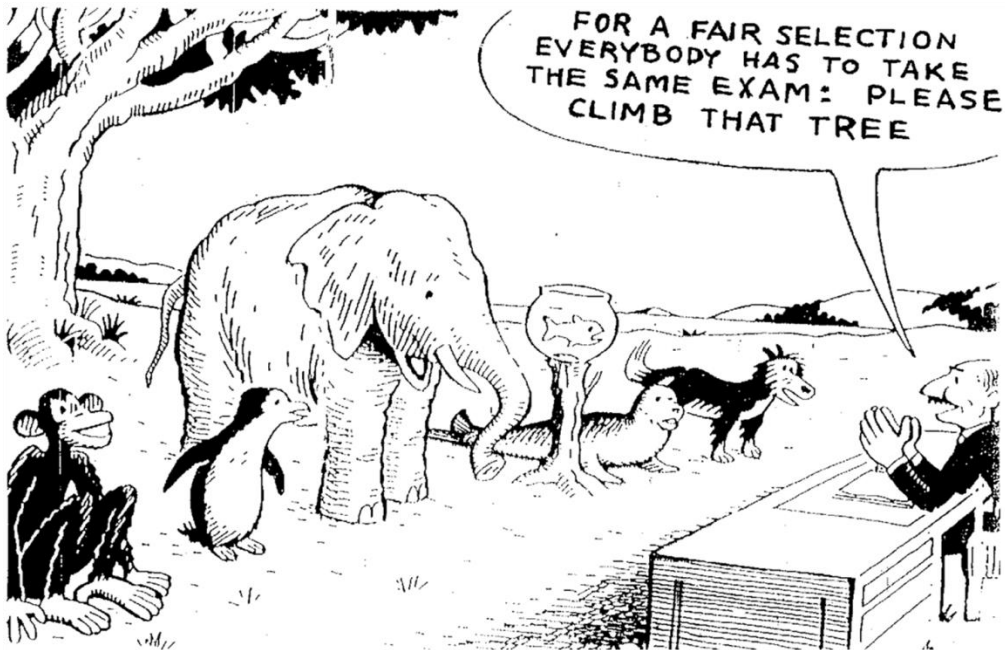
- Observing diversity in the classroom, at school and in the world outside
- Approaching diversity in a positive manner
- Guiding pupils to achieve effective interaction with each other and with others
- Integrating diversity into the total educational process of pupils
- Dealing effectively with diversity among colleagues, parents and external partners
- Being aware of ones' own social responsibility and acting accordingly

Culture of testing

*'Please God may I not fail
Please God may I get over sixty per cent
Please God may I get a high place
Please God may all those likely to beat me
Get killed in road accidents and may they die roaming'
(Shohamy, 2001)*

A test is an attempt to measure reality, but one has to be aware of the fact that this reality is embedded in social reference frames! Consequently, each test is a social construct. Tests are never neutral, objective, value-free. Often tests are mechanisms for exclusion, and serve to keep children out of the regular classroom. They focus on what children cannot instead of what they can. Moreover, not everything is measurable and quantifiable.

'Most research of the past two decades, starting from Messick, demonstrated that the introduction of tests is not an isolated event; rather it is anchored in political motivations and intentions. Research also shows that these tests lead to impacts, in the form of intended and unintended consequences' (Shohamy, 2010).



It is legitimate to have tests, but we have to be aware of the limitations, and tests have to go hand in hand with a broadly based and continuous assessment, focusing on what candidates can instead of what they cannot. This assessment of product and process will map development and will capture the individual learning paces.

Language

Language ideologies prevail:

- How do I manage the plurilingual reality of the classroom? Suppress? Sometimes children are asked to write down the names of the children that don't speak the instruction language in the playground.. Exploit functionally? Teach? Assess?
- What is the effect of suppression/exploitation on children?
- How do I communicate with immigrant parents?
- What do I advise immigrant parents concerning communication at home? It happens that, for instance, Turkish parents don't dare to speak Turkish with their children, because the teacher told so.. As a consequence, there is less interaction with the children, and interaction is exactly what works.

We often observe that plurilingualism is often seen as a problem and a deficit. At school, often only the standard variety of the host language is allowed. However, plurilingualism is a reality at schools. The foreign language can also be promoted as an asset in Europe, and not as a handicap and a disadvantage. The foreign language can be considered as a means for the cognitive development, instead of being considered as an obstacle. It is strange to see that, although multilingualism is seen as an asset in a

European context, the multilingualism of the migrant children is seen as a problem. It is not fair to make a distinction between status and non-status language.

The question is which language education model is more effective for second language acquisition. Searching for a 'one-size-fits-all' model often leads to polarization. There are two paradigms, submersion and multilingual education, and from a super-diversity perspective, neither the one neither the other option makes sense.

L2 submersion implies a maximum L2 exposure, with exclusion of the home languages. Bi- or multilingual education builds on a positive relationship between higher order language skills (Cummins), a positive transfer from the home language to the second language, and scaffolding (constructivist learning).

Plurilingual learning is functional, in our super diverse neighbourhoods, schools and classrooms. The plurilingual repertoires of the children can be exploited as didactical capital for learning; the home languages can be functional in the multilingual, L2-dominated environments.

Challenges for the future

At the macro level

- Need for a fundamental change in education, with a breakdown of homogeneous annual grades, more structural cooperation within and between schools and tracks, and more investing in extended schools
- Need for an input-output accountability model, where not only cognition and quantity are measured, but also quality. There has to be attention for interaction variables, creativity development, innovative thinking, learning from mistakes, learning to share ideas, being able to deal with differences.
- Need for more cooperation between researchers and schools in action research. Schools have to be considered as an active partner in research.

At the meso level

- Change the negative school culture that exists in some schools
- Schools have to develop a sustainable diversity policy
- Opting for larger classes (team teaching) and interaction between grades
- Professionalizing and intensive coaching of teams
- Professionalizing teacher trainers
- Continuous assessment

- From parental involvement to parent-school cooperation based on equality
- Structural cooperation with other sectors
- Incorporate diversity in all subjects and courses and through the whole curriculum
- Not teaching about but IN diversity

When these challenges are well addressed, the school will breathe diversity.

At the micro-level

- Team teaching: observe the children's competencies, and break through the stereotypical thinking and behaviour
- Exploiting diversity as an asset for learning: create more powerful learning environments and within classroom differentiation
- Involve students as active actors in learning (reciprocal teaching) and in assessment
- Intercultural competencies and diversity are not a separate subject but are central in all subjects

When these challenges are well addressed, the classroom will breathe diversity.

Conclusion

Diversity is the norm. Dealing with it and exploiting it is the challenge. Diversity has moved from the periphery to the heart of education. For more than 40 years we denied migration to be a permanent phenomenon. Currently, we value diversity, however, as deviant from the norm, as a deficiency. If we maintain this policy for another 40 years, more segregation will be the outcome, and we will keep losing children or even a whole generation.

We must outspokenly opt for a societal model where 'conflict' is the driving force of change. Multilingualism and multiculturalism are and will maintain to be a reality. We will have to learn to deal with it and use it as an asset instead of considering it as a problem. The economic, political and societal cost and impact of doing nothing will at the end be higher than to take action in equal opportunities and diversity.

The impact of school organisation and environment on the performance of migrant students: Raising questions from Cyprus.

Pavlina Hadjitheodoulou – Loizidou

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What research tells us

Secondary analysis of data⁴ shows that students with a migrant background often face tougher challenges than other students in achieving good education results. They have diverse needs. They show performance gaps when compared to native students. These gaps are largely explained by

- language barriers
- socio-economic status

Migrant students' results vary systematically

- between countries with different education systems
- between schools of the same education system

The diversity of impact on migrants can be explained at different levels of impact:

- The macro-level: society and the education system
- The meso-level: school as an organisation and its environment, linking the individual to the society
- The micro-level: the classroom, the teacher, the students and their parents

⁴ NESSE, 2008; OECD, 2010

Educational achievement is linked to different levels of educational management. According to a dynamic model of effectiveness, the things that really happen in the classroom are influenced by

- National/regional policy
- School policy and its evaluation
- The quality of teaching

The macro-level: the education system

The following topics refer to the macro-level:

- Explicit policy goals within the broader education policy goals
- Regulations and legislations
- Effective funding strategies
- Standards and qualifications
- Training and teacher support
- Awareness raising
- Monitoring

In the Cyprus context, the system is very centralised. In August 2010, the new revised curriculum was handed to the Minister of Education and Culture. These are the main principles:

- Democratic school
 - A common school environment for all children
 - All children have the right to be educated
 - All children have the best, in the quantity as well as in the quality of education
- Human school
 - No child is left behind
 - No child is excluded
 - Children enjoy childhood.

With the recent reform, at the macro-level of the educational system, a lot of attention is given to

- Reception guide
- Language support
- Teacher training
- Data report on the migration flow
- New curricula



The meso-level: school experience as part of the integration process in the Cyprus context

The school experience is considered to be a part of the integration process. Exploring the range and complexity of different experiences of social networks in relation to the integration for refugees, it seems that schools do offer to refugee children and parents opportunities to develop friendships and to develop feelings of acceptance.

"I don't know, 30-40% (integrated). Because of children going to school (...) I want to watch their progress.. if there is a parent meeting I go .. I sometimes meet there other parents and sometimes a parent comes and tells me my son told me he is in the same class with your kids and we talk a little bit." (I. 41, male, Africa)

At school, refugee parents are satisfied with

- The teachers (77%)
- Kids receiving valuable knowledge (66%)
- Kids being happy (62%) and feeling comfortable (56%)

Parents and children perceived the school as the most important social network that promotes social integration since being at school and interacting with teachers offered reassurance that they can be integrated.⁵

In most cases, the role and initiatives of teachers were crucial in enabling the integration and acceptance:

"They helped me, I remember Mr. A., Mrs R., they were my maths teacher and teacher of Greek. I see them sometimes. They helped me. The kids didn't understand, they couldn't accept me but they were adults and they were willing to sit by you and talk.." (I.1, male, Kourdistan)

"My teachers and especially my teacher in the 6th year was the one who stood by me. He helped me with the Greek language and with everything. Yes, I could always count on my teachers." (I. 3, female, Iran)

Three examples are presented of projects aiming at improving teaching practice (e.g. management of time, policy on homework) and creating a school learning environment (e.g. teacher collaboration).

Example 1: Promoting closer ties and cooperation between the school, the family and the community.

This is a project implemented in four schools, some of them in an educational priority zone. The focus is on policy for creating a school learning environment. The aim of the project is promoting closer ties and cooperation between the school, the family and the community in the framework of intercultural education.

Examples of actions:

- Looking for interaction with parents and children
- Introducing games in the classroom to encourage participation
- Encouraging free expression of attitudes of all participants
- Working with history, computers, maths
- Working through activities for teachers and parents
- Working on how a stereotype is reproduced
- Familiarizing the pupils with people from other cultural groups

Main findings of the project:

- Broadening the sense of belonging and solidarity with people from diverse cultural and/or linguistic backgrounds can start from initiatives of headteachers and teachers themselves. It is important that these initiatives are encouraged and promoted by the bureaucratic characteristics of the educational system.

⁵ Hadjitheodoulou and Papasolomontos, 2010

- Interventions in school culture, collegiality, use of external support and participation in decision making can act as the basic measures.
- Schools that handled and approached parents with respect generated a positive climate in the schools and lead to changes in parents', teachers' and children's attitudes and behaviours.
- The importance of the school leaders in all schools in the management of the participants and the governmental provision and school characteristics showed that the schools can be the centres where the encouragement and development of learning can be implemented locally and thematically.
- The schools' 'relationship' with the Pedagogical Institute was a first step forward to set out work that is to be supported at all levels of social educational interaction by the structures of the educational system.
- Interventions in the school curriculum and timetable encouraged the basic ideas of intercultural education for the development of the environment, the respect for human beings, the comprehension of their needs and the evaluation of their cooperation and collaboration.
- Cooperation among colleagues inside and outside the schools promoted by the headteachers, particularly in one school, may have been risky as it opened the – so far – closed classroom to the public and to criticism, but it eliminated negative and prejudice and it created opportunities for cooperation.
- The idea of presenting a portfolio with the pupils' work or school activities was regarded as an isolated action, but it gradually initiated discussions and activities involving the school and the community.

Example 2: The Zones of Educational Priority

The focus of this project is on evaluating school policy for teaching and policy for creating a school learning environment. The aim of the project is to evaluate the ZEP initiative.

The Zones of Educational Priority is based on the idea of affirmative action. It allows local partnerships to develop approaches to raising educational standards in disadvantaged, mainly urban, areas and prevent bullying and anti-social behaviour. The programme started in 2004 and it now covers 8 areas (9 upper secondary schools, 24 primary schools and 9 nursery schools).

The ZEP policy is based on the development of relationships and actions between schools, local education authorities, parents and other representatives from the local community. The basic tools are project work, cooperative learning, action research work, cross curricula Greek language learning and authentic assessment.

These are the main findings from the first evaluation of the project, three years after the implementation⁶:

- Actions are successful for
 - Combating racism and exclusion
 - Sustaining school attendance
 - Promoting participation in school activities
 - Improving school achievement
- Students are particularly satisfied with the school climate and the teacher-pupil relationships.
- There is an indirect connection between the actions selected to be promoted and the school curricula and student achievement.
- Teachers were reluctant as regards the ability of schools to take advantage of the good school climate in order to raise educational achievement.
- Regarding parents' involvement, the perceptions are diverse.
- There is an overlap of school actions and ZEP actions.
- Issues related to autonomy in financial allocation in ZEP schools and the centralised system of control and monitoring and power relations were reflected in activities chosen and promoted by each school.
- There is a low level of teacher satisfaction regarding the implementation of ZEP actions. This revealed a low level of participation and involvement in decision making and implementation, as well as a lack of supporting measures from the Ministry.

As a conclusion, there is need for supporting school initiatives and for enlarging teachers' expectations. Issues of power relations and allocation of initiatives, duties and responsibilities in and around the ZEP network have to be reconsidered.

A new evaluation of the ZEP project is starting now, 8 years after its implementation.

Example 3: Teaching Greek as a second language in secondary schools.

This project has been implemented in all secondary schools. The focus is on evaluating school policy for teaching and policy for creating a school learning environment.

The aim of the project is to evaluate the implementation of a pilot programme for teaching Greek as a second language. In Cyprus, Greek is the instruction language, the home language. For the migrants, however, often their home language is their first language, Greek is a second language for them. The term 'Greek as a second language' is new; before, the term used was 'Greek as a foreign language'.

⁶ Vlami et al., 2007

There are several centralized decisions for implementing actions to cope with linguistic diversity in schools:

- Directives and regulations for implementing a pull-out system for teaching Greek
- Intensive teacher training for teachers

However, the status of the students is vague, and there are some clashes of the directives with the school regulations.

Even in a centralized system, schools can give their own identity to policy. The diverse implementation of the centralized directives is related to school factors such as the use of materials, the use of means and people's actions and commitment. The people selected or appointed to implement the Programme played a significant role for its effectiveness:

"The classroom arranged and decorated in a nice way played a positive role in motivating students, and that was great. They enjoyed working with some of the units in the books but they preferred the material that their teacher brought and used in the classroom (worksheets, pictures, songs, comics etc.)" (headteacher)

"(..) there is also something that is very important. There are no adequate means and materials. It's pointless to have the kicking off of the programme. Go to school and have no classroom to work in. We are having lessons in a storehouse.. Or we may spend 10 minutes out of the 45 to find an empty classroom." (teacher)

There is need for improving the cooperation between the Deputy Heads in the school units and the language teachers. Mentoring on teaching Greek as a second language is necessary. The implementation and effectiveness of the teachers' work has to be monitored. And the legislation has to be adapted, so that it is applicable to all students in state secondary schools.

Conclusion: Inadequacies of the programme and its implementation resulted from its inflexibility to transform practices and strategies in order to enable linguistic achievements of migrant students.

School visit

Second Primary School of Saint Lazaros

Participants visited the Second Primary School of Saint Lazaros. From 2008, this school is included in the Educational Priority Zone of Phaneromeni. The school is located in an area which is characterized by the low socio-economic level of their citizens. The only income of the school is the state funding. The parents' society is not able to help the school financially, as it usually happens in other schools.



The Educational Priority Zones have been established in 2003 by the Cyprus Ministry of Education and Culture, attempting to minimize the effects that social inequalities can cause on the successful learning of students.

Cyprus has always been a multicultural society; but nowadays recent demographic developments such as migration are becoming increasingly reflected in the primary schools. Schools are becoming more multicultural, with linguistic, ethnic and religious differences among the students.

In this school, 142 children are enrolled, 74 boys and 68 girls. Only 56 children have Greek Cypriot parents, 35 children have one Greek Cypriot parent, and 51 children are foreigners: 14 from Romania, 10 from Bulgaria, 8 from Palestine, 3 from Iraq, 2 from Egypt, 2 from Moldova, 2 from Ukraine, 2 from Poland, 2 from Georgia, 1 from Syria, 1 from Lithuania and 1 from Latvia.

The school aims to achieve interaction, reciprocity and genuine solidarity of the various cultures. Cultural and other differences between the children are treated as positive forces that help the children to mature socially. Diversity is considered to be an asset.

The integration programme of the non native students aims to address all of the necessities of life, socialization, education and social inclusion. For students who do not speak any Greek, there are classes to teach them Greek. Students leave the classes for one or two periods per day, and attend classes into groups according to their level of Greek.



During the whole curriculum and all activities, the school aims to broaden the knowledge and emotional horizons of the children in contact with each other, with the environment and with society. The school tries to help the children experience success and create the opportunities to enrich school property in order to enhance its image.

Examples of actions developed and conducted the previous school year, and planned for the current school year 2012-2013.

- ‘With theatre and imagination as guide we will explore new worlds’

This action includes the participation of children in creative theatre workshops by animators. In some of the activities, parents are involved. Drama and role playing help much in changing the perspective of the students and is a prerequisite for the understanding, agreement and therefore effective communication in the classroom.

- ‘Travel with a book’

This actions targets all school children. In the school, there is a central library operated by the children themselves during the breaks. There are also books in other languages than Greek.



- 'We know the place we live in'

During this activity, children visit museums, parks, monuments, and important places in the city. The objective is the development of social skills outside of the school premises.

- 'I participate in improving the quality of life in the environment of my school and around it'

Children are actively involved, propose solutions and take initiatives to improve areas of the school environment to make the time spent in the school space more pleasant. This gives them the opportunity to take responsibility, to work together and with other actors and to develop attitudes of a democratic and active citizen.



- 'Fill our soul and school with colour'

The objectives of this action are not only achieved in the course of art, but are also interdisciplinary. The action includes visits to galleries, artists' studios, museums, visiting artists in the school, meeting with artists.

- 'I play calmly and cheerfully during breaks'

- 'Sustainable forms of transport'

Children are taught the basic skills of cycling.



- 'Familiarize with water sports'

Children are involved in something new and completely different. They have the opportunity to develop teamwork and cooperation.

- 'World Music'

The children learn to sing and play the flute and percussion instruments, especially traditional songs from Cyprus, Bulgaria, Romania, Russia and Palestine. They recognize traditional instruments of these countries.

- 'Games from our country... our games... games that unite us'

In 2011 this action was completed. The children described, recorded and played games from different countries. The final product is a booklet and a DVD.

The diversity that characterizes this school requires culturally sensitive strategies and content to provide equal opportunities for school success and individual growth of all students, regardless background and without reduction of our expectations for any child.

Faneromeni Gymnasium

The Faneromeni Gymnasium is a multinational school. This year, 174 students registered. There are 35 teachers, 5 assistant headmasters and the principal. 19 different nationalities co-exist in the school. During this academic year, 29% of the students are of different nationality.

Immigrant pupils come to the school with little or no knowledge of the Greek language, and this is not their only problem, since they face many more problems related to communication and adaptation. These children are experiencing a difficult reality which adversely affects their education and it is no coincidence that aggressive behaviour has risen to new dimensions.



