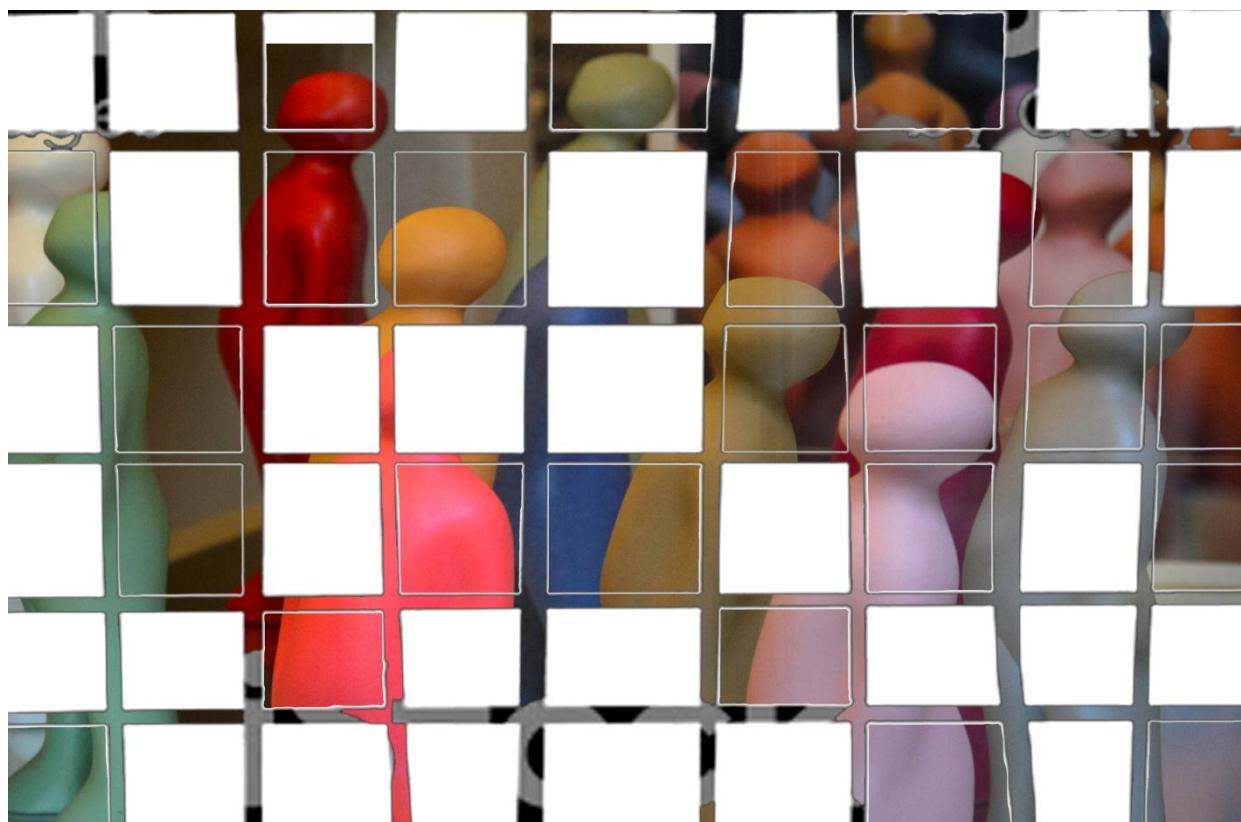


GUIDELINES FOR CITIZENSHIP EDUCATION IN TEACHER EDUCATION

THE INCLUSION OF MINORITIES IN THE EDUCATION WORKFORCE



Children's Identity and Citizenship in Europe

CiCe Jean Monnet Network, 2017

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INTRODUCTION

A recent European Commission study on diversity within the teaching found that:

“..... teachers and students with a migrant background in initial teacher education are generally under-represented compared to the actual diversity of the learners”. (European Commission, 2015)

