Education for an Inclusive Europe: Movement within Europe

Justin Rami, Despina Karakatsani and Eveline Le Roy

Children's Identity & Citizenship in Europe
Erasmus Academic Network

This Guide has been written and prepared by a CiCe Network Working Group

Justin Rami, Dublin City University, Ireland

Despina Karakatsani, Ass. Professor, University of Peloponnese, Greece

Eveline Le Roy, Catholic University of Professional Education for South-West Flanders, Belgium

Series editor (2008-11): **Peter Cunningham**, Coordinator, CiCe Erasmus Academic Network

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1. Introduction

In Europe most Member States are now experiencing migratory phenomena and are confronted with integration challenges. Some countries, including the new Member States, have only recently been faced with immigration. Others have dealt with immigration and integration challenges for decades but not always with satisfactory results, and they are consequently revising their policies. Reflecting the different histories, traditions and institutional arrangements, there are a wide variety of approaches being taken to find solutions to the problems, which need to be tackled.

Legal migration and integration of third-country nationals are part of an important debate today across the enlarged European Union. Enhancing the quality and effectiveness of education and training and making them accessible to immigrants create more and better career opportunities (EU 2010). This CICE booklet: *Education for an inclusive Europe: Movement within Europe,* identifies a variety of policies and practices in two European countries. It seeks to describe and analyse accounts of good practice and suggests areas that should be considered by those designing and delivering courses in Higher Education.

Some 13-14 million third-country nationals live in the EU, some four percent of the population. A number of patterns, however, make the issue more significant than this statistic would suggest. Immigrants remain concentrated in particular regions and cities, and may remain excluded even after they and their second-generation offspring have become nationals. EU nationals can themselves face barriers to integration outside their own countries but within the union.

In this booklet we discuss European and national and policy questions that serve both to illustrate the importance of context. Rather than advocating any particular policy or practice we provide a broad description of many policies and practices within Ireland and Greece.

2. History and actual trends of migration within Europe

2.1. European perspectives and Measures

The basis for the treatment of questions related with migration and multiculturalism in Europe was established between 1986 and 1992. In the Community, the objective of creating a unified market favoured the consideration of immigration as a question that should be dealt with at a European level: the signing of the European Single Act in 1986, which included a programmeme for harmonising immigration policy, favoured the development of closer cooperation between Member States.

The governments of France, Germany, Belgium, Holland and Luxembourg had already signed on June 14, 1985, the Schengen Treaty. Although the signing countries formed part of the EC, the agreement was of an intergovernmental type. From a functional point of view, on the other hand, the agreement was closely related to the community objective: it attempted to reinforce police and judicial cooperation among those states, with the objective of doing away with internal borders and reinforcing external borders. Its Application Agreement was signed on June 19, 1990, and it was enforced on March 26, 1995.

Immigration and asylum policies were included on the agenda of the integration process with the Treaty of the European Union (Maastricht), as questions that should be dealt with by intergovernmental cooperation. The Treaty of Amsterdam, signed in October 1997, and enforced since May 1999, accelerated slightly the transformation of these matters in community questions, by closely linking them with the attainment of a European space of freedom, justice and security, on the one hand, and by decreeing the incorporation to the community heritage of the Schengen Agreement, on the other.

The European Council at Tampere held in October 1999 and exclusively devoted to the creation of a space of freedom, security and justice, closed its sessions with the adoption of conclusions in reference to asylum and immigration, placing the Commission in charge of the elaboration of a plan, which would include a common system of asylum and immigration. The conclusions of the Tampere European Council have had a decisive impact on European policy for the integration of citizens from third countries. Among these conclusions we can point out the need to bring the legal status of third-country nationals who are legally resident in a Member State and hold a long-term residence permit on EU territory. In this status it is also recognised the right to receive education[1]. The approach agreed in Tampere was confirmed in 2004 with the adoption of The Hague programmeme, which sets the objectives for strengthening freedom, security and justice in the EU for the period 2005-2010.

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[1] This point of view was reiterated at the Seville European Council (21-22 June 2002). At the Thessaloniki European Council (19-20 June 2003), it was stated that EU policy for integration of third-country citizens should cover factors such as education and language training. The integration of legal immigrants was again referred to as a priority during the Brussels European Council of 16-17 October 2003.

The new competences of the European Union in the area of immigration policy should be seen in conjunction with the conclusions of the Lisbon Summit (March 2000), when the EU set itself the objective for the decade ahead of becoming the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with greater social cohesion. The integration of immigrants in accordance with law is thus an important constituent of the European Union policy now taking shape, and the education system has been identified as an arena in which integration can occur. One of the general objectives set by the Lisbon Summit was to improve active citizenship, equal opportunities and social cohesion. This relates in particular to the access of immigrants and their children to education and training systems.