As far as the presence of the parents of immigrant pupils is concerned, and their involvement in the creative life of the school, this is lacking. Many do not understand the language, and have themselves difficulty communicating with the teachers and, in general, with the school. This makes it impossible to inform them about progress and behaviour of their children.

At the same time the Greek Cypriot parents express their concern as to the heterogeneity observed in the classrooms, which they consider to be a detrimental factor to the progress of their own children. So they usually enrol their children in neighbouring schools which have a small number of foreign pupils.

Considering these problems, measures must be taken. In addition to providing appropriate educational support to foreign children and seminars to teachers, Greek language programmes should be offered to parents in the form of organized reception classes and communications should be made in multilingual manner.

Despite all the difficulties, numerous efforts have been made in the school to integrate immigrant children.

What defines a school as a school in a Zone of Educational Priority?

- A high percentage of failures in examinatinos
- A high percentage of students failing to move on to the next grade

- High rates of dropouts
- High percentage of foreign-speaking students
- High rates of violent conduct and juvenile delinquency

ZET aims to prevent students from dropping out of school, from using drugs, violence, from delinquency. ZEP aims to fight illiteracy, racism and social exclusion.



The concern of the school is the success of each individual child. Childhood is a small window of time to learn and develop at a pace that is right for each individual child.

Here are some examples of ZEP activities during school time:

- Greek lessons to foreign students
- Arts and crafts
- Paper recycling
- Gardening
- Newspaper publishing



At FanRadio, students have the opportunity to express themselves in their native language and in Greek when they broadcast during the breaks.



Workshops are organized against juvenile violence and delinquency, on road safety.

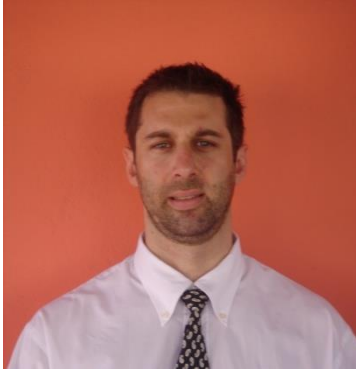
The School Counselor plays a crucial role. The school counsellor reports to the headmaster of the school and to the inspector from the Ministry of Education. At the beginning of each year, he gives a questionnaire to the first year students, arranges an interview with them and gathers all necessary information. As a next step, the school counsellor organizes a meeting with all teachers of the school, and informs them about their students' history.

The school counsellor works in the following fields:

- Career guidance: curriculum lessons, annual planning for every student, groups or individual counselling
- Family matters: dealing with any matter arising from the family that creates anxiety for the students, i.e. divorce, parents fights.
- Economic problems: a number of students get financial aid from the school
- Health problems.

Professional development for teachers of migrant students in Europe: challenges and possibilities

Michalinos Zembylas



Michalinos Zembylas is Assistant Professor of Education at the Open University of Cyprus. His research interests are in the areas educational philosophy and curriculum theory, and his work focuses on exploring the role of emotion and affect in curriculum and pedagogy. He is particularly interested in how affective politics intersect with issues of social justice pedagogies, intercultural and peace education, and citizenship education.

Recent years have witnessed increasing migration and multiculturalism in Europe, generating significant population changes and essentially redefining the demographic map of European societies (Fortier, 2005). Undoubtedly, the growing number of students with diverse cultural, ethnic, linguistic and socioeconomic backgrounds attending schools across Europe represents a challenge for teacher professional development. Yet, research across many European countries shows that systematic, structured, and theoretically grounded professional development to prepare teachers to work with migrant students is still relatively rare. Both initial teacher education and professional development for in-service teachers tend to be concerned more with how teacher training should adapt to the changing global world at a very generic and technocratic level (Yogev & Michaeli, 2011) rather than with rethinking the whole philosophical approach that grounds professional development for teachers of migrant students. This generic and technocratic concern does not always succeed to consider the hegemonic socio-political discourses and practices that are deeply embedded in schooling and particularly the prevalence of the *deficit approach*, which often promotes the implementation of compensatory educational programs and segregation measures in schools (Sales, Traver & Garcia, 2011). Compensatory measures, no matter how targeted they are, do not seem to be as effective as we might think, as it has been pointed out in a recent seminar on “Education indicators” for migrant integration in Budapest in September 2012.

It is possible to present a different approach of professional development for teachers of migrant students—an approach that conceptualizes professional development as an empowering transformative process (Yogev & Michaeli, 2011). This idea, of course, is not that new; but asking new questions about

the underlying theoretical underpinnings of teacher professional development in an increasingly multicultural Europe requires a different philosophical approach altogether—one that should place 'social justice' rather than technocratic issues at the center of educational policies and professional practices. Questions, then, include:

- What constitutes professional development for teachers of migrant students so that social justice ideals are foregrounded? And so what? That is, what difference does it make? and;
- How can professional development for teachers of migrant teachers be organized so that it contributes to the vision of creating intercultural, inclusive, and socially just schools?

How can teacher professional development for migrant students be an empowering transformative process that inculcates teachers with critical sociopolitical awareness to take action that promotes social justice—not at the macro sociological level, of course, but (in true Foucauldian spirit) at the micro-political level of the school and the classroom. The term 'social justice' is hotly contested throughout the field of education (North, 2006), but in this presentation *socially just teaching* is defined as a teacher's effort to transform policies and enact pedagogies that improve the learning and life opportunities of typically underserved students such as migrant students (Cochran-Smith, 2004; Irvine, 2003; Ladson-Billings, 1994), while equipping and empowering all students to work for a more socially just society themselves (Freire, 1970; Kincheloe & Steinberg, 1998). In virtually every university-based, or in-service teacher workshop in which this idea has been suggested in the last few years, the response from teachers is of course not surprising: *But what can I do?* Putting aside for a moment the fact that this question can be asked in three different inflections (e.g. the emphasis can be on "can", on "I" or on "do"), this question reflects the agony for a professional development approach that is truly empowering and transformative (see also Pollock, Deckman, Mira & Shalaby, 2010) and there is a lot of research evidence that professional development is not always empowering and transformative.

The context in Cyprus is particularly relevant for exploring a teacher professional development approach that is empowering and transformative, because it combines two processes that create a particularly challenging situation: the regional ethno-political conflict that keeps the country divided for several decades now; and the increasing number of migrants coming to Cyprus during the last decade. A combination such as this—in conjunction with results from international tests that place the achievement of students from Cyprus at a low standard compared with those from other EU countries—creates pressures on teacher professional development to focus on issues that improve its effectiveness at a general level rather than questioning its core hegemonic values and the existing power structures. The often taken-for-granted assumption—not only in Europe but also in the US and other Western countries—is that goals of social justice cannot be met by teacher professional development, because teachers need to implement others' prescriptions of

policies and practices (Cochran-Smith & Lytle, 1999). Yet, if teachers are trained as “transformative intellectuals” (to use Henry Giroux’s expression) whose professional identity is based on strong intellectual self-image, awareness of social activism, and commitment to public activity (Yogev & Michaeli, 2011), *then* we are talking about a very different philosophical model of teacher professional development not only for migrant students but for *all* students. Well, this is the model that I am going to talk about today.

The Context and Models of Professional Development for Teachers of Migrant Students in Europe

Describing the context of professional development for teachers of migrant students in Europe and the models that have been proposed so far, one thing is certainly clear: in the last few decades, migration and multiculturalism have considerably increased all over Europe. The education systems in many European countries struggle to face a number of new challenges resulting from the social and cultural changes of migration and multiculturalism. These challenges include:

- cultural conflict between ‘host’ cultures and migrants’ cultures;
- language differences and communication difficulties experienced by migrant children;
- economic disparities among migrants and other marginalized groups that struggle to survive;
- and, academic disparities among migrant students who have higher rates of drop out and expulsion than so called ‘native’ students (see Luchtenberg, 2004).

National education policies designed to integrate migrant children into their host society have not been very successful, leaving children at risk of social and academic exclusion (Collicelli, 2001).

Social scientists and educators in Europe have long debated the impact of multiculturalism and migration on teachers, schools, and the society in general. The challenges that teachers have to cope with are:

- the view of migrant children by local populations as a threat to European values and the welfare state;
- the creation of hierarchies of otherness according to the ethnic and racial characteristics of migrant children;
- and, the challenge of dealing pedagogically with these social and cultural transformations without proper teacher preparation or supportive policies and adequate pedagogical practices.

Several reform efforts have been implemented in European countries (e.g. England, Belgium, the Netherlands, Greece, Cyprus, Italy, Sweden) and several treaties, acts and agreements have been signed at the level of the

European Union and the Council of Europe to address these challenges (Gillborn, 2008). The reforms include new curricula and policies that promote various forms of multicultural/intercultural education approaches (defined and implemented differently in different European countries) and provide special assistance to migrant students so that they can 'integrate' in the host society.

Although increasing economic disparity and social conditions may certainly place migrant students at an academic disadvantage, considerable evidence of success stories among migrant students who "beat the odds" suggests that the teacher remains an important catalyst for migrant students' academic success—despite harsh economic conditions. This is not wishful thinking or a position that subscribes to the discourse or rather the 'myth' of the 'heroic-teacher' who overcomes all difficulties and saves his or her disadvantaged students. The fact of the matter is that there is evidence (e.g. from OECD reports as well as from research studies in many countries) that "teaching matters" (OECD, 2005) and that "professional development of teachers is a key policy lever" and an influential factor for the success of students, especially those from diverse cultural, linguistic and socioeconomic backgrounds.

It is reasonable to assume though, as Diane Ravitch (2010) tells us, that teacher professional development in the face of social, economic, or political challenges focuses more often than not on reduced targets of measurable functionality. This means that the 'solutions' that are provided often have a narrow technocratic character rather than challenging the status quo and providing a transformative agenda. For example, studies document the predominance of single-day workshops that are didactic in nature and are usually run outside school premises. There are far less school-based in-service training programs that are designed on the basis of needs and demands previously identified and agreed on by the staff (Sales et al., 2011). Or far more important, perhaps, professional development for practicing teachers is often disconnected from the holistic vision and philosophical orientation of a reform effort and especially from how it can improve the educational achievement of all students (Knight & Wiseman, 2005).

Yet, what we know and understand about professional development in general should influence our thinking about preparing teachers for diverse classrooms. For example, the authoritative review of the literature by Loucks-Horsley and her colleagues (1998) specifies seven principles of successful teacher professional development. According to those, effective professional development experiences should have the following characteristics:

1. "are driven by a well-defined image of effective classroom learning and teaching,"
2. "provide opportunities for teachers to build their knowledge and skills,"

3. "use or model with teachers the strategies they use with their students,"
4. "build a learning community,"
5. "support teachers to serve in leadership roles,"
6. "provide links to other parts of the education system," and
7. "continuously assess themselves and make improvements, to ensure positive impact on teacher effectiveness, student learning, leadership, and the school community" (pp. 36-37).

Other reviews suggest that beyond these generic principles there are also some important content components that need to be considered when preparing teachers for diverse classrooms (Cochran-Smith, 2004; Darling-Hammond, 2004). For example, according to Marilyn Cochran-Smith, Linda Darling-Hammond and Christine Sleeter among others, effective teachers of diverse populations should be taught:

- to recognize and accept other cultures; to commit to equity and social justice for all students;
- to maintain high expectations for all students;
- to engage students academically by building on what they know and what interests them;
- to develop strong relationships with students;
- to relate to the students' families and communities in culturally responsive ways;
- to establish collaborative learning environments, envision students as constructive participants in a multicultural democracy;
- to understand the political issues outside the classroom (see also Sleeter, 2008).

Also, the Council of Europe project on "Policies and practices for teaching socio-cultural diversity" has recently outlined 18 key competences for teachers along three categories:

- knowledge and understanding;
- communication and relationships,
- and management and teaching (see Arnesen et al., 2010).

As it is pointed out in the final report of this project, the competences should reflect the process of becoming a teacher, that is, a process which progresses through stages over time; competences are not end points but part of this complex process. Therefore, the development of intercultural competences of teachers will be valuable, if it is connected to teacher professional development that is grounded to the sociopolitical context and links teachers' knowledge, skills and different attitudes to issues of social justice within the school and the wider society.

Although the outcomes of professional development in general are mixed, the results of professional development for teachers of migrant students are even more problematic (see Knight & Wiseman, 2005; Luchtenberg, 2004). As Stephanie Knight and Donna Wiseman (2005) point out, there are many professional development options that suggest what constitutes cultural diversity and intercultural sensitivity, but there is still little theoretical agreement about which in-service teacher development strategies and practices will actually promote the development of intercultural competences for teachers such as those developed by the Council of Europe. Nearly all involved agree though that providing professional development for teachers of migrant students is extremely difficult (Furman, 2008).

In the next part of the presentation, the principles outlined earlier will be expanded, and some additional guiding principles will be suggested that attempt to clarify further what it means to prepare teachers to work with migrant students—especially in light of the weaknesses that have been identified.

Three Guiding Principles

Needless to say, studies of professional development for teachers in one country may not generalize to different nations due to differences in social, political and cultural structures (Knight & Wiseman, 2005). Yet, the point is not about generalization but rather identification of some ideas that could guide the effort to resist purely technocratic processes and engage constantly with what it means to prepare teachers to work for migrant students. In what follows, three guiding principles will be presented first and then a brief example of what they mean in practice, as part of an action research project on which a group at the Open University of Cyprus worked with a group of primary school teachers.

The three guiding principles of professional development for teachers of migrant students are (see Yagev & Michaeli, 2011; Zozakiewicz & Rodriguez, 2007):

1. Being responsive and theoretically explicit about the holistic vision of socially just teaching;
2. Educating teachers as “transformative intellectuals” who problematize deficit views, recognize the persuasiveness of social injustices and take action to promote social justice; and,
3. Providing ongoing and on-site support.

The **first guiding concept**—being responsive and theoretically explicit about the holistic vision of socially just teaching—suggests that professional development experiences for teachers of migrant students should be

responsive to teacher needs, while explicitly acknowledging the theoretical underpinnings of the professional development effort. The concern of many social theorists and educators both in Europe and in North America (e.g. David Gillborn, James Banks, Gloria Ladson-Billings, Sonia Nieto, and so on) is clear: they emphasize that the focus of teacher preparation for diversity should be on social justice ideals. As they point out, a teacher prepared to engage with diversity issues is the teacher who consciously and thoughtfully considers how his or her everyday actions might counteract social inequality.

Socially just teachers are prepared to be activists in their classrooms, providing sound academic instruction, equitable policies, and critical exposure to justice related issues. Yet they are also called to engage in critical analysis of societal and institution inequities (Cochran-Smith, 2004; Darling-Hammond, 2004; Nieto, 2000) and working for structural reform. In socially just teaching, migrant students who have been positioned as objects of societal injustice are to be empowered to act as subjects who challenge inequitable status quo and work to create a better society (Freire, 1970). Those students who are part of the dominant culture also learn of injustice and embrace their own role as allies in the creation of a more just society (Kincheloe & Steinberg, 1998). Now, when the teacher professional development effort focuses mostly on teacher competences, without taking into consideration issues of social injustice and structural inequalities and how they impact migrant students, the emphasis will most likely be on technocratic issues and how to provide remedy for students' lack of cultural and linguistic capital. However, a teacher development approach grounded in social justice ideals fosters the attitudes, skills and knowledge required to engage and act on important social issues as those are manifest at the micro-political level of the school. This does not imply, of course, that we ignore important recommendations of many research studies such as, for example, that migrant children should learn the lingua franca of the immigration country, while their first language continues to be developed. These measures though take on a totally different meaning within a philosophical framework grounded in social justice ideals.

The second guiding concept—educating teachers as “transformative intellectuals”—suggests that professional development experiences that promote social justice ideals in migrant education provide reflexive approaches that educate teachers to do two things: first, to develop sociopolitical awareness and second, to be equipped with pedagogical, theoretical and practical knowledge in order to problematize deficit views, to recognize the pervasiveness of social injustices and to take action to promote social justice (Yogev & Michaeli, 2011). The idea of the “transformative intellectual” is grounded, of course, in the Gramscian philosophy and its followers in the critical pedagogy tradition (Paolo Freire, Henry Giroux and Peter McLaren). A professional development approach inspired by a critical concept of education promotes the role of teachers as being responsible for raising sociopolitical awareness, and for inspiring critical citizens with a developed sense of justice and concern for others. Professional development

that is critical empowers teachers so that they can decipher the language of hegemonic philosophies of society and schooling and develop an informed direction and appropriate skills that will enable them to enact social justice ideals in their classrooms.

The pedagogical aspect of social and political awareness in teacher professional development is supported by two ideas: first, deepening social and political knowledge so that teachers can engage cultural issues with critical lenses; and, second, developing practical knowledge that is anchored within local communities. For example, two approaches that have been used in the example from Cyprus are *action research* as a school-based strategy (Kemmis & McTaggart, 1988) and the *Funds of Knowledge* approach as a community-based investigation (Gonzalez, Andrade & Moll, 2005). Action research provides the strategy for professional development that is inclusive, collaborative, democratic, focused on learning, and is critical and transformative. The Funds of Knowledge approach attempts to tackle deficit models by seeking to involve teachers and students in conducting and applying research, to link theory and practice concerned with social justice issues.

Finally, the **third guiding concept**—providing ongoing and on-site support—suggests that professional development experiences for teachers of migrant students provide ongoing and on-site professional support including modeling action research and funds of knowledge approaches, making resources and equipment readily available, and supporting the expansion of social and political knowledge as well as the development of practical pedagogical knowledge through relevant activities. *Feeling* supported—with emphasis here on the role of feelings—is fundamental to motivate action for social justice in numerous complex ways—in the pressures of local contexts with conflicting political perspectives and differing levels of professional vulnerability, in the cross-fire of neo-liberal reforms in Europe and the realities of a more culturally diverse student population, in the tumultuous challenge to cherished historical beliefs and current privileges in the changing landscape of increased multiculturalism. In order to oppose the taken-for-granted social inequalities of schooling and society and to enact effective socially just practices in the context of these pressures, teachers in Europe need theoretical and practical resources that make them feel empowered to face all these challenges (Zembylas & Chubbuck, 2012).

An Empirical Example from Cyprus: Some Highlights

Based on the epistemological and pedagogical translation of these guiding principles, a broad and comprehensive 3-year project was implemented in Cyprus. The project named “Social Justice and Reconciliation Pedagogies” was a research and professional development project that focused on three aims:

- to engage in detailed investigations of the curricular and pedagogical dynamics informing policies and practices of intercultural education in the Greek-Cypriot educational system;
- to document and develop informed theoretical and methodological approaches to intercultural pedagogies that promote reconciliation and social justice and consider how Greek-Cypriot schools might more productively facilitate and participate in such practices;
- to produce new pedagogical material that enriches the pedagogical practices of Greek-Cypriot teachers on such issues as multiculturalism, reconciliation, and social justice in the context of unresolved ethnic conflict in Cyprus.

To this end, this project was an intervention one in the sense that was sought to affect participating teachers' practices through research-based insights and innovative approaches to teaching and learning about reconciliation and social justice issues—in response to the double challenge identified earlier in this presentation: that is, a regional ethnopolitical conflict that keeps the country divided for several decades now and the increasing number of migrants coming to Cyprus during the last decade.

The project took place in three primary schools and involved a partnership between university faculty and local teachers. In terms of teacher participants, the project included three teachers from each of these schools who taught language or social studies subjects. All schools had a considerable percentage of migrant students (including Turkish-speaking children). The selection of schools was based on the commitments of the teachers and the regional aspect concerning the percentage of and challenges from the presence of migrant students. Ongoing professional development experiences were built into the *Social Justice and Reconciliation Pedagogies* Project. For example, there were collaborative action research and study circles. The researchers convened a weekly "study circle" with the teachers in each of the three participating schools. The study circles were collaboratively designed with the participants and focused on meeting their academic and professional needs. Teachers were observed in the classroom and interviewed as part of the action research part of the project; throughout the process, the teachers kept a reflective journal. Collaboratively, each study circle thoroughly examined the pedagogical processes at work and their curricular potential. Each study circle posted their research to dedicated blogs attached to a project website, enabling information and tentative conclusions to be shared and developed in collaboration with the other two study circles. The university researchers assisted participating teachers with the development of appropriate pedagogical resources. After the completion of the study circles, all the teacher groups came together in a series of three-hour workshops to identify themes, good practices, and teachers' needs. The needs assessment covered issues of theoretical knowledge on social justice and reconciliation in general as well as specifically in Cyprus, teaching practices, pedagogical material, and curriculum design. These workshops also provided the space in

which the participating teachers presented the curriculum and instruction they were implementing in their classrooms.

