



# Fighting racism and promoting equal rights in the field of education



european network against racism

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Education remains at the heart of promoting anti-racism in Europe today, both from the perspective of fostering inter-cultural societies, as well as in addressing the legacy of disadvantage experienced by ethnic and religious minorities in Europe. Despite an emerging competence in the field of education, to date the European Union has not driven change in the field of anti-racism and diversity education. Recognising the crucial role that education must play in the future of diverse European societies, ENAR commissioned this report with a view to contributing to the emerging debate on the role the European Union could play in this area.

In addition to a comprehensive literature review, the research involved consultations with a wide range of stakeholders from the European Commission Directorate-General Education and Culture, Directorate-General Employment, Social Affairs and Equal Opportunities Unit for Anti-discrimination, the EUMC (European Monitoring Centre on Racism and Xenophobia, now the European Fundamental Rights Agency), EU member state educational authorities, equality bodies, local government officers, teachers, and lifelong learning agencies. In particular we would like to thank the following people who contributed their thoughts, knowledge and time to the publication:

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## Abbreviations

<b>AES</b>	Adult Education Survey	<b>LEA</b>	Local Education Authority (UK)
<b>BARFIE</b>	Books and Reading for Intercultural Education	<b>LLP</b>	Lifelong Learning Programme
<b>BNP</b>	British National Party	<b>MEAP</b>	Minority Ethnic Achievement Project (UK)
<b>CASNAV</b>	Centre for Education for Newly Arriving and Traveller Children (FR)	<b>MEP</b>	Member of European Parliament
<b>CERD</b>	United Nations Committee on the Elimination of Racial Discrimination	<b>MERA</b>	Making Equality a Reality with Adequate Data
<b>CLAD</b>	Adaptation Classes (FR)	<b>NGO</b>	Non-governmental organisation
<b>CLIN</b>	Integration Classes (FR)	<b>ODIHR</b>	Office for Democratic Institutions and Human Rights
<b>CNPI</b>	National Education Council (IT)	<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>CRE</b>	Commission on Racial Equality (UK)	<b>OFSTED</b>	Schools Inspection Body (UK)
<b>DARE</b>	Democracy and Human Rights in Education Network	<b>OMC</b>	Open Method of Coordination
<b>DFES</b>	Department for Education and Skills (UK)	<b>OOIH</b>	National Network of Education Integration (HU)
<b>ECRI</b>	European Commission against Racism and Intolerance	<b>OSCE</b>	Organisation for Security and Co-operation in Europe
<b>EDEN</b>	European Diversity Education Network	<b>PHARE</b>	Poland and Hungary: Assistance for Restructuring their Economies
<b>EEA</b>	European Economic Area	<b>PISA</b>	Programme for International Student Assessment
<b>EES</b>	European Statistical System	<b>QCA</b>	Qualifications and Curriculum Authority (UK)
<b>ENAR</b>	European Network Against Racism	<b>RAXEN</b>	European Information Network on Racism and Xenophobia
<b>EU</b>	European Union	<b>RRAA</b>	Race Relations (Amendment) Act 2000
<b>EUMC</b>	European Monitoring Centre on Racism and Xenophobia (now the European Fundamental Rights Agency)	<b>TDA</b>	Training and Development Agency (UK)
<b>EUROSTAT</b>	Statistical Office of the European Communities	<b>UK</b>	United Kingdom
<b>FRA</b>	European Fundamental Rights Agency (Previously the EUMC)	<b>UN</b>	United Nations
<b>IALS</b>	International Adult Literacy Survey	<b>UNESCO</b>	United Nations Educational, Science and Cultural Organisation
<b>ICERD</b>	International Convention on the Elimination of all forms of Racial Discrimination	<b>UOE</b>	UNESCO-UIS/OECD/EUROSTAT
<b>IUFM</b>	Institut Universitaire de Formation des Maîtres (FR)	<b>ZEP</b>	Priority Education Zones (FR)

## Foreword

### Foreword by Helga Trüpel MEP, Vice-Chair of the Committee on Education and Culture



In respect to the aim of achieving a knowledge based society and the great ambition that is linked to it, one should never forget that the highest value of education is certainly tolerance.

This latest analysis by the European Network against Racism (ENAR) asks what the European Union's role is in promoting progressive models of education which have the power to make a substantial difference in the lives of ethnic and religious communities in Europe.

The success of Europe's history lies in creating the conditions where progress, peace, and respect for fundamental rights are the foundations of our societies.

It is widely accepted that the process of education begins at birth and continues throughout life. Education is not only important for economic competitiveness and should not be reduced to a necessary tool in order to make people compatible with the labour market. Education is a value in itself and leads to the paramount value of tolerance. It offers the possibility of individual development and fulfilment and makes a contribution to the social inclusion of individuals and communities. Education for diversity is a life-long pursuit, which must inform all spheres of society. However the focus of this report is the formal education system and the contribution it can make.

This report offers a unique insight into the particular role of the European Union in wielding our most powerful weapon for change. It begins by reminding us of the challenges facing ethnic and religious minorities in accessing equality of outcome in education, and the role education has to play in the generation of intercultural societies where there is real respect for diversity. The report goes on to consider the many political statements and commitments which member states have made on the right to education generally, as well as specific commitments which have been made in the EU context. The final section considers national responses to the challenge of providing intercultural education, and draws valuable lessons from the experience of five countries, as well drawing attention to the role that NGOs and civil society have played.

The report ends with perhaps its most important contribution, indicating ways in which the European Union can move forward. Whatever the limitations of its mandate it is clear that on a whole variety of issues the European Union has an important contribution to make. While primary responsibility for education will remain with national governments, like all actors in society, the Union has a specific role to play. The challenge facing the European Union is to realise its full potential in the field of education, step up to the challenges facing European societies, and to provide guidance in creating the context for real and effective equality.



# 1. Introduction



This report seeks to offer an overview of the current situation of ethnic and religious minority groups in relation to education and of EU actions and progress in fighting racism and promoting equal rights treatment in the field. Education has a vital part to play in addressing the challenge of social cohesion and building a multicultural Europe free from racism and discrimination. It plays a critical role in preparing people for active participation in society, as well as in combating social exclusion and promoting solidarity and tolerance. In this context, young people and adults need to be equipped with the sensitivity and skills required to succeed in diverse societies. Educational environments are at the forefront of meeting this need, but they also need to be able to demonstrate inclusion and equity in the process and content of the educational system. Unfortunately, as demonstrated by numerous reports, ethnic and religious minorities are still lagging behind when it comes to enjoying their full rights in education. Issues of racism and discrimination continue to manifest themselves in education systems in many ways, including rights and access to education, bullying and harassment, school segregation, drop out and expulsion rates, educational attainment, and monitoring and redress mechanisms.

This situation is contrary to the letter and spirit of EU legislation aimed at promoting equal rights and anti-discrimination, including in education, as well as to the EU *Education and Training 2010* strategy, which demands that equity considerations are fully integrated in the objectives and functioning of education and training systems and establishments. ENAR believes that urgent and coherent action is required at many levels in order to ensure that equality issues become

effectively mainstreamed and integrated into all education and training systems, and that these considerations include an understanding of, and an effective response towards, the issue of racial inequality in education.

This report highlights the problems of educational discrimination and disadvantage faced by ethnic and religious minorities, and the current legislative and policy measures for addressing these at international and EU levels. It examines some of the gaps and barriers to effective implementation of measures in the field of education and training, highlights areas where further effort is needed and makes a series of recommendations for actions at European, national and educational institutional levels. The report touches on concerns about equity of access and achievement at all levels and stages of lifelong learning, but its focus is primarily on statutory education.

The report is structured into 6 sections as follows:

- **Inequalities in education:** this section summarises the issues pertaining to racism and discrimination in the field of education within the EU. It examines these issues both from a broad perspective pertaining to all ethnic and religious minorities, as well as the specific impact of these on Roma, Sinti and Travellers.
- **The international framework:** this provides reference to the international human rights standards with respect to access and equal opportunities in the field of education.
- **European Union framework:** this section outlines the European legal basis for developing anti-racism and equal rights education work, and policies developed by the European Union in the education field.
- **Implementation of anti discrimination legislation and policy:** this section summarises and assesses actions and measures undertaken by the EU to implement the legal and policy framework developed to combat racial discrimination in education.
- **National strategies:** this offers a selection of member states' responses and examples of best practices by educational systems and civil society to promote anti-racism and equal rights in the education system.
- **Conclusions and ways forward:** this final section draws conclusions and provides a series of recommendations for further actions at the European Union level.

## 2. Inequalities in education

Education is one of the most effective tools for the promotion of equal opportunities for all, irrespective of race, gender, age, disability, sexuality, religion or ethnicity. It is the structural means by which society can ensure its citizens and residents have equitable access to prosperity, participation in democratic decision-making as well as promoting socio-cultural development.<sup>1</sup> Education and training systems are widely accepted as being one of the most important fields for inculcating the values important for a more diverse Europe in the future, and for enabling member states to equip the young people of Europe with the values, information and tools to build an inclusive society.<sup>2</sup> However, in order to create education systems that instil values of respect, tolerance, diversity and non-prejudice, the systems themselves need to be free of discrimination at all levels. A comparative study on education undertaken by the European Monitoring Centre on Racism and Xenophobia (EUMC) in the EU 15 states that:

‘Institutional education appears to have a twofold effect on the situation of migrants and ethnic minorities. On the one hand, education offers the opportunity to get ahead in society. Special programmes (e.g. language instruction and intercultural programmes) can facilitate learning and foster the integration process by building bridges between communities and individuals from diverse backgrounds. On the other hand, education reproduces inequalities if discriminatory practices, such as exclusion and segregation, lead to lower educational attainments of disadvantaged minority groups.’<sup>3</sup>

A 2001 Report from the Education Council to the European Council on *The concrete future objectives of education and training systems* notes that:

‘Education and training systems should aim to contribute to the creation of an inclusive society by ensuring that structures and mechanisms are in place to remove discrimination at all levels. Within this context, specific regard has to be paid to vulnerable groups such as people with special educational needs.’<sup>4</sup>

Despite considerable effort at EU, national and local levels, it is an unfortunate reality that educational inequality and discrimination in European education systems continues to be widespread, with the educational attainment of migrants and minorities lagging behind that of majority groups. The 2003 Programme for International Student Assessment (PISA) performance study on *The educational outcomes of migrant children in the Organisation for Economic Cooperation and Development* (OECD) notes that:

‘Despite strong learning dispositions, immigrant children often perform at significantly lower levels than their native peers in key school subjects such as mathematics, reading and science, as well as in general problem-solving skills.’<sup>5</sup>

The PISA study also found that differentiated school systems lead to a widening of the gap between privileged and disadvantaged groups with regard to educational attainment.<sup>6</sup> This finding is supported by the Danish Technological Institute which additionally notes that institutional barriers particularly impact on migrant and minority groups.<sup>7</sup>

The well documented inequalities in educational attainment rates of ethnic minority children, coupled with high levels of drop out or exclusion from initial formal education, result in many leaving school without a basic level of qualifications and competences, without the necessary foundations for lifelong learning and with limited future employment opportunities in their adult lives. Exceptions do exist to this general pattern, with significant differences between ethnic minority groups, some of whom outperform majority/native populations, for example Chinese and Indian immigrants in the UK. It should also be noted that second generation learners generally perform better than recent migrants, and females generally do better than males, particularly at primary and secondary level.

1 The 2007 Eurobarometer report on discrimination in the European Union also highlights the fact that people's attitude towards a multi-cultural society is strongly related to their socio-demographic characteristics, with education acting as the most powerful predictor: the longer people benefited from education, the more they favour the concept of a multi-cultural society. Special Eurobarometer 263 – Discrimination in the European Union, Brussels: European Commission, 2007, p. 45.

2 Report from the Education Council to the European Council, *The concrete future objectives of education and training systems*, 5680/01 EDUC 18, 2001, p. 13.

3 EUMC, *Migrants, Minorities and Education*, Vienna: EUMC, 2004, p. 3.

4 Report from the Education Council to the European Council, *The concrete future objectives of education and training systems*, 5680/01 EDUC 18, 2001, p. 6.

5 PISA, *Where immigrant children succeed – a comparative review of performance and engagement in PISA 2003*, Paris: OECD, 2006, p. 5. The report notes that the differences are most pronounced in Denmark, France, Germany, the Netherlands and Switzerland and that one in four immigrant children do not demonstrate basic math skills.

6 Idem.

7 Henrik Haahr, J. with Thomas Kibak Nielsen, Martin Eggert Hansen and Søren Teglgaard Jakobsen, *Explaining student performance from the international PISA, TIMSS and PIRLS surveys*, Copenhagen: Danish Technological Institute, 2005, available at:

[http://www.danishtechnology.dk/\\_root/media19176%5FFinal%20report%20web%20version.pdf](http://www.danishtechnology.dk/_root/media19176%5FFinal%20report%20web%20version.pdf).

## 2.1 Patterns of discrimination in education

**“An examination of racism in the area of education across Europe (EU) demonstrates issues of direct discrimination and more institutional forms of discrimination. Racism in the education system is manifested at a number of levels. It is evident in government departments responsible for education, in school management, by teachers, pupils and parents.”<sup>8</sup>**

Discrimination in education manifests itself in both direct and indirect forms. Direct indicators include racially motivated incidents by individuals and institutions, such as racist violence, verbal abuse or harassment due to ethnicity, culture or nationality. The EUMC comparative study mentioned above suggests that direct discrimination and acts of racism are less common in education than in employment and housing, and that it is easier to track discrimination in access and performance than disadvantage caused by more subtle discriminatory practices.<sup>9</sup> Indirect forms of discrimination often contribute to the reproduction of inequalities in a more ‘unconscious’ way through processes. The Macpherson Report<sup>10</sup>, which preceded the UK’s Race Relations (Amendment) Act 2000, described this as ‘institutional racism’:

‘The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture, or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people’.<sup>11</sup>

According to the EUMC findings, the results of such ‘unwitting’ discrimination will most often be perceived through an absence of positive development in the educational performance of minority groups over a number of generations.<sup>12</sup>

Indirect measurements which ‘allow a reasonable supposition to be made that members of a group are experiencing unequal treatment and inequalities based on their ethnicity, culture or nationality’ include high expulsion rates, attainment inequality, and over-representation in special education.<sup>13</sup> In most European countries there is an over-representation of ethnic minorities and foreign nationals in primary and secondary education special schooling, and an under-representation in higher education.<sup>14</sup>

8 ENAR, Racism in Europe – ENAR Shadow Report 2005, Brussels: ENAR, 2005, pp. 18-19.

9 EUMC, Migrants, Minorities and Education, Vienna: EUMC, 2004.

10 The Macpherson report detailed the results of a government commissioned Inquiry into the racist murder of British teenager Stephen Lawrence in 1993. Its main focus was the response of the Metropolitan Police Service and the criminal justice system, but its findings and recommendations concerned the recognition and elimination of institutional racism in all public institutions. Three of its recommendations are specifically addressed to education providers.

11 Macpherson, Sir W., The Stephen Lawrence Inquiry, London: UK Home Office, 1999.

12 EUMC, Annual Report on the Situation regarding Racism and Xenophobia in the member states of the EU, Vienna: EUMC, 2006.

13 Idem p. 75.

14 Idem p. 75.

## 2.2 Indicators of inequality in education

The reasons for the patterns of inequality described above are complex, but inadequate pedagogical approaches, ethnic discrimination in educational institutions and inequalities in society on a larger scale are widely believed to contribute to this situation. The EUMC comparative study based on national reports from the EU 15 groups the patterns and causal factors of inequality into the following four categories outlined.

### PATTERNS AND CAUSAL FACTORS OF INEQUALITY IN EDUCATION IN THE EU 15

#### Factors relating to minority pupils, their parents and their cultural group

- Language and cultural differences, time of settlement, time or age of school entry, participation in pre-school programmes, socio-economic and social class status and parental education and aspirations.

#### Factors of institutional discrimination

- Segregation in schools through classes with only minority pupils.
- Over-representation of migrants and ethnic minority pupils in schools that cater for pupils with a disability or severe learning/cognitive difficulties, and wrongful assignment to such special education.
- Placement in lower than age-appropriate grades, based on assessments in the host language rather than the child’s mother tongue.
- Exclusion of individual pupils for cultural reasons or disproportionately high rates of exclusion of some ethnic groups of pupils e.g. Roma across Europe, and African-Caribbean boys in the UK.
- Discrepancies between public and private school admittance; this limits access to equal chances in education and future opportunities.
- Overall enrolment in schools with lower academic demands and over-representation in vocationally oriented tracks in school and higher education.
- Lack of, or low quality of, compensatory or support programmes.

#### Factors related to teachers or peers

- Low teacher expectations have a detrimental impact on some ethnic minority pupils’ motivation, and harmful results in assigning pupils wrongly to special education programmes or academic/vocational streams, and lower than age appropriate grade levels, as well as in assessments of general academic performance.
- Harassment, discrimination and prejudice from peers, including some extreme right-wing xenophobic incidences. Particular problems are faced by Roma, Muslims and Black children, but asylum seekers and refugees can also be subject to a high level of racial harassment and bullying.

#### Other factors

- Residential segregation and concentration in disadvantaged areas, which leads to a corresponding over-representation of minorities in some schools and school districts.
- Racial discrimination in employment in wider society places a ‘job ceiling’ resulting in fewer available employment opportunities, which may lead to lower expectations and lack of motivation to succeed in education.
- The lack of laws on monitoring or penalties regarding racism and discrimination in the education system results in pupils not being protected from acts of discrimination. As a consequence they can be subject to willful grading, expulsion and assigned to failure without redress.

