

Participation of Migrants in Programmes of Further Education

Documentation

Grundtvig – Learning Partnership

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1. Preface

Many people with migration background are hardly reached by existing programmes of further education in Germany or in other European countries. Regarding the educational goal of lifelong learning, migrants, therefore, are a highly disadvantaged group. The biennial learning partnership thematically focused on migrants' access to the existing programmes of education in the respective institutions and countries.

Through reciprocal visits of teachers and those responsible for education in the participating institutions and through discussions with a pre-determined thematic focus as well as through contact via modern communication technology, experiences were exchanged. On this basis, new approaches were to be developed in the course of the learning partnerships in order to facilitate access of people with migration background and to counteract marginalization via contents and methods appropriate to the experiences of migrants. In the course of the partnership, information on the situation of migrants in the respective countries and on further education was gathered. This information is summarised in the documentation at hand.

2. Grundtvig Learning Partnership "Participation of Migrants in Programmes of Further Education"

2.1. The Partners Involved

- Multikulturelles Forum Lünen e.V. (MkF) - Germany
- Intercultural Centre of Iceland - Iceland
- Orientamento Lavoro Onlus - Italy
- Integra Association - Bulgaria
- Abif - analyse beratung und interdisziplinäre forschung - Austria

2.2. Outline of the Project

One focus of the work was the examination as regards content of the specific access requirements, potential and needs of migrants in further education. Thereby, the employees of the participating organisations gained increased qualification and sensibility for their work in the intercultural field with a distinct European dimension. Especially migrants who are and will be part of existing and future educational measures will benefit from this.

Information and experience on migrants' access to the existing programmes of further education in the partner organisations and in the various countries is to be exchanged in the course of the altogether six project meetings - three in the first and three in the second year of application - in the participating countries and by using modern media. In this learning partnership the necessary steps towards further integration of migrants into further education were to be discussed.

2.3. Aims of the Project

Aim of the project was a collective, cross-national survey of existing programmes of further education in the participating institutions and countries and of the access that migrants have to these programmes. This exchange of experiences was to clarify questions on this topic and on

the job market in the respective countries, questions on integration policy as well as on experiences of intercultural conflict and strategies of conflict resolution. The learning partnership was intended for two years; the first year primarily served to exchange experiences between the participating institutions and organisation as well as to survey the situation. Based on this, the second year increasingly aimed at conceptually developing new approaches as prerequisites to facilitating migrants' access to further education via migrant-appropriate contents and methods.

2.4. Target Group

The target group of the learning partnership were specifically multipliers and people responsible for education from Germany, Austria, Italy, Iceland, and Bulgaria, and - indirectly - migrants themselves.

2.5. Duration of the Project

The duration of the learning partnership was two years (01. August 2001 - 31. July 2003).

2.6. Coordination of the Project

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3. The Partners Involved

3.1. Multikulturelles Forum Lünen e.V. (Lünen/Germany)

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Multikulturelles Forum Lünen e.V. (MkF) is an organisation by migrants for migrants that works in the field of integration of migrants. The team is intercultural, many members of staff also have migration backgrounds, and some have even come to Germany as refugees.

Aims and objectives of the *MkF* are:

- To relate the various experiences of people from different cultural contexts and social groups to one another, to enable encounters that are free of fear and prejudice and to initiate processes of learning.
- To support everyone by helping them to help themselves, regardless of nationality, culture or religion.
- To develop projects that mitigate and solve problems which arise from migration, to carry out and publish the results of these projects.
- To give political, social and cultural thought-provoking impulses so that the coexistence of people with different backgrounds does not create irresolvable conflicts.

MkF carries out its projects and tasks in collaboration with local, regional and transnational partners.

The Work and Activities of *MkF*

MkF maintains an intercultural meeting place in Lünen-Süd and is supporting organisation of the educational establishment *Multi Kulti* as well as of various other projects and measures. It offers courses of further education, organises cultural events, provides job orientation and aid with social problems, gives counsel to individuals and associations. It has a wealth of more than 18 years of experience in its work with, of and for migrants. *MkF* helps migrants to help themselves; it helps them become aware of the abilities and strengths, of the experiences and qualities (intercultural competences) that they have brought along from their home countries. They are to be enabled to discover and strengthen the resources that they have carried along with them. *MkF* does not consider migrants and refugees as a problem but as potential and enrichment to the country.

In the course of its existence, *MkF* has especially made the ‘labour market’ accessible to its target group as a field of action. Since 1996, *MkF* has therefore conducted various projects of qualification for migrants that are sponsored by the ESF and by the federal state North Rhine-Westphalia. It maintains an unemployment-centre that is financed by the federal state and by the Federal Employment Office and it acts as adviser in the NRW state programme “Jugend in Arbeit” (Youth in Employment). In 1999 it hosted an international conference on the topic of migrants setting up businesses in Europe. Since July 2002 *MkF* has received the function of general coordinator of the project “Neue Wege in den Arbeitsmarkt” (AMiKU) (New Ways into the Labour Market) in the course of the overall initiative EQUAL, a programme of the European Social Fund. *MkF* also provides language advancement for migrants in cooperation with *Bundesamt für die Anerkennung ausländischer Flüchtlinge* (BAFI; the federal office for the recognition of refugees) and for resettlers in cooperation with the administrative district Unna.