How were the three guiding principles outlined earlier manifest in this intervention project? Three examples in order to capture the implementation of this project and its theoretical orientation toward professional development for teachers of migrant students:

1. *The teachers had the opportunity to engage in theoretical discussions and to see the modeling of socially just teaching* (Guiding Principle 1): One of the approaches used to implement this first guiding principle, being responsive and theoretically explicit, was the teachers' engagement with the *Funds of Knowledge* approach. The conceptual framework of this approach highlights the bodies of knowledge and skills that are developed and implemented within a community. For example, to support the learning of their migrant students successfully, teachers and students learned about the lives and backgrounds of migrants students through a focus on households' everyday practices (e.g. conducting interviews, inviting migrants in the classroom to tell their stories; inviting Cypriots who migrated in the past to also tell their stories etc.), thus validating migrants' knowledge and life values, and scaffolding student learning by adjusting the curriculum to students' needs and experiences. The issue of what was socially just or just in general inevitably touched upon the ongoing division of Cyprus and the pedagogies that could be developed to teach about peaceful coexistence without feeling that teachers and students were 'selling out' their memories.
2. *Questioning taken for granted policies/practices and engaging in action to reduce inequalities* (Guiding Principle 2): One of the most impressive stories of questioning the status quo in one of the participating schools took place when two of the participating teachers challenged their school principal about the allocation of time for the support of migrant students. The official policy was to allocate a certain number of hours for the individualized support of migrant students outside the mainstream classroom. However, the teachers discovered that their principal allocated fewer hours for the support of migrant students in violation of the policy by the Ministry of Education; instead the principal decided to allocate those hours to the support of Greek-Cypriot children. After careful deliberation, these teachers decided to confront the principal who admitted that she disliked migrant students ("they wouldn't learn anyway" as she justified her decision). The teachers demanded that proper allocation of time for the support of migrant students was reconstituted otherwise they would write a formal letter of complaint to the ministry. The principal backed off and she allocated the proper number of hours to migrant students. The two

teachers used the time to design a special program that was not compensatory, but utilized various strategies based on relevant research findings (e.g. integrate elements of migrant culture into school life but in consultation with migrant parents; set high expectations and clear learning targets for migrant students that were monitored systematically; teach Greek as a second language while building on migrant students' first language etc.)

3. *Feeling supported* (Guiding Principle 3): As facilitators of the project, we worked hard to develop a community in which teachers felt supported for the actions and occasional risks they took, such as the above one. To implement this guiding principle, we made regular weekly on-site visits to the classrooms. Following the action research framework, we established dialogic conversations with the teachers about their practices, and we provided support to the design of culturally relevant activities. Other examples of ongoing and on-site support included meetings in the study groups, providing online support and communication, establishing connections with other teachers and schools, finding and developing appropriate pedagogical material with the teachers, mentoring during the use of activities and evaluating their results, team teaching, and observing teachers' practices as critical friends.

Needless to say, there were many barriers and challenges and several failures too. The challenges encountered were related to recognizing the subtle ways in which practices and policies perpetuated taken-for-granted assumptions about the education of migrant students, and managing healthy and constructive conflicts between participating teachers and others who were not involved in the research and professional development project or did not share the same values about migrant education.

Perhaps the most valuable lesson learned from this project is that there is not a magic recipe of professional development for teachers of migrant students that can be miraculously implemented in all schools in the same manner. This 'recipe', if it may be called as much, has to be discovered by trying out different things and discovering the successes and failures.

Conclusion

Although there is much knowledge about professional development in general, there is still little guidance on professional development that directly addresses teachers of migrant students. More importantly, the existing literature seldom provides guiding principles to effectively promote the support for teachers of migrant students.

This effort is clearly unfinished and leaves unanswered many questions concerning the transformation of existing professional development to critical interventions.

Current research on professional development for teachers of migrant students provides little evidence for the relative effectiveness of different professional development models and strategies (Knight & Wiseman, 2005). Professional development for teachers of migrant students is complex, requiring an understanding of the context of classrooms, adult development, institutional structures, views of multiculturalism and migration, and professional development approaches. Perhaps of highest importance is that program developers and implementers come together with researchers, teachers, parents and migrant communities to assess the impact of professional development for teachers of migrant students, especially in relation to classroom outcomes (Knight & Wiseman, 2005).

Further research, policy and practice on the professional development for teachers of migrant students must diligently unpack the complexity of current professional development programs and their effectiveness in preparing teachers for diverse student populations in Europe.

This presentation speaks to the importance of looking at this issue with theoretical sensitivity to make social justice a central construct in teacher professional development practices. It seeks to bolster intellectual self-confidence and nurture pedagogies of subversion in teacher professional development.

We can only hope that these and other related ideas bring new ways of seeing the professional development for teachers of migrant students so as to promote critical and democratic participation in our societies, to promote a more just Europe.

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The impact of teaching methodology and school activities on the performance of migrant students

Marianna Fokaidou

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Dr Fokaido focuses mainly on the micro-level: the relationship between the teacher and the migrant students.

The starting point is to consider each individual as intercultural.

"The educational process is always intercultural, regardless the context in which it takes place, since all human experiences are intercultural and because each of us is an intercultural being due to the multiple micro-cultural identities we possess" (Androussou, 1996; Goffman, 1969)

The challenge is to find the different ways that we can learn to value and affirm the diversity of students and confront the biases about race, ethnicity, social class and other differences. The teachers are the most crucial factor influencing pupils' achievement (Kyriakides et al, 2010; Angrist and Laby, 2001; Barber and Mourshed, 2007).

The Teacher Training Department of the Cyprus Pedagogical Institute deals with

- Training programmes related to professional development based on the school
- Development of projects in the school unit with a group of teachers

The facilitator of the process can be an external advisor. In any case, the teacher is viewed as a professional with experience and previous conceptions. It is important to rely on the teachers, to explicit their needs and worries, setting up a shared project, where they act as active members.

Projects in the field of intercultural education

1. The selfish giant.

Narration and Language Instruction in a multicultural pre-primary class as a model for teacher change and development (Marianna Fokaidou, Pavlina Hadzitheodoulou).

This is a school-based teacher training applied in a public nursery school in Nicosia, Cyprus, in which a big number of migrant pupils are enrolled.

The project is derived as a need of the teachers who worked in that particular school and had to deal with a diverse population of children for whom they had obtained little relevant information and training during their basic teacher studies.

"Although we try everything, it is always so hard..."

"I feel that I've been punished by the system... Why do I have to work in this school?"

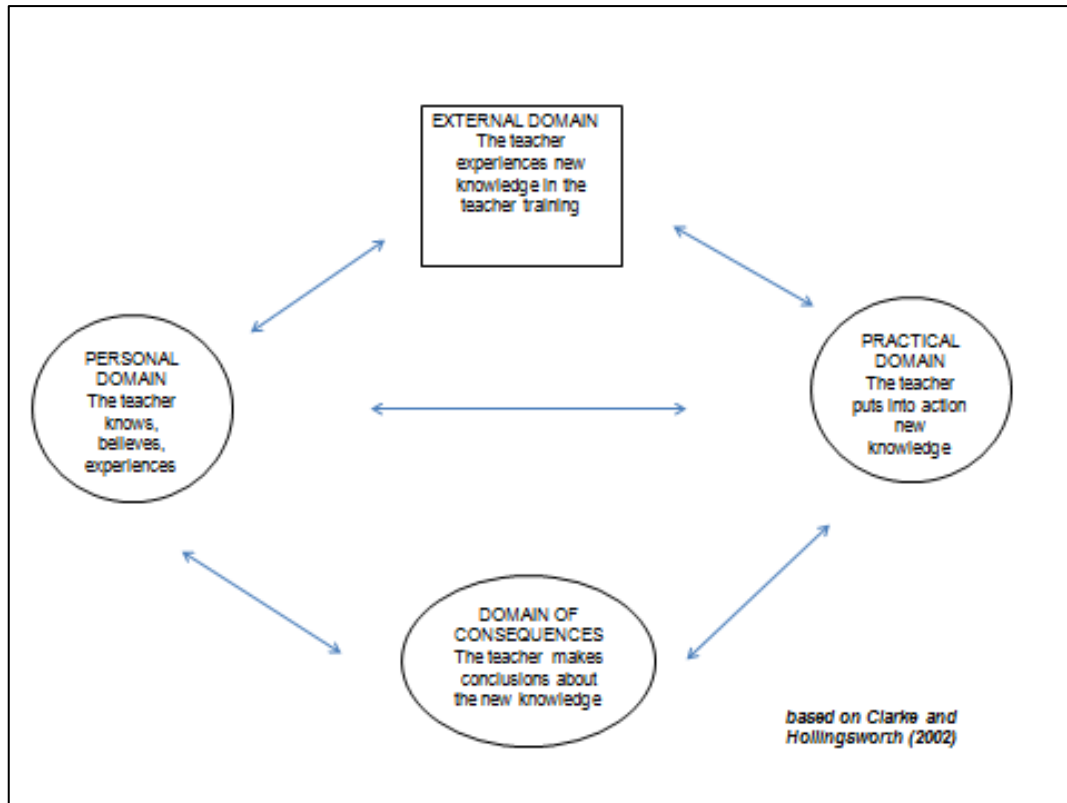
"They do not cooperate. There is no communication with most of them".

The main goal of the sessions is to create a basis for reflection and interaction among the teaching staff about issues related to the social and learning development of migrant pupils, based on the Clarke and Hollingsworth (2002) model for teacher change and development. The Interconnected Model focuses on the idea that change occurs through the mediating processes of "reflection" and "enactment", in four distinct domains of teacher's world:

1. the personal domain (teacher's knowledge, beliefs and attitudes)
2. the domain of practice (professional experimentation)
3. the domain of consequence (salient outcomes)
4. and the external domain (sources of information, stimulus or support).

What is important in this model is that it recognizes the complexity of professional development through the identification of multiple growth pathways between the domains. and it locates "change" in any of the four domains. For example, a new approach in teaching a second language would reside in the domain of practice new knowledge or a new belief about the approach. Effectiveness would reside in the personal domain and a changed perception of salient outcomes related to classroom practice, would reside in the domain of consequences. Change in one domain is translated into change in another through the mediating processes of "reflection" and "enactment". It should also be mentioned that the term "enactment" differentiates from

“acting”, on the grounds that acting occurs in the domain of practice, and each action represents the enactment of something a teacher knows.



The **first phase** acts on the personal domain: Analysis of the school needs and first training session.

Each teacher reflects as an individual and also as a group member, and links the reflections to his own perceptions, personal expectations and limitations related to cultural and linguistic diversity. In the workshops and during the presentation of general issues, the teachers had the chance to participate actively.

Many teachers seemed open and willing to try new approaches in order to be more effective and to implement various methods so as to improve their work.

At the same time, in this group, there was a number of teachers who seemed, and sometimes even admitted, not feeling very comfortable with the issue of cultural diversity in the school and classroom because of lack of experience.

They felt helpless and more distanced to the situation and did not take actions in order to encourage and facilitate their pupils. By trying to manage their own professional stress they turned to a stereotypical way of thinking, without trying to reflect on their own self.

The fact that class teachers are very often entrusted with the responsibility to teach Greek to children with little or no knowledge of the language, together with the fact that this happens along with the teaching of the language and the other subjects in the curriculum addressed to native speakers, do not seem to have a positive effect. Teachers feel overloaded with this responsibility, which lacks an appropriate structure and thus they are easily caught up in the stereotype of the immigrant student as foreign and different (Fokaidou and Hadjitheodoulou, 2012). The first meeting revealed facets of teachers' personal domain, their attitudes and beliefs on migration, identity and diversity.

A general point came out, that the disability to take into consideration the experiences of the pupils and their cultural perspectives of self- identity is a fact that exists and does not support the teacher-student relationship and teacher effectiveness

It was remarkable for each one to be able to discover own stereotypes, prejudices and views about the world, and also to question them.

The **second phase** acts on the practical domain, in cooperation with the teacher of the 5-year old's class. This phase takes 6 weeks including 12 teaching periods of observation in the classroom (the way the children respond when they have to complete a task on their own, or when working in pairs or groups; the most effective group for each kind of activity; the way interaction could be best achieved during the instruction time; types of activities suitable for group work; non-linguistic elements that facilitated pupils in certain situations (e.g. picture, music, movement etc.); the environment by which comprehension was accomplished; the methods that the teacher used in order to motivate the pupils; the management of space, time and teaching material).

As a result, the teacher applied different, methods and tools of instruction, assessment and classroom management in order to test and understand each child better and enable them to develop their own learning style/procedures in a friendly and relaxed environment.

It was found that the teacher had a good approach with migrant children, implemented various ideas in developing their linguistic competencies but has done so rather unsystematically.

The **third phase** was the development of a lesson plan on a story-telling session in order to discuss about different ways of adopting and adapting the language curriculum in the nursery class. This also functioned as a bridge to the next phase. The aim was to implement methodological aspects and approaches related to teaching in heterogeneous classrooms in order to function as a basis for observation, discussion and critical reflection on how language teaching for students with a migrant background can be incorporated in every day teaching. The *Selfish Giant* of Oscar Wilde was selected for this particular lesson since it is a story rich in descriptions of

places, weather, characters and emotions. Some parts of the story are very close to the experiences of the children and the vocabulary of the story can be easily used for developing daily language skills.

During the lesson, every scene of the story was accompanied by pictures and classical music pieces in the same emotional context .

Specific activities were applied in order to increase the understanding and participation of all children (plenary discussion, group work etc.)

In **phase four**, teachers reflected on the practical domain and the domain of consequences. After the lesson all the teaching staff participated in a discussion and a reflection session that followed and focused on the outcomes of the teaching activities in relation to what the teacher had done in the classroom. Teachers concluded that these approaches were effective and helped most of the children with limited Greek knowledge to understand and follow the meaning. It was conceived that the teacher can incorporate pupils' starting point and abilities in the lesson in a natural way, by focusing on specific points.

The main **conclusion** is that most of the migrant pupils reacted positively during the procedure of the session. This kind of training activities could be included in the daily school practice in order to support teachers' change and students' active learning process.

At the end teachers were asked to reflect on what they had experienced. By collecting information, and by analyzing and evaluating this information, they were able to identify and explore their own practices and underlying beliefs.

Some statements:

- *"I realize that I don't need to change so much the content of my instruction, but I rather need to think of my classroom organization".*
- *"Yes, having special tasks during the group work has a positive effect on the involvement of the migrant pupils"...*
- *"We work with activities like this in our everyday praxis, but we might need to reorder our aims and classroom organization"...*
- *"I use very often this kind of activities in the classroom, but I never thought of keeping a diary"...*

2. My house of value

'My house of value' is a school intervention programme (Pavlina Hadzitheodoulou, Marianna Fokaidou) applied in a fourth grade at a primary school in Cyprus aiming at promoting intercultural education principles through the Art lesson.



This second example does not refer directly to migration but deals with key issues related to identity aspects.

The **aims of the programme** are

- To discover similarities and differences and learn about multiple social identities
- To increase self-confidence by emphasizing every individual's strong points, strengths and style and perspective of view
- To foster insight into feelings and behaviour and the effects they have on other people
- To deconstruct stereotypical thinking
- To promote identification by offering recognition and by increasing empathy, tolerance for ambiguity, respect as appreciation of the other
- To develop skills of discovery and interaction and action orientation.

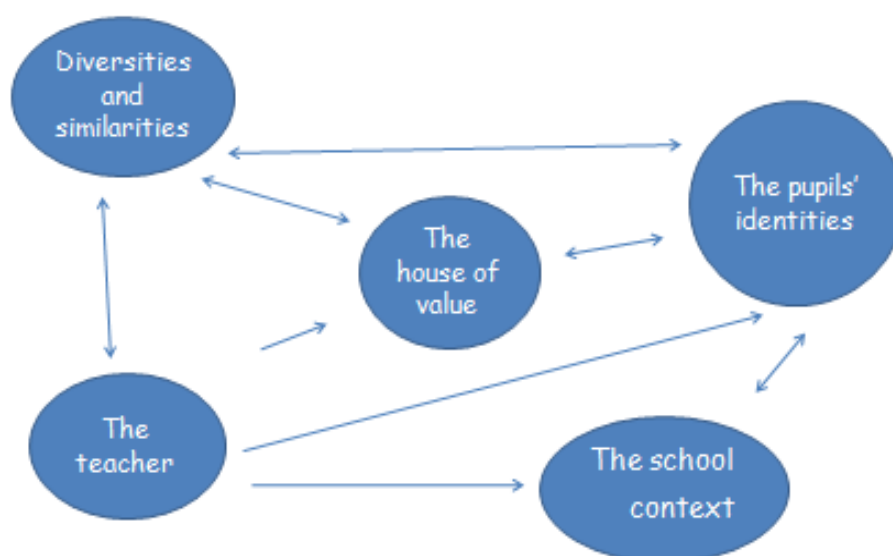
The basic idea is that interculturality involves being open to, interested in, curious about and empathetic towards people ... and using this heightened awareness of otherness to evaluate one's own everyday patterns of

perception, thought, feeling and behaviour in order to develop greater self-knowledge and self-understanding...

The Cyprus context is characterized by an orientalist, romantic and superficial view of the situation of multiculturalism. There is not much reflection that focuses on the other putting aside the self from the analysis of the social situation. There is a need to focus on interculturality as an enrichment aspect of the whole school curriculum.

The action research **methodology** was employed in order to enable intervention. The tools used were activities applied in the classroom based on the Council of Europe material "Intercultural Encounters", systematic observation of pupils in class using a protocol for systematic registering of pupils' reference to particular concepts and recorded field notes on pupils' comments, and interviews with pupils and recorded notes on pupils' answers.

Search for patterns and themes lead to the development of a complex interaction model of involved patterns.



These are the fields of interest and observation during the procedure:

- The way students conceptualise diversity, difference and similarity patterns and how they construct and reconstruct the boundaries and relations between the Self and the Other
- The way students put under scrutiny the notion of homogeneity
- The way a new perspective of looking at diversity at school can be used for enhancing educational results

Examples of topics explored at the discussion:

- My identity. Describing my picture(s): what do I perceive about myself?
- Describing the other in the picture: What is actually different and how does it come out?
- Describing a scene with other people: If you were the person in the picture, what would you feel? What would be your asset from the encounter?

Examples of topics explored for reflection:

- How is yourself expressed and perceived in the picture?
- Is any attribute, identification enhanced or acting as an obstacle in the situation? How did you deal with it?
- Is it good or bad to have your behaviour being defined by a unique aspect of the self?
- How are our identities involved? Do interaction and encounters contribute to self development?

Children **conclude** that diversities are more than similarities but that does not discourage cooperation or good relationships. They become aware that expectations (and probably stereotypical or prejudiced thinking) about the self (and the other) can diverge from reality. Through the various activities they had the opportunity of being in one other's shoes (empathy) and realised how complicated human intercultural encounters are since emotions, feelings, thoughts, experiences are involved. Children concluded that discussing, communicating, trying to see the other's point of view, giving explanations to discuss, to show what you have in mind is not always easy.

Although during the interviews the children gave great emphasis on multiple perspectives of viewing reality, when choosing what to put on their house of values these different perspectives were not regarded as part of the self

They also had the chance to discuss about the aspects or identities that may be decisive for certain actions (e.g. being a boy or a girl) but it took time to get deeply in that.

They realised that photos or reactions do not always reveal the whole truth and this was the opportunity to discuss and become aware of issues of hierarchy in relationships.

The children have difficulties in connecting the particular experience with the need to enhance experiences and encounters in order to learn about the self and the other, but it is not impossible!