The Report emphasises that data on the diversity of the teacher workforce is limited and inconsistent with ‘lack of data.....most frequently explained by data protection concerns [and that] where data does exist, it is often not directly comparable due to major differences in the indicators used to define a migrant/minority background (e.g. place of (parents’) birth, citizenship, first language, etc.), as well as the absence of any comparative EU-level data source’. Indeed the Report goes on to make recommendations to improve the evidence base, including:

- The collection of data on teacher diversity to inform evidence-based policy making should be strengthened considerably, taking into account data protection concerns in many Member States.
- In order to be useful, data collected should clearly distinguish between: first and second/third generation migrants; migrants as opposed to national minorities; different minority groups (as relevant); and, migrants from within the EU and from outside of the EU.

Nevertheless, the main finding that teachers with a migrant background are underrepresented in the workforce is congruent with other findings. A position paper published by the SIRIUS European Policy Network on the education of children and young people with a migrant background (a network with which CiCe has been closely associated as a Collaborative

Partner) highlights ‘....the mismatch in by far most schools in Europe between, on one side, the rapidly increasing social, cultural and linguistic diversity in the classrooms and, on the other side, prevailing social, cultural and linguistic homogeneity of the respective teacher force’.(Sirius, 2014) As Van Driel *et al* (2016) conclude: ‘In European countries teachers tend to be white, monolingual, middle class and female, while the student population is increasingly diverse’ (Van Driel et al, 2016:64)

This mismatch between the workforce and the student population echoes findings from the USA (see for example, The State of Teacher Diversity in American Education, 2015; Ryan et al, 2007; Cho, 2010; Howard, 2010) where teachers’ professional background and the diversity of the represented cultures does not correspond to the broad diversity of learners in educational institutions. In 2014, ‘for the first time in U.S. public schools, the percentage of Hispanic, African American, Asian, and other students of colour exceeded the percentage of white students [i]n stark contrast, an overwhelming number of their teachers—84 percent — are white’ (Hrabowski and Sanders 2015). Based on such research findings several countries, e.g., USA, Canada and Australia have developed regulations that emphasize the necessity to employ teachers from the minority groups.

Within Europe, the European Commission’s report (European Commission, 2015) makes assessment on relative levels of disparity between the diversity of learners and the diversity of in-service and pre-service teachers in different countries. The level of disparity is classified as: ‘low’ where the share of teachers with migrant/minority background is more than two-thirds of the share of learners with a migrant/minority background; as ‘medium’ where it is between two-thirds and half of the share of learners with a migrant/minority background; and, as ‘high’ where

it is less than half of the share of learners with a migrant/minority background'. Detail is provided in the tables below, but in summary:

- Three groups of countries emerge:
 - Countries with a high level of disparity between the diversity of the teaching workforce and the diversity of learners: Denmark, Germany, Ireland, Italy, Portugal and the United Kingdom;
 - Countries with a medium level of disparity between the diversity of the teaching workforce and the diversity of learners: Estonia (for migrant background), Netherlands, Slovenia and Spain;
 - Countries with a low level of disparity between the diversity of teaching workforce and the diversity of learners: Estonia (for minority background) Hungary, Latvia, Lithuania, Slovakia and Romania.
- Comparison between the diversity of students in initial teacher education (ITE) and learners as regards migrant/minority origin shows an overall lower level of disparities.

However, the report suggests that there may be some impact of the timing of migration. Countries with relatively more recent inflows of migrants, such as Denmark, Germany, Ireland, Italy and Portugal, may not have yet 'caught up' regarding the composition of their teaching workforce; whereas countries with a longer history of inward migration, such as the Netherlands, may have benefited from a longer period to foster increased teacher diversity. However, patterns are not fully consistent and the medium levels of disparities in Estonia, Slovenia and Spain or the high level

of disparities in the United Kingdom cannot necessarily be explained through the varying timings of migrant inflows.