A smaller but nonetheless important part of *MkF*’s work is dedicated to refugees and asylum seekers. It is present in local refugee centres and offers refugees advice on procedures. *MkF* is involved with anti-discrimination work; it strives to help overcome prejudices on either side, on the side of the local population but also on the side of immigrants and refugees.

3.2 Intercultural Centre of Iceland (Reykjavik/ Iceland)

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The Intercultural Centre is a cooperation that is part of the Reykjavik section of the Icelandic Red Cross. It was founded in December 2001 by the city of Reykjavik, Kópavogur, Hafnarfjörður, Seltjarnarnes and by the Reykjavik section of the Icelandic Red Cross cooperation.

The introduction of multicultural programmes, which were developed by local agencies involved with the centre, is a crucial aspect of the activities and aims of the intercultural centre. The main aim of the intercultural centre is the creation of a forum for the multicultural society of Iceland.

In a society that is truly multicultural, there is a dynamic exchange between all peoples of various origins. In a multicultural society various cultural groups coexist side by side. They are all equal, treat each other with equal respect, and work together towards the common goal of creating a multicultural society.

The Intercultural Centre encourages this dynamic exchange between peoples of various origins and cultural backgrounds.

The Intercultural Centre systematically works towards preventing prejudice in our society by organising detailed educational programmes, presentations of various societies, and cultural events. It provides the appropriate forum in which the local population and those who have immigrated to Iceland can get to know one another and exchange experiences.

Main Activities

- Legal advice regarding the rights of immigrants:
A full-time lawyer is employed at the Centre
- Information and advice:
The lawyer and other specialists offer advice and support in individual matters. Information and advice on the rights and obligations of immigrants in Icelandic society is provided.
- Educational programmes:
The centre educates regarding different cultures, races, rights, intercultural education, Icelandic society, open seminars etc.
- Publications:
Newsletters, collected information on Icelandic society and a web-site available in different languages
- Interpretation and translation service:
Offers translations and interpretations in more than 50 languages
- Cultural activities:
'Caffé Kulture' is situated on the ground floor and provides beverages and small snacks from miscellaneous countries. Computer facilities are in the basement, cultural groups may use conference rooms and an office space.
- Cultural events and art exhibitions

3.3 Orientamento Lavoro Onlus (Milan/Italy)

Orientamento Lavoro Onlus

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It is a centre for professional orientation that mainly provides advice and courses of instruction for women.

The association, which was founded in 1986 in order to advertise the 'retravailler' method (that was developed in 1974 by E. Sullerot in France) in Italy, is member of *C.O.R.A.* (the Italian national association of counselling centres that help women to re-enter the labour market), which in turn is a member of *EWA* (a European labour initiative). Its aim is to create equal conditions for women in the labour markets of the countries of the European Union.

Its method is based on a psycho-social approach that defines orientation as a lifelong process which encompasses strengthened self-confidence, knowledge of the labour market, development of active strategies in searching for information and for jobs, and the planning of individual career-development. It makes use of:

- the experience of people who learn to assess themselves, to analyse the strengths and weaknesses of their personal and professional biographies and who regard assessment by others as an important tool in increasing their self-confidence and in developing realistic plans
- the context as social-economic and cultural background and also as a moment of biographic change and of the awareness of labour needs and ethics
- the group as a means of confrontation in order to broaden previous professional presentations and legitimate personal choices
- desire as the driving force of each individual action
- time as an opportunity/commitment/limit and temporal perspective to introduce professional choices

The centre aims to support and provide assistance to all people who are confronted with subjectively and objectively serious professional problems in times of change and in all life phases.

Among its clientele are: women who re-enter the work-force, unemployed, people who have been made redundant, young people who are looking for their first job, prisoners, adults facing social difficulties, immigrants, but also women who are employed, who return to their job after maternity leave, who give up their job or want to change profession, teachers who are active in the field of counselling as well as students who are planning their way into the labour market.

They cooperate with: Departments (of labour, education, and equal opportunity), regional, local, municipal administrations, centres of professional training, counselling centres, schools

Main Activities:

- Career counselling

- Professional training
- Appraisal of aptitude
- Strategies of application
- School counselling
- Legal advice
- Support in measures of provision of employment
- Training instructors
- Training of people who are employed in information - and counselling services

3.4 Integra Association (Sofia/Bulgaria)

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The Integra Association was founded and registered in April 2000, originally as Integra Foundation and it started its activities in the same month. Integra Foundation was initiated by private individuals with a wealth of experiences and evident qualities in project management. Integra is a nationwide non-profit organisation in Bulgaria that is concerned with education, qualification and vocational training. The keystone of the association is the initiation, introduction and support of joint projects of Bulgarian and other international institutions in order to improve the quality of education and vocational training on all levels and in every way possible.

For legal reasons, Integra Foundation was transformed into Integra Association in March 2002 due to changes in Bulgarian NGO legislation. One of the most active NGOs in this field, Integra Association offers a wide variety of activities in Bulgaria.

Integra Association provides support in social services that are geared towards

- improving access opportunities, quality and efficiency of measures of education and vocational training;
- supporting social integration and strengthening individual dispositions;
- furthering moral and social values.

Integra Association is very active in the initiation, preparation and support of various activities, projects and events (conferences, workshops, discussions etc.). It supports equal requirements of access to education and training opportunities for all social strata, regardless of gender, age or heritage. In this regard, Integra advances the idea of a democratic education.