Through focusing on issues of concrete items etc they could finally go further and see their self and their "house of value" through an holistic perspective.

Some recommendations

Issues on identity and diversity can be part of the curriculum and an emphasis on them can promote understanding if it is constantly part of the programme:

- Spend more time on the issue of perspectives
- Interventions at the school in order to understand different parameters and factors that create the environments, the self and the others
- More complex conceptualization, more history, more politics to be introduced:
 - working on family ties and negotiations
 - groups of houses of values
 - materials and techniques that give out messages
 - participation in the e-learning project
 - working on different perspectives regarding the house of values.

Overview of EU policy lines on how to deal effectively with students from a migrant background.

Miquel Angel Essomba

Miquel Angel Essomba is professor at the University of Barcelona and coordinator of the SIRIUS network

In his key note, professor Essomba first focuses on some core elements in the EU policy regarding education of students with a migrant background. In a second phase, he presents the SIRIUS network.

Migrant education in Education and Training 2020

At the level of the EU, all the issues on education for migrant students are framed within the larger framework of targets devoted to the general population.

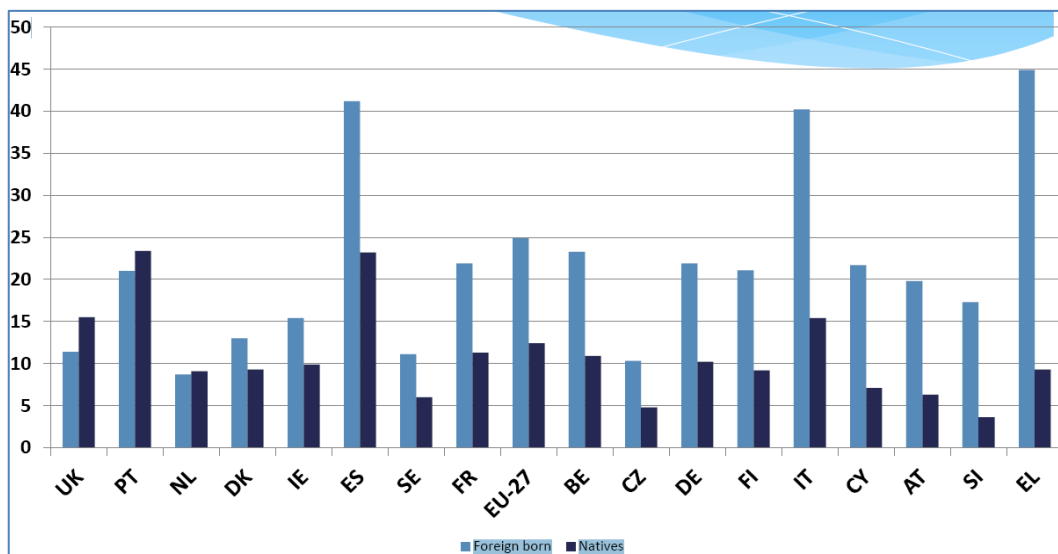
The ET 2020 framework presents a set of benchmarks; two of them are also headline targets in the Europe 2020 Strategy, as illustrated in the chart below:

| | | EU average | | EU Benchmarks |
|---|-------------|------------|---------------------|---------------|
| | | 2008 | 2011 | 2020 |
| 1. Early leavers from education and training (age 18-24) | | 15.5% | 13.5% | 10% |
| 2. Tertiary educational attainment (age 30-34) | | 28.9% | 34.6% | 40% |
| 3. Participation in early childhood education (4 years old - year before start of compulsory primary) | | 89.3% | 92.3% ¹⁰ | 95% |
| 4. Employment rate of graduates (age 20-34) having left education and training no more than 3 years before reference year | | 79.0% | 77.2% | 82% |
| 5. Adult participation in lifelong learning (age 25-64) | | 9.5% | 8.9% | 15% |
| 6. Basic skills Low achievers (15 year-olds; Level 1 or lower in PISA study) | Reading | 23.1% | 19.6% ⁰⁹ | 15% |
| | Mathematics | 24.0% | 22.2% ⁰⁹ | 15% |
| | Science | 20.3% | 17.7% ⁰⁹ | 15% |

When we look into the achievement level of the general population towards these benchmarks, and to the achievement level of the migrant population, we conclude that the migrant population is further away from achieving the benchmarks than the native population.

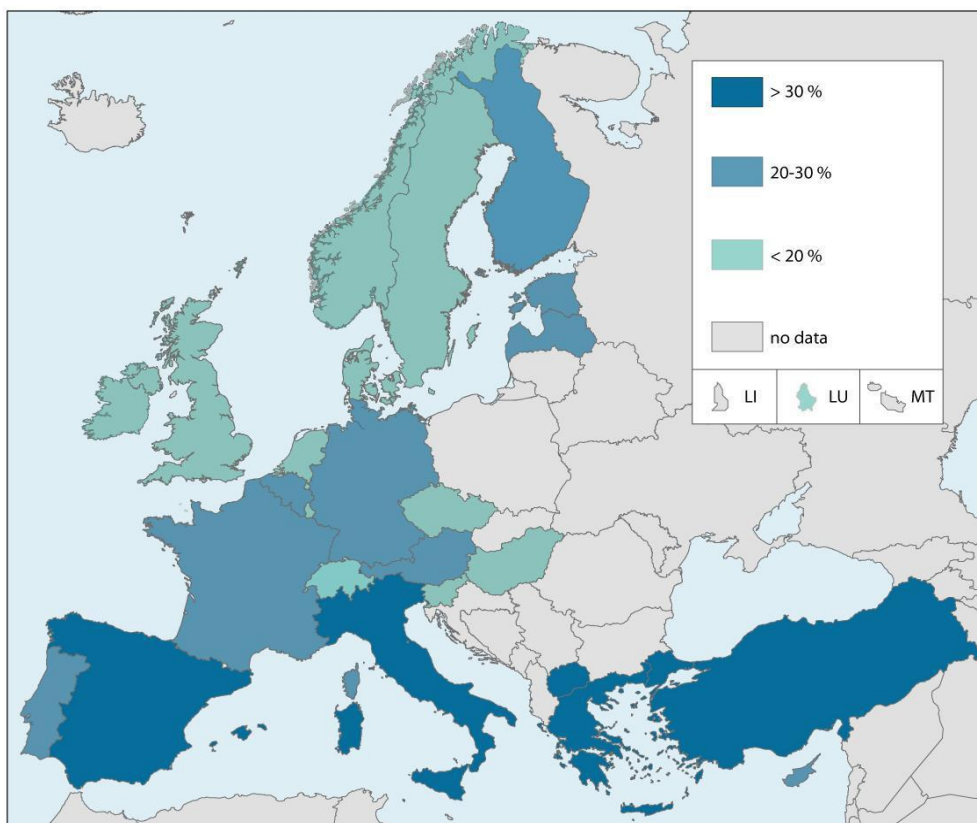
MIGRATION AND EDUCATION

For **early school leaving**, the picture is very clear.



In almost all EU countries (with the exception of the UK, the Netherlands and Portugal), percentages of foreign born early school leavers are (considerably) higher than percentages of native early school leavers. Students from a migrant background tend to leave the school earlier than their native peers.

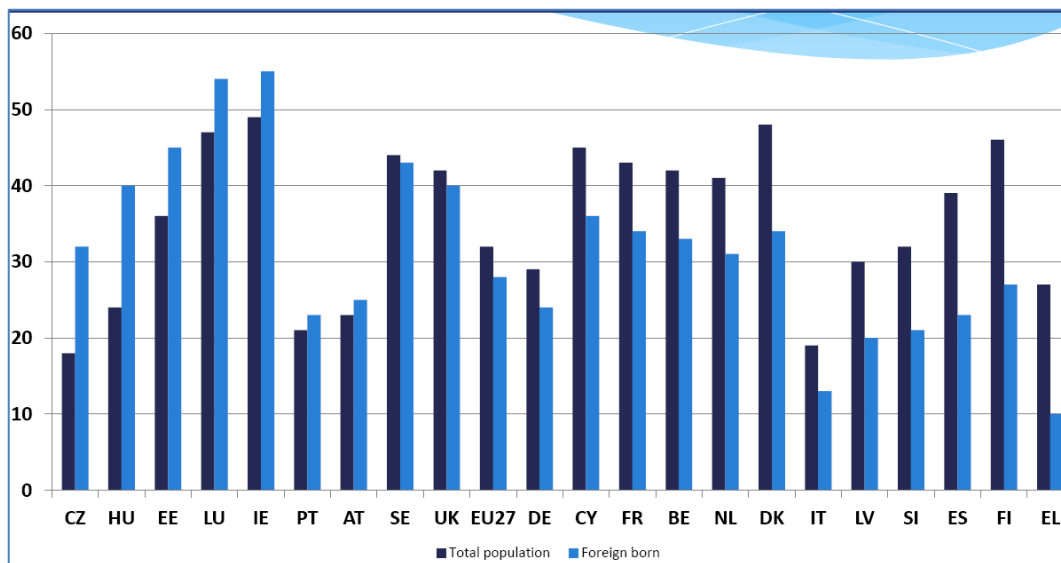
Early school leavers- foreign born, 2011 (rates) are illustrated on the map.



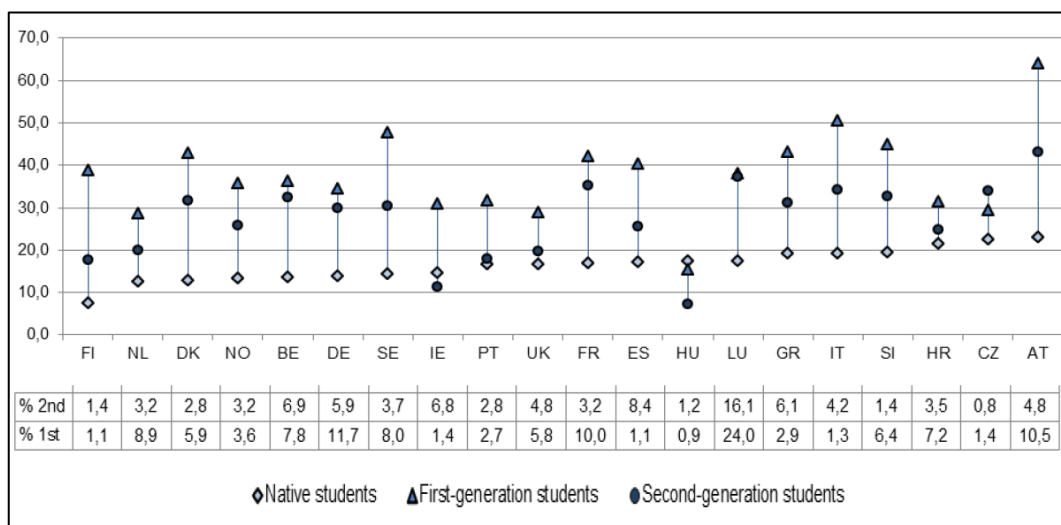
MIGRATION AND EDUCATION

The map shows that, the more you move south, the higher the percentages of foreign born early school leavers. This could be explained, at least partially, by the fact that those countries, that were initially emigration countries, now became immigration countries.

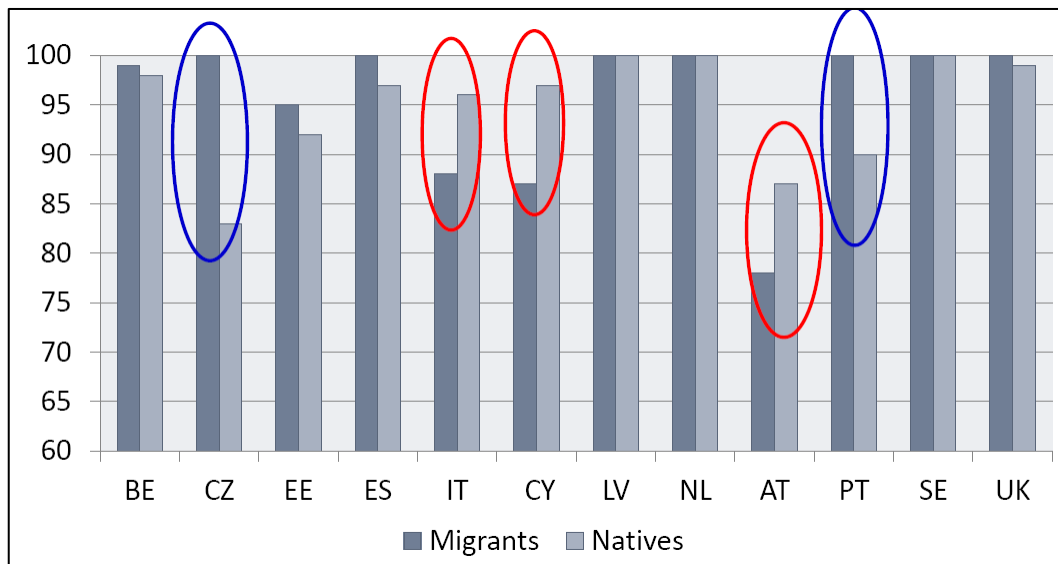
The picture is quite the same for **tertiary attainment** (figures for 2009). Foreign born students have less tertiary level attainment compared to the total population attainment levels. There are, again, some exceptions (Czech Republic, Hungary, ..), maybe due to the fact that these countries have a large part of their migrants coming from other EU Member States.



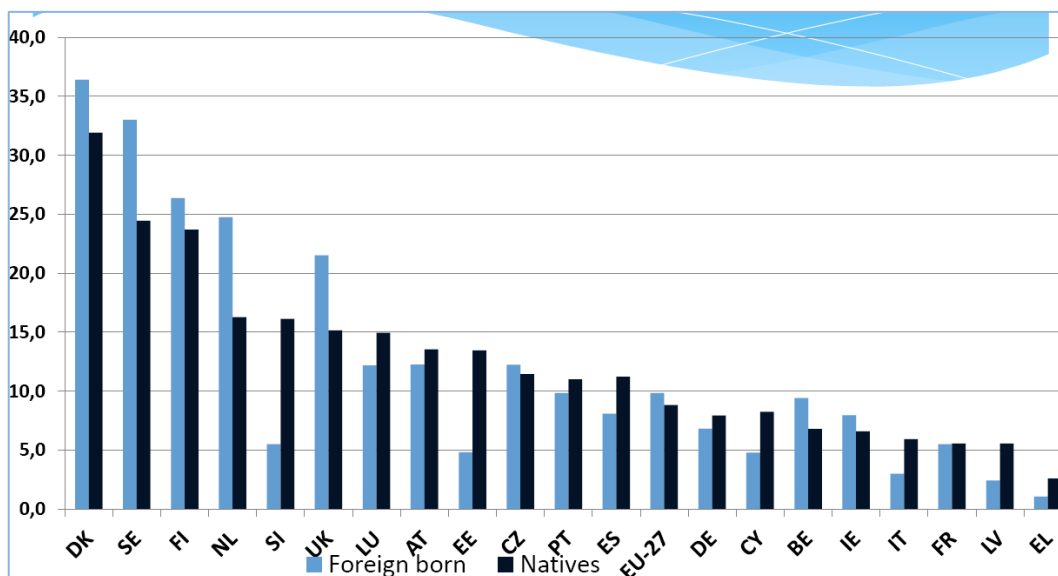
When we take a look at the percentages of **low achievers in reading**, by migrant status, we see that native pupils have the best results. First generation students have poorer results in reading. And, most of the time, the second generation students, with at least one parent born in the country, do not achieve as well as the native students.



As far as **participation in early childhood and care** is concerned, it seems that this EU target will be reached by 2020, based on today data. In some countries, migrants attend less than their native peers (Italy, Cyprus, Austria), in other countries migrants attend more than their native peers (Czech Republic, Portugal).



In general terms, migrants perform quite well in the field of **adult participation in lifelong learning**.



To sum up: when we look at children and youngsters from a migrant background, we see that they have less opportunities to achieve the goals of the ET2020 and the Europe 2020 Strategy. This creates an unequal situation and is a risk for social cohesion. That's why the European Commission and DG Education and Culture have developed some initiatives in order to fill the gaps.

- The Green Paper on migration, followed by a public consultation (2008)
- The Council Conclusions (2009)
- Education for students with a migrant background is a thematic priority in ET 2020
- The creation of the SIRIUS network (2012)

In the basic conceptions beneath these initiatives, we can identify four dimensions:

1. Language support

In the council conclusions

- Policies for teaching the host country language(s): pupils need more than just the basic skills, as most of the migrants intend to stay in the host country for a longer period.
- Teacher training for managing linguistic diversity
- Possibilities for developing the mother tongue: the more education invests in the valuing of the heritage language, the more skills in the host language are promoted.

In the consultation

- Policies for learning the language of instruction
- Qualified teachers, continuous support, parents
- Debate on the added value of the heritage language

In the green paper

- Language is a key factor
- Early language support
- Promote the learning of the heritage language

2. Systemic reform: school segregation

In the council conclusions

- Permeability of education pathways. Flexibility is a core element.
- Reducing the quality differences between schools
- Keep the best teachers and strengthen leadership in underperforming schools

In the consultation

- Breaking the link between SES and achievement
- Avoiding segregation
- Ensuring quality for all

In the green paper:

- Preventing segregation, integrated education
- Desegregating 'ghetto' schools
- Early tracking

3. Structural reforms: equal opportunities

In the council conclusions

- Increase access to high quality early childhood and care
- Strengthen anti-discrimination mechanisms
- Personalized learning and individual support
- Targeted support for pupils who also have socio-economic needs

In the consultation

- Participation in early childhood education and care of high quality
- Ensuring equal opportunities
- Additional support. Additional agents can facilitate the work (mentors, tutors, mediators, assistants)

In the green paper

- Participation in early education and care
- Ensure quality standards in all schools
- Mentors and tutors
- Second chance and adult education

4. The curriculum

In the council conclusions

- Training in managing linguistic and cultural diversity and intercultural competences: how to make diversity an asset instead of a problem?
- Relevant curricula, methods and materials
- Partnerships with migrant communities and better communication with parents

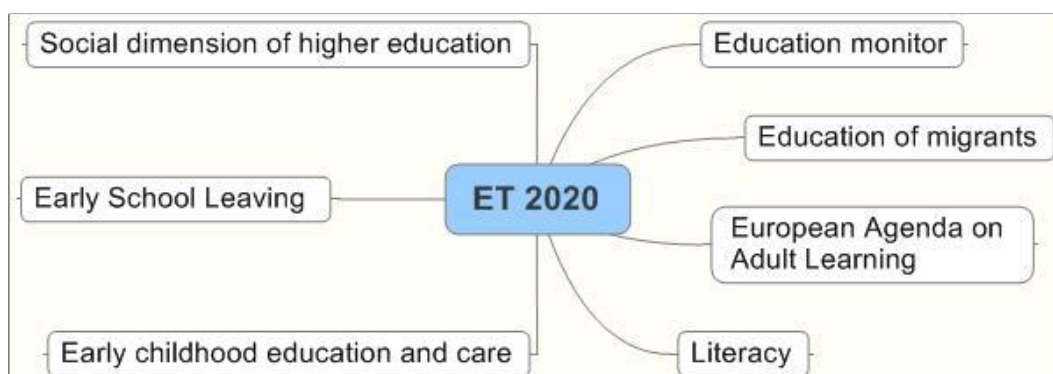
In the consultation

- Teacher training for all teachers
- Intercultural education
- Partnerships with parents and communities

In the green paper

- Training and professional development of teachers
- Teachers from a migrant background
- Intercultural education
- Partnerships with parents and communities

All the above mentioned policies can be summarized in the following chart:



For a long time now, we know what to do, which are the challenges to be addressed, but the current outcomes show that current policies don't work, and the problem is that educationalists don't seem to know why the policies don't work. In order to reflect deeper on this problem, in order to create knowledge, to try to overcome the difficulties, the SIRIUS network was created.