The report also notes that several Central and Eastern European Member States collect data on the diversity of their learners and the teaching workforce with regards to minority background, reflecting the relatively larger importance of minority populations as compared to migrant populations in these countries' and concludes '..... that disparities with regards to minority background are much smaller than disparities relating to migrant background' arguing that 'this situation may be explained by a long tradition of the existence of minority groups in these countries, who are often schooled in specialised minority schools with their native language as language of instruction.

The need for proportional representation of minority groups in the education workforce.

The need for proportional representation in the teaching workforce has been argued by a number of authors from different positions in relation to societal values; social cohesion; intercultural understanding; the need for positive role models; and, students' academic achievement. A European Commission report (Van Driel et al, 2016) recommends:

'Member States should adopt measures to attract more representatives from minority communities to the teaching profession and provide support to retrain such teachers'.

Cunningham (2006) argues that as schooling is a formative social process and teachers are entrusted with many responsibilities, then who is, or is not, given such responsibility sends significant messages to children and the wider society as to who is valued in society and the kind of society that is promoted. This is particularly significant at a time of current EU initiatives that seek to actively promote European values. Van Driel et al (2016) cite growing ethnic and religious diversity in Europe alongside recent studies that show intolerance and social exclusion are increasing, with some migrant groups feeling alienated. They argue that education plays a vital role in the political socialisation of European citizens from cradle to grave, and that increasing the diversity of the teaching workforce is important to this (Van Driel et al, 2016). In similar vein Ross (2012) argues that the teaching force should be representative of the population, not simply because that this is right and equitable, nor because it may help minority ethnic pupils learn better, but because it will help all our pupils understand and appreciate diversity if they are taught by a diverse group. He presents the following points to suggest why this is important, stressing that most of these arise from some particular characteristics of the nature of education, and the way in which learning in schools is organised.

- The processes of learning convey a wealth of meanings to young people at an impressionable and formative period in their lives: who conducts this process is an important part of the process.
- Learning is a social process: it takes place in the interactions between teacher and learner, and learner and learner. The people who are given the role of a teacher play a critical part in determining the social relationships under which learning occurs. Teachers are put, very prominently, in a position of authority, trust and power. Who teaches is thus critical for the learning process (and is as critical, in its own way,

as who learns). Designating a person as a teacher is not undertaken lightly by any society, and important messages – to society and parents, and above all to children – are conveyed in deciding who shall be given the accolade of teacher.

- Learning is undertaken by all children/young people. Most of our other social provisions are used in an episodic and accidental manner.
- Learning is conducted over a long period of time. Disregarding notions of life-long learning, it is a process that we require all our young people to undergo for a period of at least eleven years in most European countries.

Beyond this, evidence suggests that business in general can benefit from diversity in the workforce provided they offer conditions to realise the potentiality of diversity (Council of Europe 2015). Diversity has a positive impact on education and labour environment; it increases the competitiveness of people and organizations in the world market and improves the quality of education. The labour and education environment in the 21st century cannot be imagined without minority representatives. Nowadays in order to perform many jobs one needs highly developed professional competences and higher education qualifications. It is therefore crucial that as many representatives as possible from minority backgrounds understand and have access to higher education in their career development (Swail et al, 2003, Carter, 2006, and Pantea, 2014).

Professional participation is equally important for the teaching profession as a whole, as hearing and critically reflecting on other voices can positively contribute to practice and curriculum development (Dee & Henkin, 2002, Cunningham, 2006,) especially since, many teachers come from a mono-

cultural, homogeneous background and therefore do not have experience of diversity in their own personal lives (Ainscow, 2007). Minority teacher's understandings of racisms mean they are often better placed to act as advocates in school settings (Carrington & Skelton, 2003). Diversity in the workforce also increases teachers' and students' knowledge and understanding of different cultural groups, thereby enhancing the abilities of all involved to interact with each other (Irvine and Fenwick, 2009), and teachers from minority backgrounds can encourage greater participation in the education system from their communities, including through school-home liaison and help build bridges between cultures (Villegas & Davis, 2007, Van Driel et al, 2016).