2.2. Trends of Educational Policy in Europe: Migration, Diversity and Interculturalism.

The 25 July 1977 Directive of the Council constitutes the first legislative measures of the European Community concerning the education of the children of migrant workers. It includes provision for education adapted to their special needs, as well as tuition devoted to their mother tongue and culture of origin. According to European law, minors who are children of third-country nationals with the status of long-term residents have since November 2003 received the same treatment as nationals as far as education is concerned, including the award of study grants. But Member States may restrict this principle of equal treatment, by requiring proof of appropriate language proficiency for access to the education system. In the case of immigrant children who are irregularly present on European Union territory, no form of educational entitlement is specified in European legislation.

Directive 2000/43/EC is liable to have a bearing on the education of all immigrant children but does not cover differences in treatment based on nationality and is without prejudice to the conditions of residence of third-country nationals. It seeks to prohibit any discrimination based on race or ethnic origin in different areas, including education. The same Directive entitles immigrant children or children of immigrant origin to appeal in the event of treatment less favourable than that applicable to nationals, or when an apparently neutral provision, criterion or practice would put them at a disadvantage.

Current European legislation on the education of children who are nationals of third countries and either have legal status or have been resident for at least a certain minimum period, is concerned with granting entitlement to education under the same conditions as those applicable to nationals, but subject to certain possible exception. It contains no provisions regarding the entitlement to education of children who are third-country nationals and irregularly present on European Union territory. Neither does it include any positive measures for the assistance of immigrant children.

Among the European benchmarks for education and training which were adopted by the 'Education, Youth and Culture' Council of 5 May 2003 and should be achieved by 2010, three benchmarks were particularly relevant in promoting integration and employment of the immigrant population:

- The average proportion of young people in the EU who leave school early should not exceed 10%

- At least 85% of young people aged 22 in the EU should have completed upper secondary education;

- The percentage of young people in the EU who have achieved poor results in reading and writing should decrease by at least 20% compared to 2000.

A Green Paper adopted by the European Commission on 3 July 2008 opened the debate on how education policies may better address the challenges posed by immigration and internal EU mobility flows. Key issues of the Green paper and the consultation are the following:

- How to prevent the creation of segregated school settings, so as to improve equity in education;

- How to accommodate the increased diversity of mother tongues and cultural perspectives and build intercultural skills;

- How to adapt teaching skills and build bridges with migrant families and communities.

Practice in European Countries

We can get the following conclusions concerning the practices:

Macro (EU member State national policy) level:
- Migrant students are disadvantaged in terms of enrolment in type of school, duration of attending school, indicators of achievement, dropout rates, and types of school diploma attained.

- The degree to which migrant student achievement is related to socio-economic origin depends much on the specific national education system and context.

- The educational attainment of migrant students is comparatively higher in countries with lower levels of economic inequality, high investments in childcare and a well-developed system of preschool education.

- The educational attainment of migrant students is better in comprehensive systems with late selection of students to different ability tracks and worse in systems of high selectivity.

Meso-level: (a) at the level of the school / educational institution:
Integration into the culture of the immigration country is a major function of schools in immigration countries. Therefore, the relative

absence or distorted presentation of migrants in the school curriculum, in textbooks and in other materials and in school life, harms the self-image and self-esteem of minority group children and youth and negatively affects their chances of school success.

- The single school matters. Quality of school research supports the hypothesis that schools of good general quality are also good for migrant children and their educational opportunities.
- Peers have a substantial influence on the achievement of migrant children.
- Concentration of migrant children in schools hinders their academic performance.
- Minority children exposed to classmates with better performance and higher educational aspirations tend to increase their own.
- There is an over-representation of migrant children in schools for children with special needs.
- Discrimination is often a major factor affecting the achievement of migrant students. Research shows that denied support is the most significant form of discrimination in the education of migrant children.
- Strengthening the support function of schools with large numbers of migrant students requires extra financial resources.

Meso-level: (b) In terms of the teacher-student relationship:
- Low teachers' expectations towards minority students generally have a negative influence on their performance.
- Teachers of a migrant and minority background have a positive influence on migrant achievement in schools.
- Parent involvement is positively associated with achievement of children in school. Immigrant parents generally do not seek contact with schools.
- Mentoring in different forms and by different actors can substantially improve school attainment.

Micro-level
- Weak family resources and activities for the socialization of children in migrant and low income families can be somewhat compensated by different kinds of early childhood programmes which support general development and learning the language of the immigration country.
- Apart from compensatory policies and programmes diversity policies and "soft" forms of affirmative action can contribute to raising educational opportunities of migrant children.

- Language issues are a core part of educational policies and integration processes in immigration societies. They should be discussed differently for migrant minorities who are in an integration process, and national or autochthonous minorities who have the right for cultural autonomy. Immigrants, particularly their children, need a full command of the lingua franca of the immigration country for full integration. There is no compelling research evidence regarding the interdependence of learning first (family language) and second (lingua franca) languages and for the assumed effects of bilingual education. There is evidence for a critical period of learning the second language more easily before puberty.