The SIRIUS network

SIRIUS is a European platform for collaboration among policy makers, researchers and practitioners to facilitate exchange of ideas and transfer of knowledge and information. The network was established to promote development of national and EU policies that are based on evidence and tested in practice. SIRIUS is funded by the Lifelong Learning Programme of the European Commission.

SIRIUS focuses its attention to specific thematic priorities according to the priorities of the European Commission, which are the frame for the work on policy implementation, on the school level, on the community level.



What works for migrants?

- The general quality of the school system

Children and youngsters from a migrant background have access to high-quality childhood education and care. They can easily move between education pathways (e.g. between academic and vocational tracks). They are not concentrated in underperforming schools. They are taught by high quality teachers and school learders, including migrant and foreign-trained teachers.

- Diversity in schools

Children and youngsters from a migrant background are not discirminated in schools. They follow a curriculum that is high quality and relevant for all pupils and accounts for migrant pupils' specific needs and different backgrounds in teaching methods and materials. They benefit from teachers that have acquired intercultural education skills in pre/in-service teacher training.

- Targeted measures for migant pupils

Children and yongsters from migrant background receive personalized learning and individual support, especially for underperforming migrant pupils. They are taught the country's language well. They are supported in school to maintain and develop their mother tongue if they choose. They go to schools that partner with migrant communities and can communicate with migrant parents.

- Governance and mainstreaming

Children and youngsters from a migrant background are addressed in many areas of life and not just in school (an integrated approach!). They are monitored and analysed as a specific group in terms of their school experience and performance. They are the subject of exchanges of good practice.

Why doesn't it work?

- From a school to a community approach

Policies addressed to an articulated school system within a community are better than policies addressed to single schools. These policies should be addressed to fill the gap in transition processes between school (from primary to lower secondary, from lower secondary to upper secondary, from secondary to adult education). These policies should be addressed to facilitate a strategic participation of migrant families, by creating a sense of belonging, by setting up a positive relationship.

- From a sector to a systemic approach

Policies should be addressed to train teachers in strategic thinking not just to learn how to teach children from migrant background, but also to learn how to

make the teaching meaningful for migrant pupils. Policies should be addressed to promote equity in the school composition, but considering a complex interaction of factors, internal and external. Policies should be addressed to facilitate the constitution of schools as learning communities where all the participants have the chance to learn from each other. Policies should be addressed to regulate anti-discriminatory measures from a systemic approach (related to race, class and gender).

- From an integration to an inclusion approach

Policies should be addressed to reduce the early division into tracks, combined with a clear reduction of internal school streaming. Policies should be addressed to focus on teachers' competences, attitudes, behaviours and skills. Policies should be addressed to promote a human rights approach on citizenship education. Policies should be addressed to consider the specificities of migrant pupils according to their age (language development for ISCED-0, school disaffection for ISCED-1, school transition for ISCED-2).

The SIRIUS mission can be described through three basic actions:

- Knowledge transfer
- Influencing policy development and implementation
- Bringing together partners from EU countries and key stakeholders, including policy makers, researchers, practitioners, representatives of migrant communities, NGOs, international organizations, ..

The strategy includes goals at the level of constitution, expansion and consolidation, as illustrated in the following scheme:

| Strategy | SIRIUS strategic contribution to EU and ET 2020 for National policy development and implementation |
|---------------|---|
| CONSTITUTION | <ul style="list-style-type: none"> • Define a message and a vision on effective policy implementation. • Structure the means and the spaces to spread this vision on policy implementation. |
| EXPANSION | <ul style="list-style-type: none"> • Develop concrete effective policy implementation experiences in National contexts. • Strengthen the European cooperation on migration and education across the EU. |
| CONSOLIDATION | <ul style="list-style-type: none"> • Evaluate the effective policy implementation process that has been run. • Articulate an on-going process for monitoring a structural follow-up of the network |

This is an overview of the **goals at national level**, for the years 2012.2013 and 2014.

For 2012

- Identification of core elements for a successful policy implementation according to the National context. Methodology: focus groups.
- Construction of the basic infrastructure for the network management: agreements, communication tools

For 2013

- Design of a national pilot experience in one area of development identified in 2012. Methodology: national meeting.
- Construction of the essential structure of information and documentation management: presentation of first outcomes, website management

For 2014

- Implementation and evaluation of a national pilot experience. Methodology: international cooperation
- Construction of a financial strategy for the sustainability of the network: new calls, new EC contract, private funding.

This is an overview of the **goals at European level**, for the years 2012.2013 and 2014.

For 2012

- Identification of a European vision and strategy for a effective policy implementation at EU. Methodology: national reports, WP reports and literature review.
- Construction of the basic infrastructure for the network management: corporate image, partnership expansion.

For 2013

- Discussion with EU bodies (EC, EP and the Council) on the need of new EU policy instruments to ensure an effective policy implementation. Methodology: meetings, conference.
- Construction of the essential structure of information and documentation management: releasing of policy implementation series, EU bodies (official, civil society) introduction.

For 2014

- Lobby action for the approval of renewed EU instruments (directive, resolution, or recommendation) that facilitate effective policy implementation across the EU. Methodology: campaign, civil society mobilization.

- Construction of a financial strategy for the sustainability of the network: new calls, new EC contract, private funding.

There are three Working Packages:

- Policy implementation and networking
- Schooling
- Educational support

For each of the working packages, a number of basic actions are foreseen.

- Basic actions for the WP1 (Policy implementation and networking)
 - Focus group dynamics to explore the discourse and promote the local participation of partners
 - Position paper that explains the core elements and the strategy of the network
 - National meetings to design an innovative action on a specific topic, and implement it
 - Study and proposals on new legal EU instruments that help consolidate new strategies
- Basic actions for WP 2 (Schooling)
 - Teacher leadership
 - School leadership (related to European Commission network on school leadership)
 - Intercultural competences (related to European Commission network on key competences)
 - Instruction language
 - (.....)
- Basic actions for WP 3 (Educational support)
 - Mentoring (related to the European Commission network on key competences)
 - Migrant participation in the school system (related to the European Commission network on school leadership)
 - Parental involvement
 - Community engagement
 - (.....)

The general coordination of the network is done in Spain. The general coordination manages the SIRIUS internal communication and the communication with the European Commission, and deals with administrative requirements and financial issues. The Steering Committee (Spain, Germany, the Netherlands) coordinates the work packages and manages the general meetings. It deals with the quality supervision of papers and documents, with institutional representation of the network, and with sustainability and transference of knowledge.

The national partners (Austria, Belgium, Croatia, Estonia, Finland, Germany, Hungary, Italy, Latvia, Lithuania, Romania, Spain, the Netherlands) manage and coordinate the national meetings and the national or local network, and give input for the work package activities. The collaborative partners (IMISCOE, MPG-MIPEX, NEPC, OSF-OSE and CICE) provide scientific quality assurance and consultancy. They gather and update knowledge and publishing. They disseminate through their own network and events, and have contacts with other stakeholders through networking.

SIRIUS is trying to build up a community of engaged and passionate people, aiming to raise performances of children and youngsters from a migrant background in education. SIRIUS wants to build a community of migrant education stakeholders in the EU and to improve educational measures for migrant students.

Statements

STATEMENTS ON MIGRATION AND EDUCATION

EUNEC formulated critical remarks and statements on the issue of migration and education. EUNEC wants to disseminate these statements pro-actively to the European Commission, the European Parliament and relevant DG's. EUNEC also wants to promote action by its members at national/regional level. These statements can contribute to the national advisory opinions of education councils. They should lead to reflection and action by relevant stakeholders in the field of education and training, such as providers of education, teacher trade unions, social partners, students, parents and experts in the field of education and training.

Migration and diversity: changing concept, new challenges

European countries have moved away from the seemingly culturally homogeneous places they once considered themselves to be. Schools no longer have to deal with homogeneous migrant minorities. Migrant pupils come from all over the world and migration patterns are rapidly changing. Moreover, education has to cope with the reality of mobile migration: people do not move from one country to another intending to stay there for the rest of their lives; they often move again several times.

This has fundamentally changed everything in society. We have to move away from the concept of diversity in society, and thus in the classroom, to the concept of 'super-diverse societies' and classrooms. This shift has to be reflected in education policies. The challenge for education is how to deal effectively with students from 'super-diverse' backgrounds and turn diversity into educational success.

The theme of migration and education not only concerns immigration but also emigration. We need bilateral policies that share responsibilities between the host country and the country of origin. We need to find ways of cooperating and building partnerships that benefit all.

The policy level

General policies, targeted measures?

At the EU level, all the issues related to education and migration are set within the larger framework of targets intended for the general population. Commonly, migrant pupils do not achieve the performance of their native peers. This creates an unequal situation, and a risk to the promotion of social

cohesion. That is why the EU has developed initiatives in order to try to bridge the gap.^{7 8 9}

General education policies do matter: MIPEX III shows that achievements for migrants are related to achievements for natives¹⁰.

We may be thinking too much about migrant specific education and not enough about general education. In the challenges related to the education of migrant pupils, the socio-economic status is a central factor, next to other factors, such as language and age at arrival. General policies on inclusive education can give rise to good targeted measures for migrant education. Policy measures that are working for disadvantaged pupils in general also work for pupils from a migrant background, for example, avoiding early tracking and establishing flexible pathways.

Targeted policy measures for migrants should not be the only answer to the challenges of migrant education, although they are needed to complement the general policies, for instance in the case of newly arrived migrant pupils.

Partnerships

MIPEX reveals that education is an 'area of weakness' in the wider field of migration policies, and that policies related to migration are not linked, and not coherent.¹¹

Education policy will have to be more aligned with social policy; a shared responsibility for improved provision. There is a need for an overall policy including all relevant policy domains: employment, health, housing, welfare, integration. The case of ACIDI¹² in Portugal offers a good example of how a national plan can help mobilize each Ministry to put the integration of migrants on the agenda. Coherence within policies will facilitate the creation of a capital of trust between the country and the migrant. This will help to create a consensus, and an awareness of the fact that migration does not have to be associated with problems.

At an international level, MIPEX can be used to enhance the understanding of differences and similarities between policies related to migration.

⁷ Green paper on migration and mobility: challenges and opportunities for EU education systems, European Commission , 3 July 2008

⁸ Council conclusions on the education of children with a migrant background, Education, Youth and Culture Council, 26 November 2009

⁹ SIRIUS, European policy network on the education of children and young people with a migrant background

¹⁰ MIPEX (Migrant integration policy index) III, produced as part of the project: Outcomes for Policy Change, co-financed by the European Fund for Integration of Third-Country Nationals

¹¹ MIPEX (Migrant integration policy index) III

¹² ACIDI, Alto Comissariado para a Imigração e Diálogo Intercultural, Portugal

Participation

In the preparation of balanced policies, all stakeholders have to have their say, with an important role for the pedagogical teams who work in the field. It is also essential to get migrants involved in the way forward and to consult migrant organizations. Currently this involvement is not often the case: MIPEX shows that there are in Europe only a few consultation bodies for migrants, and if there are, they come and go and are not a permanent feature.¹³

Importance of research

The evidence base in the field of migrant education policies needs to be constantly updated. There is a need for continued research in following the educational paths of students from a migrant background and in evaluating the effectiveness of policy measures and initiatives. Schools have to be involved as more active partners in contributing to this research.

School and class level

The curriculum

Difficulties of migrants are initially linked to ignorance of the language of instruction and of the school culture of the host country. The best response to these difficulties, beyond temporary specific devices to improve the language of instruction, is to develop intercultural education, which is an opportunity for all pupils, migrants and natives. Intercultural education has to do with how to learn to live together in a democratic and pluralistic society. This intercultural education has to be more than just a subject in the curriculum; it has to be evidenced in whole school policy and practice. It is important to monitor and evaluate the school's ethos and the curriculum in order to check that they reflect the idea of valuing diversity and confronting prejudices and stereotypes.

The views of all those who work with migrant pupils should be taken into account, in the school and in the community, from teachers to cleaning staff, from parents to socio-cultural organizations. Intercultural dialogue is necessary with all the partners in the school and outside the school.

Teachers are crucial

The teacher remains an important catalyst for migrant students' academic success, regardless of often challenging economic conditions. Educating teachers for diversity has to be an important element in initial teacher education and in continuing professional development. Such an investment should ensure that teachers make a positive impact no matter what the general and targeted education policies are.

¹³ MIPEX (Migrant integration policy index) III

In order to be able to respond to the challenges of education and migration, teachers need to have intercultural competences which will enable them to manage diversity. However, competences are not sufficient; the attitude of the teacher is a critical condition for success. It is very important that the teacher believes in the 'teachability' of each pupil, as this has an enormous impact on the pupil's self-belief and can reduce any sense of futility. If the teacher sees diversity as an asset rather than a problem, this will lead to classroom practice that enhances the self-esteem of migrant pupils and empowers them.

It is not easy to deal pedagogically with the challenges of diversity and to translate this inclusive attitude into effective classroom practice. It is important in this respect, to use the socio-cultural context of the pupil as a starting point and to explore different, innovative ways of teaching, such as using team-teaching in bigger class groups and engaging the pupils through more interactive, cooperative and problem solving learning.

A commitment to educating teachers for diversity is essential. Teacher education should focus on developing teachers as 'transformative intellectuals' who will employ pedagogies to improve the learning of all pupils, including the typically underserved ones, such as migrants. The professional identity of these teachers is based on strong cultural self-awareness; these teachers consciously consider how their everyday actions might counteract social inequalities.

There is also a need for incentives so that the best trained teachers can be employed in the most challenging schools.

Multilingualism

In a European, international context, multilingualism is seen as an asset. In the case of migrants, their multilingualism is seen as a problem.

As long as education for migrants focuses only on the knowledge of the host language and neglects to view the multilingual repertoires of migrants as an asset, integration policies are doomed to fail. Withdrawing migrant pupils from the class group in order to bring them to the level of language proficiency the host country has decided to be the norm, can lead to stigmatization. Instead, the plurilingual repertoires of these pupils can be exploited as didactical capital for learning. Attention to the mother tongue and culture will reinforce the identity of migrant pupils and enhance their self-confidence.

Education policies for migrant pupils should not focus exclusively on the proficiency of the language of the host country, but go deeper, and work at the level of identity development of those who often have to cope not only with different languages, but also with different social and cultural worlds.

Diversity is an asset

Although there is agreement that society should strive for desegregation, it is acknowledged that, in certain circumstances such as in big cities, there will be segregation, leading, to a certain extent, to 'black' schools. However, it is important that there is commitment to providing the highest possible quality of education for all pupils, whether in segregated or in integrated schools.

In order to reach this level of consistency in the quality of education, a shift in thinking is needed. Our fundamental view about diversity and education denies diversity as a starting point; diversity is recognized, but only as a condition to adaptation. Diversity is thus devalued and seen as a problem, a deviation. It is crucial that we move away from this deficit approach which often promotes the implementation of compensatory programmes and segregation measures at schools. Instead, we have to work towards a consensus in society where diversity and migration are not automatically seen as a problem, but rather as an asset.

Finally, it is important to acknowledge and express our concern that, in times of economic and financial crisis, the most vulnerable groups should not suffer most.

MIGRATION AND EDUCATION IN THE EUNEC MEMBER COUNTRIES

In order to enrich the content of the conference and to better prepare the debate, the EUNEC secretariat has asked its member councils to formulate an answer at the two following questions:

- What are, in your country, the biggest challenges for migration and education?
- What are, in your country, the policy concepts related to migration? In other words: in which context is migration placed from the policy point of view? Does it have to do with inclusive policies, with special needs education, with social cohesion policies,...?

Cyprus Education Council

Elena Hadjikakou

The biggest challenge for migration and education in Cyprus is related to the recognition of the multicultural character of the Cyprus society and the change in valuing diversity. A current discourse on issues and relations between different ethnic and/or social groups derives from recent flows of migration and gradual redefinitions of diversity and identity. A series of social, political and financial changes that 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 globalization and the increasing number of immigrants and refugees) have made Cyprus very different from the seemingly culturally homogeneous place it once considered itself to be. Schools are experiencing the enrolment of greater numbers of children from diverse cultural backgrounds and countries of origin whereas, by and large, schools and society have traditionally considered themselves as being mono-cultural and monolingual.

There is then, specific challenge for Cyprus, to find ways to value and affirm the diversity of students, to confront the biases about ethnicity and to lift social and political barriers to student learning and development. In the early 2000s measures taken had been partial and focused on the “boutique multiculturalism” approach, shifting, gradually, towards issues of correlating identities and achievements. The emphasis was given to Greek language teaching. During the last few years an educational reform is in progress in Cyprus. As a result of the educational reform, a New Curriculum was

developed. In the introduction of the New Curriculum (2008), where the Education Reform ideology is expressed, it is stated that Greek Cypriot children are encouraged to negotiate their identities and at the same time to respect the identities of both the members of the recognized religious minorities and communities in Cyprus, as well as of the people who have migrated to the island. As regards the latter, the education system cares for the fulfillment and development of their multiple identities. In this particular policy text it is stated that the right and obligation for education implies the determination of the society to reject any exclusion and that the democratic school entails a school where all children are entitled to become educated. Inequality in educational achievements is the enemy to be combated via the routes of methodology and material, strategies and practice.

The policy concepts related to migration and education are placed in the context of integration policies with an emphasis on language issues.

The first directive issued by the Ministry of Education and Culture "Intercultural Education" (dated 29.10.2002), declared the main policy and focused on the growing number of non-Greek language speakers in Greek-Cypriot schools and on 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 for all members of the society and to prevent racism and social exclusion was emphasized. 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.

What was stressed was that by participating in the educational processes with the other pupils belonging 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. In addition to the mainstreaming programme, a flexible system of intervention within the ordinary timetable was suggested. This involved pulling bilingual pupils out of their classroom, in a separate group for some teaching periods per 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 needs.

At the same time, the framework of the Educational Reform going on in Cyprus since 2004, is targeted at modifying major aspects of the educational system and at exclusively upgrading and modernizing the Cyprus educational system. In this context it is stressed that all actions taken (preparation of the new Curricula, revised in-service training system for teachers, the implementation of a new appraisal scheme for teachers, and the introduction

of new teaching methods), aim at eliminating obstacles constraining access to education while offering equal opportunities to children, young people and adults irrespective of their background or standards of achievement. In particular the action plan of the Cyprus Ministry of Education and Culture for migrants consists of five pillars promoting migrant educational and social integration:

- Publication of a Reception guide in Education in different languages
- Piloting different schemes of language support
- Side-based and centre-based teacher training
- Development of data reports on migration flow
- Diversity issues in the New Curricula

In addition, the introduction of the ZEP policy in the educational system in 2004 has promoted the affirmative action in migrant education.

Concluding we highlight the fact that there is still ground for further development of an holistic integration policy for migrants.

Dutch Education Council

The main part of this contribution is copied from the following reports from The Netherlands Institute for Social Research: Herweijer, Lex (2009), Making up the gap: Migrant Education in the Netherlands, The Hague: SCP and Gijsberts, Mérove, Willem Huijnk and Jaco Dagevos (2012), Jaarrapport Integratie 2011, The Hague: SCP.

The Netherlands is an immigration country. Over 10 percent of the Dutch population is of non-Western origin. The four largest non-Western migrant groups are people of Turkish, Moroccan, Surinamese and Antillean origin. They represent almost two-thirds of the non-Western ethnic minorities in the Netherlands. Half of them belong to the second generation (born and raised in the Netherlands). The proportion of non-Western ethnic minorities is growing, especially in the major cities. In the three biggest cities one third of the inhabitants is now of non-Western origin. In primary education in these cities the ethnic minorities are in fact a majority. The major challenges for migration and education are the following.

At the start of their primary education, pupils from non-Western origin already lag a long way behind native Dutch pupils, especially in the area of language. The educational level of their parents is well below that of indigenous parents, and a substantial proportion of Turkish and Moroccan parents have problems with speaking, reading and writing Dutch. Despite this, the education level of migrants is rising gradually, and more quickly than among the native Dutch population. Their educational disadvantage is thus diminishing. This is of course closely connected to the growing second generation. Migrant pupils and students from the second generation are generally more successful in

their educational achievement than those from the first generation. The increase of the number of second-generation migrants will thus have a positive impact on the educational achievements of migrant pupils.