Source: EUMC, Migrants, Minorities and Education, Vienna: EUMC, 2004.



In addition to these indicators of inequality and discrimination, EUMC research also highlights the lack of systematic recording of racist and discriminatory incidents in the field of education in most countries as a key barrier in effectively addressing issues of racism and educational equality. Most member states are only able to provide incomplete or tentative figures, which prevents a statistical comparison between states as well as analysis within states.<sup>15</sup>

### 2.3 Roma, Sinti and Travellers and educational disadvantage

Roma, Sinti and Travellers are frequently identified as being the groups most vulnerable to direct and indirect discrimination. The EUMC comparative study *Migrants, Minorities and Education* notes that marginalisation of these groups and a history of exclusion and violent persecution by majorities, along with problems in the education sector, are well documented and widely evident from reports of Roma organisations and academic studies.<sup>16</sup> Despite a significant investment in Roma targeted actions by the EU, educational disadvantages and segregation still persist.<sup>17</sup> A marked lack of research and accurate quantitative data available concerning Roma communities has also led to ineffective planning and policy, difficulty in monitoring changes and the perpetuation of vast disparities in access.<sup>18</sup> A very small proportion of Roma children finish school and the education that they do have access to is vastly inferior to the norm.<sup>19</sup> Roma children rarely go beyond compulsory education and many do not obtain a school completion certificate. They often receive their education in 'special needs' rather than mainstream schools, or in segregated classes, being regarded by teachers as a disturbance to 'normal' school life. In addition, the EUMC notes that an assimilationist and monocultural orientation in education can lead to distrust and low expectations about the benefits of education in Roma communities.<sup>20</sup> This, coupled with low parental attainment, has a knock on effect on the education of younger generations. As with other ethnic minority groups, discrimination in employment can also affect motivation and attainment.

While progress has been made with respect to the provision of education to Roma and combating racism against Roma across Europe, through the introduction of cultural or intercultural strategies, there is still a significant amount of work to be

done.<sup>21</sup> Most member states have no specific policies targeting Roma but do so under general discrimination and intercultural education policies and interventions, which are predominantly project based rather than systematic interventions.

The Council of Europe notes that problems faced by Roma in schooling are largely the result of long-standing educational policies of the past, which have led either to assimilation or to segregation of Roma children at school on the grounds that they were socially and culturally handicapped.<sup>22</sup> A Council of Europe Recommendation argues that this disadvantage will persist unless equality of opportunity in the field of education is guaranteed for Roma children.<sup>23</sup> The Organisation for Security and Co-operation in Europe (OSCE) *Action Plan on Improving the Situation of Roma within the OSCE Area* urges member states to give the 'highest priority' to 'strong measures' to combat racial discrimination in the field of education and outlines twenty education specific recommendations to improve the situation of Roma.<sup>24</sup> Encouragingly, the Decade of Roma Inclusion 2005-2015 is visible evidence of concerted and concrete action. Founded by a number of international and European organisations including the Council of Europe and the OSCE as well as the Open Society Institute, the World Bank, the United Nations Development Programme, the European Roma Rights Centre and the Roma Education Fund, the Decade has established an unprecedented political commitment to improve the situation of Roma in the nine participating countries from Central and Southeastern Europe.<sup>25</sup>



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15 EUMC, *Migrants, Minorities and Education*, Vienna: EUMC, 2004, p. 111.

16 *Idem* pp. 57-70.

17 The EU had spent €270 million on Roma targeted actions by 2004. EUMC, *Report on the situation of Roma in an enlarged EU*, Vienna: EUMC, 2004.

18 Open Society Institute, *Monitoring Education for Roma*, New York: OSI, 2006, pp. 5-6 and EUMC, *Roma and Travellers in Public Education – An overview of the situation in EU Member States* Vienna: EUMC, 2006, p. 3.

19 *Idem* p. 3.

20 EUMC, *Report on the situation of Roma in an enlarged EU*, Vienna: EUMC, 2004, p. 68.

21 EUMC, *Roma and Travellers in Public Education – An overview of the situation in EU Member States*, Vienna: EUMC, 2006.

22 Council of Europe Recommendation No R (2000) 4 of the Committee of Ministers to member states on the education of Roma/Gypsy children in Europe, February 2000.

23 *Idem*.

24 OSCE, Decision No. 566 Action plan on improving the situation of Roma and Sinti in the OSCE area, PC DEC/566, 2003. Available at: [http://www.osce.org/documents/odihr/2003/11/1562\\_en.pdf](http://www.osce.org/documents/odihr/2003/11/1562_en.pdf).

25 The nine participating countries are Bulgaria, Croatia, the Czech Republic, Hungary, Macedonia, Montenegro, Romania, Serbia, and Slovakia. <http://www.romadecade.org>.

## 3. International educational rights framework

### 3.1 United Nations

The human rights underpinning education and the responsibility of governments are clear and explicit in numerous United Nations (UN) declarations, conventions and agreements:

- The *UN Universal Declaration of Human Rights*, adopted in 1948, stresses both the right to access and equality in education.<sup>27</sup> It also emphasises the pivotal role of teaching and education in the promotion of respect for the human rights and freedoms encapsulated in the Declaration.
- The *UN Convention against Discrimination in Education* was adopted by the United Nations Educational, Science and Cultural Organisation (UNESCO)<sup>28</sup> in 1960, and acknowledges the vital role of education in ensuring equality of opportunity for members of all racial, national or ethnic groups.<sup>29</sup> This was the first UN binding document that contained a detailed definition of the term discrimination and prescribes that states should adopt immediate measures in favour of equality in education.
- The *UN International Convention on the Elimination of all forms of Racial Discrimination* (ICERD), which was adopted in 1965 and entered into force in 1969, requires all countries to condemn all forms of racial discrimination and to pursue a policy of eliminating racial discrimination in all its forms. The ICERD explicitly calls for action in education to combat prejudice, promote understanding, tolerance and friendship and spread knowledge of the Convention.<sup>30</sup> The Committee on the Elimination of Racial Discrimination (CERD) established by ICERD monitors the implementation of the Conven-

tion through regular country reporting, including outcomes in education.

- The *UN Convention on the Rights of the Child*, which entered into force in 1990, is specific in stressing obligations with regards to the rights of the child to access education free from discrimination of any kind.<sup>31</sup> The Convention outlines particular steps that states should take with a view to achieving these rights progressively and on the basis of equal opportunity, including taking measures to encourage regular attendance and reducing drop out rates.<sup>32</sup>

The need to counter racism both in and through education was emphasised at the 2001 UN World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance in

Durban. Its declaration notes that education, in particular human rights education, is 'key to changing attitudes and behaviour based on racism, racial discrimination, xenophobia and related intolerance, and to promoting tolerance and respect for diversity in societies.'<sup>33</sup> Its Pro-

**"To ensure sustainable and peaceful development in North American and European countries, renewed emphasis is required on 'learning to live together' in the Education for All context. This should enable individuals to better understand themselves and others, and to contribute to the world's progress towards a unity respectful of and founded on creative diversity. In this context, renewed efforts to fight racism, ethnocentrism, anti-Semitism and xenophobia are needed."**<sup>26</sup>

gramme of Action encourages all states, in cooperation with the UN, UNESCO and other relevant international organisations, to initiate and develop cultural and educational programmes aimed at countering racism, racial discrimination, xenophobia and related intolerance, in order to ensure respect for the dignity and worth of all human beings and enhance mutual understanding among all cultures and civilisations.<sup>34</sup> The Durban declaration is reinforced by the six goals of the UN World Education Forum's *Education for All Strategy for 2015*, which all explicitly seek to enable access, equity and the combating of disadvantage.<sup>35</sup>

26 UNESCO, Dakar Framework for Action, adopted by the World Education Forum, Dakar, Senegal, 26-28 April 2000. Available at: <http://unesdoc.unesco.org/images/0012/001211/121147e.pdf>.

27 United Nations, Universal Declaration of Human Rights, 1948, Article 26:1.

28 UNESCO's work to combat racism in education goes back to its work to mobilise the scientific community to refute the concept of 'race' and revoke unfounded racial prejudices, which resulted in a series of declarations including the Declaration on race and racial prejudice (1978).

29 United Nations, Convention against Discrimination in Education, 1960, preamble.

30 United Nations, International Convention on the Elimination of all forms of Racial Discrimination, 1969, full text available at: <http://www.ohchr.org/english/law/pdf/cerd.pdf>.

31 United Nations, Convention on the Rights of the Child, 1989, Article 28.

32 Idem.

33 Durban Declaration, World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, Durban, 2001, para 95. Available at: <http://www.un.org/WCAR/durban.pdf>.

34 Idem.

35 UNESCO, Dakar Framework for Action, adopted by the World Education Forum, Dakar, Senegal, 26-28 April 2000.

### 3.2 Council of Europe

As part of its considerable work in the field of human rights, the Council of Europe also developed various sets of policy recommendations and programmes related to education including the recently adopted European Commission on Racism and Intolerance (ECRI) General Policy Recommendation No. 10, which outlines 15 recommendations towards combating racism and racial discrimination in school.<sup>36</sup> These recommendations provide a comprehensive set of guidelines and recommendations for schools covering various measures, including adopting and promoting equality policies, and monitoring progress on compliance. They stress the need to address de facto segregation in education, as well as avoiding segregating ethnic minority children into the poorest schools, special needs schools or in separate classes. The recommendations include reviewing mainstream curricula and materials and highlight the key role that human rights education can play in combating racism and intolerance. They also emphasise the need for improving the interpersonal and intercultural competence of educators through mandatory training on teaching in a multicultural context for all education staff, as well as for awareness raising on racism and racial discrimination for all staff, pupils and parents.

### 3.3 Organisation for Security and Cooperation in Europe (OSCE)

The OSCE has made three important ministerial decisions with respect to the promotion of equal rights within education. Decision 10/05 *Tolerance and non-discrimination: promoting mutual respect and understanding* encourages public and private educational programmes that promote tolerance and non-discrimination and raise public awareness of the existence and the unacceptability of intolerance and discrimination.<sup>37</sup> It also encourages drawing on expertise and assistance from the Office for Democratic Institutions and Human Rights (ODIHR) in order to develop methods and curricula for tolerance education in general. Decision 11/05 *Promotion of human rights in education* urges OSCE states to further enhance human rights through education and training. This decision also established the programme on diversity in education, developed in 2005 by the ODIHR, which assesses and evaluates existing strategies and facilitates the exchange of good practice and information in education with respect to diversity.<sup>38</sup> Decision 13/06 *Combating intolerance and discrimination* addresses the root causes of intolerance and discrimination by encouraging the development of comprehensive domestic education policies and strategies including the introduction of human rights education at an early age.<sup>39</sup>

#### Council of Europe Conventions, Protocols and Recommendations

<b>Entered into force 3 September 1953</b>	<b>European Convention on the Protection of Human Rights and Fundamental Freedoms</b> Article 14 of the Convention stipulates that the enjoyment of the rights and freedoms set forth in the Convention shall be secured without discrimination on any grounds such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.
<b>Entered into force 1 February 1998</b>	<b>Framework Convention for the Protection of National Minorities</b> Seeks to promote full and effective equality of national minorities by creating appropriate conditions enabling them to preserve and develop their culture and identity. Provisions cover a wide range of measures: non-discrimination, freedom of assembly, effective equality, participation in economic, cultural, social and public life, and prohibition of forced assimilation.
<b>Entered into force 1 July 1999</b>	<b>European Social Charter (revised)</b> Safeguards the right to non-discrimination by guaranteeing the right of women and men to equal treatment and equal opportunities in employment, and provides a guarantee that all rights set out in the Charter apply regardless of race, sex, age, colour, language, religion, opinions, national origin, social background, state of health or association with a national minority.
<b>Entered into force 1 April 2005</b>	<b>Protocol No 12 to the European Convention of Human Rights</b> Renders illegal all forms of discrimination carried out by a public body, for whatever the motive, therefore considering racial discrimination a violation of human rights.
<b>Adopted 15 December 2006</b>	<b>ECRI General policy recommendation No. 10 – On combating racism and racial discrimination in and through school education</b> Outlines 15 recommendations towards combating racism and racial discrimination in school.

<sup>36</sup> ECRI General policy recommendation No. 10 – On combating racism and racial discrimination in and through school education, CRI (2007) 6. Available at: [http://www.coe.int/t/e/human\\_rights/ecri/1-ecri/3-general\\_themes/1-policy\\_recommendations/recommendation\\_n10/eng-recommendation%20nr%2010.pdf](http://www.coe.int/t/e/human_rights/ecri/1-ecri/3-general_themes/1-policy_recommendations/recommendation_n10/eng-recommendation%20nr%2010.pdf).

<sup>37</sup> OSCE, Decision 10/05 *Tolerance and non-discrimination: promoting mutual respect and understanding*, MC DEC/10/05, 2005. Available at: [http://www.osce.org/documents/mcs/2005/12/17441\\_en.pdf](http://www.osce.org/documents/mcs/2005/12/17441_en.pdf).

<sup>38</sup> OSCE, Decision 11/05 *Promotion of Human Rights Education and Training in the OSCE Area*, MC DEC/11/05, 2005. Available at: [http://www.osce.org/documents/mcs/2005/12/17366\\_en.pdf](http://www.osce.org/documents/mcs/2005/12/17366_en.pdf).

<sup>39</sup> OSCE, Decision 13/06 *Combating Intolerance and Discrimination and Promoting Respect and Mutual Understanding*, MC DEC/13/06, 2006. Available at: [http://www.osce.org/documents/mcs/2006/12/22565\\_en.pdf](http://www.osce.org/documents/mcs/2006/12/22565_en.pdf).

## 4. European Union

The European Union has a strong vision and mission of creating a just and cohesive society which is receptive to and respectful of the diversity of European society, which celebrates differences and actively promotes equality and non-discrimination and has built a strong legislative and policy framework to promote human rights, equal treatment and anti-discrimination. This section provides an overview of the EU legal base as well as strategy and policy in the field of education and training, with specific reference to the *Lisbon Agenda* and *Education and Training 2010*.

### 4.1 Legal measures

In accordance with Articles 149 and 150 of the Treaty of the European Union, the EU's role is to contribute to the development of quality education by encouraging cooperation between member states and, if necessary, by supporting and supplementing their action.<sup>40</sup> The main purpose of this is to develop the European dimension in education, encourage mobility and promote cooperation between schools and universities. Whilst the principle of subsidiarity prevents the EU from imposing a common education policy, it has considerable powers in ensuring that diverse education and training systems benefit from mutual learning and exchanges of best practice.<sup>41</sup>

The Race Equality Directive was adopted in June 2000 to make progress on the fight against racism and xenophobia in the fields of employment and social affairs. It states that 'specific action in the field of discrimination based on racial or ethnic origin should go beyond access to employed and self employed activities and cover areas such as education, social protection including social security and healthcare, social advantages and access to and supply of goods and services.'<sup>42</sup>

In 2001, the Commission proposed a Framework Decision on *Combating racism and xenophobia*.<sup>43</sup> After lengthy negotiations, an agreement was reached by EU Ministers in April 2007, which introduces criminal penalties to combat public incitement to violence and hatred against persons by reference to race, colour, religion, or national or ethnic origin.<sup>44</sup>

40 Treaty of Amsterdam amending the Treaty of the European Union, the Treaties establishing the European Communities and certain related acts, 1997, Articles 149 and 150.

41 The principle of subsidiarity, established by law in the Treaty of Maastricht (1992) and contained within Article 5 of the Treaty establishing the European Community, states that the Community shall take action only if and in so far as the objectives of the proposed action cannot be sufficiently achieved by the member states and can therefore, by reason of the scale or effects of the proposed action, be better achieved by the Community.

42 Council Directive implementing the principle of equal treatment between persons irrespective of their racial or ethnic origin, 2000/43/EC.

43 Framework Decision on Combating racism and xenophobia, COM(2001) 664.

44 In 1996, the Council had already adopted a Joint Action concerning action to combat racism and xenophobia (96/443/JHA) under which member states were required to

### 4.2 Policy measures

In 1995 a Resolution of the Council and of the Representatives of member states' governments meeting within the Council on *The response of educational systems to the problems of racism and xenophobia* emphasised that a quality education system should aim to encourage equality of opportunity, and that a fundamental task of educational systems is to promote respect for all people, whatever their cultural origins, by helping to improve knowledge of European cultural diversity.<sup>45</sup> It recommended specific measures for European educational systems and called upon the Commission, in co-operation with member states, to undertake a programme of action to address racism and xenophobia through education.

Following the 1997 European Year against Racism, in 1998 the Commission committed itself in its *Action Plan against Racism* to the principle of mainstreaming, which aimed to integrate the fight against racism as an objective into all Community actions and policies and at all levels.<sup>46</sup> The plan highlighted four areas of action for European policy-makers including paving the way for legislative initiatives and mainstreaming the fight against racism in policy and programmes in a range of sectors including education. In 2005, the Commission issued a Communication on a Framework Strategy on *Non-discrimination and equal opportunities for all*, which places a continued focus on mainstreaming non-discrimination in all relevant policies.

In this context, under the leadership of European Commissioner for Employment, Social Affairs and Equal Opportunities Vladimir Špidla, a high-level group of experts has also been established in early 2007 to provide analysis of the social and labour market integration of ethnic minorities, and to develop policy recommendations to improve the situation.

ensure effective judicial cooperation in respect of offences based on racist or xenophobic behaviour, and which defined the priorities for developing the EU's contribution to the fight against racism.