Although representatives of all cultures can be good teachers, some researchers indicate that learners react positively to teachers with whom they share a common origin (Carter, 2006, Pantea, 2014, Gay, 2010). Minority students benefit from being taught by minority teachers, because minority teachers are likely to have 'insider knowledge' due to similar life experiences and cultural backgrounds. Teachers who share a common origin with their learners are more able to give examples from the concrete culture and use other culture-related tools in the teaching process. The importance of implementing a Culturally Responsive Pedagogy: "the use of cultural knowledge, previous experience, reference models and performance styles of ethnically diverse learners in such a way that the teaching/learning processes are more corresponding to them and effective" is based on the assumption that "reaction to cultural differences is vitally important to make the teaching and learning process effective" (Gay, 2010, 31). A Culturally Responsive Pedagogy uses the cultural capital (norms,

ideology, language, behaviour, manners and habits) that learners bring along from their homes and the local community.

Teachers from minority groups tend to be more aware of student needs from minority communities, can dispel stereotypes of racial inferiority and incompetence and are better equipped to support student learning (Dilworth, 1992; Dilworth & Brown, 2007; Cunningham and Hargreaves, 2007; Irvine and Fenwick, 2009). In addition teachers from minority backgrounds may have positive impact on minority students' self-esteem (Bone and Slate, 2011) and may serve as positive role models (Bennett et al. 2006; Zirkel, 2002). These benefits may ultimately help improve academic outcomes for minority children who, on average, lag behind the native population in educational attainment (OECD, 2012).

Barriers to the inclusion of minorities in the education workforce

This guide takes as its starting assumption that there is governmental will to strive for the inclusion of minority groups in the education workforce. While recognising challenges to this assumption in the current political climate, we see proportional representation of minority groups in the education workforce as being congruent with the founding values of the EU: Article 2 states that '*The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail*'.

Nevertheless, barriers exist. These are often complex reflecting legal, financial, social, cultural and institutional contexts.

While we emphasise heterogeneity in minority groups, we also recognise difference in barriers for those with new immigrant, second or third generation immigrant backgrounds, and those from more established minority communities, including Roma communities. Moreover, we conceive the education system as a pathway through to higher education, and see this metaphor as useful in order to help illustrate the failure of the education system to generate proportional numbers of trainee and serving educators from migrant and minority backgrounds. To this end we identify the following three points along the pathway: entry to teacher education courses; pre-service/beginner teaching programmes; in-service support. So, for example, failure to recognise overseas qualifications and work experience is often cited as a barrier, with qualified and experienced teachers from outside Europe, finding they have to restart their careers at the bottom of the ladder. When this is combined with perceived lack of language competence in the language of instruction; adjustment to new policies, curriculum and pedagogies; and cost; barriers may seem insurmountable, and may be put off application to programmes of positions.

Teaching is a profession practiced throughout the world. Studies with focus on motives for choosing to follow a teacher training programme often cite material reasons, such as job security; professional reasons, such as love of a subject; and altruistic reasons, such as feelings of responsibility towards children or community (Bastick 2000; Huberman, Grounauer, and Marti

1993; Richardson and Watt 2005; Rinke 2008). However, in some European countries, the teaching profession has lost much of its power to attract the most [the](#) promising prospective teachers. A recent report (European Commission, 2013) attributes this to a decline in prestige, deterioration in the working conditions of teachers, and their relatively low salaries compared with those of other intellectual professions. Richardson and Watt (2005) with reference to the UK context suggest it has been difficult to attract students to teacher training programmes, and to the teaching profession, to students' prevailing ideas concerning the teaching profession: of low status, poorly paid and better suited for women.

There is some evidence to suggest that the profession is less attractive to particular minority and immigrant groups. Szecsi and Spillman (2012) researched minority teacher candidates' perceptions of becoming teachers in the USA, and found minority candidates are making decisions to enter the teaching despite the profession not being viewed as attractive and prestigious to the minority students' families. However, these participants had an intrinsic motivation and/or a significant friend, co-worker, or teacher who made them confident about pursuing their dream (Chamness et. al. 2005; Gordon, 2005).