- Teaching practices can be developed in order to promote a certain identity of being all equal and different in some issues and levels.

Foundations and other civil society actors have begun to create programmes for talented and engaged migrant students. This will contribute to upward social mobility of migrants, create role models and help to change the image of migrants as primarily a problem group. In 1997, which was decreed as the 'European Year against Racism, Xenophobia and Anti-Semitism', the Directorate-General for Education, Training and Youth supported different schemes introduced by the Member States, which sought primarily to fight racism. Such schemes were not always concerned specifically with immigrant children and might also be intended for all schoolchildren with the aim of teaching them to live in a multicultural society.

A project initiated by Greek researchers related to the use by teachers in primary education and by pupils aged between 9 and 12, of a teaching kit dealing with the fact that all populations derive originally from crossbreeding. Other schemes were concerned with the promotion of intercultural education in compulsory education (in the French Community of Belgium, Spain and Italy), with adapting the content of initial teacher education and the continuous professional development of teachers, introducing a training module for primary school heads, or with the integration of parents of immigrant origin in school activities (Denmark, Germany and Sweden). Under the Comenius action of Socrates, the Directorate-General for Education and Culture is continuing to finance many projects initiated by Member States, which deal with intercultural education (particularly in teacher training modules) and with the fight against racism and xenophobia at school, for example through the use of appropriate textbooks.

To understand how these policies are implemented within some of the member States in the following sections we outline two European cases studies. The Irish and Geek perspectives demonstrate how and which policies and practices are currently being adopted within education systems.

3. Case studies – National approaches

Cultural diversity has long been considered one of Europe's most valuable assets. Recognising pluralism as an integral part of European identity, the European Union adopted "Unity in Diversity" as its official motto in the year 2000. Through examples of good practices within the Case Studies we will address questions such as "What special provisions need to be made to accommodate these children and young adults?".

3.1. Ireland

3.1.1. Introduction & Context

The Republic of Ireland has undergone a dramatic transformation in economic and social terms over the last fifteen to twenty years. This transformation has impacted on many parts of Irish life. A consequence of this transformation has been a considerable increase in inward migration from a range of countries within and beyond Europe whose populations saw Ireland as a place of growth and opportunity. This inward migration has partly been fuelled by the so-called Celtic Tiger[2] and the unique immigration policies which were very much connected to supply and demand of skilled and unskilled workers. After almost two decades of unprecedented growth during the Celtic Tiger years, Ireland, the rest of Europe has been hit by a recession. In Ireland a dramatic slump in the housing market as well as the global financial crisis has significantly changed the economic status of the State. The Irish economy is expected to shrank by 14 per cent in the period from 2008-2010, the sharpest fall in economic growth of any industrialised country since the Great Depression of the 1930s (Krings et al 2009). EEF (Ernst & Youngs Winter Eurozone Forecast) 2010 confirms that Ireland will end 2010 with the lowest economic growth (-1.5% GDP) amongst eurozone. Indeed, Greece, Spain and Ireland will be the only states in the eurozone states not to have experienced some small level of economic rebound in 2010 with the average growth rate of 1.7% across the region. EEFs 2010 Winter Forecast report confirms that 2011 is unlikely to see Ireland performing much better with the economy set to decline by a further -2.3%, better than Greece (-3.3%) but worse than the eurozone average growth rate of +1.4%.

This case study aims to offer a snapshot of the context of the movement of people into the State and examines the Governments responses to these changes. Particular emphasis is paid here to the current and future role of education. This case study seeks to discuss the special provisions proposed to accommodate the new cultural, ethnic and political diversity presented by the recent social and demographic changes.

[2] Celtic Tiger is a term used to describe a period of rapid economic growth in Ireland between 1995–2007. The first recorded use of the phrase is in a 1994 Morgan Stanley report by Kevin Gardiner

The Celtic Tiger was fuelled by a hugely inflated property market, a global phenomenon of cheap credit and a carefully balanced set of National Partnership Agreements which kept the workforce largely in check. As a result of these partnerships, inward international investment coupled with significant support from the ESF and ERDF, Ireland's GDP rose at an average of 4.9% a year compared to an OECD average of 2.4% between 1986 and 1996. Employment also grew by 1.8% per year compared to the OECD average of 0.3%.

In early 2008 the economic bubble began to collapse. Hounahan (2009) suggests that the warning signs were there from 2002. The cause of the problem was classic: too much mortgage lending (financed by heavy foreign borrowing by the banks) fed into an unsustainable housing price and construction boom. The boom seemed credible to borrowers given the sharply lower interest rates resulting from the adoption of the euro coupled with the protracted expansion in output, employment and population especially from the mid-1990s (p.2). Ernst & Young suggest Ireland's economy will shrink again in 2012 and unemployment will head toward 16% (EEF, 2010). What are the implications of the economic downturn for Ireland's increasingly diverse population? The new migrants into Ireland were attracted to the State primarily for economic reasons. What measures have been taken to accommodate the changes brought about by this phenomenon and is there a State led integration strategy ?