45 Resolution of the Council and of the Representatives of member states' governments meeting within the Council on the response of educational systems to the problems of racism and xenophobia, 1995/C 312/01.

46 Communication from the Commission, An Action Plan against Racism, COM(1998) 183.

### EU legislation, agreements and decisions relevant to anti-discrimination and fundamental rights in education

27 April 1977	<p><b>Joint Declaration by the European Parliament, the European Council and the European Commission concerning the protection of fundamental rights and the European Convention for the Protection of Human Rights and Fundamental Freedoms, 77/C 103/01</b></p> <p>Stressed 'the prime importance they attach to the protection of fundamental rights' and declared that 'in the exercise of their powers and in pursuance of the aims of the European Communities they respect and will continue to respect those rights'.</p>
11 June 1986	<p><b>Joint Declaration of the European Parliament, the European Council and the European Commission, on racism and xenophobia, 86/C 158/01</b></p> <p>Stressed the 'importance of adequate and objective information and of making all citizens aware of the dangers of racism and xenophobia, and the need to ensure that all acts or forms of discrimination are prevented or curbed'.</p>
27 May 1990	<b>Resolution of the European Council and the representatives of the governments of the member states on the fight against racism and xenophobia, 90/C 157/01</b>
27 October 1994	<b>European Parliament Resolution on racism, xenophobia and anti-Semitism, B4-0261/94</b>
20 April 1995	<b>European Parliament Resolution on xenophobia and anti-Semitism, B4-0731/95</b>
5 October 1995	<b>Resolution of the Council and the representatives of the governments of the member states, meeting within the Council, of 5 October 1995, on the fight against racism and xenophobia in the fields of employment and social affairs, 95/C 296/05</b>
20 October 1995	<b>European Parliament Resolution on racism, xenophobia and anti-Semitism, B4-1239/95</b>
23 October 1995	<b>Resolution of the Council and of the representatives of member states' governments meeting within the Council of 23 October 1995 on the response of educational systems to the problems of racism and xenophobia, 95/C 312/01</b>
13 December 1995	<b>Commission Communication of 13 December 1995 on racism, xenophobia and anti-Semitism, COM(95) 653</b>
23 July 1996	<b>Resolution of the Council and the representatives of governments of the member states, meeting within the Council of 23 July 1996 concerning the European Year against Racism (1997), 96/C 237/01</b>
15 July 1996	<p><b>Joint action of 15 July 1996 adopted by the Council on the basis of Article K.3 of the Treaty on the European Union, concerning action to combat racism and xenophobia, 96/443/JHA</b></p> <p>Member states undertake to ensure effective judicial cooperation in respect of offences based on racist or xenophobic behaviour.</p>
30 January 1997	<b>European Parliament Resolution on racism, xenophobia and anti-Semitism and the European Year against Racism (1997), B4-0045/97</b>
2 June 1997	<b>Council Regulation (EC) No 1035/97 of 2 June 1997 establishing a European Monitoring Centre on Racism and Xenophobia</b>
25 March 1998	<b>Commission Communication of 25 March 1998 concerning an action plan against racism, COM(98) 183</b>
1997, entered into force 1999	<p><b>Article 13 (i) of the EC Treaty of Amsterdam</b></p> <p>'The Council may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.'</p>
16 March 2000	<b>European Parliament Resolution on countering racism and xenophobia in the European Union, A5-0049/2000</b>
29 June 2000	<p><b>Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of their racial or ethnic origin</b></p> <p>Put into effect the principle of non-discrimination and established a legal framework to prohibit discrimination on the grounds of racial or ethnic origin, religion or belief, age, disability and sexual orientation in the fields of social protection (social security and healthcare, social advantages, education, and public services including housing).</p>
27 November 2000	<p><b>Council Directive 2000/78/CE establishing a general framework for equal treatment in employment and occupation</b></p> <p>Put into effect the principle of non-discrimination and established a legal framework to prohibit discrimination on the grounds of racial or ethnic origin, religion or belief, age, disability and sexual orientation in employment.</p>
14 June 2004	<b>Green Paper on equality and non-discrimination in an enlarged EU, COM(2004) 379</b>
1 June 2005	<b>Communication from the Commission on non-discrimination and equal opportunities for all – a framework strategy, COM(2005) 224</b>
20 January 2006	<b>Decision No 2006/33/EC of 20 January 2006 of the Commission establishing a high-level advisory group on social integration of ethnic minorities and their full participation in the labour market</b>
17 May 2006	<b>Decision No 771/2006/EC of the European Parliament and the Council establishing the European Year of Equal Opportunities for All 2007 – towards a just society</b>
18 December 2006	<b>Decision No 1983/2006/EC of the European Parliament and the Council Decision establishing the European Year of Intercultural Dialogue 2008</b>



Part of the work of the group includes an academic research study focusing on ethnic minority education and training in the areas of language, elementary education, vocational education and training, and lifelong learning. An interim report on the findings of the research team is due for completion in mid 2007, and the final recommendations of the group are likely to have a significant focus on the role of education and training systems in enhancing the social and labour market integration of ethnic minorities.

### 4.3 The European Union's Lisbon Agenda for Jobs and Growth

Education and training are essential to the *Lisbon Agenda* aim to make the Union 'the most competitive and dynamic knowledge based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion'.<sup>47</sup> In addition to its contribution to enhancing Europe's economic competitiveness, education has a key role to play in achieving equality in employment and community cohesion. In the context of the *European Employment Strategy*, member states are encouraged to take account of the Integrated employment guidelines aimed at strengthening social and territorial cohesion, ensuring inclusive labour markets, and improving investment in human capital. Of particular relevance for education and training systems are Guideline No 23: 'Expand and improve investment in human capital' (through inclusive education, reducing number of school leavers and lifelong learning strategies)<sup>48</sup>, and Guideline No 24: 'Adapt education and training systems in response to new competence requirement'.<sup>49</sup> The Integrated employment guidelines clearly state that 'equal opportunities and combating discrimination are essential for progress', and member states are encouraged to develop and report on measures to facilitate the labour market integration of minorities under their National Reform Plans, drawn up by each member state to describe how EU employment guidelines are put into practice.<sup>50</sup>

The *Social Agenda* (2005-2010) for modernising Europe's social model under the revamped *Lisbon Strategy for growth and jobs* also focuses on providing jobs and equal opportunities for all, and ensuring that the benefits of the EU's growth and jobs drive reach everyone in society.<sup>51</sup> The European Commission's *Third report on economic and social cohesion*

highlights current social changes and the need to concentrate cohesion interventions and Community instruments on four main areas. Two of these, in addition to an ageing society and changing labour market, are a 'more diverse society' which puts a premium on the development of active citizenship, intercultural understanding and respect, and 'contributing to social inclusion' through the recognition that initial education is the gateway to future life chances.<sup>52</sup>

However, the mid-term review of the *Lisbon Strategy* notes that little progress has been made on benchmarks related most closely to social inclusion.<sup>53</sup> In the context of public budget constraints, the review states that greater emphasis is being placed on improving the economic dimension of education and training, but that the social dimension of learning is often ignored with a high cost for example in terms of crime, health and other social expenditures. The review stresses that attention to efficiency, quality and equity objectives of the education system must be given equal consideration, and that this is a sine qua non of achieving the Lisbon goals while strengthening the European social model.<sup>54</sup> The *Social Agenda* demands that the outcomes and benefits of education and training should be independent of socio-economic background and other factors that may lead to educational disadvantage. As such, access should be open to all, and treatment should be differentiated according to people's specific learning needs. In particular, investment in pre-school education should be of paramount importance for preventing school failure and social exclusion. In the mid-term review, the Commission commits itself to supporting national efforts to promote the social dimension by giving priority to the areas of equity and governance in future peer-learning activities at the EU level.<sup>55</sup>

### 4.4 Education and Training 2010

In order to achieve the aims of the *Lisbon Agenda*, the EU has placed significant attention on the role of education and training. In 2001 Ministers of Education adopted a report on *The future objectives of education and training systems*, agreeing for the first time on shared objectives to be

47 Presidency Conclusions, Lisbon European Council, Lisbon, 23 and 24 March, 2000, I.5.

48 Communication from the Commission, Joint progress report of the Council and the Commission on the implementation of the 'Education and Training 2010' work programme: Modernising education and training: a vital contribution to prosperity and social cohesion in Europe, COM(2005) 549, p. 33.

49 Idem p. 34.

50 Communication from the Commission, Integrated Guidelines for Growth and Jobs (2005-2008), COM(2005) 141, p. 29.

51 Communication from the Commission on the Social Agenda, COM(2005) 33.

52 Communication from the Commission, Third report on economic and social cohesion, COM(2004) 107.

53 Communication from the Commission, Joint progress report of the Council and the Commission on the implementation of the 'Education and Training 2010' work programme: Modernising education and training: a vital contribution to prosperity and social cohesion in Europe, COM(2005) 549.

54 The investment in education initiatives has been explicitly justified by the Commission with regard to the relationship between equity and efficiency. The Commission's Communication on Efficiency and Equity in European education and training systems, COM(2006) 481, concluded that 'research evidence shows that viewed in a wider perspective, equity and efficiency are, in fact, mutually reinforcing' and that inequities in education and training have huge hidden costs which are rarely shown in public accounting systems.

54 Communication from the Commission, Joint progress report of the Council and the Commission on the implementation of the 'Education and Training 2010' work programme: Modernising education and training: a vital contribution to prosperity and social cohesion in Europe, COM(2005) 549.

achieved by 2010 for the benefit of the residents and the EU as a whole, and to set out a coherent overall approach to national education policies. These agreements constitute the Community's strategic framework of co-operation in the fields of education and training. *Education and Training 2010* is a key contribution to the implementation of the new integrated guidelines for jobs and growth. Its three strategic objectives are:

- To improve the quality and effectiveness of EU education and training systems.
- To ensure that they are accessible to all.
- To open up education and training to the wider world.

Equity and care of the needs of vulnerable and disadvantaged groups is an important and fundamental dimension of *Education and Training 2010*. Education and training are seen as an integral part of the social dimension of Europe, because they transmit values of solidarity, equal opportunities and social participation, while also producing positive effects on health, crime, the environment, democratisation and general quality of life.<sup>56</sup> Of particular interest in this paper is the aim of the strategy concerning 'the development of society in particular by fostering democracy, reducing the disparities and inequalities among individuals and groups and promoting cultural diversity.'<sup>57</sup> To achieve these goals, Ministers of Education agreed on thirteen specific objectives covering the various types and levels of education and training (formal, non-formal and informal). Objective 2.3 specifically focuses on 'Supporting active citizenship, equal opportunities and social cohesion'.<sup>58</sup>

The report on *The future objectives of education and training systems* was followed a year later with the endorsement by the Education Council and the Commission of a 10-year work programme<sup>59</sup> to be implemented through the Open Method of Coordination (OMC).<sup>60</sup> Under the OMC for education, the specific ways that the Union can promote cooperation in the field of education through action at the European level, are outlined in the Council Resolution *Into the new millennium: developing new working procedures for European co-operation in the field of education and training*.<sup>61</sup> This stresses the need for a coherent approach to action at Community level, and a structured framework for political discussion and ac-

tivities over the coming years. Specific procedures for European cooperation and action include implementation of EU-legislation, promoting cooperation between member states on policy issues such as recommendations, communications, working documents, pilot projects etc, and through EU action programmes such as Comenius. The remainder of this section outlines a number of key policy measures designed to promote equality and social inclusion under the *Education and Training 2010* work programme.



#### 4.4.1 Active citizenship, equal opportunities and social cohesion

Under the OMC on education the EU established a number of working groups (now called clusters), as a mechanism for peer review across a range of policy areas to implement the 2010 work programme. These included the Working Group on Active Citizenship and Social Cohesion, now known as the 'Cluster for social inclusion'. To achieve its objectives, which include integrating equal opportunities considerations in the objectives and functioning of education and training, the Working Group on Active Citizenship and Social Cohesion reflected on the nature of multi-ethnic Europe and the need to address issues of ethnicity, conflict and cohesion.<sup>62</sup> It specifically focused on the need for education and training policies to create equal opportunities for Roma and migrants.<sup>63</sup> The group also highlighted the importance of applying the EU anti-discrimination guidelines in education and training, along with the possibilities for legal sanctions, and for the highest priority to be given to strategies for combating and preventing racism and xenophobia through the establishment of monitoring systems in educational institutions.<sup>64</sup> The Working Group's recommendations for 'quality assurance' included the employment of staff with multicultural backgrounds and from groups that are discriminated against, in order to overcome invisible barriers and to build trust and

<sup>56</sup> Communication from the Commission, Joint progress report of the Council and the Commission on the implementation of the 'Education and Training 2010' work programme: Modernising education and training: a vital contribution to prosperity and social cohesion in Europe, COM(2005) 549.

<sup>57</sup> Report from the Education Council to the European Council, The concrete future objectives of education and training systems, 5680/01 EDUC 18, 2001, p. 4.

<sup>58</sup> Detailed work programme on the follow-up of the objectives of Education and training systems in Europe, 2002/C 142/01.

<sup>59</sup> Idem.

<sup>60</sup> The OMC is an intergovernmental process of benchmarking and good practice sharing in specific policy areas of the Lisbon strategy.

<sup>61</sup> Council Resolution *Into the new millennium: developing new working procedures for European co-operation in the field of education and training*, 2000/C 8/04.

<sup>62</sup> Working Group 'Open Learning Environment, Active Citizenship and Social Inclusion', Progress Report, Implementation of 'Education and Training 2010', November 2003.

<sup>63</sup> Idem p. 36.

<sup>64</sup> Idem pp. 36-37.

understanding with minority groups or with persons of a different socio-economic status, on-going training for all staff, especially on multicultural, linguistic and lifespan issues, provision of unbiased information on education, training and work opportunities, addressing the lack of multicultural curricula, and ensuring the participation of ethnic and cultural minority groups in the development and adaptation of national curricula and learning materials.<sup>66</sup>



#### 4.4.2 Key competences

The *Education and Training 2010* programme provides for a framework of key competences for all learners which include communication in the mother tongue, communication in foreign languages, mathematical competence and basic competences in science and technology, digital competence, learning to learn, social and civic competences, sense of initiative and entrepreneurship, and cultural awareness and expression. The Recommendation of the European Parliament and of the European Council of 18 December 2006 on *Key competences for lifelong learning* recognises equity considerations through the inclusion of a prescription for appropriate provision to be made for those young people who, due to educational disadvantages caused by personal, social, cultural or economic circumstances, need particular support to fulfil their educational potential.<sup>67</sup> It also acknowledges that all eight proposed key competences need to be underpinned by equality, participation and non-discrimination principles.<sup>68</sup> For example the cultural expression competence needs to reflect the multicultural nature of many European countries. Recognition of the diversity of Europe's languages and cultures should include an awareness of the strengths and advantages that can be drawn from diversity. Core competences of maths, science and technology

should ensure access and participation of *all* learners. On the key competence concerning social and civic competence, the Working Group stresses that all Europeans need this in order to negotiate a mobile, multicultural and democratic society.<sup>69</sup> It includes 'personal, interpersonal and intercultural competence' and covers all forms of behaviour that equip individuals to participate in an effective and constructive way in social and working life, and particularly in increasingly diverse societies, and to resolve conflict where necessary.<sup>70</sup>

#### 4.4.3 Quality indicators

For the process of implementing *Education and Training 2010* and planning for 'efficiency and equity' in lifelong learning strategies, member states agreed to adopt National Lifelong Learning Strategies by the end of 2006.<sup>71</sup> In relation to these, there is strong encouragement for member states to build in a solid evidence base and evaluation culture within their education and training systems. The Communication from the Commission on *Efficiency and equity in European education and training systems* adopted in 2006 recommends that member states continuously monitor their systems by developing appropriate channels for producing and access-

ing relevant research and statistical data, together with mechanisms for review to assess progress of policy implementation.<sup>72</sup> This communication recognises the vital

importance of benchmarking as a policy tool in education in order to promote a better understanding of the impact of different practices, as well as to enable more effective sharing of evidence based best practice.<sup>73</sup>

To measure progress on the implementation of the objectives of the *Education and Training 2010* work programme, a Working Committee on Quality Indicators consisting of experts from the education ministries of 26 countries was set up to agree on a series of indicators on the quality of

**"Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms; it shall promote understanding, tolerance and friendship among all nations, racial or religious groups."**<sup>65</sup>

65 United Nations, Convention against discrimination in education, 1960.

66 Working Group 'Open Learning Environment, Active Citizenship and Social Inclusion', Progress Report, Implementation of 'Education and Training 2010', November 2003, p. 11.

67 Recommendation of the European Parliament and of the Council on key competences for lifelong learning, 2006/962/EC.

68 Idem.

69 Working Group B: Key Competences, Implementation of 'Education and Training 2010' Work Programme – Key Competences for Lifelong Learning – A European Reference Framework, Brussels: EC, November 2004, pp. 16-18.

70 Idem.

71 Communication from the Commission, Making a European Area of Lifelong Learning a Reality, COM(2001) 678, p. 10.

72 Communication from the Commission to the Council and to the European Parliament on efficiency and equity in European education and training systems, COM(2006) 481.