Outside of the direct control of teacher education programmes is the achievement of children from migrant or minority backgrounds in school that may affect meeting academic entry requirements for initial teacher education programmes. Research data shows that migrant students are disadvantaged in terms of enrolment in type of school, duration of attending school, indicators of achievement, dropout rates, and types of school diploma attained (NESSE 2008). Children from minority (especially

Roma) background are similarly disadvantaged, for example, being at high risk of early leaving (European Commission/EACEA/Eurydice/Cedefop, 2014). Archer (2008:103) has drawn attention to how minority ethnic pupils are afforded only the narrowest spaces within which to negotiate and experience forms of ‘success’ and to embody and perform their gendered, racialised and classed identities. In turn this may affect decision making processes in terms of academic progress, and career choices.

However, it is recognised that some minority ethnic groups do better than average in some contexts, for example in the United Kingdom students of Chinese and Indian background do significantly better than the average (Department of Education 2005) and in Germany immigrant Jewish students from the former Soviet Union perform better than native students in secondary education (Ben-Rafael et al. 2006). Nevertheless, first generation immigrants in Europe are on average, slightly less educated than native individuals, but there is a large heterogeneity across countries. In some countries, such as Denmark and France, this gap is almost entirely explained by differences in socio-economic background, in others (Finland, Austria, Belgium and Portugal) the factors driving the gap are more complex and have roots also outside socioeconomic conditions, including proficiency in the language of instruction; institutional stereotyping; education policy; and, pedagogic practice (De Paola and Brunello, 2016).

Some strategies to include educators from Roma backgrounds in Latvia.

The lack of cultural and ethnic diversity among the teachers is influenced by sever factors. The most frequently indicated obstacles in the acquisition of the teacher's profession are financial difficulties, the lack/insufficiency/inaccessibility of financial support, the requirement to work full load, the lack of family support, the lack of information regarding the admission requirements to the higher education institution, poor results in the final secondary education examinations, an insufficient number of points in entrance examinations of higher education institutions as well as lack of models who have studied in higher education institutions and who serve as an example to be followed.

The root of the many of the above mentioned problems can be found in the low academic achievement of Roma pupils. Research in 2015 highlighted 'the low level of education and illiteracy restrict dramatically the employability possibilities of Roma' (Latvijā, 2015) which is significant since graduation from secondary school is a compulsory requirement to start the process in acquiring teacher status.

Moreover, high tuition fees push secondary school graduates to choose more remunerative professions to be able to pay back the study loans. In contrast in order to study in teacher education programme one has to take the study loan but the anticipated future financial benefits are relatively small. Taking into consideration these restrictions the teacher's work has rapidly lost its prestige and has become the last career possibility that is often chosen by academically low-achieving students. In many cases also after graduating from the higher education institution the minority representatives when facing the economic, social and cultural factors do not start the work in the educational institutions. To increase the number

of minority teachers is not only the issue of philosophical commitment aimed at promoting the possibilities of a diverse career. Some researchers, for example, Carter (2006), Pantea (2014), Gay (2010) indicate that learners react positively to such teachers with whom they share a common origin. Thus, for example, the study Roma in Latvia (2015) specifically emphasizes the effectiveness of applying the principle 'similar to similar' in the communication and circulation of information with Roma.

Teachers who share a common origin with their learners are more able to give examples from the concrete culture and use other culture-related tools in the teaching process. Such practice is not characteristic only of the minority teachers and is not obligatorily necessary when teaching Roma children but the benefits should not be ignored – especially in schools where teachers experience problems concerning the inclusion of minority learners. Roma learners have better academic achievement if their teachers are able to satisfy their academic, psychological, social and emotional needs. This is confirmed also by the researcher Gay (2010) who emphasises the importance of implementing a *Culturally Responsive Pedagogy*: the use of cultural knowledge, previous experience, reference models and performance styles of ethnically diverse learners in such a way that the teaching/learning processes are more corresponding to them and effective".