3.1.2. Stakeholders

As well as the rapid economic growth and a predicted population decline, Ireland has witnessed major growth in the net flow of migrants over the past decade. In recent years Ireland has transformed itself from a net exporter of people to a net importer. In Ireland the patterns of migration show rapid change. In 2006 the national census showed that 10% or residents in the State were non-Irish nationals (CSO, 2008). Furthermore CSO figures from the 4th Quarter of 2009 also show that there, '*were an estimated 422,900 non-Irish nationals aged 15 years and over in the State" in that period, which as, "a decrease of 41,500 or 8.9% over the year'. Compare this to 'a decrease of 20,900 or 4.3% in the fourth quarter of 2008. The number of non-Irish nationals aged 15 and over in the State has been declining since 4th Quarter 2007 when the number peaked at 485,300'*(CSO, 2010: 3).

This shift in inward migration has highlighted the need for a debate on how best to fashion a rounded response to an integration policy at National and implementation level within the Irish education system. Given the need for labour to sustain economic growth in certain sectors, the Irish government pursued an active policy of recruiting economic migrants viewed as 'economic commodities' (Lentin, 2004 p4). Secondly it is also important to acknowledge that over one third of all immigrants (38%) into the State were nationals of the ten new EU accession states which joined the EU on 1st May 2004 (CSO, 2005). One of the most significant labour immigration policy

decisions taken by the Irish government was made in the context of the enlargement of the EU in May 2004 (Ruhs, 2005). There are now in excess of 420,000 non-Irish born people living in Ireland and some reports suggest that the percentage of non-Irish could be as high as 12% of the population according to the office of the then Minister for Integration, Conor Lenihan (2008). The recent changes in the demographic profile of the country, where despite the recent downturn in the Irish economy and the subsequent departure of many recent immigrants there is still up to 10% of the population which is non-Irish born, has impacted on all aspects of Irish life, not least on the education sector (Lalor & Mulcahy, 2010).

These recent changes in the demographic profile in the country may provide an impetus for the development of an integrated approach to educational policy which in turn could also anticipate changes in the future Irish population.

3.1.3. Policy - Irish response to integration

Despite what appears to be a poorly conceived policy response to the changes in Irish society brought about by the Celtic Tiger, Government has made some attempts at a policy and practical level to address the concerns raised by some sectoral interests/ representatives. In 2010 the Irish Governement published its Intercultural Education Strategy 2010-2015.The document states that the Strategy aims to ensure that:

1. All students experience an education that "respects the diversity of values, beliefs, languages and traditions in Irish society and is conducted in a spirit of partnership" (Education Act, 1998).

2. All education providers are assisted with ensuring that inclusion and integration within an intercultural learning environment become the norm.

The Goverment insist that the Strategy is firmly evidence based, so that it acknowledges existing good practice in Ireland and seeks to build on this to enhance the development of an intercultural, integrated and inclusive learning environment, based on an evolving attitude. (DES / OMI, 2010:). In reference to Intercultural Education the Strategy said it has informed decisions in relation to the development of the ten key components of intercultural education and the five high level goals of the Strategy.

These components and goals are complementary and interdependent, and are designed to:

● Encompass all participants in education (both education providers and students) – from both the immigrant and the host communities, based on the EU Principles of Integration, which state that integration is a dynamic, two- way process6.

● Be relevant to all levels of education.

● Ensure that everybody has a role to play in creating an inclusive, integrated and intercultural educational environment.

Together, they provide a framework for students, parents, educators, communities and policy-makers when considering how to ensure that an intercultural learning environment prevails. See Table 1. for this framework.

Key Component	Goal
Leadership	Enable the adoption of a whole institution approach to creating an intercultural learning environment
Mainstreaming of education provision	
Rights and responsibilities	
High aspirations and expectations	
Enhance the quality of teaching	Build the capacity of education providers to develop an intercultural learning environment
Knowledge of the language(s) of instruction	Support students to become proficient in the language of instruction
Partnership and engagement	Encourage and promote active partnership, engagement and effective communication between education providers, students, parents and communities
Effective communication	
Data collection and research	Promote and evaluate data gathering and monitoring so that policy and decision making is evidence based
Actions, monitoring and evaluation	

Table 1: Framework for intercultural education for all students and educators (DES / OMI, 2010: 57)