3.5 abif - analyse beratung und interdisziplinäre forschung (Vienna/Austria)

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abif (analysis, consulting and interdisciplinary research) is an independent socio-scientific research and consulting institute with a clear orientation towards practical application. In 1999, scholars of various disciplines joined forces in the association *abif* with the aim to conduct multi-method research on a high level within an interdisciplinary network.

Main Focuses

- Education - labour - gender - family - integration

Services for Public Organisations:

- Research
- Evaluation and scientific accompanying research
- Research: Basic surveys and application-oriented surveys
- Education: Concepts for measures of further education and training
- Conferences and seminars
- Lectures and publications
- Documentations and investigations
- Training concepts
 - Conception and implementation of measures of on-the-job education and training especially concerning soft skills (internal communication, team and conflict management, techniques of presentation, project management)
- Providing Counsel to Organisations
 - In the realisation of educational measures
 - To NPOs in processes of operational change
- Surveys investigating satisfaction
- Job-satisfaction of employees
- Satisfaction of customers and satisfaction of members
- Accompanying research and evaluation
- Monitoring surveys in the case of measures of training and further education
- Surveys of efficiency and effectiveness
- Cost-benefit analyses
- Documentation and investigations
- Providing counsel for organisations
- New concepts of organisation in manufacture and in the provision of services
- Qualification and further education
- Paradigms for structuring working hours as well as new forms of labour
- Internal conflicts
- Internal communication
- Ability to connect with customers and with the environment
- Compatibility of job and family
- Conferences, seminars and workshops
- Conception, organisation & presentation
- Open space technology

Services for Private Organisations:

4. The Situation of Migrants in the Countries of the Partners Involved

4.1 Germany

4.1.1. Germany and Immigration

Immigrants and their children in Germany are still severely disadvantaged in the school system, in professional life and regarding the provision of services. It is a central aim, therefore, to regard immigration and integration as a continuous task to which the necessary response is a balanced offer of measures. Affiliation to a particular nationality or the legal status of immigrants may thereby - as has been done in the past - not be the sole starting point. This would entail that immigrants - though they might have similar problems or be in similar situations - are treated differently.

At the beginning of 2000, the Federal Republic of Germany (FRG) had 82.2 million inhabitants. Nearly 9% of these - roughly 7.34 million - did not have a German passport, were therefore foreigners. Roughly 3.2 million people who immigrated as 'resettlers' or 'late resettlers' and roughly one million people who were nationalised in the country must be added to this figure. Altogether, the percentage of the immigrant population - of those people with migration backgrounds - therefore amounts to almost 12% ("Süssmuth Commission").

Immigrants have different reasons for immigrating to Germany. These might be: the lack of a job in the home country and the hope to temporarily find work in Germany, as a result of marriage, political or religious persecution in the home country. Therefore, we have to assume that the attitudes and approaches to the cultural and social reality of Germany also vary. In this context, it is especially important to take the immigration background into consideration when developing integration programmes and when assessing the success of integration. The majority of the immigrant population in Germany are people who came to Germany in the course of the recruitment of 'guest workers' and when their families followed, or they were born in Germany as the children of these guest workers.

Roughly 2 million migrants (11.9%) live in the federal state North Rhine-Westphalia (NRW). 497.188 of these have emigrated from countries of the European Union. The administrative district Unna is one of 53 districts in NRW. It incorporates 10 cities and municipalities. In total, 430.000 people live in the district Unna. With roughly 92.698 inhabitants, Lünen is the largest city. The percentage of migrants is 8.2% (35.200). It is most concentrated in Lünen and in Bergkamen. The largest groups of migrants are from Turkey, from the former Republic of Yugoslavia and from Italy. The group of refugees and asylum seekers in Germany incorporates different status groups: asylum seekers, those who have been granted asylum, convention refugees, and contingent refugees, refugees displaced by war or by civil war as well as de-facto refugees. Their number rose from 700.000 in 1987 to 1.9 million in 1993. After the amendment to the basic right of asylum in article 16 Basic Law by the *Asylkompromiss* ('asylum compromise') that became effective on July 1st 1993 their number declined. At the end of 1998 only about 1.1 million refugees remained in Germany. Their number amounted to about 15% of all immigrants in 1998.

4.1.2 Clauses Concerning Labour Legislation and Right to Determine the Place of Abode in the *Ausländergesetz* (Aliens Act)

In Germany, the Aliens Act regulates entry clearances, leave to remain, and labour permits. According to the definition of this law, a person is a foreigner who isn't a German citizen in the sense of Article 116, paragraph 1 Basic Law. Not only those people who identifiably reside in Germany temporarily, e.g. tourists, are foreigners, but also children who were born in

Germany to people without a German passport who have been living and working in Germany for decades.

The Aliens Act differentiates according to the purpose and duration of residence when granting or extending leaves to remain. Various types of leaves to remain are distinguished. These are granted as *Aufenthaltserlaubnis* (conditional leave to remain), *Aufenthaltsberechtigung* (unconditional/indefinite leave to remain), *Aufenthaltsbewilligung* (temporary leave to remain restricted to a particular purpose), and *Aufenthaltsbefugnis* (conditional leave to remain for humanitarian reasons or reasons of international law).