The approaches used for attracting and keeping the minority students in higher education institutions are of great importance. Only using the traditional approaches of attracting future students, i.e., the open days and advertisements in mass media, does not solve the problem of the lack of minority teachers. Effective strategies used for attracting minority

students to the teacher's profession, including targeted advertising in minority communities and close liaison with community centres, with one of the most effective strategies being the involvement of minority students in information events, because future students more willingly choose those educational institutions which have representatives from their community.

In order to attract minority students to a particular profession it is useful to involve young people and adults without higher education in projects that envisage a possibility to work in schools as a teacher's assistant or in methodological centres as mentors, etc. Such programmes can be motivational, and participants can prove themselves in pedagogical work and make and assess their suitability to enter the teaching profession. The programme "Integration incubator for the support of Roma children and youth" implemented by the Education initiative centre (Latvia) and supported by the European Economic zone grant can be mentioned as good practice in this respect. Ten Roma mediators were trained in this project and they work in four regions of Latvia: Kurzeme, Zemgale, Latgale and Vidzeme. Krauklis (2015) considers that the main task of mediators is to convince both the Roma youth and their parents that education is necessary as well as to strengthen and/or establish effective communication and cooperation among the Roma communities and public health service, education and labour market institutions. The Roma mediator works with the educational institution to promote the education of Roma young people and also speaks with parents about the importance of education' (Krauklis, 2015). There are more than 1000 Roma mediators in Europe. The information material published by Education initiative centre for mediators (2014) stresses that Roma mediators in Latvia is an innovation although there is already such experience in Europe – Roma

mediators work in more than 20 countries (Turkey, Romania, Bulgaria, Hungary, Russia, Ukraine, etc.)

Schools in the framework of programmes financed cooperate with higher education institutions of the respective region to educate specialists who have no higher education, school employees or other community members who do not have the teacher's qualification. For instance, an example of successful practice of Roma children's education can be found in the programme REI (Roma Educational Initiative). This programme Roma teacher's assistants in multicultural classes and in doing so also helps improve the quality of their pedagogical work. Roma teacher's assistants have to attend courses, seminars, workshops and lectures that improve their educational level. The courses that last for 150 academic hours end with an examination. In order to attend this training the person should be at least 18 years old with a completed basic education or secondary education and has to present a health certificate, a recommendation from the school in which the Roma teacher's assistant has intended to work (there could also be other references or recommendations), the knowledge of the Roma language is compulsory and the person should have no criminal past. (Open Society Institute, 2007)

The introduction of the teacher's assistant in schools that participated in the REI programme in the European Union positively influences not only the pupils' acquisition of academic knowledge but also the whole life of the society. The professional development of teacher's assistants and teachers motivates also the other school staff to think about their professional development. Besides teacher's assistants influence positively not only the school environment but also the Roma people are encouraged to be more

active in the environment of their own and in the basic culture of the country.

Some challenges and opportunities to the inclusion of people from migrant backgrounds in Germany

In Germany, it is the duty of every teacher to accept the basic law, as the constitution is called, if she or he wants to work in a public school as an educator. This is more obvious for teachers working as civic educators, transferring political knowledge, skills and attitudes to the scholars to be and become good and cohesive democrats and citizens, in the sense of a "citoyen".

To practice as a teacher in public schools in Germany, one must have the German nationality. This requirement indeed limits the possibilities of work in schools and colleges for these people, who do not meet the criteria of citizenship. This is obviously a limiting factor even for those, who have required the qualifications to practice as teachers.

In the view of the rising and overwhelming refugee's crises in Europe, especially in Germany, political education by and for the citizens is becoming more and more important. Institutions are confronted with the question, how the successful integration of migrants into the political community can succeed. Only in this way migrants can become new fellow citizens and be able to enter the workforce as teachers.

In public much discussion has focus on linguistic competence and occupational measures as a basis for successful inclusion; however, equally important is knowledge about the bases of democracy and the possibilities for its development. A successfully established integration requires therefore on the one hand the acceptance of the basic values and central principles of a multiplurality and liberal democracy, on the other hand the active co-operation of the citizens in a democratic and civil society – not only on the job market, but also in the communities. Therefore the political and social basic conditions of integration need to be established.