73 Benchmarking emerged from the private sector and migrated to the public sector as a strategic management tool to systematically and continuously improve methods, standards and the quality of goods and services. Businesses but also governmental and non governmental actors can strive for higher performance by comparing themselves to and learning from one another. According to the Migration Policy Group report Setting up a System of Benchmarking to Measure the Success of Integration Policies in Europe, the benchmarking process involves four main stages: planning, mapping, analysis and implementation, and includes definition of key areas for improvement, setting standards and the adaptation of lessons learnt from best practices to meet and exceed these standards. Niessen, J. and Huddleston, T., Setting up a System of Benchmarking to Measure the Success of Integration Policies in Europe, Brussels: MPG, 2007, p. 9.

school education. The indicators proposed by the Committee challenge education systems to provide all Europeans with a high quality school education.<sup>74</sup> The Committee outlines five main challenges to the quality of education in Europe, key amongst which are ‘the challenge of social inclusion’ and ‘the challenge of data and comparability’.<sup>75</sup> Equality and diversity are taken to be fundamental to quality education, and the tools for assessing the quality of educational establishments therefore include equality assessment as a core element. The indicators and benchmarks are structured by reference to eight key policy domains identified within the strategy, core amongst which is ‘improving equity in education and training’. Benchmarks include numbers of early school leavers, monitoring of specific issues such as the promotion of gender equality, the integration of ethnic minorities, the inclusion of disabled persons, participation in pre-school education, special needs education, and the reduction of regional disparities. Specifically these are:

- No more than 10% early school leavers.
- Decrease of at least 20% of the share of low-achieving pupils in reading literacy.
- At least 85% of young people should have completed upper-secondary education.
- Increase of at least 15% in the number of graduates in mathematics, science and technology, with a simultaneous decrease in gender imbalance.
- 12.5% of the adult population should participate in lifelong learning.

#### 4.4.4 Teacher education

A European Commission Directorate-General Education and Culture paper entitled *Common European principles for teacher competences and qualifications* outlines the Commission’s proposals for teacher education and skills in response to challenges laid down in the Joint Interim Report of the Council and of the Commission on *Progress under the Education and Training 2010 work programme*. *Common European principles for teacher competences and qualifications* stresses the need for a profession that is based on the values of social inclusion, which is nurturing of the potential of every learner, and which prepares learners to be globally responsible in their role as EU citizens.<sup>76</sup> It recommends that teachers must promote mobility and cooperation in Europe and encourage intercultural respect and understanding. Additionally, they should have the awareness and skills to balance awareness and respect of the diversity of learners’ cultures with identifying common values. Teachers also need to understand factors that create social cohesion and exclusion in society, and to be aware of the ethical dimensions of the knowledge society. Lastly, they should be able to work effectively with the local community, and with partners and stakeholders in education – parents, teacher education institutions and representative groups. The report of the Committee on Quality Indicators also highlights the difficulty of promoting social and cultural diversity, and for the need to make teachers more aware of the importance of their role in students’ development as citizens.



<sup>74</sup> European Commission, *European Report on Quality Indicators of Lifelong Learning*, Brussels: EC, 2002.

<sup>75</sup> *Idem* pp. 72-73.

<sup>76</sup> Directorate-General Education and Culture, *Common European principles for teacher competences and qualifications*, Brussels: EC, 2005; Communication from the Commission, Joint progress report of the Council and the Commission on the implementation of the Education and Training 2010 work programme: Modernising education and training - a vital contribution to prosperity and social cohesion in Europe, COM(2005) 549.



## 5. Implementation of anti-discrimination legislative and policy measures in relation to education

*Non-discrimination and equal opportunities for all - A framework strategy* outlines the measures required for the effective implementation of anti-discrimination legislation by all the relevant stakeholders at the European, national and regional levels.<sup>77</sup> The strategy emphasizes the need for concerted action, and incorporates measures for ensuring effective legal protection against discrimination, mainstreaming non-discrimination and equal opportunities for all, promoting and learning from innovation and good practice, raising awareness and cooperating with stakeholders, and special efforts to tackle discrimination and social exclusion faced by disadvantaged ethnic minorities. It is supported by the EU through the Community action programme to combat discrimination and, after 2007, through the PROGRESS programme.

Taking into account the key elements of the framework strategy and the structured framework for co-operation on educational matters provided by the Council Resolution *Into the new millennium: developing new working procedures in the field of education and training*, the remainder of this section provides an overview of some of the key actions and progress in implementing race equality in education through the following strategic measures:<sup>78</sup>

- Mainstreaming non-discrimination and equal opportunities for all.
- Use of Community funds.
- Data collection and monitoring.
- Coordination, cooperation and networking.
- Raising awareness, disseminating information and promoting the debate.

### 5.1 Mainstreaming non-discrimination and equal opportunities for all

The principle of 'mainstreaming', to which the European Commission committed itself in its *Action Plan against Racism*, aims to integrate the fight against racism as an objective into all Community actions and policies, and at all levels.<sup>79</sup> Key areas for mainstreaming included in particular: employment, the European Structural Funds, the education, training and youth programmes, public procurement policy, research activities, external relations, information work and cultural and sports activities, many of which fall, either partially or wholly, under the remit of Directorate-General Education and Culture.

Whilst considerable progress has been made in developing an integrated mainstreaming approach towards gender equality in employment and education at the EU level, progress on mainstreaming race equality has been comparatively limited. Action to combat racism and promote race equality lags behind, despite robust indications that educational inequality and broader discrimination against ethnic minorities is widespread.

An ENAR publication on *Mainstreaming equality in European Union law and policy making* notes that 'despite the rhetoric and these paper policies there has been little solid action in practice to bring the fight against racism to the forefront of the EU's policy concerns.'<sup>80</sup>

There has been no further specific instruction to education systems on the matter since the 1995 Council Resolution on *The role of education in combating racism and xenophobia*.

<sup>77</sup> Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the regions, *Non-discrimination and equal opportunities for all - A framework strategy*, COM(2005) 224.

<sup>78</sup> Council Resolution of 17 December 1999 'Into the millennium': developing new working procedures for European cooperation in the field of education and training, 2000/C 8/04.

<sup>79</sup> Communication from the Commission, *An Action Plan against Racism*, COM(1998) 183.

<sup>80</sup> Shaw, J., *Mainstreaming Equality in European Union Law and Policy Making*, Brussels: ENAR, 2004.

<sup>81</sup> ECRI, *Activities of the Council of Europe with relevance to combating racism and intolerance*, Strasbourg: ECRI, 2004, p.43.



Since the 2000 Commission Report *Mainstreaming the fight against racism* on the implementation of the 1998 *Action plan against racism*, action in the area of race equality has been limited to monitoring of the transposition of the Race Equality Directive by member states, and the data collection activities of the EUMC. According to the EUMC comparative study quoted earlier<sup>82</sup> and the legal experts report<sup>83</sup>, whilst all countries have now implemented new legislation enforcing equality and anti-discrimination, only a few have specific anti-discrimination or equal treatment legislation relevant to the field of education, and effective monitoring systems on discrimination in education are lacking in most countries. A recent study by Directorate-General Employment, Social Affairs and Equal Opportunities, which provides recommendations on how to better mainstream non-discrimination principles in the design and implementation of policies at EU and national level, offers little specific guidance on mainstreaming race and ethnicity in public policies, despite the fact that EU impact assessment<sup>84</sup> guidelines state that 'identifying the impacts on different groups in society is a crucial part of impact assessments'.<sup>85</sup> Monitoring of the impact assessment process is likely to improve with the creation in 2006 of an independent Impact Assessment Board consisting of high-level officials selected on the basis of their expert knowledge and experience, working under the direct authority of the President of the European Commission.<sup>86</sup>



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81 EUMC, Migrants, Minorities and Education, EUMC: Vienna, 2004.

82 Communication from the Commission to the Council and the European Parliament, The application of Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, COM(2006) 643.

84 A formal impact assessment, assessing potential impacts of policy options in a systematic manner, is required for all items on the Commission's Work Programme. Green Papers and proposals for consultation with work partners are exempted. Impact Assessment Guidelines, SEC(2005) 791, 2005, p. 6. See also White Paper on European Governance, COM(2001) 428, p. 20.

85 Centre for Strategy and Evaluation Services, Non-discrimination mainstreaming – instruments, case studies and way forwards, EC: Brussels, 2007 and Impact Assessment Guidelines, SEC(2005) 791.

86 European Commission, Working to ensure better quality of Commission impact assessments, EC MEMO/06/427, 14.11.2006. More information on the impact assessment board is available at [http://ec.europa.eu/governance/impact/iab\\_en.htm](http://ec.europa.eu/governance/impact/iab_en.htm).

## 5.2 Use of Community funds

European cooperation in both formal and informal education is essential in achieving the economic and social agenda set out earlier, and the European Community funds constitute the Commission's main financial tool for promoting economic and social cohesion and the fight against racism and xenophobia. The Council Resolution of 23 October 1995 on *The required response from educational systems to the problem of racism and xenophobia* makes particular recommendations for education concerning the use of community programmes to address issues of racism and xenophobia, namely to:

- Exploit fully and ensure coherence among all Community programmes which promote education and training aspects of the struggle against racism and xenophobia.
- Exploit in particular the parts of the Socrates<sup>87</sup> programme involved with the problems concerned.<sup>88</sup>

## 5.3 The Lifelong Learning Programme

The Lifelong Learning Programme (LLP) 2007-13 is the new integrated Community action programme designed to deliver the *Education and Training 2010* objectives.<sup>89</sup> The programme covers all types of learning, both formal and informal, and all levels including adult education. The LLP is divided into four sectoral programmes: Comenius, Erasmus, Leonardo da Vinci and Grundtvig. Additionally, to reinforce synergies between education and training, and to better address policy priorities and dissemination needs, LLP contains a transversal programme focusing on policy development (including data collection and analysis), language learning, new information and communication technologies and dissemination. The table on page 19 outlines the objectives of the LLP programmes.

Under this new generation of Community education and training programmes, Comenius will continue to support transnational co-operation between schools, teacher training institutions and other institutions in the field of education. Its overall objectives are to develop knowledge and understanding among young people and educational staff of the diversity of European cultures and languages and its value, and to help young people to acquire the basic life-skills and competences necessary for their personal development, for future employment, and for active European citizenship.

87 Prior to 2007, the Directorate-General Education and Culture led Community education programmes operated under the title of Socrates. These programmes are now run under the Lifelong Learning Programme.

88 Resolution of the Council and of the representatives of member states' governments meeting within the Council on the response of educational systems to the problems of racism and xenophobia, 1995/C 312/01.

89 Its function is stipulated in paragraph 199 of the Treaty to establish the European Community, Decision No. 1720/2006/EC of the European Council, establishing an action programme in the field of lifelong learning.



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The previous Comenius programme under Socrates, the Community action programme prior to the LLP, had a direct thematic focus on the fight against racism through its Action 2 objectives: intercultural dialogue, quality of education for children of migrant workers, Roma and Travellers, and promoting intercultural dimensions in schooling, thereby combating racism and xenophobia. It also contributed indirectly to the fight against racism and xenophobia through fostering contact and co-operation through Action 1 objectives: cultures and languages of Europe, citizenship, identity issues, European cultural heritage/diversity and promote openness and dialogue between cultures. Comenius will continue its existing range of actions largely as at present, with the specific aims of developing understanding among young people and educational staff of the diversity of European culture and its value, and of helping young people acquire the basic life-skills and competences necessary for their personal development, for future employment and for active European citizenship. The 2007 priorities for Comenius are early language learning, promoting equal opportunities between men and women, integration and awareness of Roma, promotion of disadvantaged groups, and a focus on disabled students.

The Erasmus, Leonardo da Vinci, Lingua and Grundtvig programmes all contribute to combating racism in less direct ways than Comenius. Erasmus does so through intercultural exchanges and Lingua, an action under the previous Socrates programme, whose promotion of linguistic diversity is now carried out through the transversal programmes, has contributed to an increased awareness about different cultures through the promotion of language learning and pupil mobility. More than 10% of Grundtvig adult education projects have included a clear anti-racism dimension, while the Leonardo da Vinci programme, which is focused on vocational education, aims to improve labour mobility and language acquisition. According to the report *Mainstreaming the fight against racism*, the Commission has produced many valuable results and stimulated the emergence of new partnerships and ap-

proaches to anti-racism work.<sup>90</sup> However, a key problem with Comenius and other Socrates programmes highlighted by evaluations and consultation has been the lack of a formal practice sharing process to ensure dissemination and a longer term impact of the good practices initiated by programme funding.<sup>91</sup>

The National Agencies are technical offices present in each member state responsible for the selection of the Comenius School Partnerships and the distribution of grants under parts of Comenius, as well as for disseminating information and providing feedback to the Commission on the way Comenius functions. Despite the substantial amount of good work done by individual projects, three National Agencies consulted for this review were unable to cite any specific information exchange mechanisms. Information about project activities and lessons learned is also extremely difficult to access, and as the Commission only checks compliance with the principle of equal opportunities for men and women and for people with special needs, there is no data available on the participation of students and teachers/trainers from ethnic minority groups.

Consultations with educators in Denmark, Hungary and the UK highlighted a number of key considerations concerning Comenius and the broader Socrates programme. Awareness of programme objectives and funding varies considerably across countries, education authorities and schools. Those that have proactively pursued and been beneficiaries of project funding aimed at combating education inequalities and promoting intercultural education, have found the programmes to be of vital importance in helping them develop their internal policies, strategies and teacher education with respect to anti-racist and intercultural education. The opportunities to share ideas and experiences with teachers and educators, in particular with those from ethnic minority backgrounds on a project basis, have been seen as extremely helpful in developing the confidence of mainstream teachers and education advisors to address these issues in more systemic and strategic ways. The programmes are also beginning to be seen as a key vehicle for introducing global and international dimensions into the curriculum and teacher training.

On a less positive note, whilst there is acknowledgement that the processes and administration have become easier and more coherent in recent years, education advisors in some countries stressed that it is still difficult to get schools

90 European Commission, Commission Report on the implementation of an Action Plan Against Racism – Mainstreaming the fight against racism, Brussels: EC, 1999.

91 European Commission, Interim evaluation of the Comenius 2 action under the Socrates II programme, Brussels: EC, 2004.

European Commission Directorate-General Education and Culture - Lifelong Learning Programme Objectives				
	Comenius	Gruntvig	Erasmus	Leonardo da Vinci
<b>Target audience</b>	All those in pre-school and school education up to the level of the end of upper secondary education, and the institutions and organisations providing such education.	Those in all forms of adult education, as well as the institutions and organisations providing or facilitating such education.	All those in formal higher education, including trans-national student placements in enterprise, and the institutions and organisations providing or facilitating such education and training.	All those in vocational education and training, including placement in enterprise of persons other than students, as well as the institutions and organisations providing or facilitating such education and training.
<b>Specific objectives</b>	<p>To develop knowledge and understanding among young people and educational staff of the diversity of European cultures and languages and its value.</p> <p>To help young people acquire the basic life-skills and competences necessary for their personal development, for future employment and for active European citizenship.</p>	<p>To support the realisation of a European Higher Education Area.</p> <p>To reinforce the contribution of higher education and advanced vocational education to process of innovation.</p>	<p>To respond to the educational challenge of an ageing population in Europe.</p> <p>To help provide adults with pathways to improving their knowledge and competence.</p>	<p>To support participants in training and further training activities in the acquisition and the use of knowledge, skills and qualifications to facilitate personal development.</p> <p>To support improvements in quality and innovation in vocational education and training systems, institutions and practices.</p> <p>To enhance the attractiveness of vocational education and training and mobility for employers and individuals and to facilitate the mobility of working trainees.</p>
<b>Specific objectives related to combating racism and the promotion of equal opportunities</b>	<p>To develop and disseminate methods for combating educational exclusion and school failure, promoting the integration of pupils with special educational needs, and promoting equal opportunities in all sectors of education.</p> <p>To support the fight against racism and xenophobia.</p> <p>To improve the education of children of migrant workers, occupational travellers, Roma and Travellers.</p>	N/A	N/A	N/A
<b>Non-specific objectives related to combating racism and the promotion of equal opportunities</b>	<p>To encourage the learning of modern foreign languages.</p> <p>To improve the quality and to increase the volume of partnerships between schools in different member states, so as to involve at least 3 million pupils in joint educational activities during the period of the programme.</p> <p>To promote enhanced awareness of different cultures, to develop intercultural education initiatives for the school education sector, to improve the skills of teachers in the area of intercultural education.</p>	<p>To improve the quality and to increase the volume of students and teaching staff mobility throughout Europe, so as to contribute to the achievement by 2012 of at least 3 million individual participants in student mobility under Erasmus and its predecessor programmes.</p>	To encourage the learning of modern foreign languages.	To assist people from vulnerable social groups and in marginal social contexts, in particular older people and those who have left education without basic qualifications, in order to give them alternative opportunities to access adult education.

to participate, partly due to a lack of interest, and partly because the processes involved are felt to be too time consuming for already pressurised school staff. A recurring concern expressed by educators consulted is the lack of sustainability of the learning and exchange that takes place through these innovative and progressive projects. Few teachers or education managers consulted showed much awareness of EU policy and priorities beyond the existence of Comenius funding for school projects.

The programmes have undoubtedly assisted many individual teachers, as well as promoting some instances of strategic level interventions in education in the fight against racism and discrimination on the grounds of race. However, the failure to specify clear race equality criteria, and to adequately fund, monitor, evaluate or disseminate the learning from ad hoc projects and activities has so far ensured that their impact remains limited, short term and not embedded in mainstream educational policy and practice. This is a key issue that needs to be addressed in the operation of the new integrated programme to ensure equity in strategy implementation.