An earlier response was the development of intercultural guidelines by a number of State agencies including the National Council for Curriculum & Assessment (NCCA). In a recent government publication, Migration Nation, an Integration Statement Issued by the Minister for Integration in 2008, Government policy in this area 'is predicated on the idea that Ireland has a unique moral, intellectual and practical capability to adapt to the experience of inward migration' (Migration Nation, 2008: p7). The Integration Statement uses an Integration Indicator proposed by Bishop DiMarzio which highlights Language Acquisition and Education Continuance as key factors in determining the degree of integration (Migration Nation, 2008: pp 24,25). Referring to education (p59) the Statement outlines the measures taken by the Irish government including the setting up of a dedicated Integration Unit within the Department of Education, the provision of up to 2000 language support teachers, translation of information on

the school system into 6 languages and a measure of in-service training for language teachers. In addition to the Integration Statement, the Irish Government, through the Department of Education and Sciences' National Council for Curriculum and Assessment (NCCA), has issued a series of Guidelines for Schools on Intercultural Education (2005) in primary and secondary schools. The guidelines were designed to 'enable children to respect and celebrate diversity, to promote equality and to challenge unfair discrimination' (p1) and to 'contribute to the development of Ireland as an intercultural society based on a shared sense that language, culture and ethnic diversity is valuable' (p4). The guidelines offer an understanding of interculturalism as 'a belief that we all become personally enriched by coming in contact with and experiencing other cultures, and that people of different cultures can and should be able to engage with each other and learn from each other' (p3). According to the guidelines, inclusive education should develop the child's

- Understanding of such concepts as pluralism in society

- Awareness of and respect for their own and other cultures and life-styles

- Commitment to equality and capacity to make informed choices

- Appreciation of similarities and differences

- Ability to speak for themselves and to articulate their cultures and histories.

3.1.4. Practice - Irish response to integration

The recent nature of immigration to Ireland provides us with an opportunity to put in place supports to foster the long-term development of immigrant children families, and avoid some of the problems experienced in other countries. If we promote intercultural awareness it is likely to be particularly effective at the school stage since young people are in the process of forming their values and their attitudes to the world around them.

The Government's policies and NCCA guidelines are designed to offer support to teachers, school managers, support staff and policy makers in their work in trying to develop inclusive learning environments. They offer practical ways by which such an environment could be created and offer guidance on matters such as how to design physical environments that reflect cultural and other differences found in the school population and how to develop teaching and assessment methodologies that will foster diversity and a cohesive intercultural experience. However, these changes are occurring alongside recent budget cuts across the government departments including education and they are likely to have negative consequences for immigrants and newcomers in the system. In particular, a change in the criteria for allocating language support teachers (Circular 0015/2009) is likely to disproportionately impact on those schools with a high concentration

of newcomers. Reductions in the general budget for teacher professional development are also likely to constrain the possibility of providing the necessary in-service training for mainstream teachers on intercultural education and differentiated teaching (Smyth et al. 2009).

3.1.5. Conclusion

Ireland is still coming to terms with its new self after such an economically prosperous period. This period was supported and fuelled by a workforce mainly from the EU and further afield. Due to these economic circumstances Ireland now has a diverse and multi-ethnic population. Recent economic forecasts predict a fall in immigration and a tendency towards net emigration in the near future. Families with children will be more likely to remain in Ireland than single workers because of the roots they have established, and the extent of recent inward migration means cultural and ethnic diversity will be part of Irish society for the foreseeable future. In the changing economic climate, it will be particularly important that there is no perceived trade-off between providing for newcomer students and providing for Irish students. The ESRI (2009) suggest that 'supporting teachers towards more differentiated classroom methods as well as promoting a more positive school climate would enhance the academic and social development of newcomer and Irish students alike'(p.187). The 2010 Intercultural Strategy 2010-2015, it states; 'It is acknowledged that the country is currently facing challenging economic times. However through making full use of the research and resources already developed, and taking on board the high level goals and key components of intercultural education, the challenges presented by inclusion, diversity and immigration can be effectively addressed, so that the opportunities they afford can be fully enjoyed in an integrated Ireland, both now and into the future. Intercultural learning environments can become the established norm, to the benefit of all members of society. (p67-68)

3.2. Greece

3.2.1. Greek Introduction & Context

Greece has traditionally been one of the most ethnically and religiously homogeneous countries in the Balkans.

Following World War II, the countries of Southern Europe, Greece among them, were the main contributors to migration to the industrialized nations of Northern Europe. However, the oil crises of 1973 and 1980 caused economic uncertainty and a sharp fall in the demand for labour, which in turn led northern states to introduce restrictive immigration policies. As these countries became less welcoming to their former invitees, return migration to Greece soon followed. Other factors contributing to these changes included integration difficulties in the receiving countries, the restoration of democracy in Greece in 1974, and the new economic prospects developed following the 1981 entry of the country into the European

Economic Community (EEC). Between 1974 and 1985, almost half of the emigrants of the post-war period had returned to Greece. Declining emigration and return migration created a positive migration balance in the 1970s. Immigration grew at the beginning of the 1980s when a small number of Asians, Africans, and Poles arrived and found work in construction, agriculture, and domestic services. Nevertheless, immigration was still limited in size. In 1986, legal and unauthorized immigrants totalled approximately 90,000. One third of them were from European Union countries.