Despite the rising education level of migrants, the number of migrant drop-outs is still high. After six years in secondary education, non-Western students have attained a secondary education (havo/vwo) qualification much less often than their native Dutch counterparts and also much more often leave school without any qualifications at all. Their achievement in senior secondary vocational education (mbo) and higher education is also substantially lower.

Education policies

In recent years the ethnic background of pupils has become a less important criterion in Dutch education policies. In primary education the target group for disadvantage policy is now based exclusively on the education level of parents. In secondary education, too, the criterion of country of origin has been dropped. Secondary schools now receive disadvantage funding based on the number of students who live in deprived areas. The argument for seeking to deal with disadvantage in socioeconomic terms rather than in ethnic terms is that this is more in line with the actual disadvantage suffered.

According to the Migrant Integration Policy Index (MIPEX) immigrants in the Netherlands benefit from 'slightly favourable policies'. The Netherlands is fifth on the list of MIPEX's 31 European and North American countries. The Netherlands performs lower on the subcategory Education. It takes the number 10 position. Scoring around 50%, education policies create as many obstacles as opportunities for immigrants to become equal members of society. In some important perspectives Dutch education policy is successful: all children with a migrant background can attend compulsory schooling and all pupils, regardless their background, learn to appreciate diversity.

Providing equal opportunities is a key objective of Dutch education policy. A number of arrangements are in place aimed at removing financial obstacles and guaranteeing the accessibility of education for children from low-income families (free access up to the age of 18 years, grants for low-income families to cover study costs, study finance from the age of 18 years to cover tuition fees and other costs). In addition, there are policies aimed at improving the achievements of children from disadvantaged families. In recent years preschool and early-school programmes have become an important focus area in the educational disadvantage policy for young children. The programmes are provided through collaboration between preschool playgroups and primary schools and begin in the preschool group when children are aged 2.5 years and continue during the first two years of primary school. Personnel of the preschool playgroups are trained to achieve a higher language level. Other policy goals are to improve the number of induction classes in primary

education and the number of summer schools. In both initiatives pupils with a disadvantage receive intensive teaching.

Intercultural education has been compulsory in Dutch primary schools since 1985. The objective is that pupils learn to live alongside other population groups and that prejudice and discrimination are to be combated. In practice, intercultural education did not really get off the ground, partly because of the lack of common vision. Attention shifted in the 1990s towards combating disadvantage among migrant pupils. Since 2006, the requirement to educate pupils in cultural diversity has been placed in the broader context of the need to stimulate active citizenship and social integration.

Some general educational policies are particularly beneficial to non-Western migrant students. Promoting transfer to higher education through the vocational education route is an example of this, as is providing opportunities for the accumulation of qualifications in secondary education. By offering a 'second chance' to students who were initially not selected for secondary education tracks that prepare for higher education, both options constitute a correction to the early selection in Dutch secondary education. Combating school drop-out is another example of a beneficial general policy. An issue that has recently moved higher up the policy agenda is the strengthening of the teaching of Dutch language and arithmetic. Reference levels are to be introduced which specify the minimum level that pupils and students ought to attain in both subject areas. Since migrant pupils and students often lag well behind their native peers, especially in Dutch language, the introduction of reference levels is of particular importance for them.

Less effective

According to MIPEX Dutch education policies have, until now, been less effective in teaching immigrant languages and cultures, parental outreach and social integration.

For a long time Dutch primary schools provided lessons in the language of the country of origin for the major migrant groups. The objectives of these lessons changed over time. Initially they were aimed at maintaining contact with the country of origin; later on combating educational disadvantage and the independent cultural function of teaching minority languages were stressed. Given its constantly shifting objectives and the doubts about its effectiveness, the funding of teaching students' own language was terminated in 2004. The emphasis in language policy in primary education has now come to lie completely on learning Dutch.

Parents from the migrant groups are generally difficult to reach. This is partly because of a lack of knowledge and skills and a deficient command of the Dutch language. The Dutch government is committed to increasing parental involvement, especially among parents from migrant groups. A special 'Ethnic Minority Parents Platform' has been created which takes initiatives to foster the involvement of migrant parents. In addition local platforms were set up in

30 large municipalities to promote activities designed to reach migrant parents at local level (e.g. home visits by teachers, parent rooms, parent information points in the school).

Another issue is the segregation between native Dutch and ethnic minority pupils. As a result of the high proportion of migrants in the Dutch major cities, geographical concentration of non-Western groups is arising. Many schools in the major cities have a student population consisting mainly of migrant pupils. In the last few years the reduction of ethnic segregation has not been a policy focus in migrant education.

Final remarks

Recently the Dutch government aimed at more restrictive conditions for long-term residence and citizenship. Also because of concerns about the growing number of labour migrants from the new EU member states. The question is whether these labour migrants will stay in the Netherlands for a longer time. This might lead to a new group of pupils in the Dutch education system with a language deficiency.

Conseil de l'Education et de la Formation (Belgium)

Jean-Pierre Malarme

The problem is complex, because the actors are multiple, the political and ethical implications are important.

- What is the role of school and teachers concerning the welcome and the education of every child, autochthonous as well as migrants from first and second generation ?
- What is the role of institutions close to the school?
- What is the responsibility of every adult? Of us?
- How to promote a collective responsibility? An articulation of everyone's role?
- What about our school culture? How does it change? What's the place of diversity? Which are the common values to be constructed and defended?

The situation is even more sensitive in FWB (Fédération Wallonie Bruxelles), as the outcomes of international surveys confirm the poor results of migrant children at school (although the results from 2009 are slightly better than those from 2006).

The indicators also show different results according to the native country of the pupil, and to the language spoken at home.

The problem is sensitive also because it deals with migration and with migration policies as described in the European green paper on migration but it deals also with (un)employment and school in its mission of education and social emancipation (see the four objectifs of the Missions decree).

The problem is sensitive because it is expanding in FWB and more particularly in the big cities : Brussels, of course, but in a lot of other cities as well.

Keeping this in mind, we must not forget that migration and mobility is a constant historical phenomenon, and that taking migration and mobility into account brings us into a win win situation. The opening of the mind is profitable for everyone. Thanks to the development of knowledge of the world and of languages some stereotypes can be banned.

Legal references : international, in Belgium, in FWB (Fédération Wallonie Bruxelles)

In the law of 25 November 1991, Belgium subscribes the Convention on the rights of the child, adopted in New York on 20 November 1989. The law of 26 June 1953 subscribes the international Convention on the statute of refugees, signed in Geneva on 28 July 1951. Belgium clearly showed its intention to provide every child within the age of compulsory education, with an education that is adapted to the child's needs.

In FWB, the Decree Missions of 24 July 1997 foresees that one of the general objectives of education in FWB is to prepare all pupils to become responsible citizens, capable of contributing to the development of a democratic society, solidary, pluralistic and open to other cultures.

The decree of 30 June 1998 instaures a system of positive discrimination aiming to guarantee equal opportunities for social emancipation to all children, whether they are legally in the territory or not.

At the European level, a number of recommendations have been produced related to education for migrants. I just name the Directive of the Council of the EU from 25 July 1977 aiming at the education and schooling of the children of migrant workers, and the recent resolution of the European Parliament (2 April 2009) on the education of children of migrants, based on the green paper mentioned supra.

Initiatives in FWB

These texts have inspired several initiatives in the FWB. I will give some information on DASPA ('classes passerelles'), on ALE ('adaptation à la langue de l'enseignement' = adaptation to the language of school), and the programme LCO (= Langues et culture d'origine = languages and culture of the home country), that has been rebaptised OLC ('Ouverture aux langues et aux cultures' = openness to languages and cultures).

- 'Classes passerelles' or DASPA

In 2001, a decree aiming at the insertion of newcomers in the education organized or subsidized by the 'Communauté française', adapted the education to the specificity of the newcomers. The law said that not taking into account those pupils and those youngsters means, at the same time, penalize the schools that welcome them, and, through these schools, also the other pupils of those schools. In 2001, the 'classes passerelles' were initiated : they allow the newly arrived pupils to enjoy a 'passerelle' learning between scolarity before their arrival in Belgium – in some cases the absence of scolarity – and the scolarity in a class with a focus, as you can imagine, on the French language, the instruction language.

The 'passerelles' classes were organized in the schools close to the reception center ('centre d'accueil') in a number of schools in the region Brussels Capital.

Within a period of ten years, the welcome and the education of migrant pupils and youngsters has changed. We have thus tried, with the stakeholders on the field (of which a lot are represented at this conference), to adapt the profile of the 'passerelle' classes.

Today, they are called DASPA.

On 18 May 2012, the DASPA decree has been unanimously approved by the Parliament.

On 19 July 2012, the government has granted 74 DASPA (in primary and secondary education), which is 9 more than the previous year.

The DASPA concept (Dispositif d'Accueil et de Scolarisation des Primo-Arrivants) aims to insist on the collective responsibility of the pedagogical team of the institution, that is entitled to a supplementary support for the education of newly arrived children. This collective responsibility has as a starting point the collective autonomy within the project of the institution. Indeed, DASPA is far more a structure than a class group, and it can take various forms, depending on the situations, the initiatives of the educational communities and the available human resources.

The beneficiaries of the DASPA are all those within the age of compulsory education, arrived in Belgium at least one year ago, and who are in a procedure of request of the statute of refugee. The new decree foresees that, in secondary education, every pupil, foreign or adopted, who does not have sufficient notion of the French language to integrate successfully in the class activities, can also benefit of DASPA (ALE in primary school).

Professional development and pedagogical support of the concerned teachers has been enhanced. The success of the newly arrived pupils depends on the means that are invested by the government, but also on the professionalism of the teachers. The awareness of the heterogeneity of the profiles of the pupils, the mastery of the FLE didactics (Français langue étrangère), how to

deal with pupils who have never been to school.. A number of challenges for the DASPA teacher.

That's why the new decree details the training modalities of the professional development and the specific competences that have to be reached in DASPA.

A reflection is going on concerning the construction of a kind of 'FLE referentiel' to offer to the teachers some guidance concerning the learning phases of the pupils whose mother tongue is not French. This brochure has a double public : the allophone pupils, and vulnerable French pupils.

Indeed, experts and stakeholders agree that a pupil who does not speak the language at all asks for a different pedagogical approach than a pupil that is speaking French, but not good enough to benefit at the most from school.

→ ALE for primary school

An adaptation class to the instruction language can be organized for foreign pupils

1° whose mother tongue or usually spoken language is different from the instruction language.

2° who are in the primary education of the French Community for less than three full years and do not know sufficiently the instruction language to adapt successfully to the class activities.

Schools are granted a number of ALE periods depending on the number of pupils corresponding to the definition. The school is free to use those periods, to combine with DASPA and to use both complementarily.

→ LCO Langues et cultures d'origine – OLC ouverture aux langues et aux cultures

These are partnerships between the French Community and the countries with an important immigration towards Belgium.

Today, there are 8 OLC partner countries : Spain, Portugal, Italy, Marocco, Greece, Turkey, Romania. In 2011, China is added. There are projects for conventions with other countries, amongst others Poland.

Today, almost 240 school institutions are in this programme, from primary until the end of secondary.

OLC (programme d'ouverture aux langues et aux cultures) is the successor of LCO (langue et culture d'origine), based on the CEE Directive (25.07.1977) cf supra.

The objectives of this directive were not only to aim at a successful scolarity but also at maintaining the link with the country of origin. At the time, returning back to the country of origin was assumed to be part of the family

project : the knowledge of the language and the culture were thus necessary for the reinsertion.

The host country has become, to a large extent, the country chosen to live in.

Since, the emphasis has been on facilitating the insertion and the integration of all those who decided to stay in the host country and to organize the living-together.

At this moment, the programme is not only aiming at migrant children, but at all children in the schools of the FWB, from primary until the end of secondary.

In 2012, the name of the programme has changed, from LCO to OLC, in order to emphasise the intercultural approach.

For the pedagogical teams, the foreign and Belgian teachers in this programme, it is crucial to give room to the cultures and the languages of the pupils in the school. The presence of a migrant teacher in a FWB school, who is invited to teach and to participate in all the events organized by the school, can incite pupils and their families to talk about their culture.

Such a programme helps pupils and teachers to question ones own culture, the culture of the host country and the multiple interactions between them.

It is clear that the attention for or the restauration of the mother tongue and of the culture of the country allows the pupil to reinforce his identity, his self confidence, and that the acquisition of foreign languages is a plus for the future citizens of our country. That is why we also wanted to insist on the dimension of the dialogue between cultures.

School, next to family, is the place where our identity is constructed, it is important to promote school as places where differences meet, where there is room for dialogue.

We are all at the crossroad of different cultures, more or less marked in our personal history.

Amin Maalouf denounces the murderous identities. We would like the identities to be fruitful thanks to an intercultural approach from the earliest age.

Organisation of OLC courses :

Teachers coming from the partner countries give two types of courses in the FWB schools :

- Courses of opening towards languages and cultures (during the school courses), and aimed at all pupils from the same class. Given by the OLC teacher and by a Belgian teacher, in French.

- Language courses, during the week, after school time. It is non compulsory and aimed at all pupils whose parents asked for it.

Those courses are free.

Countries design, award and guide teachers. FWB organizes training helping the teachers to get to know the French speaking Belgian school system and the current pedagogical practices.

Flemish Education Council (Belgium)

Roos Herpinck and Carine De Smet

Migration policies

About one in ten of the population living in Flanders has a foreign background, i.e. is either having a foreign nationality at birth or having at least one parent with a foreign nationality at birth. Recent figures make us believe that this will rise up. Compared to other regions in Belgium, however, this is by far the lowest share. It has become clear that Belgium and its regions have become not only multi-lingual societies but also multi-cultural societies.

In order to help integrate this population, a number of policies have been decreed by the Flemish Government. To be mentioned are the integration decree (Inburgeringsdecreet), the decree on the Dutch teaching courses (Huizen van het Nederlands), the decree on employment services for foreigners (Inwerkingsdecreet) and the social housing code. Pivotal is the integration programme (Inburgeringsprogramma) that people integrating are either invited to follow or are compelled to follow. It consists of two trajectories. In the first trajectory, the adult migrant is offered an orientation in society, a basic course in Dutch (NT2 = Dutch second language) and some orientation in the labour market. The second trajectory is situated within the regular services in sectors such as employment and education, which are requested to adapt their general services to the people integrating in society.

In its new 'Policy Agreement 2009-2014' the Flemish Government opts for an 'innovative, sustainable and warm society'. Integration of the ethnic-cultural minorities is perceived as a chance to realize a more cohesive and respectful society. In accordance with the so-called 'Pact 2020', a more inclusive society is strived for, which bans social deprivation and exclusion.

According to the MIPEX III, net migration, in Belgium, is below EU average. Most foreigners are EU citizens, the largest third country migrant numbers come from Morocco, Turkey and the USA. Newcomers still benefit from integration policies that are some of the best in Europe and getting better. Belgium is within the top ten countries with a MIPEX score of 67 points (the highest score is 83 pts, the lowest 31 pts). Job opportunities for migrants and

their descendants remain however unequal, when less affected by the crisis than elsewhere.

Recent data in the VRIND report (Vlaamse Regionale Indicatoren) say that, in 2011, in Flanders, 6.8 % of the inhabitants are non-Belgian. Almost on third of this group has a Dutch passport. About 7 % are Moroccan, 5% are Italian, 5% Polish, 5% French and 5% Turkish. This is clearly visible in the map showing the distribution of non-Belgian inhabitants per municipality: the municipalities with the highest percentage of non-Belgian inhabitants are close to the border with the Netherlands. When we look at the graphs of percentages of Belgian inhabitants with a migrant background, numbers go in the same direction: the highest percentage comes from the Netherlands (18%), followed by Morocco (15%), Turkey (12%) and Italy (5%). They live in the cities, around Brussels and close to the Dutch border.

The graphs in 'PACT 2020' (measurement 2012) provide interesting information on recent trends in attitude towards migrants in Flanders. The attitude has barely changed from 2002 until 2011. Women are slightly more negative than men. And it is clear that intolerance towards migrants increases with the age. The results from the survey show that about half of Flemish people think that the presence of different cultures is an enrichment. At the same time, a quarter of Flemish think that migrants are not to be trusted, almost half of them think that migrants make abuse of social security. 4 out of 10 Flemish see Muslims as a threat for the Flemish culture.

Migration and education

Only in **1991**, a coherent and all encompassing education policy for migrants or children with a foreign background, the so-called **OVb** (Onderwijsvoorrrangsbeleid = educational priority policy), was conducted. Before 1990, only isolated initiatives tried to remediate the problems of migrant children in education. The report D'hondt, in 1989, from the Royal Commissariat for Migrant Policies, stated that Flanders was a multicultural society, and that problems related to the integration of migrants had to be dealt with in a coherent and systemic way. In 1991, with the raise of extreme right parties, the theme of migration became more prominent at the political agenda. The lacking behind of migrant children in education has been recognized, as well as the inefficiency of existing measures. That's why the Flemish government put in place an education programme, the OVb, in which migration policy was seen as part of equal opportunities policy. In this vision, the problems of socially disadvantaged migrants were considered from the same point of view as the problems of socially disadvantaged natives, recognizing however that the migrants also have to deal with problems caused by ethnic/cultural differences. One of the central concepts was the difference between "achterstand" en "achterstelling". The first concept is an objective fact: some pupils are facing a learning gap (leerachterstand). The second has to do with the perception and the behaviour of teachers and school. "Achterstelling" originates from low

expectations and teaching methods that are inadequate to deal with differences between pupils.

Another of the main pillars of this OVB is **OKAN** (= onthaalonderwijs voor anderstalige nieuwkomers), education for newcomers speaking another language: the objective is to welcome newcomers who speak another language and to help them get into regular education. Schools with migrant pupils or with newcomers speaking another language, receive extra support.

In 2001, there is need for reform, amongst other things because the effects of the OVB were too limited. Moreover, there was a tension between OVB and other socially disadvantaged groups. Families of migrant pupils often live in specific neighbourhoods, and prefer the school of that neighborhood. **The Equal Opportunities Decree (Gelijke Onderwijs Kansen = GOK), 2002**, is an integrated support policy, that wants to give all children equal opportunities to learn and to develop. This decree wants to combat exclusion, social segregation and discrimination and has specific attention for children from disadvantaged backgrounds.

The decree foresees an integrated support for schools, based on a number of equal opportunities indicators, of which some are directly linked with migration (for instance: the language used in the family is not Dutch), and of which some are not linked with migration (for instance, the diploma of the mother). On the basis of these indicators, schools receive extra support. The set of indicators makes clear that this policy is not only aimed at equal opportunities for migrants, but at equal opportunities for all. Throughout the years, the GOK decree has been finetuned. We see that GOK has become more and more a concern of all schools, all teachers.

The last years, the GOK decree has been under pressure because of capacity problems, mainly in the big cities, where parents sometimes had to camp for days in front of the school in order to have their child registered in the school of their choice.

In November 2011, a new '**inschrijvingsdecreet**' (**inscription decree**) has been voted in the Flemish Parliament. It will organize the inscriptions in primary and secondary education as from the school year 2013-2014. This means, in a way, the end of the GOK decree. The relevant parts of the former GOK decree will be integrated in the decree for primary education or in the codex for secondary education, in order to enhance coherence. The new decree insists on the objective of social mix and cohesion, and presents a set of priority criteria for specific group of pupils, of which the former GOK criteria are still part.

According to the MIPEX III, Dutch speaking schools in Belgium give socially disadvantaged pupils with migrant backgrounds extra support, specifically on language. They foresee translated information and migrant parent outreach (e.g. Minderhedenforum (= Forum of Minorities) projects), data on migrant pupils and school mixing projects.

Flanders obtains an overall score for education of 76 points, which is among the top results in MIPEX (cf. 66 points for Belgium). MIPEX also gives more detailed scores for access (71), for interculturalism (67), targeting needs (80) and opportunities (88).