#### 5.4 Data collection and monitoring

The Council Resolution of 1995 on *The response of education systems to the problems of racism and xenophobia* places a requirement on the Commission to collect and disseminate information about the contribution of European educational systems in combating racism and xenophobia and the integration of people of different ethnic, cultural and religious backgrounds<sup>92</sup>. According to the Framework Strategy for *Non-discrimination and equal opportunities for all*, improving the collection of data related to discrimination is essential for monitoring the implementation of EC anti-discrimination legislation.<sup>93</sup> Under the Framework Strategy, the Commission undertook to work with national authorities and other stakeholders to develop better statistical tools to evaluate the incidence of discrimination, and to publish a handbook setting out practical guidance on the collection of data related to discrimination in 2006.

Accordingly, the European Commission Data Collection Working Group (2003-2005) to Measure the Extent and Impact of Discrimination was set up by the Directorate-General for Employment, Social Affairs and Equal Opportunities to investigate best practice in data collection with respect to equal



opportunities. The Finnish Ministry of Labour, with the financial support of the Commission action programme to combat discrimination, subsequently set up Making Equality a Reality with Adequate Data (MERA) in 2005 to examine the question of collecting data to monitor the position of minority groups in different areas and the issue of monitor-

ing the implementation of legal provisions in force against racism and racial discrimination. The work of MERA resulted in the publication of the *European handbook on equality data*,<sup>94</sup> which offers comprehensive guidance on monitoring for equality (including ethnic monitoring) for member states. Whilst the handbook does not specifically address education it does include the implementation of the Race Relations (Amendment) Act in education in the UK as a best practice case study.

The issue of ethnic monitoring is accepted by the EU in principle as essential for promoting equality, in that 'greater availability of quantitative and qualitative data could help to support the development of anti-discrimination policies'.<sup>95</sup> However, the practice is still a long way from being implemented internally,<sup>96</sup> or in any comprehensive way by the vast majority of member states. There is currently very little systematic monitoring of the impact of education systems in this regard.<sup>97</sup> Comparable statistics and indicators on education, training and lifelong learning are of increasing importance to support the OMC in the area of education and training policy. The Commission proposal for a Regulation of the European Parliament and of the Council concerning *the production and development of statistics on education and lifelong learning* seeks to establish the legal basis for a sustainable system of production of data on education.<sup>98</sup>

Data collection is required primarily on participation in and completion of education programmes, as well as on the cost and types of resources dedicated to education and training: students, personnel, input expenditure, process and output

<sup>92</sup> Resolution of the Council and of the representatives of member states' governments meeting within the Council on the response of educational systems to the problems of racism and xenophobia, 1995/C 312/01.

<sup>93</sup> Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the regions, *Non-discrimination and equal opportunities for all - A framework strategy*, COM(2005) 224.

<sup>94</sup> European Commission, *European Handbook on Equality Data*, Brussels: EC, 2006.

<sup>95</sup> European Commission, *Green Paper on equality and non-discrimination in an enlarged European Union*, Brussels: EC, 2004, pp.22-23.

<sup>96</sup> At present, and citing Regulation 45/2001 as justification, the Commission does not ask applicants or staff members for any information linked to their ethnic background.

<sup>97</sup> Resolution of the Council and of the representatives of member states' governments meeting within the Council on the response of educational systems to the problems of racism and xenophobia, 1995/C 312/01.

<sup>98</sup> Proposal for a Regulation of the European Parliament and of the Council concerning the production and development of statistics on education and lifelong learning, COM(2005) 625.



of education and training systems. These indicators to measure the implementation of the *Education and Training 2010* work programme focus on structural factors and outcomes rather than on processes, and do not include softer indicators to measure the effectiveness of educational institutions and initiatives, or the potential and experiences of students from disadvantaged groups.

Whilst the *Lisbon Agenda* recognises the under representation and under performance of ethnic minority learners, its benchmarking indicators for education and training do not seek disaggregated data by ethnicity or migrant status. Data supporting the framework of indicators and benchmarks derives from the European Statistical System (ESS), which does not at present include comprehensive ethnic monitoring. Some progress has been made at the level of data collection with EUROSTAT now asking for data on place of birth and/or parents' places of birth. Whilst this does not cover ethnic minority individuals of third and fourth generations, it does signify a considerable step forward in the availability of ethnicity data.

The EUMC, now the European Fundamental Rights Agency (FRA), highlights the many problems concerned in ethnicity data collection and comparability.<sup>99</sup> Aside from the diversity of educational systems across member states, there are vast differences in ethnic composition and size of minority communities across countries, as well as in lengths of settlement. Member states also utilise differing methods of group categorisation in data collection. Given this context, comparability at present is low, but unless differentiated data on ethnic minority enrolment and educational achievement at all levels is incorporated into the mainstream frameworks for monitoring progress of the *Education and Training 2010* work programme, the scale and nature of racial discrimination in education and training systems will remain hard to identify and address.

Despite these difficulties there is an existing range of research and data collection activity at the European level that offers some analysis of the educational achievements of ethnic minority pupils, and of the policy approaches taken by individual member states. National Focal Points for the EUMC's Raxen network collect educational data in all member states which is included in their reports. ENAR shadow reports include an analysis of educational inequalities on a country basis, and ECRI country reports also include a section on education and training/awareness raising that documents country approaches towards curricula concerning citizenship, human rights, tolerance and respect for diversity. Eurydice,

the information network on education in Europe established by the European Community in 1980 to enhance cooperation in education matters, undertook a comparative study in 2003 and 2004 on a country by country basis concerning the integration of immigrant children in Europe.<sup>100</sup> This review looked at national definitions and demographic context of immigration, measures offering school-based support to immigrant children and their families, intercultural approaches in education, and evaluation, pilot projects, debates and forthcoming reforms.<sup>101</sup>

The OECD has independently undertaken a number of research studies including a study of the educational attainment of children of migrant origin based on PISA 2003 data.<sup>102</sup> It is also currently undertaking an 'Equity in Education' thematic review which, though it does not specifically focus on race and ethnicity, includes national analysis and cross country comparison.<sup>103</sup> Countries involved in the review are in the process of preparing country analytical reports on the status of equity in education in the country, and exploring the effectiveness of existing policies and potential solutions to existing inequities. Each report is supported by data, where it exists, on a specified range of indicators on participation including: attainment and labour market outcomes by ethnicity, region, socio-economic status and gender, alongside PISA and International Adult Literacy Survey (IALS)<sup>104</sup> data.

## 5.5 Coordination, cooperation and networking

The Council Resolution on *The response of educational systems to the problems of racism and xenophobia* invites the Commission, in cooperation with the member states, to ensure that appropriate cooperation in combating racism and xenophobia is achieved between the Community, education systems and international organisations.<sup>105</sup>

100 Eurydice, Integrating Immigrant Children into Schools in Europe, Brussels: Eurydice, 2004. Available at [http://www.eurydice.org/ressources/eurydice/pdf/0\\_integral/045EN.pdf](http://www.eurydice.org/ressources/eurydice/pdf/0_integral/045EN.pdf). Eurydice does not routinely gather or include data on school measures or outcomes for immigrant children, though it does include some justified information about them under special education support measures. Whilst it has identified the integration of immigrant children as an issue common to education systems in Europe, this comparative study is the only report it has produced to date on the subject.

101 Idem.

102 PISA, Where immigrant children succeed – a comparative review of performance and engagement in PISA 2003, Paris: OECD, 2006.

103 More information on the OECD equity in education thematic reviews can be found here: [http://www.oecd.org/document/3/0,2340,en\\_2649\\_34531\\_36296195\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/3/0,2340,en_2649_34531_36296195_1_1_1_1,00.html).

104 For more information, see <http://www.oecd.org/dataoecd/27/24/2345257.pdf>.

105 Resolution of the Council and of the representatives of member states' governments meeting within the Council on the response of educational systems to the problems of racism and xenophobia, 1995/C 312/01.

99 EUMC, Migrants, Minorities and Education, Vienna: EUMC, 2004, p. 123.



The 2005 Framework Strategy discussed in Section 5.4. also emphasizes the importance of involving all the relevant stakeholders in policy development at the European, national, regional and local levels, and in enabling networking between groups involved in the fight against discrimination. In particular, it seeks to promote exchanges of good practice, cooperation and networking between national authorities, specialised equality bodies, organisations working with victims of discrimination, and other stakeholders.<sup>106</sup>

In reality however, there is an evident lack of any coordinated approach or exchange in addressing issues of education and race equality. A key barrier highlighted during consultations towards developing cooperative approaches in this area is a high level of resistance among member states to common objectives and approaches in education generally, and particularly in the area of defining/tackling educational disadvantage on race and ethnicity grounds. There are some isolated attempts at creating appropriate networks, but no coherent cooperation systems for these matters to be addressed within education policy or action programmes to date. A network on Democracy and Human Rights in Education (DARE) was set up in 2003 and was initially funded by Socrates, but is now funded by member states.<sup>107</sup> A number of networks were formed under the Comenius 3 Action but the majority of these no longer formally exist.

An equal opportunities network was set up in 2005 in Directorate-General Education and Culture, whose primary focus to date has been on gender, and more recently on disability. The network consists of ten members from Directorate-General Education and Culture programmes and its main role has been to collect information and answer questions from NGOs, MEPs and other stakeholders on issues relating to equality in education. The Directorate-General has recently started to consider issues around race and the elderly in line with the general trend and 'natural development' towards equal opportunities in its broadest sense. The imperative to address the social aspects of the *Lisbon Agenda* has helped to focus greater attention on issues of equality and inclusion, with planned programmes over the next few years looking at the social impact of education, the situation of migrants in education and strengthening the role of education in promoting social inclusion. Directorate-General Education and Culture is also currently in the process of developing an equal opportunities action plan that will extend the scope of the equality actions and objectives of the Department across all anti-discrimination strands, including race and ethnicity.

## 5.6 Disseminating information and promoting debate

A key vehicle for raising awareness of diversity and anti-discrimination in relation to education are the theme years that highlight specific inequalities and forms of discrimination. Previous theme years, including the 1997 European Year against Racism and the 2003 European Year of Disabilities, have helped provide a real focus and awareness around these issues, stimulating a heightened level of subsequent activity in addressing inequalities in these fields. The current Euro-



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pean Year of Equal Opportunities for All, with its emphasis on 'rights', and the forthcoming 2008 European Year of Intercultural Dialogue are again envisaged as assisting in raising awareness, disseminating information and promoting debate. Within these awareness raising activities educational institutions potentially have a large role to play. Many member states are using the education sector (schools, students, and youth) as their target audience to mobilise around the 2007 European Year of Equal Opportunities for All.

<sup>106</sup> Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the regions on Non-discrimination and equal opportunities for all - A framework strategy, COM(2005) 224.

<sup>107</sup> <http://www.dare-network.org/>.

## 6. National strategies to promote race equality and inclusion in schools

The preceding sections of the report outline the broad EU and international policy and strategy directions concerning education and anti-discrimination. Research for this report also included a small scale consultation and review of educational policy and practice at the school level in Denmark, France, Hungary, Italy and the UK, which highlighted various strategies and types of responses undertaken at member state level by educational institutions and practitioners in the field. This section provides a brief overview of some of the issues, challenges, conceptual frameworks, and practical responses undertaken by education providers at the national and local levels to address issues of educational equality and anti-discrimination. At the level of professional practice in education, a great deal of knowledge and good practice already exists across most member states in relation to promoting race equality and antidiscrimination in education. As various reports indicate, most countries have some form of provision or 'positive action' methodology in place to address identified problems. Equality and anti-discrimination actions and initiatives take many forms, underpinned by a variety of conceptual frameworks and approaches. These are briefly examined under the following headings:

- Overview of national policies.
- Leadership and strategic management of equality and diversity.
- Teacher education and recruitment.
- Curriculum and educational programmes.
- Strategies to address underachievement and educational disadvantage.
- Parental and community involvement.
- Role of NGOs.

### 6.1 National policies

Most member states have implemented some policy actions to raise the achievement, attendance and integration of ethnic minority children in education, including linguistic and cultural support and bilingual assistance in schools, parental involvement initiatives and tailored study support. Approaches across the European Union vary greatly, ranging from comprehensive race equality legislation, policy and monitoring, to strategies limited to facilitating the integration of new migrants into the host culture through the learning of the majority language.

#### 6.1.1 Denmark

In Denmark, which has had a highly homogeneous indigenous population without a history of immigration until the last decades of the 20th century, the approach towards the education of ethnic minorities is centred largely on integration through language acquisition rather than the promotion of multiculturalism in the education system. Schools are seen as the institutionalised socialisation tool of society, and are at the forefront of dealing with the wider debates about ethnic minorities, integration and pluralism. Measures to enhance the integration of foreigners in Danish society seek to address the 'negative social inheritance' and social mobility of immigrants, with the goal that everyone, irrespective of social background and upbringing, acquires the possibility of choosing the life they want and have the potential for. The 1999 Integration Act provides a comprehensive set of rules and measures for all public sector bodies, including education, and the policy paper *The government's vision and strategies for improved integration* provides guidance on specific measures by public sector bodies to increase the integration of citizens with a non-Danish background.<sup>108</sup> Additionally, in 2003 the Danish Government launched the *Action plan to promote equal treatment and diversity and combat racism*.<sup>109</sup>

The National Education Plan affirms that it is essential to maintain values such as freedom of speech, equality, tolerance and democracy. It also stresses that the international dimension in education requires strengthening, and that young people must acquire cultural competences with a view to being able to cope in an internationally oriented world. Educational policy seeks to address the growing evidence of the under achievement and high drop out rates of ethnic minorities through an intensified focus on the teaching and learning of Danish as a second language in all tiers of the educational system.

Due to the decentralised nature of the Danish educational system, initiatives to address the disparities between the educational performance and mobility of ethnic minority students tend to take place at the municipal rather than the governmental level. The major change in education policy in recent years

<sup>108</sup> The government's vision and strategies for improved integration: Summary or report submitted by the Group of Ministers on Improved Integration, Copenhagen: Ministry of Refugee, Immigration and Integration Affairs, 2003.

<sup>109</sup> The government's vision and strategies for improved integration: Summary or report submitted by the Group of Ministers on Improved Integration, Copenhagen: Ministry of Refugee, Immigration and Integration Affairs, 2003.

concerns mother tongue teaching. Up until 2002 bilingual students in compulsory education were offered a few hours teaching per week in their mother tongue. This right has been abolished so that now local municipalities are only obliged to offer mother tongue teaching to students from EU/EEA countries as well as the Faeroe Islands and Greenland. Municipalities are not forbidden from offering mother tongue teaching to all bilingual students, but as they no longer receive financial support for the teaching of languages outside of the specified countries, most no longer do so. The Ministry of Education publishes a range of materials for decision-makers, teachers, pre-school class teachers, and parents dealing with different subjects concerning bilingual pupils. These include a guide for parents published in 11 languages called *Rights and duties in the Danish comprehensive primary and lower secondary schools*, and *Inspiration to a better integration in the Danish comprehensive primary and lower secondary schools* for decision-makers, teachers and pre-school class teachers.<sup>110</sup>

### 6.1.2 France

Educational policy in France is based on the promotion of equality and secularism and the combating of inequality in primary and secondary public education. The principle of secular education refers not only to a secular approach to the curriculum but also to the fact that religious belonging, affiliation and practices are seen as belonging to the spheres of the private and family life. France does not officially recognise the concept of race or ethnic minorities and consequently collects almost no data by ethnicity.<sup>111</sup> Official documentation therefore provides little information about the educational situation of nationals of 'immigrant descent', which has to be gauged from academic and other socio-economic and geographical research. The French Education Code, whilst stating its purpose as being to contribute to 'equal opportunities' makes no reference to multiculturalism, ethnicity, or religion. However the last ten years have witnessed the polarisation of the debate around cultural and ethnic and religious identities and the French republican model of secular education. One of these manifestations was the adoption on 15 March 2004 of the French law forbidding the wearing of religious symbols in schools.

French education policy does however recognise the disadvantages and potential inequalities faced by newly arriving children, together with traveller children, in comparison to local

children. Public policies to promote integration include inner-city contracts which focus on accompanying newly arrived immigrant children or children of immigrant descent through the schooling process. Integration classes, '*classes d'initiation*' (CLIN), have been in place since the 1970s, offering 'catch-up' courses to 7-10 year old children with no previous knowledge of the French language and school system. Adaptation classes, '*classes d'accueil*' (CLAD), have also been established for immigrant students attending secondary schools.<sup>112</sup> Implementation of these measures is ensured through a network of state institutions called *Centres for Education of Newly Arriving and Traveller Children* (CASNAV).<sup>113</sup> The network is composed of regional 'academies' that give support to teachers and educational professionals via initial and continuous training, documentation and resource centres, and a selection of extra curricular activities for children. All of these measures aim to equip children with the knowledge and skills judged to be necessary for participation in 'normal' classes, and once the initial language and basic knowledge barriers have been addressed, the learning challenges of immigrant children or descendants of immigrants are not acknowledged as any different from the difficulties faced by native children of the same social class.

Education policy in France requires schools to guarantee to all students the acquisition and command of the French language, and to improve the schooling of students in educational establishments situated in disadvantaged social environments and less inhabited areas. In general its concern is to allow disadvantaged students, regardless of their origin, to benefit from individualised support actions. In this regard, 'priority education zones' were set up to deal with educational, language and social disadvantage of immigrant learners or children from disadvantaged socio-economic backgrounds. Since 2001 these 'priority educational zones' (ZEP) have become the primary tool for promoting equal opportunities.