Therefore, political education must be in the view of extremely different migration biographies, so that all school forms should emphasize civic education for migrants as an essential component of their own school curriculum. However, political education for democracy is not only a matter at schools. Tying on to the courses offered, which prepare for the German-naturalization test, other formats should also be developed for migrants and refugees, to promote their political competence.

Referring to integration-policy it is obvious, that educators have an important role to play in institutions and have responsibility for minorities, who are quite underrepresented, but are in need to be created as socially cohesive citizens. This is true for the biggest minority in Germany, the Turkish migrants, a minority of nearly 4 million people. Here the institutional selection process for becoming a teacher is not easy, because many of these candidates do not fulfill the standard requisites and competences of this profession. One of the main barriers is, of course, the language competency in the medium of instruction.

On the other hand, iff we look at textbooks, also cultural expectations can be seen very clearly. Here it is a fact that most of the textbooks are following to the curriculum, so that national standards are mostly important. In all of the 16 federal states in Germany, which all have their own education-system, the curricula are written to be more or less multi-cultural instead of being mono-cultural. Therefore the schools have the task to adapt heterogeneity as a value, to include also minorities in the classrooms.

There are some migrants, who already have worked as teachers/educators in their previous countries. Another problem seems to be the equivalence of their qualifications and cultural orientation, which goes along with negative stereotyping, feelings of racism and discrimination by the society and its representatives, even in schools and universities. So the integration-process is not just a problem of entry into the profession, but also of retention and support once employed as a teacher.

In Germany, there is no overt lack of political to include minority ethnic educators in the workforce, although it is evident, that teachers with a migrant background are under-represented in schools (European Commission 2016). A number of regional studies have found some evidence of that students in initial teacher education and the preparatory phase are confronted with prejudices, stereotypes and discrimination related to their migration background. A study on the experience of 200 teachers with a migrant background conducted at the Humboldt University Berlin (Georgi 2010) finds that, while the vast majority of teachers with migrant background feel recognised by their colleagues in their role, they experience different forms of discrimination in their daily work to different degrees of intensity. This includes discrimination based on ethnic-cultural

background, language skills, religious discrimination, as well as structural and institutional discrimination. Many of the teachers surveyed have experienced discrimination in different phases of their education career: 29% state to have experienced discrimination or disadvantage while being at school themselves, 13% during initial teacher education, 23% during the preparatory practical training and 22.5% in their current work as teachers. A regional study on students in initial teacher education also find qualitative evidence of discrimination during practical training and show that any deficits of students with a migrant background in initial teacher education are often attributed to that background by career support staff (Wojciechowicz 2013).

With regard to entry into teacher education programmes, it is clearly to be seen that, in contrary to other member states of the European Union, the financial limitations to enter German universities are moderate and therefore not seen as a barrier. Nevertheless there is a wide range of models existing in the teacher education. For example, in the federal states of North Rhine-Westphalia, Berlin and Bavaria there have been established very successful programmes to integrate migrants into the teacher education workforce (BAMF/Gemeinnützige Hertie-Stiftung 2011).

One of the most important programmes in Bavaria is called “LeMi - Bayerisches Netzwerk der Lehrkräfte mit Migrationsgeschichte”, which can be translated as “Bavarian network for teachers with a migration history background” (see <http://www.lemi-netzwerk.de>). Because the Ministry of Education in Bavaria wants to have more migrants to become teachers, special courses and seminars are organized to give information about the professional duties of teachers in primary and secondary schools. The aim

is to provide insight into the teaching studies and the chances of the teaching profession for scholars and students with a migration history. Special student's campuses are offering an overview about the varied duties and career chances for teachers. They receive information about the teaching studies as well as requirements for their career as a teacher. Also they get to know what a good teacher might be and explore themselves whether they are suitable for the teaching profession. Therefore they experience school not as a student, but through work shadowing.