The graphs in 'PACT 2020' (measurement 2012) provide interesting information on recent trends in the percentages of pupils whose home language is different from the instruction language. In 2020-2011, in primary education in the Flemish region, 14% of the pupils speak at home a different language than in their family. In the Brussels region, the percentages are considerably higher: 69%. As far as secondary education is concerned, 9% of the pupils in the Flemish region have a home language that is different from the instruction language (56 % in the Brussels region). This is a clear rise compared to the two previous years, in primary and in secondary education.

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Website www.ond.vlaanderen.be

Website www.steunpuntgok.be

Lithuanian Education Council

Ona Čepulėnienė, Chief Officer of Lower and Upper Secondary Education Division

Statistics Lithuania informs that, based on the provisional data of the Population and Housing **Census 2011**, the resident population of Lithuania on 1 March 2011 – 3 million 54 thousand. Over the decade (since **Census 2001**, the population of Lithuania totaled 3 484 thousand) the population of Lithuania decreased by 12 per cent. The largest decrease was due to emigration – 76 per cent; the natural decrease was 24 per cent.

Lithuania is de facto **a country of emigration**. Emigration rate is among the highest in the European Union. According to the official statistics, over 0.6 million people emigrated from Lithuania in 1990-2010. Emigration numbers increased particularly after the country joined the EU in 2004. Over 250 thousand people are emigrated since 2004, only over the 73 thousand are immigrated in to Lithuania at this period. Considering that, immigration is limited and does not compensate emigration losses.

Immigration is usually associated with the arrival of foreign nationals. However, most of immigrants in Lithuania are **returning Lithuanian citizens**. In 2010, Lithuanian nationals accounted for 80 per cent of all arrivals. The immigration of foreign nationals to Lithuania remains very low with the annual average of 2000 people. Most foreigners come from Belarus, Russian Federation and Ukraine.

At the beginning of 2011 there were around 30,000 foreign residents in Lithuania, representing 1 per cent of the country's population. This is one of the lowest numbers across the EU. Most foreigners in Lithuania are permanent residents. Many of them are of Russian, Belarusian and Ukrainian origin. They arrived during the Soviet Union times and remained in the country after the restoration of independence in 1990. There are also foreigners who reside in Lithuania temporarily (i.e. students), but this group is very small. In 2010, 48 per cent of foreigners living in Lithuania came on family reunification grounds, 33 per cent came to work, 17 per cent to study.

Immigration for work purposes is the second main reason why foreigners come to Lithuania (after family reunification). Third country nationals can only be employed in those sectors, which experience labor shortages and where employers were unable to hire a Lithuanian or EU national. Most of labor immigrants in Lithuania are men (e.g. in 2010, 95 percent of immigrants were men).

In the last 10 years, 500 persons on average asked for asylum every year, almost 70 per cent were granted protection. The vast majority of those who were granted asylum were Russian and Afghan.

According to the information above, Lithuania faces **a problem to keep ties with the emigrants** from our country, because they are potential returning persons who might be a gain to the Lithuania educational system, many of them for the second time. According to the Law on Education Lithuania – „Opportunities shall be created in accordance with the procedure laid down by the Minister of Education and Science for foreigners of Lithuanian descent and Lithuanians living abroad to learn the Lithuanian language in schools of the Republic of Lithuania“(Art.25) – or otherwise inclusive policies for citizens of Lithuania around the world.

Statistics regarding the foreigners themselves in the school system of Lithuania show that in 2011-2012 school year 945 students were enrolling in primary, basic and secondary education (according to the Law on Education – „the State shall guarantee each citizen of the Republic of Lithuania, each alien who has the right of permanent or temporary residence in the Republic of Lithuania: 1) primary, basic and secondary education; 2) access to higher education study programmes or vocational training programmes that result in the acquisition of the first qualification. Art. 24)

Less of these students are new arrivals. They face the big challenge **to learn the Lithuanian language** at an adequate level, as well teachers help them **integrate in the society and school community and study Lithuanian language**.

Data source: Statistics Lithuania; <http://123.emn.lt>

National Education Council Portugal

Manuel Miguéns

Challenges for migration and education

Essentially, these challenges include the successful integration of immigrants and their descendants.

Policy measures

Following an initial plan which was successfully developed between 2007 – 2009, a II **Plan for the Integration of Immigrants (2010 – 2013)** is underway with the aim of complete integration of immigrants, especially in the areas of culture, language, employment, professional training and residence. This programme is aimed at social cohesion and equality of opportunities and to promote the integration of immigrants into Portuguese society as well as intercultural exchange.

This Plan was based on a joint effort of all the ministries and contributions and proposals requested from civil society, especially immigrant associations, members of the Consultative Council for Immigration Affairs (COCAI), the

Equal Opportunities Commission and against Racial Discrimination (CICDR), the network of researchers of the Immigration Observatory.

The 90 measures of this Plan are distributed in the following areas of intervention:

1. Reception;
2. Culture and language;
3. Employment, professional training and business dynamics;
4. Education;
5. Solidarity and social security;
6. Health;
7. Residence;
8. Justice;
9. Racial discrimination;
10. Access to citizenship and civic participation;
11. Immigrant associations;
12. Descendants of immigrants;
13. Aged immigrants;
14. Relations with the country of origin;
15. Promotion of diversity and intercultural understanding;
16. Related issues;
17. Human trafficking.

There are ten measures within the field of education involving different ministries and organisms:

- Boost training for intercultural understanding in continuous teacher training (ME/DRE/DGIDC; PCM/ACIDI, I. P.; MCTES/DGES)
- Definition and implementation of recommendations for forming balanced classes and adapt school strategies to receive foreign pupils and descendants of immigrants (ME/DGIDC/DRE).
- Improvement of statistical data regarding cultural diversity in schools (ME; PCM/ACIDI, I. P.)
- Variation of educational and training offers (ME; MTSS; MCTES/DGES; PCM/FDTI)
- Integration of intercultural mediation within the school context in the scope of the Educational Territories Programme of Priority Intervention (ME)
- Support for foreign students in school social activities at all levels of education (ME; MCTES)
- Dissemination of intercultural pedagogic resources together with the schools (PCM/ACIDI, I. P.; ME/DGIDC/DRE)

- Dissemination of good habits in the reception, support and integration of students descendents of immigrants (ME/DGIDC/DRE)
- Support in the reception and integration of foreign students and descendents of immigrants in Portugal (ME; MCTES/DGES)
- Initiative «SEF go to school» (MAI/SEF; ME) to facilitate the processes to regularize the documents of under-age immigrants who attend state schools.

Coordination and monitoring of governmental policies

Since 1996 the policy of reception and integration of immigrants has been coordinated by the High Commission for Immigration (ACIME and subsequently ACIDI). Whilst a public institution, this organization under the supervision and guardianship of the Prime Minister or other member of the Government integrated in the Presidency of the Council of Ministers, has as its function to collaborate in the conception, execution and evaluation of public policies, transversal and sector, relevant to the integration of immigrants and minority groups as well as encouraging discussion among the various cultures, ethnic groups and religions. The ACIDI created an Immigration Observatory with the aim of increasing knowledge of the reality of immigration in Portugal.

All this effort has been the target of very positive endorsements at international level, especially MIPEX — Índice de Políticas de Integração de Migrantes (*Index of Policies of Migrant Integration*) (2007) and, more recently, in 2009, in the United Nations Report on Human Development, which classifies Portugal in first place in integration policies of immigrants.

General Teaching Council for Wales

Karen Evans

Introduction

This paper takes presents data on immigration to Wales; this includes immigration from overseas and movement into Wales of UK citizens from other areas of the UK.

Unlike many other countries, the UK does not have a comprehensive system of recording migrants, hence the multiplicity of sources used to try and build up a picture of the situation in Wales.

The first part of this paper presents some information on immigration into Wales, the second section looks at immigration and work in Wales, and the final section focuses on immigration and the teaching workforce in Wales.

Immigration is a non-devolved matter in Wales and hence policy, targets and implementation decisions are made by the Westminster government through the Home Office. Wales has completely permeable borders with the other UK nations.

Immigration to Wales

Wales has experienced an estimated net inflow of migrants in every year since mid-1998. On average Wales experienced a net inflow of 9.6 thousand people per year between mid-1998 and mid-2009. Wales has experienced a net inflow of both international and internal (for the other parts of the UK) migrants in recent years.¹⁴

Wales has had a net inflow of international migrants since 1994. Both inflows and outflows of people have increased since the accession countries joined the EU in 2004. The accession of the A8 countries was a key factor in the number of international migrants moving to Wales, increasing by 46% between 2005 and 2008. However, between 2007 and 2008 estimates of the number of people moving out of Wales to overseas destinations rose rapidly thus reducing net international migration. The net inflow of international migrants moving to Wales has declined to 0.9 thousand in 2009. Wales only information is not available on reasons for international migration, but UK wide data based on the International passenger Survey estimates indicate that immigration for formal study may have overtaken immigration for work-related reasons towards the end of 2009.¹⁵

There is an estimated net inflow of migrants from other parts of the UK into Wales, which has reduced since 2007. The majority of these immigrants come from England. Between mid-2006 and mid-2010 there was an average annual net inflow of 4.4 thousand migrants from England to Wales. Patterns of internal migration changed during the recession (from 2008) with fewer movements between regions and countries of the UK. There are suggestions this could relate to housing issues as well as relative economic conditions.¹⁶

With an ageing population coupled with only slightly more births than deaths in recent years in Wales, migration has for a period been then main reason for continuing population growth.¹⁷

Migration to and from other parts of the UK has generally dominated the flows into and out of Wales. Whilst average annual flows of international migrants in the last decade around 11,800 in and 9,500 out, flows to and from other parts of the UK are around 5 times this level. England accounts for the majority of cross border migration movements to/from Wales. The most mobile age group are the 16-24 group, which includes a significant number of students and

¹⁴ Statistics Wales (18 Nov 2011) Statistical Bulletin: Migration Statistics Wales, 2010, Revised.

¹⁵ Ibid

¹⁶ Ibid

¹⁷ Ibid

graduates who move around the UK to university and to pursue careers each year.¹⁸

The latest estimated population of Wales is 3,063,800.¹⁹ Official national statistics seem to show that compared to other regions of England and Wales, Wales has a much more stable population. For the year ending June 2011, Wales had an estimated net gain of 2,500 internal migrants (ie movement from other UK areas). As a proportion of the regional population, this represents an overall increase of 0.08%, the smallest net change of any of the regions of England and Wales.²⁰

Statistics for 2005 reveal that, the percentage of foreign born in the total working age population in Wales had increased from 2.9% in 1992 to 4.6% in 2005, the national GB average was 11.5%.' (page 5)²¹ However, the share of immigrants in Wales has increased much faster than the national average. (page 73)²²

'Immigrants in Wales are more educated than natives but experience lower employment and participation rates. In comparison to other areas of the UK, Wales has a large share of immigrants from Western Europe but has received relatively few immigrants from new EU accession countries since 2004. The ones who did settle in Wales, however, fared substantially better than their counterparts in other parts of the UK with an employment rate of 84.5% compared to only 58% in London and 64.2% nationwide.' (page 5)²³

'Almost 34% of immigrants in Wales have a high education* while this was only the case for 13.5% of natives.' (page 76)²⁴

'(immigrants)...tend to move to Wales *because* they have a well paid job, rather than *in order to* look for a job....We know...that the share of the foreign-born working as professionals in Wales is three times higher than the corresponding share of the native-born and that, at the same time, they earn on average 8% more than their native-born counterparts.' (page 82)²⁵

'Western European migrants (EU 2003) are about one third of the total foreign population in Wales. This proportion is much higher than the

¹⁸ Statistics Wales (18 Nov 2011) Statistical Bulletin: Migration Statistics Wales, 2010, Revised.

¹⁹ Office for National Statistics (Sept. 2012) Statistical Bulletin: Annual Mid-year population estimates for England and Wales, mid 2011.

²⁰ Office for National Statistics (Sept. 2012) Statistical Bulletin: Internal Migration by Local Authorities in England and Wales, year ending June 2011.

²¹ Dustmann, C. et al (Centre for Research and Analysis of Migration). (2008). The impact of migration: a review of the economic evidence. Available here <http://wales.gov.uk/firstminister/research/economic/completed/migration/migrationeconomievidence.pdf?lang=en>

²² Ibid

²³ Ibid.

²⁴ Ibid

²⁵ Ibid

corresponding for London, 16.5%, and Britain, 20.9%. On the other hand, while more than 9% of immigrants in London, and almost 8% of immigrants to Britain are from an EU new accession country, this share is only 4% in Wales. 10.2% of immigrants in Wales are from the Old Commonwealth countries; this share is larger than in London (7.2%) and Britain (8.6%). The proportion of immigrants from the Indian Subcontinent is very similar in the three regions.' (page 91)²⁶

Within Wales, North East Wales experienced the largest net in flow. Cardiff had the highest inflow and outflow rates in South East Wales. This is likely to be due to the large student population in Cardiff. The areas of the south Wales valleys experience much lower migration rates than the other parts of Wales.²⁷

Migrant workers in Wales

According to the Annual Population Survey (APS), there were 74,000 employed Welsh residents in 2008 that were born outside the UK, or 5.5% of all Welsh residents. This number increased by 22,000, or 42%, between 2004 and 2008. Most of this increase was accounted for by A8 nationals, but there were also increases amongst people born outside Europe.²⁸

The latest data from the APS, covering calendar year 2008, shows 13,500 employed residents in Wales born in the A8 countries, up over 12,500 since 2004, the majority being from Poland and Slovakia.²⁹

In Wales, the main destinations for these workers have been Carmarthenshire, Wrexham, Newport and Cardiff.

Of the Welsh local authorities, Carmarthenshire has attracted the greatest number of A8 migrant workers. The largest group are Polish. A number of issues have arisen for public services, particularly in the Roman Catholic schools concerning funding and the number of teachers with specialist skills.³⁰

The education and skills profile of immigration has changed with the arrival of recent migrant workers from the A8 countries. A8 migrant workers to the UK have been primarily young with high levels of education and skills, relative to

²⁶ Dustmann, C. et al (Centre for Research and Analysis of Migration). (2008). The impact of migration: a review of the economic evidence. Available here <http://wales.gov.uk/firstminister/research/economic/completed/migration/migrationeconomievidence.pdf?lang=en>

²⁷ Statistics Wales (18 Nov 2011) Statistical Bulletin: Migration Statistics Wales, 2010, Revised.

²⁸ Statistics Wales (27 August 2009) Statistical Article: Statistics on migrant workers in Wales.

²⁹ Ibid.

³⁰ Government Social Research (2010). Measuring the social impact of migration at a local authority level.

the native population. Many are employed in occupations that are not commensurate with their qualifications.³¹

The majority of those registered in Wales are working in 'administration, business and management services' with only 3% in agriculture (but the majority of those in the administration, business and management sector work for recruitment agencies and could be employed in a variety of industries.³²

Immigration and the teaching workforce

Different workforce conditions mean Westminster policy often not relevant or applicable to Wales, an interesting recent example was the decision to relax qualification requirements on teachers from specific Anglophone countries³³. As education is devolved, the Welsh Ministry for Education and Skills introduced different regulations. Historically England, and in particular, London, has had a shortage of teachers and therefore policy decisions taken in Westminster have usually been influenced by the need to recruit, and do not 'fit' the Welsh context, Wales having a much more static teaching workforce and historically low levels of vacancies.

The total nursery, primary and secondary vacancy rate in Wales is 0.4%.³⁴ These figures have been static for a number of years.

The Welsh Government has only recently switched to a Wales-only workforce planning model; historically teacher recruitment was always based on an England –Wales model. The GTCW's Register of qualified teachers is an important source of information for the Welsh Government in this work.

Part of the GTCW remit is to determine applications for Qualified Teacher Status (QTS) from teachers from other parts of the UK, and the EEA. The table illustrates the numbers of successful applications by year.

³¹ Ibid

³² Ibid.

³³ <http://www.education.gov.uk/get-into-teaching/teacher-training-options/experienced-teachers/australia-canada-nz-usa.aspx>

* ie. those who left full time education after the age of 21.

³⁴ Statistics for Wales (14 June 2012) First Release: Teachers in service, vacancies and sickness absence: January 2012. Available from <http://wales.gov.uk/docs/statistics/2012/120614sdr892012en.pdf>

| Year | Successful applications for QTS from other parts of the UK, and EEA | Total registrant population |
|---------|---|-----------------------------|
| 2007-08 | 26 | 38,900 |
| 2008-09 | 29 | 38,879 |
| 2009-10 | 39 | 38,897 |
| 2010-11 | 36 | 38,775 |
| 2011-12 | 59 | 38,296 |

Clearly, numbers of successful applications are low, this reflects the small number of total applications. This may be due to the mainly static workforce in Wales, and hence, the scarcity of teaching vacancies, or it may be due to the increasing demand for Welsh language skills within the curriculum.

The GTCW does not publish data on the country of origin of registered teachers. However, the GTCW does publish information on registered teachers and ethnicity and national identity which may be of interest. This data should not be used as a proxy for country of origin.

Education Council Hungary

Tas Szebedy

Despite the fact that Hungary has not been so far a key target country for migrants, and the number of newly arriving immigrants nowadays is rather limited, Hungarian school system is already confronted with similar challenges as singled out in the Green Paper but of course at a much lower scale, than Members States exposed to massive immigration waves.

Nonetheless an urgent task of the Hungarian education community particularly those of decision makers is to build the necessary human and physical capacities capable to deal with a possible increase in migration and methodically prepare schools, their maintainers and especially teachers to such an eventuality.

What are, in Hungary, the biggest challenges for migration and education?

Hungary is a typical 'Transit Country' between East and West.

A short anecdote from someone, who has lived in this country for many many years:

"Uncle Kowalsky is speaking about his life: "I was born under the monarchy, I went to school in Czechoslovakia, I got married in Hungary, worked in the Soviet Union, and I am a Ukrainian citizen." One listener remarks, "You are a much traveled person." "Not at all," Uncle Kowalsky answers, "I never left my hometown..."

Migration to and from Hungary can only be understood in the context of frequent changes to the political map of central and eastern Europe.

Hungary's special characteristics are rooted in this history of fluid borders, as well as the strong migratory tendencies of people of Hungarian ancestry who are citizens of neighboring countries. Today, mainly as a result of these factors, roughly three million ethnic Hungarians live in nearby countries. The country's geographical location, which has placed it in the path of important European events, is also key. Moreover, the current nature of Hungary's economy and society, which are in transition, offers special opportunities to migrants, especially those from eastern Europe. The combination of these factors has made Hungary what it is today: a sending, transit, and destination country for migration.

Historical Background

International migration has played a crucial role in Hungary's history since its foundation as a state in the 10th century. From the 16th century onward, the present-day central and eastern European countries, along with some western European territories, were parts of the Habsburg Empire. The empire functioned as a single political and administrative entity, making population movements among areas of the empire routine. Deliberate settlement campaigns were also implemented within the empire, mainly in the 18th century. Later in history, migration was also a matter of course within the Austro-Hungarian monarchy.

While previous population movements in Hungary were mainly immigration flows, between the 1880s and World War I emigration reached such proportions that it has often been described as a "calamity" or "bitter Hungarian tradition." In this period, two million people left the country, primarily for economic reasons. The start of World War I cut short these migratory movements, and at its end, the Peace Treaty of Versailles lent a special substance to questions of migration and national minorities. Hungarian minorities became stranded outside the borders of their ancestral homeland. As a consequence, new – and to a considerable extent, forced – migratory movements took place. Between 1919 and 1923, some 200,000 ethnic Hungarians resettled in Hungary.

World War II, subsequent peace treaties, evictions, and forced settlements resulted in further migration flows, significantly modifying the ethnic map in

central and eastern Europe. Some 200,000 ethnic Germans were evicted from Hungary, and 73,000 Slovaks left Hungary as part of an "exchange of population." The number of those leaving Hungary in the three years following the end of the war is estimated to have exceeded 100,000. At the same time, 113,000 ethnic Hungarians were resettled in Hungary from Czechoslovakia, 125,000 from Transylvania, 45,500 from Yugoslavia, and 25,000 from the Soviet Union.