### 6.1.3 Hungary

In Hungary the key concern in education of ethnic minorities is the segregation of severely disadvantaged Roma students. The priority of the Ministry of Education has been to endorse 'integration' as a central objective. Between 2000 and 2005, a package of legislative, pedagogical and financial measures was established to address Roma segregation and disadvantage in education. According to the Act CXXV of 2003 on *Equal treatment and the promotion of equal opportunities*, it is considered a violation of equal treatment if a person or group is a) unlawfully separated in an educational institution, or in

<sup>110</sup> Rights and duties in the Danish comprehensive primary and lower secondary schools, Copenhagen: Ministry of Education, 2003 and *Inspiration til bedre integration i folkeskolen*, Copenhagen: Ministry of Education, 2003.

<sup>111</sup> It should be noted that the Commission Nationale de l'Informatique et des Libertés (CNIL) declared in a 2005 recommendation that the French data protection legislation does not hinder the 'temporary' collection of certain information related to the ethnic origin of individuals strictly limited to the purpose of anti-discrimination, if certain safeguards which ensure the anonymity of statistics are ensured. Some official surveys are now using categories close to ethnicity and a number of French employers are starting to note the 'diversity of the origins' of their staff and applicants for posts. (EUMC Annual Report, 2006)

<sup>112</sup> Eurydice, *Integrating Immigrant Children into Schools in Europe – France*, Brussels: Eurydice, 2004, p. 6.

<sup>113</sup> For more information see: <http://casnav.scola.ac-paris.fr/>.

a separate class or group established within the institution, and b) constrained to an education or training system whose standards do not reach accepted technical requirements or do not meet professional rules, and thus do not ensure a reasonable opportunity to prepare for state exams.<sup>114</sup> Subsequent amendments of core pillars of the public education system also seek to address the discrimination effects on Roma and/or severely disadvantaged children. Accordingly, Law CXLVII of 2005 has amended rules regarding the catchment area of schools, changing previous regulations which allowed the segregation of Roma children through the free choice of schools by parents, and free choice by schools in admitting children from outside of their catchment area.<sup>115</sup> To support implementation of these measures, the National Educational Integration Network (OOIH) was established in 2003 as a service provider to help implement the government's integration programme for severely disadvantaged children. The main pillars of the network are 50 regional base institutions, which serve as model schools and providers to other schools in their region on issues concerning integrative education.

Base institutions have multiple functions, including spreading innovative integration and intercultural pedagogical programmes that have proved to be efficient in pilot projects developed by civil society organisations. They also participate in the creation of a system of evaluation and monitoring of results, and in creating cooperation models with wider support institutions. Several complementary measures have also been introduced to accompany the integration programme. These include 'Out of the Back Desk', which started in 2003 to promote re-evaluation of children classified into special needs classes for possible reintegration into 'normal' classes, and the 'Send-off' scholarship programme, which established a scholarship programme to support disadvantaged students in accessing secondary education, the baccalaureate and vocational training.

#### 6.1.4 Italy

In Italy large scale migration is also a relatively recent phenomenon, and the focus of national policy is primarily on the acquisition of Italian language proficiency. However, in contrast to Denmark, there is more emphasis on intercultural education and anti-racism in official policy. The Ministerial Circular of 1989 focused the attention of national education authorities on the language needs of non-Italian students.<sup>116</sup> This was followed by another Circular which introduced the concept of

'intercultural education' in an official educational context, and which stressed the importance of interaction between Italian and non-Italian pupils as a mutually enriching process.<sup>117</sup> A number of resolutions on intercultural education, anti-racism and anti-Semitism have been subsequently adopted by the National Education Council (CNPI). A resolution of 1993 encourages the Ministry of Education to promote and support the in-service training of teachers on these themes, and to extend educational activities carried out at the secondary level on the subject of racism and anti-Semitism to the pre-primary and primary levels.<sup>118</sup> It also recommended the setting up of documentation centres and the active promotion and dissemination of knowledge and best practice on these issues.

National education policy also deals with some of the other problems non-Italian pupils face at school beyond language needs, concerning immigrant status and the right to education. The framework for the rights of non-Italian pupils to education was integrated into national legislation in the 1998 Immigration Act.<sup>119</sup> This affirms the principle of equal treatment for foreigners in access to public services and places a duty on the 'regions, provinces, municipal authorities and other local authorities' to take measures aimed at eliminating the obstacles that 'hinder from enjoying full recognition of the rights and legitimate interests accorded to foreigners in the territory of the State'.<sup>120</sup> The Act also consolidates earlier provisions contained in circulars and resolutions concerning education and provides practical guidance on measures to ensure the integration of non-Italian pupils in schools. The Act seeks to promote tolerance and explicitly welcomes linguistic and cultural differences as fundamental values underlying mutual respect and exchange between cultures. Whilst most measures concern the teaching and/or learning of Italian as an additional language, the Act also includes welcoming initiatives, teacher training, the adaptation of curriculum content and materials, involvement of parents through intercultural mediators where required, and the development of intercultural activities in schools, and prohibits the distribution and assignment of pupils to classes of only, or predominantly, non-Italian pupils.

#### 6.1.5 United Kingdom

In the UK, where race relations legislation is over thirty years old, there is an overt emphasis on race equality, and there has been a strong drive to adopt a range of challenging educational and preventative measures to tackle racism. According to the national Ministry for Education, Department for Education

114 Act CXXV of 2003 on Equal Treatment and the Promotion of Equal Opportunities, adopted by the Hungarian Parliament in 2003, Article 27.

115 Act CXLVII of 2005 Amendment of Act LXXIX of 1993 on Public Education, adopted by the Hungarian Parliament in 2005.

116 Ministerial Circular 301, of 8 September 1989: Integration of foreign pupils into compulsory schools: promotion and coordination of initiatives for the exercise of the right to education.

117 Ministerial Circular 205, of 26 July 1990: Compulsory schools and foreign pupils. Intercultural Education.

118 Resolution of the National Education Council of 24 March 1993: Racism and anti-Semitism: the role of schools.

119 Legislative Decree 25 July 1998, No. 286 – Unified or Consolidated Text of provisions concerning immigration and provisions on the status of foreigner, O.G. of 18 August 1998, No.191.

120 Idem.

and Skills (DFES), understanding fundamental concept of race equality is a crucial part of educating children to live in a modern multiethnic society. A key driver for change has been the Race Relations (Amendment) Act (2000) (RRAA), which places new requirements on all public authorities, including education authorities, to promote and monitor progress on race equality. Accordingly, Race Equality Schemes and Action Plans have been adopted at the Ministry level by the DFES, and by the separate divisions within the Department, namely the Training and Development Agency for Schools (TDA) which is responsible for teacher education, the Office for Standards in Education, Children's Services and Skills (OFSTED), the inspection and evaluation authority, and the Quality and Curriculum Authority (QCA) which develops the national curriculum.

Since 2002 all publicly funded schools must have a race equality policy and action plan, and there is a legal requirement for them to report annually on their implementation and progress. Schools are required to record all racially motivated incidents and to nominate an officer who is responsible for developing the curriculum to reflect diversity and measures to combat racism, as well as for promoting staff training on these issues. Implementation of the Race Relations (Amendment) Act is enforced by the Commission for Racial Equality (CRE), and it is monitored in educational establishments by OFSTED.<sup>121</sup> In line with the Education Act 2005 OFSTED inspections determine, amongst other things, whether or not a school is complying with the general and specific duties of the RRAA.<sup>122</sup> In addition to its enforcement role the CRE offers help and guidance to schools and has published important resources such as *The duty to promote race equality: a guide for schools and learning for all*.<sup>123</sup> Additional documentary guidance is provided by the Department for Education and Skills on monitoring<sup>124</sup> and racially motivated bullying.<sup>125</sup> The DFES also funds and supports a range of national strategies to improve the attainment of underperforming black and ethnic minority groups and promote access for disadvantaged ethnic minority and indigenous groups to post school education and training opportunities. Some of these are outlined in section 6.5.

## 6.2 Leadership and strategic management of equality and diversity

The starting point in addressing issues of race equality in schools is an assessment of the impact of all school policies on pupils from different ethnic groups, followed by the development of race equality policies, action plans and procedures for dealing with discrimination in all school operations - employment, curricula, assessment, racist bullying/harassment, and parental involvement. Creating a physical environment that visually reflects and validates multiculturalism through diversity (cultural and professional) in the educational teams, encouraging the participation of families and communities/cultural organisations, allocation of adequate funding, guidance and resources, inclusion of issues of equality into all policy making and incorporating compliance measures into performance management systems, teams and individuals with designated responsibility and mandate, contribute to such action plans.

The review of five EU member states clearly highlights that whilst legislative and policy frameworks provide the necessary backdrop for change, successful implementation of anti-discriminatory practices requires a process of transformation based on strong commitment and action at all institutional levels and functions. Clear vision and leadership at senior management levels is a necessary first step for the efforts of teachers and non-teaching staff at lower levels to have any meaningful impact. This implies a commitment by senior management teams in local education authorities and schools, including Governing Boards, to 'own' the equality and diversity agenda and to actively promote a positive multicultural ethos, culture and infrastructure. Confidence in tackling racism and race-related incidents is also generated from a clear lead from the senior management team and strong communication to staff, pupils and parents about the unacceptability of such behaviour.

An example of schools and an education authority working collaboratively to address concerns about racism comes from an **initiative in Leeds in the UK**. The recent election of a far right British National Party (BNP) councillor in one electoral area in Leeds stimulated the head teachers of the local cluster of 'Family of Schools' (an initiative to promote collaboration between groups of schools and to support the development of partnerships between communities, school and other service providers) to take co-ordinated action to address racism and raise awareness in their schools and wider community. The Local Education Authority provided each of the 17 schools in the cluster with consultancy and training for teachers and governing bodies to develop and implement the Authority's race equality standard. All pupil age groups are involved in developing projects and performances concerned with racial harmony, which are specifically aimed at involving parents and the wider community. The actions of the schools and the Local Education Authority have attracted the involvement and support of the local Members of Parliament and the media, and through them the participation of the police and local businesses to commit to a wide ranging community cohesion strategy.<sup>126</sup>

121 In 2007 the CRE is to be united with other equalities bodies to form the Commission for Equality and Human Rights.

122 Education Act 2005: Elizabeth II. Chapter 18.

123 Commission for Racial Equality, *The duty to promote race equality – A guide for schools*, London: CRE, 2002; Commission for Racial Equality, *Learning for All: Standards for Race Equality in Schools*, London: CRE, 2002.

124 Department for Education and Skills, *Recording and reporting racist incidents*, London: DFES, 2006.

125 *Idem*.

126 [www.educationleeds.co.uk](http://www.educationleeds.co.uk).



Many teachers and education advisors consulted stressed the need for strong leadership and senior management support but expressed frustration that generally such commitment and guidance at senior levels is not commonplace. There is a tendency for race equality initiatives to be left to individuals (often from ethnic minority backgrounds), or to small dedicated teams that are left to carry the responsibility without any attempts at their work being embedded and owned at the wider institutional level. Extensive, thoughtful and supportive national and local guidance is also a prerequisite for creating change within the system at the school level. Authoritative, well researched and supportive guidance helps schools tackle race-related incidents more effectively.

### 6.3 Teacher education and recruitment

Teacher education and the recruitment of multicultural teaching teams have been identified as key areas of concern by most consultees. In increasingly diverse and multicultural societies teachers need new skills and competences, such as intercultural curriculum expertise, culturally neutral assessment, conflict and behaviour management and in teaching bilingual children. There is also a need for increased awareness of the nature and manifestations of discrimination and disadvantage in education, and for teachers to have higher expectations of children from ethnic minorities. Adequate provision of initial and continuing in-service training is vital for the development of such knowledge and skills. However, in most of the countries reviewed, teacher training is not seen to be keeping pace with training and development needs in this respect, and opportunities for teachers to acquire and develop appropriate skills and competences for teaching in multicultural environments are limited, both at the level of initial and in-service training.

Approaches towards teacher training in the area of intercultural or multicultural education vary a great deal across member states. In the UK teacher education is centralised through the curriculum set by the Training and Development Agency (TDA) and the professional values and practice for gaining Qualified Teacher Status as specified in the professional code of the General Teaching Council for England is explicit about the requirement for teachers to be skilled and aware of the race and equality dimension in their professional work. New resources, such as the Department for Education and Skills (DFES) *Toolkit for working with bilingual pupils* have been included in the core teacher training programme. There is also a growing recognition in the UK for the need to employ more ethnic minority teachers, and the TDA has implemented special teacher training programmes and recruitment campaigns to try and develop a more diverse teacher body.

In Italy, local education authorities are charged with providing refresher courses for teachers on intercultural education and strategies for teaching non-Italian pupils. Courses in intercultural

and multiracial education are seen as essential in developing strategies to facilitate the integration of non-citizens and minority groups in Italian society, and there is encouragement for teachers to undertake the study of foreign languages and cultures.

In Hungary the system of continuing professional development of teachers works on a decentralised basis, whereby any training or educational institution can propose a training programme. If the programme content and methodology is approved by the Ministry, it becomes an accredited training programme. A large proportion of the intercultural and anti-discrimination pedagogy and training opportunities are provided to schools by the National Educational Integration Network which consists largely of NGOs. NGOs also play a key role in France through workshops for teachers on anti-discrimination issues, whereas the more formal network of IUFM (Institut Universitaire de Formation des Maîtres) set up to provide for the specialised education of teachers offers less opportunities for teacher development around these issues. Some individual schools also play a significant role in preparing and developing their teachers for new and changing educational environments through the provision of in-service training opportunities around issues of faith, second language teaching and teaching bilingual children, school-home co-operation, anti-racist and intercultural education, and conflict resolution. One school in Copenhagen visited during the study provides a good example of a school led initiative to up skill its teachers. Teachers at the school were initially frustrated at their lack of skills for the task of teaching the growing numbers of bilingual pupils in the school (up from 30% to 80% over a ten year period). The head teacher took a strong stand and asked the teachers to make a choice. They could stay and become very good at teaching bilingual children, or move to another school. All stayed and attended intensive courses on Islam, teaching Danish as a second language, and school-home co-operation. Many teachers from the school also attended a Comenius course on anti-racist and intercultural education.

The Comenius 2.1 project entitled **JUSTICE - Joint Unifying Strategies for Training in Intercultural Education** (2001-2004) was a transnational collaborative initiative to develop and deliver a training programme on intercultural education for teachers and educational administrators working in primary, secondary and higher education, particularly for staff with specific responsibilities for managing education provision for ethnic minority learners. The overall purpose was to offer an in-service accredited training course for teachers that aimed to raise awareness of intercultural and inclusive education practices, and included a strong conflict resolution and mediation component.<sup>127</sup>

<sup>127</sup> See [www.isoc.siu.no/isocii.nsf/projectlist/94355](http://www.isoc.siu.no/isocii.nsf/projectlist/94355).

Many examples of good practice concerning the training and development of teachers to deal with multicultural classrooms, bilingualism, handling racist incidents and conflict mediation in schools, also exist at the European level through Comenius funded projects.

## 6.4 Curriculum and educational programmes

The formal and informal curriculum of schools is a key tool in the promotion of equality, awareness and anti-discrimination, and for the management of diversity and multiculturalism. It encompasses the various ways the school system equips students with knowledge, skills and attitudes necessary to create a democratic society, where human rights are respected and differences are valued. This section looks at some of the activities and initiatives undertaken in the following three areas:

- The mainstream curriculum.
- Intercultural education and modules.
- Resources and documentation centres.
- Language strategies.

### 6.4.1 The mainstream curriculum

In the context of the changing economic, demographic and cultural profile of most European countries, it is necessary for individual member states to re-examine and transform their official mainstream curriculum to make it accessible and inclusive of all. An inclusive and multicultural curriculum is one that challenges prejudice and intolerance, and which ensures the inclusion and participation of all pupils in all curriculum activities. It also incorporates the teaching of controversial issues on which society is divided, or on which pupils have different affiliations and loyalties. Inclusive education also helps pupils develop skills in thinking for themselves and weighing up evidence, choosing between alternatives, thinking about pros and cons, showing respect for people with whom they disagree, abiding by rules and conventions of courtesy and civil argument.

Multicultural education is not a generally well established process in most countries. Whilst most education systems assert the need for mainstream curriculum areas to include multicultural perspectives and materials, review and analysis of curricula in most countries shows a lack of information and experience on the topic of cultural diversity. There are many examples of good practice in this area and examples include changes in history, geography and current affairs courses, in addition to addressing specific themes in pedagogical projects, such as the history of immigration. However, there are few examples where this is applied in a systematic way across the education curriculum though there is evidence of increasing action in this area.

In relation to social competencies, anti-discrimination and the development of intercultural skills is a priority area of the *Education and Training 2010* framework. Following the direction set by the *Lisbon Strategy* of equipping children with active citizenship skills and a set of common key competencies, consideration of citizenship and specific competence areas in their national curricula is being reviewed by some countries. Hungary, for example, in the framework of the National Development Plan, has begun to elaborate specific competence-development packages, and France has produced its own key competences framework, largely mirroring the *Education and Training 2010* framework at European level.