The collapse of the Central and Eastern European regimes in 1989 transformed immigration to Greece into a massive, uncontrollable phenomenon. As a result, although Greece was at that time still one of the less-developed EU states, in the 1990s it received the highest percentage of immigrants in relation to its labour force. Immigration is the cause of population increase and demographic renewal in Greece in the period between the 1991 and 2001 censuses.

Immigration in Greece contributes considerably to total population growth. In 2005-2007, more than 17% of children born in Greece had foreign nationality. The Greek birthrate has been declining and there is negative net growth in the Greek population. Immigrants are also an increasing component of the labour force. Greece over the past decade has also become a source country concerning the entrance of an unspecified amount of illegal immigrants, mostly from Asian and African states.

According to the 2001 Census, the largest group of immigrants draws its origins from the Balkan countries of Albania (57.5%), Bulgaria (4.6%), and Romania. People from these countries make up almost two-thirds of the total 'foreign population'; common borders with these countries facilitate a cyclical form of immigration. Migrants from the former Soviet Union (Georgia, Russia, Ukraine, Moldava, etc.) comprise 10 percent of the total; the EU countries approximately six percent. A heterogeneous group of people from places such as the United States, Canada, and Australia (mostly first or second-generation Greek emigrants returning home), also account for around six percent. Finally, a residual group from a wide variety of countries makes up 13 percent. None of the individual countries included in this last group exceeds two percent of the total 'foreign population'. The foreign born school age population has increased dramatically over the last 15 years.

3.2.2. Stakeholders

The last two decades of immigration have significantly, and irreversibly, altered the social, cultural, economic, ethnic, racial and religious characteristics of the population residing within Greece. The Cabinet has approved a draft law that would allow children born in Greece to parents who are immigrants, one of whom must have been living in the country legally for at least 5 consecutive years to apply

for Greek citizenship. The government, despite strong objections from oppositions is determined to pass the bill. The main objective is to facilitate the smooth integration of legal immigrants and their children in the Greek social reality. The basic criteria remain the legality of residence and children's participation in Greek culture. For the same reason, moreover, long-term residents, political refugees and expatriates will be allowed to participate in local elections.

The country has a population of approximately 10.9 million (Statistical Services of Greece, 2004). By comparison, Greece's ethnic and religious minorities are barely 250,000 (2.3 percent of the population). Greece's immigrant population is estimated at about 1.3 million, or 12% of the total population of 11 million. Since the mid 1990s, Greek public schools have gradually been faced with an increasingly diverse (ethnically, culturally and religiously) school population. In 2008, children born of foreign or co-ethnic returnee parents attending Greek public schools accounted for approximately 18% of the total school population (16% are children of foreign parents). The education sector is probably one of the most sensitive and politically charged areas of public policy that responds to the challenges of a society that is culturally and ethnically diverse like Greek society is today. Different political governments after 1990 have undertaken measures to face the new situation in Greece and in the educational field.

3.2.3. Policy - Greek response to integration

During the 1970s and 1980s, intercultural education was developed primarily with the intention to integrate the children of repatriates mainly from Germany, and also from the USA, Canada, Australia and South Africa. Over the 1980s this repatriation trickled down in intensity and was replaced by repatriation of ethnic Greeks and immigrants from Southeast Europe and the former Soviet Republics. Law 1894/1990 revised the 1404/1983 legislation on reception classes, incorporated these classes in the mainstream public school system and focused on Greek language, culture and history courses for pupils who did not have Greek as their mother-tongue. Up to the 1970's the issues at stake were how to ensure the cultural survival of ethnic Greek communities, how to teach modern Greek or how to teach "proper Greek" to the children. At the same time, Greece was generally perceived as an ethnically homogeneous state. In response to the changing realities, Greek education policy has essentially been defined based on the following approaches:

- High priority has been accorded to Greek language learning as an instrumental but also a cultural tool for integration in Greek society;

- Cultural and religious difference is accepted at the individual level but no proactive measures have been taken to recognise and/or valorise difference at the collective level (within the classroom or within the school);

- Cultural and religious assimilation is encouraged as the outcome of successful integration through both curricular and extracurricular activities.

The Greek educational policy to date, which deals with the diversity of repatriated and foreign pupils, has been within the framework of *"deficit hypothesis"* and *"assimilation"*. In particular, the limited acquisition of the Greek language was considered a serious deficit. The assimilation approach of the early phases continues to define Greek educational policy today even though the overwhelming majority of the immigrant population in Greece does not fall within the co-ethnic, returnee category.

With the Law No 2413, 17-6-1996 about intercultural education for Greece, a wide spectrum of new and varied programmes and projects has been implemented.