Migrants in Germany are initially granted conditional leave to remain. *Aufenthaltserlaubnis* is the basis for residence in Germany. The permission is not restricted to a particular purpose. It is initially issued for a limited time span, mostly for the duration of one year. If migrants are able to meet certain requirements the permission can later also be acquired for an unlimited period of time. These requirements are that migrants are able to secure their livelihood, have a specific labour permit, have a basic oral knowledge of the German language and are able to account for fixed abode.

Then, migrants can apply for an indefinite leave to remain. *Aufenthaltsberechtigung* is granted after 8 years of residence in Germany, if evidence of good knowledge of German and of a clear criminal record can be provided. Furthermore, *Aufenthaltsbewilligung* and *Aufenthaltsbefugnis* can be requested.

The Aliens Act also differentiates when granting labour permits. For the exercise of employment, employees, who are not German in the sense of Article 11 Basic Law, need a so-called labour permit that is granted by the Federal Employment Office. Members of EC countries are exempt from this rule by virtue of the EEC treaty. Issue of a labour permit is linked to the status of residence of the respective person.

4.2. Iceland

4.2.1 Immigration in Iceland

About 3.5% of the population are of non-Icelandic citizenship. The number of those that have immigrated to Iceland has increased by 10-15% in the last few years and by roughly 50% since 1995.

An economic boom and a shortage of labour are the main reasons for this increase in immigration. Most immigrants come from Poland and are guest workers. Only few people come as refugees or asylum seekers. In this the situation in Iceland differs from those of other European countries. The percentage of recognised refugees amounts to 2% of the non-Icelandic population and since 1990 only one person has been accredited the status of refugee.

4.2.2. Approval of Qualifications

There is evidence for the fact that many of the foreigners living in Iceland have qualifications that are not applied in the job market. There could be various explanations for this. The fact that a particular company has the work permit and that a person may only work for this company for the first four years is certainly one of the reasons. Another reason might be a limited

knowledge of the Icelandic language that might prevent immigrants from trusting in their ability to work in a job they are qualified for. Employers might have employed filled the vacancies with people regardless of education and qualification. There may of course be many other reasons. For their own benefit and for the benefit of society, these people would certainly prefer - whether their residence in Iceland is short- or long-term - to apply their knowledge and experience in their jobs. In order to achieve this, immigrants have to seek official approval of their training and qualifications.

This often entails a series of complicated and time-consuming procedures in various institutions that require a range of forms and certificates from the home countries. It has become more and more difficult for people to attain approval of their qualifications and many seek the assistance and advice of the Intercultural Centre in this matter.

There are different ways of achieving this. It mainly depends upon, whether someone comes from a Nordic country or from a country of the European Community or from a country that belongs to neither of these country groups and it may vary depending upon the kind of job. As part of the EC agreement, all professional qualifications that an individual has attained in one of the member states are valid within the entire EC. A certification of these qualifications by the Icelandic administration might be necessary, however. This certification may be issued by the office or committee responsible in the respective professional association or association of trade unions.

4.2.3. Requirements for Leaves to Remain and for Labour Permits

In order to attain leave to remain migrants have to provide evidence for an assured income or for some other form of financial independence and must be able to account for accommodation. Though being granted leave to remain is a prerequisite to attaining a labour permit, it does not necessarily entail that a labour permit will also be issued. A person who does not hold a labour permit will have to provide evidence for financial independence. For leave to remain to be granted, a single person has to provide 67.000 crowns a month, couples 120.000 crowns. In addition to this, migrants need health insurance coverage. For a person who is employed, the employer is responsible for his insurance.

Leave to remain does not give permission to work. The immigration office grants several different leaves to remain. Some but not all of these allow the holder to work in Iceland. If a person is not an EC citizen or a citizen of the foreign countries of Europe, his first application for a labour permit has to be filed outside Icelandic territory. It is not possible to apply for the labour permit in Iceland.

When granting a migrant labour permit, it is policy in Iceland that the board of labour has to take the current job situation in Iceland (rate of unemployment) into consideration. An increased unemployment rate may have far-reaching consequences, therefore, and may entail a decrease in the number of labour permits issued if not a total discontinuation. Concerning legislation in employment regarding migrants this policy is of central importance.

The 'red card' is a labour permit that is issued to an employer for a limited period of time, it is e.g. temporary. Such permissions are initially issued for the duration of one year. In order to attain such a permit, a signed contract of employment must be presented. This contract is binding and ensures the applicant certain rights. The holder of a temporary labour permit may not cancel a contract before it expires. The same applies to employers who may not cancel a

contract prematurely without cogent reasons. The employee may cancel the contract of employment if rights provided in the contract have been violated. If the holder of the red card decides to leave Iceland at the end of the contract duration, the employer has to recompense the travel costs back to the home country.

4.3 Italy

4.3.1. Migrants in Italy

There are 1.340.655 migrants (732.669 men, 697.986 women) in Italy, an increase by 23% compared to 1999 (ISTAT statistic for 2000). Most numerous are population groups from central and Eastern Europe (27% in total). Immigration from Eastern European countries has risen on average by 20% annually since 1999. In the years 1993 and 1994 the influx from the former Republic of Yugoslavia constituted the largest share in immigration.