At the level of national strategies, the UK has recently undertaken a review of its National Curriculum,<sup>128</sup> focusing on issues of identity and diversity in teaching and learning. Its report *Diversity and Citizenship*, which reviewed both the citizenship curriculum and the mainstreaming of diversity in other subjects such as history, religious studies, and personal, social, and health education, notes that despite good practice by 'trailblazing' schools the 'quantity and quality of education for diversity are uneven across England.'<sup>129</sup> In Hungary an update of the national curriculum in 2003 proposed the inclusion of anti-racist and anti-discrimination content in one of the ten disciplinary areas entitled 'man and society'.<sup>130</sup> The priority development objectives of the discipline include educating to respect personality and human rights, national identity, citizenship, social sensitivity, responsibility towards the environment, getting to know and accepting different cultures and getting acquainted with the democratic institutional system. Whilst some education ministries and local authorities provide good resources, guidance and training opportunities for teachers in curriculum issues, generally it is individual teachers who often personally undertake the development of curriculum content in response to acts of racism and other concerns within the school and wider society.

### 6.4.2 Intercultural programmes/modules

According to the UNESCO International Commission on Education for the 21st Century set up in 1993, the four pillars of education are: learning to be, learning to know, learning to do, and learning to live together.<sup>131</sup> The broad aims of intercultural education relate to the objectives of 'learning to live together' and 'learning to be'. It does this by preparing students to live successfully and equitably in multicultural and plural societies. Intercultural education specifically incorporates the societal con-

128 Department for Education and Skills, Curriculum Review – Diversity and Citizenship, London: DFES, 2007. Available at: [http://publications.teachernet.gov.uk/eOrderingDownload/DFES\\_Diversity\\_&\\_Citizenship.pdf](http://publications.teachernet.gov.uk/eOrderingDownload/DFES_Diversity_&_Citizenship.pdf).

129 Ibid p. 6.

130 Government regulation 243/2003 on the common core curriculum, XII.17.

131 UNESCO, Learning: The Treasure Within, April 1996.

texts in which education takes place, by examining the relationship between society, nation state and global dimensions, and the situation of individuals, groups and minorities within them. It focuses upon knowledge about culture in general, about one's own culture(s), about the cultures of others, and on how culture impacts on individual and group behaviour and experiences.

The full 'integration' of students from minority cultural backgrounds, in the sense of preventing discrimination against them, presents a dual challenge for education providers. On the one hand it is crucial to prevent cultural and linguistic differences from becoming an obstacle to learning and accessing the curriculum, and hence many educational systems focus on language acquisition as the main barrier to full participation in education. On the other hand, despite some systems viewing minority cultures as a 'negative social inheritance', most do in fact recognise the positive aspects of cultural identity and difference, and hence seek to incorporate intercultural rather than assimilationist approaches towards addressing the needs of multicultural student populations. The approaches of such educational institutions and teachers therefore incorporate a broad range of curriculum initiatives including second language and native language programmes, citizenship and human rights education, intercultural education activities aimed at facilitating intercultural understanding and dialogue, conflict resolution and intercultural arts projects. Some educational institutions also actively promote activities to facilitate intercultural dialogue through workshops for parents.

Intercultural education approaches across member states vary a great deal in the conceptual frameworks, content and methodologies they employ. Some take the form of separate supplementary education provision for minority groups. In Hungary for example, Law LXXVII (1993) on national and ethnic minorities provides not only individual rights, but also group rights to members of minorities, which also figure the right to special minority education. In this context minority education is seen as a way of safeguarding the cultural heritage of minority communities, and not as a means of promoting negative segregation. Other types of provision aimed exclusively at minorities take a more integrationist approach aimed at socialising new immigrants to host country environments and public systems.

Comenius intercultural education projects include **'INTERKID' (2000-2001) for pre-school and primary-school-age children from immigrant families and ethnic minority groups**. This sought to promote the teaching of the language of the host country to immigrant and ethnic minority pupils at pre-primary and primary levels, supplemented by intercultural education incorporating the specific social and cultural aspects of every day life in the host country.<sup>132</sup>

<sup>132</sup> See [www.isoc.siu.no/isocil.nsf/projectlist/71560](http://www.isoc.siu.no/isocil.nsf/projectlist/71560)

In contrast to ethnic minority focused programmes, the review also found many intercultural education programmes in place involving heterogeneous student groups with the aim of enhancing mutual understanding and awareness, and breaking down taboos and prejudices. Many of these are developed and promoted by education based NGOs and other civil society partners. Such programmes focus on developing intercultural communication skills and skills in negotiating differences in cultural values/assumptions with the aim of reducing the conflicts that may arise through contact between differing, and often divergent, value systems. Through sharing experiences, role plays and simulations, programmes such as these seek to develop empathy as one of the most important strategies for improving intercultural understanding and preventing discriminatory behaviour. They also focus on affirming the values of diversity and promoting self-esteem and positive self-identity to help individuals feel valued for who they are. An important element of these programmes is to encourage critical thinking through the analysis of information, problem solving and consideration of real life scenarios to develop critical thinking skills which challenge the logic of common prejudices and misinformation. The methodologies of such intercultural programmes are grounded in demonstrating diversity and inclusion in social/educational environments through teamwork, active participation and learning through cooperation.

The **CEJI Comenius 2 (1998-2000) 'A Classroom of Difference'** and other training programmes promoted by the Acodden network explicitly encourage an examination of ways in which discrimination operates at individual and institutional levels, and the way it impacts on victims. 'A Classroom of Difference' is an interactive and experiential education programme which is rooted in the principles of intercultural learning and in the need to learn emotionally as well as intellectually. It helps participants reflect on how they can individually contribute towards eliminating discrimination and intolerance by first looking at their own experience, then that of discriminated against groups, and finally at the implications of what they have learned for wider society.<sup>133</sup>

Other methodologies are based on diversity and peace education programmes such as those by European Diversity Education Network (EDEN) partners, which develops specific European programmes aimed at diversity and peace education, and provide specific tools, methods and curricular materials for creating inclusive educational environments.<sup>134</sup>

In some countries there is a strong tradition of supplementary education outside of the formal sector undertaken by ethnic minority faith and educational NGOs themselves. The curriculum and mission of initiatives vary from religious instruction,

<sup>133</sup> See [www.acodden.org](http://www.acodden.org).

<sup>134</sup> See <http://www.acodden.org/info/index.cfm?a=116>

mother tongue provision, alternative history teaching, cultural activities, and out of school study support.

Such schools are often viewed by parents from ethnic minority communities as essential in redressing what they see as the shortcomings of mainstream education providers. School projects on intercultural learning, understanding diversity, and combating prejudice are also common and currently a number of large school based competitions and projects celebrating diversity and combating prejudice and discrimination are being funded through the 2007 European Year of Equal Opportunities for All. Other initiatives include the introduction by many schools of a thematic focus on specific issues such as International, Human Rights or Anti-Racism Education Weeks, Black History Month, International Women's Day, and activities to mark the abolition of slavery.

### 6.4.3 Intercultural resources/documentation centres

Providing intercultural resources to educators, youth and children is critical to diversity education and transformation of educational environments. There are many examples of multicultural and intercultural documentation centres across member states, and numerous strategies for the development of intercultural resources and documentation centres, several of which are represented in the work of the EDEN Network partners. At the ministry level, the Department for Education and Skills (DFES) in the UK provides a dedicated website and regularly publishes research reports, guidance documents and classroom materials in written and electronic format for use by teachers.<sup>135</sup> Many local education authorities have also developed multicultural resource centres and toolkits for schools and teachers and a vast range of materials is produced by education charities and NGOs. In France at the national level there are the MIGRINTER and REMISIS internet databases<sup>136</sup>, as well as specialist journals such as *Ville, Ecole, Integration – Enjeux*<sup>137</sup>, *Migrations Société*<sup>138</sup>, and *Hommes et Migrations*<sup>139</sup>. Specialist resource centres such as the Agence pour le développement des relations interculturelles (ADRI)<sup>140</sup> provide extensive information regarding processes of discrimination and integration and access to practical and technical information about training and key contacts in the field. It also publishes a monthly journal entitled *Migrations Etudes*, practical guides, directories and conference proceedings. At the EU level, there are also many examples of resource development projects being developed through the 2007 European Year of Equal Opportunities For All, and through Comenius funded projects.

<sup>135</sup> Available at <http://www.dfes.gov.uk>.

<sup>136</sup> See <http://www.mshs.univ-poitiers.fr/migrinter/index.php?text=utlitaires/liens> and <http://remisis.dsi.cnrs.fr/reseau.htm>

<sup>137</sup> <http://www.cndp.fr/lesScripts/bandeau/bandeau.asp?bas=http://www.cndp.fr/RevueVE/acueil.htm>

<sup>138</sup> [http://www.revues-plurielles.org/revue/revue\\_main.asp?no\\_revue=16](http://www.revues-plurielles.org/revue/revue_main.asp?no_revue=16)

<sup>139</sup> <http://www.hommes-et-migrations.fr/>

<sup>140</sup> <http://www.centre-info.fr/ADRI-Agence-pour-le-developpement.html>

Comenius funded project **Books and Reading for Intercultural Education (BARFIE)** was a network of projects, institutions and individuals aiming to promote intercultural education, tolerance and enhance mutual understanding between European children, through children's books and media. It worked through encouraging better contacts, exchange of expertise and cooperation between projects and institutions and targeted teachers, librarians, researchers, students, school children and young people. BARFIE developed a European catalogue of children's books on transversal policies in several languages, and on different pedagogical approaches aimed at promoting intercultural education.<sup>141</sup>

### 6.4.4 Language strategies

Language is acknowledged to be of the utmost importance in ensuring the educational success of children and young people. Language strategies encompass a wide range of approaches covering the learning of the host language as an additional language, language acquisition for the children of new arrivals, mother tongue provision and bilingual education. All the countries surveyed have programmes in place aimed at enabling new migrants to acquire skills and proficiency in the second (host) language. However, whilst linguistic competence in the mother tongue is widely recognised by educators to be of high importance in language development and providing a solid basis for achieving competence in a second language, the acceptance and provision of mother tongue teaching varies considerably and provisions for mother tongue teaching are less uniform across different countries. Those countries or education systems that do incorporate bilingual and mother tongue teaching see it as an essential strategy for enhancing educational attainment, as well as an importance tool in addressing the psychological need of children for a recognised cultural identity.

There are many examples of schools where a minority language is taught as a second language, bilingual schools where some courses are taught in the minority language, and schools where the language of instruction is a minority language. Some local education authorities have centralised language support teams that provide bilingual language teaching and support to schools across the municipalities on a needs basis. Apart from language support, these bilingual support teachers are seen as invaluable when it comes to acting as role models. They also play a vital role in home school liaison and informing and encouraging parents, as well as in assisting other teachers in negotiating cultural differences in their relations with the children.

<sup>141</sup> BARFIE, The BARFIE Handbook of pedagogical and scientific approaches to children's books and intercultural education, Vienna: BARFIE Comenius 3 Network, 2004.

## 6.5 Strategies to address underachievement and educational disadvantage

A wide variety of pupil support measures exist to deal with young people at risk and to tackle underachievement and early drop out across different member states.

The **Complex Instruction Programme (KIP)** in Hungary, developed on the initiative of the Foundation for Human Rights and Peace Education, is a strategy for achieving equity within the classroom, and for preventing exclusion/marginalisation and dropping out of students from different social and cultural backgrounds. It is based on the assumption that all students possess certain abilities, and that all tasks call for a variety of different abilities. The programme therefore enables teachers to identify the potential of all pupils of different backgrounds and ability levels, and thus ensure the participation and inclusion of all. It also incorporates the employment of 'Roma Coordinators' whose job it is to provide cultural mediation with families. According to an evaluation of the programme results, KIP has proved to be successful in improving the academic achievements of low performing students, as well as developing the skills of higher ability students. Along with another programme called 'Sweet-House' it has also been invaluable in raising expectations and enabling the inclusion of Roma children into mainstream classes.<sup>142</sup>

The DFES in the UK has a programme of national strategies that provides a broad framework for addressing exclusion and underachievement. These include 'Every Child Matters', which has strong equality and achievement underpinnings, and a focus on tailoring education and learning experiences according to the individual needs of all children.<sup>143</sup> The goals of 'Aiming High' are to raise expectations and promote access for disadvantaged ethnic minority and indigenous groups to post school education and training opportunities.<sup>144</sup> The DFES also provides detailed guidance explicitly relating to school inclusion strategies and raising the achievement of ethnic minority pupils. These are supported by the Ethnic Minority Achievement Grant allocated to Local Education Authorities to address issues at local and school levels. Targeted strategies also include the Minority Ethnic Achievement Project (MEAP)<sup>145</sup> and the Black Pupils Achievement Programme<sup>146</sup> which are concerned with the educational and social integration of particular targeted groups of ethnic minority pupils. Key to all these strategies aimed at raising achievement is the identification and closing of gaps in attainment using qualitative and quantitative evidence. This is done through the monitoring of results, tracking individual progress, and targeting specific areas for action.

In Italy where there is a growing concern about high levels

of drop out from school of pupils from ethnic minority backgrounds, an important initiative for the prevention of school problems and drop-out in upper secondary schools is a project entitled 'Not one less'.<sup>147</sup>

The '**Not one less**' project has been developed by the Municipality of Milan in collaboration with Centro Come, and aims to promote linguistic competencies of non-Italian students, improved teaching methods, and better information desks and reception centres across the Municipality. A similar initiative is that developed by the Tante Tinte (Many Colours) centre in Verona, which focuses on welcoming and introducing new pupils in schools through an interagency approach that includes teachers, parents, health professionals and counselors, all working collaboratively to develop individualised support packages for each new child in order to ensure a holistic strategy that meets all their needs and enables different professionals and families to communicate effectively.<sup>148</sup>

The issue of Roma segregation in Hungary and strategies to overcome this has been discussed earlier. Many schools in other member states also increasingly face issues of segregation on the grounds of race through factors of discrimination or patterns of residence. Approaches towards addressing this problem present many dangers and pitfalls. In Copenhagen political parties are seeking to address the issue of white and black segregated kindergartens and nurseries by calling for the creation of waiting lists for children based on their possession of Danish language. As part of a strategy to create a maximum limit of minority children in a class or institution, the municipality is proposing to test the language skills of children and forcibly distribute ethnic minority children across different institutions. At the present time it is not possible to make an assessment of the implementation and effectiveness of the proposed approach. At the school level, some head teachers are attempting to address the problem through less draconian measures. The strategy of one inner city school surveyed consists on the one hand of persuading Danish parents to use their local school, and on the other in encouraging non-ethnic Danish parents to exercise their choice of school outside their immediate residential locality. In the past year this has resulted in a 10% increase in Danish pupils in what was a predominantly non-Danish school.

<sup>142</sup> See [www.human-rights.net/FHRPE](http://www.human-rights.net/FHRPE).

<sup>143</sup> <http://www.everychildmatters.gov.uk/>.

<sup>144</sup> [http://www.standards.dfes.gov.uk/ethnicminorities/raising\\_achievement/763693/](http://www.standards.dfes.gov.uk/ethnicminorities/raising_achievement/763693/).

<sup>145</sup> Launched on 5 October 2004, the Key Stage 3 National Strategy Minority Ethnic Achievement Project was a two-year project focusing on raising the attainment Pakistani, Bangladeshi, Somali and Turkish heritage pupils. The project involved 52 schools across 12 LEAs.

<sup>146</sup> [http://www.standards.dfes.gov.uk/ethnicminorities/raising\\_achievement/bpaprogramme/](http://www.standards.dfes.gov.uk/ethnicminorities/raising_achievement/bpaprogramme/).

<sup>147</sup> ENAR, Shadow Report 2005 – Racism in Italy, Brussels: ENAR, 2005, p. 20.

<sup>148</sup> See [www.tantetinte.eu](http://www.tantetinte.eu).



## 6.6 Parental and community involvement

The involvement and linking of schools with parents and ethnic minority communities has proved to be very effective in improving attainment and behaviour in many member states, whilst at the same time creating a greater sense of commitment and obligation by pupils and communities towards the school. Dialogue with parents is seen as core to many school achievement strategies, and schools that value such exchange make concerted efforts at parental attendance and involvement. Amongst other benefits, this enables parents to form networks from which they can receive mutual support and information exchange. A study of good practice in the UK by the Office for Standards in Education, Children's Services and Skills (OFSTED) found that the best race equality policies combined local authority advice with stakeholder consultation, which included parents and carers, and community groups.<sup>149</sup> Effective school home links were seen as especially effective in improving the attainment and engagement of Roma, Sinti and Traveller pupils.

External pressure from parents, communities and education focused NGOs has been a key driver for action and change in educational settings and many schools see great benefit in listening to the points of view of parents and local communities. A wide range of activities are undertaken to improve links and involvement with community networks and organisations. These include the provision of information to parents in their first language on how the school system works, curriculum content, and how to support their children at school. Some offer language provision for adults, 'buddy' schemes that pair parents of high performing and well settled pupils with those who are unfamiliar with the education system or who face language barriers in communicating with staff. Many schools in multiracial areas also have proactive strategies for the involvement of more people from affected communities as teachers, teaching assistants, community liaison workers, in parents associations, and as school governors.

## 6.7 Role of NGOs

The formal education sector in all the countries reviewed has benefited greatly from the innovations of NGOs. NGOs have a long history and track record of involvement in education in many European countries. They have been instrumental in focusing attention on issues of education and anti-discrimination, and in making provision outside the formal education sector for children and teachers. Ethnic minority NGOs and parents groups have been at the forefront of challenging discrimination and exclusion in the formal education sector, and in lobbying for change in policy and practice concerning the education of ethnic minority children. They have also been extremely proactive

in the provision of supplementary education, study support and coaching activities, and at informing and involving ethnic minority parents in their children's schooling.