Main shortcomings of Greek education policy:

- Intercultural education is considered a concern for foreign students only and not a priority for the entire student population;

- Reception and Support classes for migrant students are understaffed and under-resourced;

- There are only a handful of 'Intercultural schools.' A very small number of 'intercultural schools' have been created (26 out of nearly 16,000 schools in the whole of Greece). These benefit from specialised staff, specialised textbooks and a certain flexibility in the way they implement the teaching curriculum, which however remains common with that of 'mainstream' schools. These schools have been largely converted to all-foreigner schools given the high 'flee-rates' of native Greek students from these schools;

- Religious and cultural pluralism is approached with some caution and concern, as it is seen as potentially undermining national identity and national culture, both considered compact, cohesive, and based on common ethnic origin.

- Several ad-hoc programmes, co-funded by the European Union, have been funded and implemented which are aimed at providing intercultural pedagogy training to teaching staff; drafting textbooks for non Greek mother tongue students; organising curricular and extracurricular activities; and sending teaching support staff to schools with large numbers of foreign and co-ethnic children. These programmes have been implemented since 1997 and are now in the process of renewal.

- Although a lot of new teaching material has been developed over the past decade through the ad-hoc intercultural programmes, there are still insufficient resources to disseminate this material to schools, reprint manuals, etc.

- There is no special training or special requirements for teaching staff appointed to schools with large immigrant and co ethnic populations. Thus, eventually, some teachers are particularly motivated and/or have specialised skills and perform very well while others leave students to their own devices because they cannot cope.

- The results of the policy are undermined by problems in its implementation.

3.2.4. Practice – Greek response to integration

Enhancing the education of Minority Muslim children of Thrace and offering equal educational opportunities for their integration into the society as first-class citizens of Greece and the European Union, does not only concern the Minority, but it contributes more generally to the progress of Thrace and the entire Greek society as well. The general approach of the Project, that guides its efforts to contribute since 1997 to a better education for Minority children is summarized by its motto: "Addition, not Subtraction / Multiplication, not Division.

Primary and Pre-school Education.

On this level, the programme has planned the following actions:

1. Producing a teacher's guide and educational material for teachers of Minority primary schools.

2. Providing training for teachers of Minority schools that would help them use the new books and other material more efficiently in the Greek-language programme of Minority schools.

3. Organizing voluntary training seminars of a more general nature for educators at (Minority and public) primary schools and at kindergartens.

4. Supporting the work of educators at Minority schools with periodic visits of trainers to these schools.

5. Providing training on the use of electronic educational material for teaching the Greek language.

6. Offering Turkish lessons for teachers working at minority schools and kindergartens.

Secondary Education.

The planned actions for this level of education are:

1. Organising an extended teaching programme, i.e., adding extra hours of classes, at secondary (middle) schools that have Minority pupils.

2. Completing the educational material for the Greek language classes at secondary schools that were not completed in the 2002-2004 phase. More specifically:

- Correcting and completing a grammar exercise book for secondary school pupils who learn Greek as a foreign language.
- Completing and publishing a grammar book for children and adolescents.
- Preparing the paper version of an electronic dictionary and publishing it.
- Producing an exercise book to teach secondary school pupils how to use a dictionary in a school environment.

3. Producing educational support material for Literature classes for the 9th grade (third year of secondary school).

4. Preparing educational material for History classes for the secondary school.

5. Completing the educational material for secondary-school Mathematics.

6. Producing training material for secondary-school teachers on the principles and the teaching methodology of the new material (for all courses for which such material was produced).

7. Completing "Grammar Themes" (training material on how best to include the teaching of grammar in the Greek language classes).

8. Organizing training seminars for secondary-school educators on how best to use the new educational material.

9. Organizing training seminars for secondary-school teachers who will teach in the extended teaching (or after-hours classes) programme.

10. Providing training seminars for secondary-school educators on issues concerning intergroup relations and on how to manage communication within the classroom.

In this framework the *Keys and pass-keys* website came into being. Analytically, *Keys and pass-keys* is a series of 34 short, comprehensive and simple scholarly texts aiming to answer some basic questions posed in various educational frameworks, but particularly on the difficult field of Minority education. The 34 texts, written by academic and field educators from all levels and from different scientific backgrounds, try to answer, in a comprehensive and simple way, practical questions or problems occurring in a classroom setting, each time from one specific scientific approach (cognitive psychology, sociology, etc.). For more details about *Keys and Pass Keys* one can visit the following websites: http://www.museduc.gr and http://www.kleidiakaiantikleidia.net

This website is considered as an excellent example of good practice. Each text/booklet starts with a specific educational problem, usually encountered in the difficult setting of a minority class of the region of Thrace (with many students who do not speak Greek and have a

different cultural, religious as well as low socio-economic background). Then the text/booklet introduces analytical tools in the context of cross-curriculum approach that enable teachers to construct their personal strategies in order to improve their everyday school practice.