4.3.2. Immigration in Italy

In order to enter Italy as a foreigner - and as a non-citizen of the European Union - permission, that is an entrance visa, is necessary. The type of visa depends upon the purpose of application. Depending on the purpose declared when applying for the visa an appropriate leave to remain is issued.

In order to remain in Italy, migrants of non-European origin need a permission of residence ("permesso di soggiorno"). This permission depends upon the reasons behind the wish to remain in Italy. In order to extend the permission, evidence of employment either as self-employed or as employee has to be provided, and the income has to suffice to support the individual and/or the family. When becoming redundant towards the end of the permission of residence, it is possible to attain an extension for 6 months at most. The permission will not be extended, however, if someone is unemployed for more than 6 months.

The permissions that are issued for continuous employment (not, however, for seasonal work), for self-employed work or for family reasons are 'polyvalent' (may be used for any of these categories): as far as the motives for these permissions do not change individuals may take employment for family reasons, an individual may seek self-employment on the basis of a regular labour permit and vice versa.

The residence card ("Carta di soggiorno") is a document that entitles to residence for an unlimited period of time. As opposed to the permission of residence, it does not expire. The residence card may be issued to non-European citizens following an official application and entails more rights than are inherent in the permission. Migrants who have continually remained in Italy for at least six years for professional or for family reasons and can provide evidence of an assured and sufficient income, of appropriate accommodation and of a clear criminal record may attain the residence card.

Migrants who are continuously living in Italy on the basis of permission of residence or the residence card have the right of admission to schools, universities and educational courses under the same conditions as Italian citizens. For those who want to come to Italy in order to study abroad these conditions are slightly different. There are standards for the recognition of

foreign academic qualifications even though the procedures are complicated and not always transparent.

4.3.3. Attainment of Italian Citizenship

A migrant who accepts Italian citizenship does not always lose his original nationality. In some cases an individual may become an Italian citizen while retaining previous nationality, only, however, if the other country allows dual or multiple citizenship.

Those who were born in Italy, who have continuously lived in this country, have the right to become Italian citizens. Those who have not continuously lived in the country may apply for citizenship if they have lived in Italy for the period of at least 3 years. Those who are married to an Italian man or woman have the right to Italian citizenship after 6 months of marriage, if they live in Italy and after 3 years of marriage if they live abroad.

Those who have lived in Italy for more than 10 years may apply for Italian citizenship. In this case, citizenship is not a right but is granted by the state to those who have not committed any serious crimes and have sufficient income. Refugees and stateless people may apply for citizenship after 5 years.

Individuals of Italian origin (that is a migrant whose mother, father or one of the four grandparents was Italian, even though may have lost their citizenship) have the right - if desired - to attain Italian citizenship.

4.4 Bulgaria

4.4.1. The Situation of Migrants in Bulgaria - Short Overview

Immigration to Bulgaria remains scarce. Bulgaria does not have the problems that other immigration countries have, despite liberalised visa and entry procedures, which have initiated systematic changes.

One of the greatest problems concerning immigrants is the lack of accurate statistics. Due to the changing global situation - economic stagnation, political instability, social violence and persisting armed conflicts; simultaneously, a growing global network, the opportunity to travel without limits and the development of Diaspora communities within rich countries - it has become extremely difficult to make distinctions between these people who are searching for asylum, who fear for their lives and their freedom and who leave their country out of necessity.

On the basis of various statistical expansions, which are only rough estimates, the number of legal immigrants amounts to roughly 108.000. 3.600 of these have become naturalised, 40.000 have permanent residence, and 64.400 have the right to long-term duration of stay. The largest group of foreigners continuously living in Bulgaria is from Russia, the Ukraine, Germany, the Czech Republic, Afghanistan and Armenia; those who temporarily live in Bulgaria are mainly from Greece, Turkey and China.

The number of illegal aliens in Bulgaria oscillates between 30.000 and 50.000. This number is probably higher than the number of legal aliens in the country and has increased in the last 3

years. The government has responded to this situation: Decree No. 57 of February 19th, 1998 initiated a programme of counter-measures against illegal immigration and illegal residence of migrants in Bulgaria.

4.4.2. Development and Structure of Migration in Bulgaria

Asylum seekers and refugees were first registered in 1993. By September 30th, 2002 the number of asylum seekers amounted to 10.833. Based on the data officially available from December 31st, 1996 until September 30th, 2002, 1.354 asylum seekers have been recognised as refugees according to the convention of 1951, 2.593 were subsumed under the declaration of human rights. Asylum seekers from 69 countries were registered in Bulgaria, the majority of these coming from Afghanistan, Iraq, Iran, and the former Republic of Yugoslavia and from Armenia, some from Asia, Eastern Europe, Central Asia and Africa. UNHCR supports refugees who want to return to their home countries, mainly to African states and to Bosnia-Herzegovina. Registered asylum seekers received a temporary refugee card. After 3 years of residence in Bulgaria, recognised refugees may apply for Bulgarian citizenship.

The refugee agency operates two admission centres. One is situated in Sofia in the buildings of the refugee agency and has a capacity of roughly 400 people. The other admission centre is in Banya, close to Zagora with a capacity of roughly 70 people. In 1999 a temporary transitional centre was established in the border region of Kapitan Andreevo along the Bulgarian-Turkish border. This centre was also financed by UNHCR and is now operated by the Department of the Interior. The Bulgarian government provides the building, staff and covers the maintenance costs for all three centres.