Key interventions by NGOs include:

- Teacher training initiatives in the area of anti-discrimination and intercultural methodologies.
- Development of educational resources, materials and pedagogies in areas such as anti-racism peace education, sustainable development and world studies.
- Pupil support activities including supplementary education, out of school study support, coaching and mentoring, mother tongue teaching, religious education, and social and cultural activities including music, arts and sports.
- Parental support measures concerning the provision of information, encouraging participation in education, and advocating on behalf of parents and communities.
- Lobbying and pressure on statutory authorities, politicians and policy makers to address discriminatory practices and underachievement of ethnic minority children in schooling.
- Helping statutory providers access ethnic minority communities for the purposes of consultation and dialogue.

The important role that NGOs play in education is being increasingly recognised by the statutory education sector, and in some countries their involvement is actively sought in education delivery through partnership approaches. For example, many of the base institutions of the current National Integration Network in Hungary are NGOs, and its work is mainly based on methodologies developed by independent NGOs, largely at their own expense. Activities of the network include research and advocacy about school segregation and promoting the enforcement of existing equality laws. The work of NGOs with courts has been significant and includes lobbying for the implementation of the Race Directive in discrimination cases, promoting awareness of important case law, providing training to county judges and commissioning legal opinions on strategies for litigation, legislation and enforcement.

In France a number of state and NGO partnership initiatives have been implemented to combat racism, prevent discrimination, and promote the integration of newly-arrived learners, those arriving through family reunification, and youth of immigrant descent. Programmes implemented for the benefit of immigrant families include literacy and language classes, familiarising them with the educational system through introductory talks, tours around the school facilities, and meetings with school staff. NGOs consulted have stressed that the benefits and value of their work needs to be better acknowledged officially, and its continuity endorsed through the support of increased funding and forums to foster further dialogue between NGOs, education institutions and policy makers.

<sup>149</sup> Office for Standards in Education, Children's Services and Skills, *Race Equality in Education: Good Practice in Schools and Local Education Authorities*, London: Ofsted, 2005, p. 91.

## 7. Conclusions and ways forward

### 7.1 Conclusions

#### 7.1.1 European Union education policy

*The Lisbon Strategy* and *Education and Training 2010* are now the key drivers for education and training systems and the educational provision of member states for the foreseeable future. The priority focus of these on the European social model of equity, citizenship and social inclusion is to be greatly welcomed. In the area of implementation however, unless there is a more conscious and overt statement of principle, and an equivalent conviction to take appropriate actions, key concerns remain regarding their capacity to address racism and offer equity to ethnic minorities in education and training. Currently the Race Equality Directive<sup>150</sup> supported by a broader fundamental rights context, and an education and training framework committed to equity and inclusion, offer an opportune policy climate and mechanisms for the EU and member states to make progress in addressing the issue of racism and educational inequality. However, a number of key obstacles and barriers need to be addressed if progress is to be made in fighting racism and promoting equal rights in the field of education.

Whilst it has identified many good practices on the ground, this review reinforces the conclusions of other analyses and reports, including from other EC agencies, that with a few notable exceptions, ethnic and religious minorities continue to experience discrimination in terms of attainment, segregation, drop out and exclusion, bullying and harassment and ability to seek redress. They continue to lag behind majority populations in being able to access their full educational rights and make their full social and economic contribution to their own and European society. Additionally, the views and needs of ethnic minority communities are neither represented nor sought in any of the formal structures for implementation and exchange.

One of the major obstacles in making anti-discrimination on the grounds of racial or ethnic origin an integral part of the education and training strategy lies in a failure to name

the problem. The overall framework of *Education and Training 2010* does not highlight the specific needs and barriers faced by immigrant and ethnic minority communities, and therefore these are only addressed in an ad hoc manner under the broader umbrella of 'disadvantaged' groups. There is a somewhat 'colour blind' approach surrounding the use of terminologies and concepts which, taken literally, appear to be inclusive of the fundamental rights of all. However, further examination of their use in the context of the relevant policies and frameworks suggests that their interpretation is less than fully inclusive. Thus equal opportunities still predominantly denote equality between men and women and are clearly specified as such throughout the documentation. Social cohesion, which at face value could suggest an attempt to address the many conflicts and divisions that exist in European societies on the grounds of race, ethnicity and religion, is more often elaborated in terms of addressing economic differences between rich and poor regions of the Community. Similarly, social inclusion has more of a focus on general poverty and disadvantage than on the exclusion and alienation, particularly of youth, from ethnic and religious minorities. Special needs are generally referred to in association with disability, and lifelong learning appears to have age as the primary focus of attention.

There is also the problem of omission. Objective 2.3 of *The detailed work programme on the follow-up of The objectives of education and training systems*, as an example, does not refer directly to educational disadvantage and discrimination faced by Europe's ethnic minorities, but only stresses that education and training systems need to promote active citizenship and lead people to accept that racism, intolerance and discrimination on any grounds have no place in European society.<sup>151</sup> Whilst there is clearly a high level of concern about addressing discrimination against Roma, the situation of other ethnic minorities is largely overlooked excepting occasional reference to integration, with a focus on language learning and adapting immigrants/migrants to dominant cultures. Similarly, whilst official policy repeatedly highlights the issue of multiple discrimination, where an individual or group may face discrimination for more than one aspect of

<sup>150</sup> Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of their racial or ethnic origin.

<sup>151</sup> Detailed work programme on the follow-up of the objectives of Education and training systems in Europe, 2002/C 142/01.

their identity, strategies for identifying and addressing this do not yet exist. Action plans for gender mainstreaming for example ignore specific equality issues concerning ethnic minority women. There also appears to be a lack of debate within EU institutions on issues of race and ethnicity and a perception that while gender, age and disability may be relatively uncontroversial, issues of race, religion and sexual orientation are more politically sensitive and controversial, and as a consequence these issues have been a lesser priority in policy related actions to date.

Whilst intercultural competence is part of the framework of key competences, work on intercultural relations presents conceptual and operational difficulties. Intercultural initiatives and exchange in the EU context has so far focused on promoting understanding between national cultures and differences, and not on the issue of cultural and value conflicts or the power differentials between minority/majority cultures. This approach ignores the fact that intercultural contact in relation to ethnic minorities is often characterised by asymmetrical power relations and underpinned by ideologies of racism. In the educational context the notion of 'interculturality' needs to be widened to embrace all, not just target ethnic minority students, for the development of their social, intercultural and civic competences in the context of multicultural and multiracial societies. It is hoped that the forthcoming 2008 European Year of Intercultural Dialogue will address some of these issues.

### 7.1.2 National education policies

The most notable feature of educational policy and practice at national levels is that it is a response primarily to national legislation, political ideologies and priorities, and to local demographic and socio-economic contexts. However, despite the clear focus on national priorities, it is also clear that EU *Education and Training 2010* policy and objectives are beginning to have some impact on national educational policies and practice in a number of key areas. There is increasing alignment with the Bologna process, which aims to create a European higher education area by 2010, to ensure mobility and compatibility in the higher education field. Education authorities in member states are also beginning to positively encourage the international dimension in education, and most are responding to the Key Competences framework by translating these into national contexts, with modifications suited to their particular national preferences.<sup>152</sup> However, these activities are at an early stage and it is not yet possible to assess their impact.

Positive national legislation and policy, backed up by adequate funding, guidance, resources and teacher training opportunities, are essential for creating an environment that is conducive and supportive of educators and education systems in addressing the problems and challenges of racial inequality in education at the practitioner level. In the fight against racism and discrimination in education there is obvious progress and many examples of good practice at institutional and individual levels across member states. Legislation and policies of relevance for migrants and minorities are positively inclusive, but with the exception of the UK which has the strongest anti-racist legislative, policy and implementation framework covering all areas of educational practice, in general implementation has yet to meet the spirit of such legislation. Even in countries where there is a strong legislative and statutory policy framework in place, implementation and non-compliance by educational institutions remains a problem.

Different countries have different approaches and different rates of success in facilitating integration and reducing gaps in the educational outcomes of ethnic minority children. National responses by and large have tended not to adopt any systematic approaches towards combating racial discrimination and the underachievement of ethnic minority pupils. Initiatives are uneven and inconsistent, and often take the form of isolated responses to the immediate environments that schools and education authorities face on a day to day basis. At the level of classroom practice the EU policy dimension is not seen as having had a great impact, and is rarely raised as a matter for discussion at strategic and decision making levels.

Whilst many examples of good practice and tools exist, these are being implemented and used in a largely unstructured and ad hoc way by too few educators, and as a result their efforts have a limited impact. The practice of intercultural education still remains limited, irregular and insufficiently financed, and in most cases is restricted to institutions where there is a presence of ethnic minorities, which means that the concept of intercultural education and competence for all students is a long way from being systematically realised. There is considerable frustration at the lack of application of good practices outside of pilots and small groups of committed schools and teachers. Efforts to mainstream and embed good practice are hampered by a number of factors. Often there is a lack of systemic and school wide ownership, leaving responsibility to a few, in many cases ethnic minority, staff. Ad hoc project based approaches mean that initiatives are not mainstreamed, and inadequate funding or incentives to schools can sometimes lead to a 'tick box' approach towards meeting targets and the requirements of school inspections.

<sup>152</sup> Recommendation of the European Parliament and of the Council on key competences for lifelong learning, 2006/962/EC.

## 7.2 Ways forward

This report has set out in some detail what is known about indicators of inequality and patterns of race and faith based discrimination in education and training systems. It has highlighted the importance of these issues in the context of international agreements and the policy intent of international organisations and the EU. National strategies and policies in a number of member states have been examined in relation to critical areas of policy effectiveness, including legislative context, teacher education, curriculum development and the role that NGOs can play. Problems identified include gaps in data for more effective policy development, and the failure of current EU benchmarking mechanisms to engage effectively with race and ethnicity based indicators and measures to address barriers to access and participation.

It is clear from both documentary review and consultation with stakeholders that if the EU is to be successful in preparing all its citizens for a more diverse and more competitive Europe of the future, a transformation of the education system is required at all levels. Many of the changes required necessitate concerted action within member states, municipalities and within local schools to develop the strategies, policies and action plans likely to deliver improved outcomes in a context of committed and visible education leadership. However, the European Union needs to demonstrate strong leadership on the issue, and for the purposes of this report we concentrate in the next section on what can be done at the European Union level to drive and support the elimination of discrimination, promote inclusion and diversity, and enhance the educational attainment of minority pupils across member states. The following recommendations set out ways in which the European Union can utilise its mandate under Articles 149 and 13 of the Treaty of the European Union to improve the quality of education in Europe, along with the existing measures and instruments at its disposal under the *Education and Training 2010* framework more effectively to strengthen the race equality dimension in its education related work with member states.

### 7.2.1 Policy and legislation framework on non-discrimination

Legal compliance is a key factor in driving forward non-discrimination policy and practice at member state and institutional levels. This can be enhanced through:

- Implementation by member states of the Race Equality Directive in the field of education by adopting national-legislation and policies to address all forms of direct and indirect discrimination in access to schooling and lifelong learning.

- Greater use of the European Commission's Impact Assessment procedures to determine the extent of the differential and adverse impacts of EU education and training policy on ethnic minorities. Additionally, member states should be advised on how they can integrate the race equality dimension into current Regulatory Impact Assessment procedures.
- Practical guidance documents and a toolkit for member states on how to mainstream race equality in education through the adoption of race equality policies and action plans at all levels of education systems: ministries, municipalities and education providers.
- The clusters for Education and Training 2010 to report on how race equality assessments will be made and evaluated in each area against proposed social inclusion indicators and benchmarks.

### 7.2.2 Co-ordination, exchange of information and peer review

Coordination, exchange of information and peer review are central to the EU's role on education under Article 149 and the Open Method of Coordination linked to the Lisbon process, therefore:

- Mechanisms for coordination, financial support, mutual learning, and peer review in education must be used in a more structured way to promote competence and best practice exchange concerning race equality.
- The specific issues and needs of ethnic minorities should be mainstreamed into current and future Open Methods of Coordination, and the *Education and Training 2010* cluster on social inclusion should take on a leadership role in promoting more systematic dissemination of information, guidance and practices to ensure that best practice lessons learned are embedded and integrated into the provision of all mainstream education provision and teacher training institutions in the member states. It should also ensure the participation of civil society in its work.
- A structured forum for dialogue that allows exchange between policy makers and civil society organisations is critical in bridging the gap between policy directions and implementation on the ground. A network of education professionals and policy makers could be developed, with a good representation of ethnic minority educators and education focused NGOs. The EU could support the network through a programme of conferences and seminars to enhance opportunities for networking and information exchange on the subject of promoting race equality in education. It should also utilise this network as a channel for consultation with key stakeholders and ethnic minority communities on education and training policies and programmes.

### 7.2.3 Training and guidance on race equality in education

Guidance to member states on mainstreaming race equality in education should specifically cover teacher education and development strategies to enable them to deliver race equality and anti-discrimination in education.

- Further opportunities and funding for teacher training should be available at transnational and national levels in the areas of race equality and intercultural education.

### 7.2.4 Data collection, monitoring and evaluation

In order to measure progress towards the Lisbon benchmarks and indicators on educational outcomes and social inclusion, and to measure the extent and impact of discrimination in education and training systems on ethnic minorities, a good evidence base founded upon relevant, reliable and up-to-date quantitative and qualitative data on the manifestations and experiences of inequality could include:

- Evaluation of the impact of actions to include measurement of progress towards race equality against the five overarching benchmarks and indicators adopted for the *Education and Training 2010* framework.
- A review of data collection frameworks and mechanisms used within the European Statistical System (ESS) and EUROSTAT to establish instruments and methodologies that incorporate ethnic monitoring. Guidance provided in the *European handbook on equality data* should be used in establishing comprehensive EU and national level ethnic monitoring and reporting mechanisms.<sup>153</sup>
- Incorporating routine and standard reporting measures in the Eurydice network Eurybase database on educational outcomes, special measures, and demographics of immigrant and ethnic minority pupils and populations, and extending these across the whole lifelong learning process. These should include outcome as well as process measures, and incorporate qualitative measures such as attitudes to learning, experiences of ethnic minority pupils in educational institutions, and their motivation and aspirations.
- Encouraging member states to undertake national studies on the situation of school children from minority groups in the school system by compiling statistics on their attendance, exclusion, completion rates, results and progression. The European Commission could monitor and publish analysis of such data on a regular basis, and utilise it to establish baselines and develop priorities and targets against which to measure progress.
- Supplementing such quantitative data through research studies and consultation exercises on educational practices such as curriculum reviews, teacher education, parental involvement and other key areas of concern. Research studies should also include the following:

- Review of the strengths and weaknesses of different models of integration and raising educational attainment.
- More effective language support strategies for host language acquisition and mother tongue provision.
- Effectiveness of school measures to address discrimination and adapt educational environments to multicultural contexts.
- Most effective forms and methods of intercultural and anti-discrimination education.

### 7.2.5 Funding

The use of structural and Community funds should be strengthened through the development of explicit race equality objectives, and the adoption of clear criteria on equal opportunities and social inclusion in programme funding and evaluation criteria:

- Calls for proposals should include incorporation of an equality dimension that covers all anti-discrimination strands as a pre requisite for the award of funding and contracts.
- In order to assess the impact and to ensure equity in the allocation of funds, the European Commission should monitor funding take-up by ethnicity, as well as the number and quality of projects funded to promote equality and the fight against racism.
- Guidance should be made available for member states on how to integrate equal opportunities and race equality in the implementation of different EU-financed programmes, in particular for the use of the Lifelong Learning Programme (LLP) funding.

In two-and-a-half years *Education and Training 2010* will have reached its expiry date, but as yet it is still a long way off from meeting its objectives of ensuring a fair and quality education for all. Equality in education is not only a human right but an economic imperative essential to maximising the competitiveness of the European Union. Urgent action is required to make the rights and values enshrined in EU laws and policy a living reality which enhance every individual life and the social and economic prosperity of the European Community as a whole. The EU and all its education partners should rise to the challenges of promoting equality and inclusion in education, without which there is little hope of realising the Lisbon goals of making the Union the most competitive and dynamic knowledge based economy in the world with greater social cohesion.

<sup>153</sup> European Commission, *European handbook on equality data*, Brussels: EC, 2006.



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## Fighting racism and promoting equal rights in the field of education

Education remains at the heart of promoting anti-racism in Europe, both from the perspective of fostering intercultural societies, as well as in addressing the legacy of disadvantage experienced by ethnic and religious minorities in Europe. Unfortunately, racism and discrimination continue to manifest themselves in education systems in many ways, including rights and access to education, bullying and harassment, school segregation, drop out and expulsion rates, educational attainment, and monitoring and redress mechanisms.

This report highlights the problems of educational discrimination and disadvantage faced by ethnic and religious minorities, and the current legislative and policy measures for addressing these at international and EU levels. It examines some of the gaps and barriers to effective implementation of measures in the field of education and training, highlights areas where further effort is needed and makes a series of recommendations for actions at European, national and educational institutional levels.

The European Network Against Racism (ENAR) is a network of some 600 European organisations working to combat racism in all EU member states. Its establishment was a major outcome of the 1997 European Year against Racism. ENAR is determined to fight racism, xenophobia, anti-Semitism and Islamophobia, to promote equality of treatment between EU citizens and third country nationals, and to link local, regional and national initiatives with European strategies.



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