The motivations to pursue a career as a teacher in Bavaria could also be having a good and secure job and earn an adequate amount of salary. As in some federal states in Germany, a teacher in Bavaria could work in a position as a life-time civil servant, what brings indeed some advantages to the active teaching service, also concerning the pension, when he or she will be retired.

Challenges and opportunities in the employability of teachers from refugee backgrounds in the UK

Many refugees in the UK are from professional backgrounds and represent a pool of people with potential to positively contribute to the workforce. However there are a number of factors that militate against this. This section draws on the work of the Employability Forum: Refugee Teacher

Task Force which was established in 2006 and worked over several years to establish frameworks that with some adaption are still used today.

The Task Force brought together a number of stakeholders – government departments, teacher trainers, unions, schools, local authorities, NGOs, and refugee organisations (including refugee teachers) – seeking to improve the employability of refugee teachers in England and Wales (there was a sister organisation in Scotland).

The first step was a mapping exercise to identify organisations involved in the field and where necessary to extend the make-up of the Task Force. A second step was then to identify barriers. These might be complex but can be summarised as follows:

- A challenging labour market
- The complexity of the system
- Lack of resources
- Project-based funding
- Issues facing refugees

In relation to the labour market, research suggested that many refugee teachers with recognised qualifications and experience lacked job-search skills to act in a competitive market. This was compounded by the complexity of the system, which offers several different training pathways, ranging from traditional university courses to employment-based routes. Adding to this was sometimes inappropriate guidance from careers advisers in support centres, unaware of the multiple pathways into teaching and the range of school support roles available. Again many of these centres were operating on a shoestring budget trying to cope with

the multiple needs that many refugees have. This was further compounded by short-term funding for projects supporting refugees with organisations faced with the prospect of continually looking for funders to keep programmes going. From the employers' side they were also not clear on regulations relating to refugee status and if they could legally employ refugee teachers in their schools.

In addition to external barriers noted above, issues facing refugees included lack of English language skills, information, understanding of the labour market and UK qualifications, understanding of the culture of teaching in England, as well as social issues such as racism, poor housing and subsequent health and mental health needs. The level of English language was identified as the most important factor in determining the success of individuals in accessing training or employment. For teaching more than any other professional field, apart from health, use of language is of the utmost importance. Individuals have to be able to communicate effectively with children in classroom situations as well as with colleagues, parents and other outside agencies. This is a formidable range of skills even for a native speaker (Ragu, 2007).

Bringing a range of stakeholders together was an import step in addressing problems. It gave clarity of understanding of the needs of refugees and greater visibility to some of the barriers. It also provided opportunity for more effective partnerships and a more joined-up response allowing for strategic application for funding, and shared publications providing advice and guidance, including information for schools and employers.

Other initiatives included the development of courses tailored to the needs of refugee teachers, involving introductions to the English education system (with school placements); language learning with focus on professional communication in the school context; and, providing pastoral and administrative support. Support groups for refugees in school were also established helping to ensure retention of refugee teachers, allowing for open exchange of concerns and opportunity to share solutions or offer mutual support and guidance.

The success of this initiative stems from the collaboration of a broad range of stakeholders which would not have been possible without government funding. Of course refugee teachers still face many problems but such initiatives help to cut through the complexity of problems, which (often poorly resourced) projects could not do in isolation, including proving information on refugee employment rights to prospective employers.

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The CiCe Jean Monnet Network is a consortium of universities with interest in how and what people learn about their society, a partnership that grew out of the CiCe Erasmus Academic Network, which had been in existence in various forms since 1998 with the support of the European Commission. Closely related to the Network is the CiCe Association, an independent body

of individuals and institutions with academic and practical focus on citizenship education and identity formation in young people in Europe and the world.

The CiCe Jean Monnet network links 25 institutions in network from 17 states that are involved in training education professionals (teachers, social pedagogues, early childhood workers, youth workers etc) and concerned with citizenship education and the development of identities in young people.

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