In the past 3 years, the UNHCR aid programme in Bulgaria was primarily concerned with the adequate supply and accommodation of the newly arrived - whose long-term legal status is not yet established - primarily with questions of integration and relocation. The aid programme has changed its focus to local settlement and integration of refugees.

As the social contributions of the government are still very limited and as the financial situation of the country is very serious due to change and the high unemployment rate, asylum seekers and refugees - who are in especially precarious situations - may engage the emergency help of UNHCR through their operating partners in order to secure their existential needs. Single parents, large families or those incapable of employment due to chronic health conditions, elderly people and people who are bodily or mentally handicapped are among those who benefit from this.

Refugees whose application towards recognition of their refugee status has not been processed yet and those who have been officially recognised as refugees can be admitted to local Bulgarian schools.

Despite limited financial means and economic difficulties, the Department of Education and Research has provided the refugee agency with textbooks that are relevant for teaching basic knowledge of the Bulgarian language and for professional training of the refugees.

4.5 Austria

According to the central bureau of statistics, roughly 730.200 (9.1%) foreigners and migrants are living in Austria. They have moved to Austria in the last decades and have not (yet) attained Austrian citizenship. The number of migrants has thus increased by +41% or 226.000 people since 1991.¹ (Austria thereby ranks 4th in the European ranking list). People subsumed in this group differ greatly regarding their country of origin, the duration of their stay, their professional training, and their social and legal status.

The development of the resident population of foreigners has shown throughout the last ten years that migrants coming from EU countries play only a very insignificant role. Merely 110.000 EU citizens (15% of all migrants) are living in Austria, among these 74.000 Germans. Nearly every second migrant is citizen of one of the countries of the former Republic of Yugoslavia (328.400 or 45%) and roughly 18% (131.100) are Turkish citizens. Often it is only the deficits of these people compared to Austrians that are perceived rather than their strengths that result from bicultural backgrounds. While heterogeneity plays an important role in the training and further education of migrants, their subsequent problems in the field of education are seldom taken into consideration despite the necessity of measures geared towards particular target groups, e.g. young women/mothers.

Since many migrants have already attained Austrian citizenship, it is difficult to determine the exact number of young migrants among the age-group that is relevant for further education. The difficulty lies in the fact that - though they have attained Austrian citizenship - they still have communication problems to some extent, problems in professional training and further education and are not yet integrated into Austrian society.

5. Further Education in the Different Countries

Based on the question "How can we achieve a more detailed review of the participation of migrants in programmes of further education?" each of the participating learning partners conducted a survey in institutions of further education in order to attain an overview of the structure of further education in each of the respective countries. Five to eight institutions were respectively chosen. The surveys were not meant to be representative. They were to depict typical institutions of further education in the respective countries.

The following questions were of central importance:

- Do migrants participate in your programmes of further education?
- How do you generally attempt to reach migrants in your institution of further education? (Multilingual information material, personal contacts, connections to self-help institutions for migrants, media etc.).
- Do you have difficulties in reaching migrants? If you do, what are these difficulties?
- Do you pay special attention to female migrants (female foreigners) in your programme? What is the proportion of female migrants compared to male migrants (female/ male foreigners) in your courses?
- Do you conduct programmes of further education in native language?
- Do migrants themselves offer courses as course instructors? If they do, which courses do they offer?

Those programmes are considered further education that are not part of regular school education, study at a university or vocational training. Rather, further education should be under-

¹ www.oestat.at

stood as professional preparation, orientation and additional skill enhancement (lifelong learning) as well as recreational and individual-related further education.

5.1 Further Education in Germany: the Example of the Administrative District Unna

The administrative district Unna is one of 53 districts and independent cities of the federal state North Rhine-Westphalia. 10 cities are part of the district Unna. Lünen is the largest city among these, accommodating roughly 92.000 inhabitants. 430.000 people altogether live in the district Unna, among these 35.200 foreigners (8.2%). More than 16% of Lünen's population are migrants. Most of these migrants come from Turkey, from the former Republic of Yugoslavia and from Italy. In the last years a large group of 'resettlers' (Russia, Poland) has come to Germany.

Apart from institutions of professional further education, there is a variety of institutions of adult education in the district Unna. There are different backgrounds to these various institutions. Each city or municipality in the district Unna is legally obliged to support a *Volkshochschule* (adult education centre). These are operated with the aid of subsidies granted by the federal state North Rhine-Westphalia. Apart from this, there are denominational institutions of further education as well as independent organisations with different focuses regarding educational programmes offered and regarding target groups. These are - as long as they are state-approved - also supported by the state, to a lower extent, however, as compared to the municipal *Volkshochschulen*.

Surveys were conducted in ten institutions of further education; among these were several *Volkshochschulen*, ecclesiastic as well as independent institutions approved according to the *Weiterbildungsgesetz* (Further Education Law) of the federal state North Rhine-Westphalia. Two of the ten institutions surveyed directly address migrants with their programmes. The other institutions offer programmes with diverse focuses without directly addressing migrant groups.