Following the communist takeover in 1947, the borders were closed. The state prohibited migration; illegal departure from the country and failure to return home from abroad became a crime.

The borders opened briefly in 1956 as part of that year's uprising against the communist government. Over a period of just three months, nearly 200,000 people fled the country and made their way through Austria. Most eventually settled in the US, but the rest scattered across some 50 other countries.

In the four decades that followed, emigration was only permitted in exceptional cases. Immigration was also limited, and tended to be restricted to intergovernmental agreements, family reunification (often with false marriages to obtain immigration papers), and admissions based on political decisions. The latter involved cases such as workers from Cuba and students from friendly East Bloc countries. The few cases of admission of asylum seekers—for example, those fleeing the Greek civil war or the 1973 US-backed coup in Chile—were given little publicity. The strictly guarded borders, stringent visa requirements, readmission agreements, and travel restrictions in surrounding countries meant that Hungary was not even a transit country for migrants in this period.

Since the radical political and social transformation of eastern Europe around 1990, the extent and character of population movements into and through Hungarian territory has changed. By the mid-1990s, the country had become a transit country to the West, and also a destination country for immigrants.

Migration Policy and Legislation

In recent decades, Hungary's legal framework for regulating migration has developed gradually. At the end of the 1980s, the need to establish a new administrative and legislative system to cope with migration became clear. This resulted in a series of legislative measures:

- In 1989, a law was passed on emigration that abolished all administrative obstacles to the right of Hungarians to freely enter and leave their country.
- In 1993–1994, two immigration regulation acts entered into force: the Act on Hungarian Citizenship and the Act on the Entry, Stay, and Immigration of Foreigners in Hungary. Both acts tightened regulations governing immigration. The Citizenship Act stipulates that eight years of residence in Hungary are a necessary prerequisite for naturalization.

The second act, known as the Aliens Act, requires an individual to spend a minimum of three years working and living in Hungary with a residence permit in order to obtain immigrant status.

- In 1991, strict rules were put into effect to regulate the employment of foreigners.
- In 1997, the issue of illegal border crossings was extensively addressed by the Act on Borders and the Border Guards, which gave the border guards more power and resources.

The last piece of the migration "package" — regulation of the refugee issue — was postponed until March 1998, when the Act on Asylum entered into force. This measure was connected to events in 1989, when Hungary joined the 1951 Geneva Convention relating to the Status of Refugees, but with a geographic reservation limiting its application to European events. The Act on Asylum lifted the geographical limitation and established three categories for refugees, with different decision-making procedures and rights. Besides the traditional category of "convention" refugee (which entails basically the same rights as citizens), the act allows the entry and stay of "asylees" and "refugees given shelter/accepted refugee."

In 2002, a new legislative package entered into force, aimed primarily at harmonizing Hungarian regulations with those of the European Union. A minimum of three years working and living in Hungary with a residence permit is now needed to obtain a settlement permit; that is, immigrant status. Eight years of residence are a necessary prerequisite for naturalization.

There are, however, exceptions to the rule and groups that receive preferences. Naturalization and acquiring a settlement permit are easier for ethnic Hungarians, in whose cases citizenship derives from a parent's Hungarian citizenship under the principle of "jus sanguinis" and also for those born in Hungary. Furthermore, former Hungarian citizens can re-obtain their citizenship on request, without a waiting period.

Recent Migration Stocks and Flows

Immigration increased with the political changes in the central and eastern European countries at the beginning of the 1990s, especially the refugee flows from the former Yugoslavia. In 1990, almost 40,000 legal immigrants arrived in the country. Their number fell steeply thereafter, dropping to 20,000 in 1992. The figures for more recent years show that the annual number of legal immigrants has stabilized at around 14,000-15,000. Most immigrants arrive from neighboring countries and are of Hungarian ethnicity. Eighty percent of those who entered in 1989-1990 were Romanian citizens, mostly of Hungarian ancestry. In the following years their proportion declined, reaching less than 40 percent between 1994-2002. A common explanation for this decline is that by 2002, those who had the inclination and means had already settled and naturalized in Hungary.

As of 2002, some 115,000 foreign citizens with a valid long-term permit (i.e., good for at least one year) or permanent residence permit were residing in Hungary. This population amounted to 1.13 percent of Hungary's total population of 10.1 million, with a quarter residing there on a temporary basis. For those coming from EU countries and North America, this rate was above 80 percent. Some 43 percent of these foreigners were Romanian citizens, followed by Yugoslavians (11 percent) and Ukrainians (8 percent), most of them ethnic Hungarians. Around 10 percent had arrived from the EU, while 6 percent were Chinese.

In addition to the foreign residents, another 115,000 immigrants have acquired Hungarian citizenship since 1990. Hungarian citizenship has been granted almost exclusively to ethnic Hungarians from neighboring countries. At the end of 2000, three percent (294,000) of Hungary's population were foreign-born. It is not clear, however, that actual international migration took place in their life: there are immigrants in this group as well as people who became foreign residents as a consequence of historic events such as border changes or citizenship agreements.

Labor Migration

More than 100,000 foreigners work legally in Hungary. Immigrants with permanent residence permits can take up employment under almost the same conditions as Hungarian nationals, with a few exceptions such as jobs in the civil service. No exact statistics show the number of employed permanent residents, but considering their age composition and the overall employment rate, 40,000 is a fair estimate.

Temporary immigrants, apart from some exceptions, can take up legal employment only if they hold a work permit. The most important exception is that senior executives of foreign companies do not need a permit. Many small family-run enterprises and a considerable number of self-employed foreigners fall into this category, because establishing a company to facilitate living and working in Hungary is often easier than obtaining a work permit. Based on the residence permit data, about 5,000 foreigners belong in this category.

The number of temporary work permits—valid for up to one year—is limited. The quota was 81,320 in 2002, in line with the number of vacancies. The quota was far from filled. The number of valid work permits was 42,000 in 2002.

According to work permit data, the construction, agriculture, textile, clothing, retail, catering, and entertainment sectors are most affected by foreign labor. The majority of the employees are Romanian citizens. Many come from the former Soviet Union, mainly from the Ukraine. Since 1997, the Chinese have made up the third-largest group.

Work permit figures are sometimes misleading. In the case of neighboring Austria, the 246 valid permits on record as of the end of 2002 are probably

not an accurate reflection of reality. It is more probable that Austrians working in Hungary can easily travel home, often do not live in Hungary at all, or legally commute each week as "tourists."

This type of commuting is not exceptional: Most illegal foreign workers are from neighboring countries. These workers enter legally as tourists and acquire regular or occasional work. Temporary migrants often work illegally, mostly in the construction, agriculture, catering, entertainment, and clothing and textiles sectors. The chances of temporary immigrants obtaining regular, formal employment are slim. An employer must obtain a work permit for the immigrant through a complicated and lengthy procedure. Despite the broad media exposure of the illegal employment of foreign workers, there are no reliable data on the scale and extent of this type of work. However, most analysts believe that illegally employed foreign workers greatly outnumber those with work permits. In the high season, many experts estimate that the number of illegal foreign workers may be double that of foreign workers with permits. In recent years, there have been considerable changes in the scale, forms, and organization of the illegal work of foreign nationals. The supply and demand for such workers is now more balanced, and recruitment is mostly organized through various go-betweens.

One category of legally and illegally employed foreign workers that is rarely mentioned consists of professionals, language teachers, experts, and self-employed intellectuals such as journalists from industrialized countries. Contrary to stereotypes, foreign residents with long-term permits on average have higher occupational status than Hungarian citizens, and permanent residents (who are mostly returning "ethnic" Hungarians) are less qualified than temporary immigrants. This is reflected primarily in the proportion of highly qualified individuals, which makes up one-third of the total immigrant population and more than 40 percent of temporary migrants. The proportion of non-manual workers is around 50 percent of the active foreign population.

The majority of foreigners, both legal and illegal, work in the capital, Budapest, and its metropolitan area. Many others work in the counties to the south, south-east, and east of the country, near the borders with the Ukraine, Romania, the former Yugoslavia, and Croatia. Increasing numbers of foreigners are employed – mostly legally – in the western, more developed regions of Hungary.

Illegal Migration

Since 1990, the border guards have recorded 152,000 cases of foreigners attempting to enter illegally, and 80,000 efforts to leave Hungary illegally. This difference can be explained by the visa regime: migrants from Romania, the successor states of Yugoslavia, and the former Soviet Union could legally enter Hungary, but not western European countries. In 2002, when Romanians were first allowed to enter the EU without a visa, the number of illegal entries and exits were about the same in number (around 6,000). These figures indicate Hungary's transit role in illegal migration. According to

border guard officials, 75 percent of those trying to leave the country are former inhabitants of refugee camps who wanted to leave the country for the West with the help of human smugglers. Since 1990, migrants have been assisted in illegal border crossings in 43,000 cases. As the assistance remains mostly undetected, these figures highly underestimate the role of smugglers. Of the various forms of human trafficking, that of women, is the most visible and frequently discussed. In Hungary, there are organizations that recruit women for prostitution, taking them to France, Austria, and other destinations. They also import women to Hungary from Romania, Moldova, Slovakia, and the Ukraine. The real scale of the phenomenon is unknown.

Asylum Seekers and Refugees

Hungary acceded to the 1951 Convention relating to the Status of Refugees in 1989. By the time the convention entered into force, more than 30,000 Romanian citizens were staying in Hungary on the basis of temporary residence permits. The vast majority of these people were ethnic Hungarians. Most of them settled in Hungary permanently. The next largest category came from the former Yugoslavia, arriving in several waves that rose and fell in rhythm with various armed conflicts. Until 1997, Hungary accepted refugees only from European countries. Immediately after lifting this limitation, nearly half of the asylum applications were submitted by non-European citizens (mostly from Afghanistan, Bangladesh, and Iraq). The other half came from Yugoslavs fleeing the Kosovo crisis. In 1999, there were 11,500 applications, with 5,100 submitted by Yugoslavians and 6,000 by non-European citizens. Since then, there have been hardly any European applicants; in 2002 they amounted to only seven percent of all applicants. Hungary is primarily a transit country for asylum seekers. Economic forces are only part of the reason for this phenomenon. Equally important factors include lengthy asylum procedures, low chances for long-term and effective protection, and scarce opportunities for integration. For these reasons, asylum seekers generally seek protection elsewhere, mainly in member countries of the European Union. Therefore, the most common reason for terminating an asylum procedure is that the applicant "disappears." During the period from March 1, 1998 to August 31, 2000, protection was granted to 3,355 asylum applicants (15.7 percent of all applicants. This rate of approval is higher if the number of those who "disappeared" is subtracted (28.8 percent). This includes those who received refugee status and those who were authorized to stay in the separate category of "accepted refugees." Out of the 3,355 applicants, refugee status was granted under the Geneva Convention in 809 cases (3.8 percent of all asylum seekers).

Creating Policy

Hungary, like most receiving countries, treats the inflow of immigrants not as a complex social and economic issue, but as a deviant phenomenon affecting public order. This approach aims at the short-term treatment of problems through defensive measures. The underlying idea is that migration can be

kept in check with the means at the disposal of the authorities, particularly border control and strict residency rules. No comprehensive social, economic, or political strategy has been developed concerning migration in Hungary. Indeed, the policy is still characterized by ad hoc regulations. It is frequently argued that the adoption of more liberal rules for the employment of foreigners would jeopardise the jobs of Hungarians. Illegal employment is often referred to in this context by the press and in political debates. The number of foreign nationals working illegally in Hungary (estimates stand at 70,000-140,000) is not particularly great. The number of legally employed foreigners (around 100,000) is low not only in comparison with the total number of employed persons (3,870,000), but also with the total number of unemployed, who by official counts reach 234,000. But by virtue of its illegality, it has the potential to severely harm both migrants and the host society. The opinion that immigrants take jobs from Hungarians, raising the unemployment rate, appears not to be a convincing reason for further restricting immigration. In view of the structural differences between the sectors of the labor market and the flexible nature of the foreign labor force, it is unlikely that migration could seriously endanger the labor market position of native Hungarians.

Hungarian regulations strive to follow European standards, which are designed to secure the outer borders of western Europe. The question is whether this is the proper course to follow. Restrictions cannot remove the causes of migration. Experience tends to show that measures aimed at restricting the influx of foreign workers do not greatly reduce the level of migration, but do have the effect of increasing illegality. It is important to note that the various forms of temporary migration for employment have encouraged economic development on both sides of the border, which is a prerequisite for order and security. For many years, several regions were unable to develop because of their isolation and the strictness of border controls. Work abroad and commuter migration have therefore made an important contribution to economic development in labor-sending countries.

In a short way, the conclusions:

If schools do not have sufficient material and human resources to organise mother tongue tuition themselves, the Ministry of Education (today = Ministry of National Resources) recommends seeking advice and assistance from the diplomatic mission of the relevant country. In Spain, Italy, Hungary, Slovakia and Iceland, the provision of mother tongue tuition is for the most part left to the initiative of the schools and local authorities. In Hungary there is a possibility for Chinese immigrant pupils to learn in the Chinese-Hungarian Bilingual School, and Slovaks can learn in Slovak language in the Slovak-Hungarian Bilingual School. Those pupils, who are coming from English, German, French or Spanish speaking countries, they can learn in English, German, Spanish, French, in the special bilingual schools, and in the country there are also some ethnical minority national schools, like German, Croatian, Slovak, Roma or other ethnic minority schools. What the system does not

organise, is a special program in a regular Hungarian state owned school or any special courses for different nationality groups. In Iceland, the regulations recommend that schools and local authorities work with parents to arrange such tuition.

Access to interpretation services is a statutory right in six countries and applies to a specific category of immigrant families (refugees) or in very specific situations requiring contact between immigrant families and schools. In these countries, with the exception of Hungary, national recommendations, national resources, or local initiatives cover those situations where this statutory right does not apply.

In Hungary, the fee of interpretation used during the procedure of asylum seeking, which may include contacts with schools, is to be paid by the asylum authority.

In Hungary, the intercultural education programme guidelines recommend that schools recruit teachers specialising in Hungarian as a foreign language, a teaching assistant, and a psychologist to facilitate the integration of immigrant pupils, although in practice insufficient numbers of immigrant pupils prevent schools from making such appointments.

Although it is hardly an evidence that the country made some development in the field of the immigration policy, there is still a lot to prove, and to contribute with other European countries. Nowadays this immigration can be a very important question at the international level, but the whole system is under a very deep, complex and detailed reconstruction in Hungary. The state is taking over again to run the public educational system, and of course at the same time they are absolutely not rising the budget, but moving sources from one side into another one. Even citizens cannot follow what is clearly happening during this huge structural centralization, not speaking about immigrant people. Ordinary people can not have an idea, about the practical future. What we simply can hear, are visions, speeches, talkings, political declarations, financial promises, and abundant words. Naive questions are opposite to sophisticated theories. Stakeholders are afraid for the next years.

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Haridusfoorum Estonia

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Estonia has a very low number of new immigrants and refugees. Due to climate and low labour market, Estonia is not very popular target country. At present moment there are not any big challenges for migration and education, but it could occur in the future.

Country report

Concerning immigrants' education, generally, all legal regulations in education are applicable to them. The right to education is equally guaranteed for all residents, regardless of ethnic, religious or citizenship background. Basic education (one to nine grades) is comprehensive and obligatory for all those residing in Estonia.

Estonian schools are obligated to accept and educate all residents. This does include new immigrants – children of all EU citizens and non EU citizens – workers, asylum seekers, refugees, migrants – who wish to start their studies in Estonian schools and who have resided in Estonia for more than three years (*Promotion of the education of the children of migrant workers* (2006), Integration and Migration Organisation Our People).

According to the interview with Ave Härsing, Coordinator at MISA, approximately 15 per cent of local governments and 40 per cent of schools in Estonia have had some experiences with new immigrant children (this does not include children of asylum seekers and refugees). Currently, there are approximately fifty-five educational institutions in Estonia that are teaching children of new immigrants. The only experience teaching RASC comes from Illuka school and is considered under the best practices section of this report.

Asylum seekers and refugees are first directed to the Asylum and Refugee Reception Centre, where they are informed by the local authorities about the educational possibilities for RASC. In the case, they get temporary residence permission so that they can move to another locality. However, local governments have to ensure that every child residing on the territory of a local government can have access to education. Meeting the specific needs (language learning, or other kind of support) of a student is within the competence of and is the responsibility of schools. New immigrants may not know Estonian and may also not arrive at the beginning of the school year, but in the middle of a semester. In that case, schools would be facing a

problem in that neither the child nor his/her parents may speak Estonian or other commonly used language that could be utilised to communicate between schools, children and their parents.

For immigrant students some specific terms can be applied, if necessary: complementary study of Estonian language for four hours in a week, simplified curricula (like no demand for study of second language or the second language can also be the mother tongue), simplified terms for national tests, appointment of assistant teachers, who should help to socialize into the school culture and some others. However, as school's conditions can considerably vary between local governments, also the possibilities to meet specific needs can be different. The above-mentioned tools are applicable for all categories of immigrant children, including for RASC. From local governments' point of view, however, things can seem more problematic. In small localities, resources are much more limited and local governments have problems with providing the necessary translation services, assistant teachers, specific teaching materials, training for teachers, etc. (interview with the Illuka local government representative). Additionally, as the number of RASC is very small and children come from different language contexts, the school has to mediate between different languages, and apply individualised curricula in each case (interview with the principal and teachers from the Illuka basic school).

There are no special educational conditions for unaccompanied minors, girls, RASC without any school certificates proving level of schooling, RASC who have been victims of crimes or other minority groups. There are also no specific social programs aimed at children of asylum seekers and refugees who attend school. The same conditions and legislation apply to all immigrant children.

The main problem concerning the education of new immigrants, refugees and asylum seekers is the language barrier – the Estonian curriculum is not prepared to accommodate foreign language speaking children (*Promotion of the education of the children of migrant workers* (2006), Integration and Migration Organisation Our People).

Next to the common problem of lack of resources (money for necessary school supplies, etc.) the most common problems with foreign (this includes children of immigrants, refugees and asylum seekers) children are:

- 1) Kindergartens and schools lack experience with teaching children of new immigrants;
- 2) Kindergartens and schools do not register possible issues (language, communication, preparation of teachers) of teaching foreign (this includes children of new immigrants, refugees and asylum seekers) children before the first child arrives;

- 3) even though specific teacher training programs for in-service teachers have been introduced in big universities in Tallinn and Tartu, teacher education does not include systematic preparation for teaching children of new immigrants, refugees and asylum seekers (<http://old.meis.ee>).

Preparatory work, however, has been done to give new immigrants, refugees and asylum seekers a better overview of Estonian education system and of their possibilities of receiving education.

In 2006 the Integration and Migration Foundation published a booklet entitled *Promotion of the education of the children of migrant workers*. The booklet describes the educational system in Estonia and was issued in Estonian, English and Russian. It provides a brief overview of the country's system of education, enrolment conditions, study formats, etc. The goal was to facilitate an improved understanding of the Estonian educational system among newly arrived immigrant parents interested in learning about various educational options for their children.

Starting from 2008, the new 2008-2013 Integration Strategy has been implemented. However, the new programme is quite similar to the previous one and it does not go much further beyond language training. At the same time, the integration strategy fails to take into consideration the needs of those immigrants that come from countries other than the former USSR republics and have different cultural backgrounds (*Promotion of the education of the children of migrant workers* (2006), Integration and Migration Organisation Our People).

By the legal regulations, all acts and measures targeting minority and immigrant children apply to RASC as well – such as the right to free additional Estonian courses for four hours per week for the duration of three years, the opportunity to decline additional foreign language studies, the opportunity to study in their native language, the right to an individualised curriculum, and the right to assistance from a psychologist and speech therapist.

The country's main experience up to the present time has been with the teaching of children of new immigrants, who generally come from better social and financial conditions (Russia, Finland etc). Until now, they have been considered the main target group of educational integration, disregarding refugees and asylum seekers specifically.

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Next to the international audience, members of the Cyprus Education Council participated at this conference, as well as education experts and stakeholders from Cyprus.

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