Another interesting initiative in this field is that one of the 132nd Elementary School of Athens. This school can be considered as an example of good practice in undertaking initiatives and carrying out interventions that might assist the socially sensitive groups of students towards their learning. It is deemed a good practice example, because *of the holistic and participatory approach of long duration that is held,* which is characterized by *team spirit, organising way of thinking, strong determination, flexibility and effectiveness of all the school actors* (head-teacher, teaching staff, students, parents) and the local community in general.

- Personal and social skill workshops
- Native language teaching:
- Respect for the personality and particular culture of each student
- Parents' workshops
- Greek language courses for immigrant parents
- Internal in-service training for teachers

3.2.5. Conclusion (Greece)

In Greece, special educational measures have been undertaken within the last decade in order to support the education of the students with cultural and language differences (see Nicolaou, 2000). A major sector of policy intervention has been in the areas of teacher initial education and in-service training. Intercultural education has been incorporated into the canon of several university departments responsible for initial primary and secondary school teacher training. In-service training seminars have also been organized by agents of the National Ministry of Education for teachers involved in programmes of intercultural education or for teachers interested in the topic.

The Ministry of Education applies special projects of Intercultural Education or Studies addressing the needs of the aforementioned groups. These projects are mainly funded by the EU Community Support Framework funding.

4. Concluding Remarks

International migration has reshaped societies and politics around the world in recent decades. European societies in particular changed deeply and have been pluralized further in social, cultural, economic, ethnic, racial and religious terms through various waves of migration in the post World War II era. Migration intensified again after the end of the Cold War towards both old and newer European receiving countries. Although there are very distinct migration patterns and different migrant populations in each EU member state, all European countries face comparable challenges as multiculturality is already a reality. This multiculturality is associated with a challenging set of political and democratic needs and expectations. There is a significant variation in the 'integration philosophies' of each country, which in the political sphere, translates in different approaches to citizenship; different degrees of political participation for migrants and minorities; and different kinds of migrant political mobilization.

The expected outcomes of multicultural education are embedded in its definitions, justification, and assumptions, and they exhibit some clearly discernible patterns. While specific goals and related objectives are quite numerous, and vary according to contextual factors such as school settings, audiences, timing, purposes, and perspectives, they fall into seven general clusters. They cover all three domains of learning (cognitive, affective, and action) and incorporate both the intrinsic (ends) and instrumental (means) values of multicultural education. These goal clusters are ethnic and cultural literacy, personal development, attitude and values clarification, multicultural social competence, basic skills proficiency, educational equity and excellence, and empowerment for societal reform.

The following are elements that should be taken in consideration concerning multicultural education:

- Efforts undertaken to implement multicultural education should be developmentally appropriate for the teachers, students, subjects, and school community contexts.

- Multiple techniques are required to make multicultural education effective.

- Both the content and processes of education should be changed to reflect cultural diversity.

- Efforts for change need to be targeted for specific dimensions of the educational enterprise and guided by deliberate and intentional purposes and activities.

- Students and teachers should be allowed to engage in the process of reform at multiple levels and in various ways.

- Cooperative learning efforts that engage culturally diverse students in equal status interactions and relationships should be a common feature of reform initiatives.
- Teaching styles should be modified to incorporate sensitivity to a wider variety of learning styles.
- Diverse formats of classroom organizations and activity structures should be frequently used to allow for variability and active participation in learning.
- A conceptual orientation to multicultural education should be selected or developed to use as a guideline for determining appropriate action strategies.

These two country Case Studies outline how policy is sometimes reflected in practice. It also shows that in both countries there are shortcomings when trying to implement policy, especially in educational settings. The Cases show that sometimes it is practice that can help us develop policies. This booklet may help contribute to that ongoing debate and may also give practitioners a vignette into the implementation intercultural strategies within various contexts.

The EU Council (2009: 4) notes that, *'Education has an important contribution to make to the successful integration of migrants into European societies. Starting with early childhood education and basic schooling, but continuing throughout all levels of lifelong learning, targeted measures and greater flexibility are needed to cater for learners with a migrant background, whatever their age, and to provide them with the support and opportunities they need to become active and successful citizens, and empower them to develop their full potential.'*

Successful integration and inclusion, as well as acknowledgement of diversity, is not the sole remit of the education sector alone, but of *all* sectors of society (DES, 2010).

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The Children's Identity and Citizenship in Europe (CiCe) Academic Network links 28 European states and some 80 universities and college departments which are engaged in educating students about how children and young people learn about and understand their society, their identity and citizenship.

A cross-disciplinary group, we include lecturers in social psychology, pedagogy, psychology, sociology and curriculum studies, and those who educate various professions such as teachers, social pedagogues, psychologists, early childhood workers and youth workers.