The institutions - whose programmes are explicitly geared towards migrants - address their target groups in the following ways:

- by seeking personal contact with migrants;
- by de-centralising their programmes, e.g. through programmes offered by self-help groups for migrants; access to programmes of further education is thereby facilitated (to-go-structures);
- by including multipliers;
- through information and advertisement in the respective native language;
- by offering programmes especially geared towards female migrants (e.g. women's discussion groups, language courses for women, courses including child care);
- through a high percentage of migrants among the course instructors (in different programmes of education).

All of the other institutions have a very low participation rate of migrants in all of the educational programmes offered. This has e.g. the following reasons:

- Educational programmes are centrally organised and conducted; 'Come-to-structures' (esp. in *Volkshochschulen*);
- German language is a requirement for participating in the programmes; this poses a great hindrance especially for female migrants;

- there are programmes specifically geared to women. These, however, are not specifically geared to migrant women also;
- advertisement in the respective native language is not conducted, courses of further education in the native language are not offered;
- a very low percentage of migrants work as course instructors.

Therefore, it is especially those institutions that explicitly address migrants which take the social and societal situation of migrants into consideration and are able to determine their potential need of educational programmes in a differentiated way. The other organisations only marginally perceive migrants as a target group. Accordingly, they do not orient their programmes towards migrants. An awareness of the importance of further education and of life-long learning will not develop among migrants as long as the majority of institutions of further education disregard them as potential target groups.

5.2. Further Education in Iceland: the Example of Reykjavik

There are roughly 8-10 main centres of further education in Reykjavik. Four of these are concerned with professional training and further education. Two of the most renowned centres of further education are operated by the University of Iceland. They offer a wide variety of courses of further education with focus on professional education and further education as well as on languages. Labour unions normally finance courses of further education for their members. In many cases, employees receive a credit for participation in programmes of further education which may in turn lead to an increase in salary. Many professional organisations moreover offer programmes of further education for their members. In some areas, members are expected to take courses of further education. Further education is generally very common in Iceland. It is an interesting question to determine in how far immigrants participate in courses of further education.

Five institutions in Reykjavik were surveyed. Only one of these five institutes made particular efforts to address migrants. A significant number of immigrants take courses of further education in this institution. Immigrants constituted about 40% of all participants in those courses of further education connected with professional training in which translators were used. This institution reaches immigrants through

- advertisement in various languages in the announcements of the intercultural centre and elsewhere
- teachers advertising their language courses in courses of Icelandic (many immigrants take Icelandic in this school)
- advertisement for their courses within immigrant communities
- cooperation with employers in order to advertise their courses.

The other four institutes all have a very low percentage of immigrants taking their courses (altogether 1-5 students) and they make no effort to address them. They have the following reasons for this:

- It is difficult to find the media with which to advertise in different languages.
- It is impossible to get information on migrants from the offices of statistics.
- The courses are conducted in Icelandic. Those who are not versed in the language will have difficulties in keeping up with the subject matter.

Therefore, it is necessary to put much emphasis on encouraging the institutes concerned to advertise their courses in different languages and to create a medium via which the respective

advertisements may be published. The awareness has to be raised that migrants could be interested in taking courses of further education on topics other than Icelandic language and society.

What can be done?

This informative overview has led us to the conclusion that most institutes of further education are interested in raising the number of immigrants in the courses. However, they do not know how they can do this and what they should do. We concluded that the following aspects are important:

- The institutes should be encouraged to advertise their courses in different languages.
- A medium should be created via which advertisements may be published in various languages.
- Institutes of further education should be encouraged to employ course instructors who teach in other languages.
- Attention should be called to the fact that migrants could be interested in issues that are not immigration-specific.

One outcome of this project could be a way of paying more attention to institutions of further education regarding the possibilities they have in addressing migrants and encouraging them to take courses of further education.

5.3. Further Education in Italy: the Example of the Milan Region

Though oftentimes equated with adult education, further education today has come to mean a process of lifelong learning. Adult education is the sum of formal educational opportunities (training and certified occupational instruction) and informal educational opportunities (culture, health education, social sciences, life-training, and physical education). Both are concerned with adult citizens and their aim is to educate individual general knowledge. In certain areas, this is transferable and certifiable.

The new and integrated system of adult education is aimed towards “lifelong learning”. It aims to fuse all adequate educational opportunities into a synergetic unity in view of the diverse problems and interests that mark the various phases and moments of life. It addresses all audiences, from professionals to people of all ages and social strata. It has the following tasks:

- to facilitate re-entry into the formal system of (professional) training
- to simplify knowledge acquisition
- to facilitate the acquisition of expert knowledge in the field of the respective individual profession or in societal life.

The Department of Education, other governmental agencies (the Department of Employment, the Department of University Education and Research, the Department for Social Affairs), the Italian administrative districts and municipalities are all incorporated into this new, integrated system of adult education.

The educational model advocated distinguishes itself through the programmes offered by the cities. These provide open and flexible courses and exceptional opportunities in order to address the individual needs of the participants and to simplify access for adults of all age-groups.

The centres which we have investigated in the course of our research on Milan and the surrounding areas are:

- Public and traditionally private centres of professional training operated by the local authorities
- The centre Civici operated by the local authority of the Milan city council
- The state centres that are permanent institutions and operated by the Department of Education

The surveys conducted in 12 institutes rendered the following results:

- Only in the CTP was participation of migrants very high (70-90%)
- Almost half of all students are migrants in the Centro Civico
- There is also an area for the disadvantaged in the Centro
- In all other centres participation of migrants is lower (10-30%). It has increased in the last years, however.
- In all centres and in all courses there is a higher number of women participating than of men.
- There is a chasm between the number of people beginning a course and the number of people finishing a course. Reasons for this are the desire for money and employment and also the length of these courses. Some people in fact decide on taking a course until they have found employment. As soon as they have found employment they leave the course.

5.4. Further Education in Bulgaria

Primary and secondary schools are free of charge in Bulgaria. Concerning education and training, children of asylum seekers and refugees may partake in education and professional training in public schools free of charge. Recognised refugees are only required to pay the fee that Bulgarian students have to pay, not the higher tuition fee that other migrants are required to pay. The academic institutions concerned, however, are often unaware of this difference. When the Professional Training and Schooling Decree was enacted via Decree no. 236 of July 30th 1999, refugee students were given the opportunity to freely chose a profession. At the end of their period of study they are awarded a licence that allows them to work in the profession they have learned. By this law all other refugees who want to take a particular profession are given the opportunity to commence professional training in one of the vocational school centres of the Department of Education and Research. After intensive training they are awarded a licence which allows them to work in the profession they have learned.

According to a survey conducted by the Integra Association, only one of 6 institutions made particular efforts to address immigrants, in particular children and women. The other five organisations all have a very low percentage of migrants participating in their educational courses (altogether 1-4 participants, not in all of the organisations) and they attempt next to nothing in order to address them. They give the following reasons for this:

- It is difficult to get information on migrants from the offices of statistics.
- It is the responsibility of migrants to take care of their own further education.
- The courses and training measures are held in Bulgarian. As a precondition to participation in the courses migrants first have to learn Bulgarian.

It will still require great efforts, however, to encourage the institutions concerned to advertise their programmes in different languages and to use different media for the publication of these advertisements. It is necessary to raise awareness of the fact that migrants might be interested

in participating in courses of further education that go beyond the acquisition of the Bulgarian language and knowledge of Bulgarian society.

5.5. Programmes of Further Education in Austria with Particular Focus on the Programmes Offered for Migrants

There is wide variety of institutions of further education in Austria. Some of these are entirely state-run; others are affiliated to political parties or devised as private non-profit organisations. These institutions all have one thing in common: they offer a wide variety of courses that range from courses focused on leisure activities or sports, technical courses, and courses furthering linguistic competence or IT-knowledge to courses of professional further education (e.g. occupational re-training, new professional fields, entrepreneurship etc.). Furthermore, some of these institutions not only offer adult education but also leisure activities for young and old as well as professional training.

Austria is also in the 'lucky' position of being a welfare state. The state - that is the agencies and departments responsible - is required to take care of the professional training and further education of its future citizens. The majority of the population, however, is unaware of this due to a lack of word-of-mouth advertising and inadequate advertising. Programmes that are cheap or even free of charge are therefore seldom made use of.

In general, the primary factor in migrants' decisions against taking courses among the institutions described and surveyed is the **cost factor**. Some institutions ask for higher tuition fees, some demand lower fees. A course of German for foreigners ranges between 72 Euros and 500 Euros. It is questionable whether a person coming from one of the countries of the former Republic of Yugoslavia can even afford to take one of the more expensive courses. For many migrants, therefore, who are interested in taking courses of further education, participation is already very restricted.

Language seems to be one further reason. Assuming that most migrants especially have communication problems, our research focused in particular on language courses. Here, it is easiest to determine the programmes offered. (It is difficult, e.g. to determine how many foreigners are taking an IT course, such as Windows 2000 e.g.).

It has become apparent that aid organisations in Austria (www.migrant.at) which refer migrants to courses do not advertise enough and if they do they follow a **wrong marketing strategy**. It makes little sense to offer language courses for beginners if the target group is unable to read the advertisement on a poster.

Also, among all institutions the percentage of courses in which migrants constitute the majority of participants is fairly low (it amounts to a mere 7% of all courses). Moreover, these courses are mainly courses of German as a foreign language 1+2, German as a foreign language for advanced, daily German conversation.

One additional factor also has to be mentioned in connection with the costs. The **general regulations of participation** of the institutions. The *Arbeiterkammer* (Chamber for Labour Matters) e.g. requires that evidence of an existing employment contract be provided, an almost insurmountable obstacle for migrants. If migrants nevertheless want to take a course though failing to fulfil the required regulations, the fee is twice as high. There is a variety of such restrictions in many educational institutions.

However, it would be of particular importance to immigrant policy that programmes of further education be advertised to the entire Austrian population via targeted marketing strategies. Multilingual advertisement in radio stations, newspapers or on TV would already be of great help. Information may be distributed via posters designed to the purpose and via adequately trained consulting personnel in agencies that are highly-frequented (e.g. in the registration office, in the Federal Employment Office).

Integration is our common concern. Courses that are not (solely) designed to further linguistic competence but serve to integrate into Austrian society are also important. Leisure programmes that migrants as well as natives jointly participate in are also steps towards integration.

The educational situation of female migrants is generally worse. For cultural reasons, women or girls of certain countries generally have a lower acceptance of or wish to participate in courses of further education. Women who are not registered as unemployed are neither captured in unemployment statistics nor do they benefit from programmes of further education.

6. Public Relations

6.1. Conference “Participation of Migrants in Programmes of Further Education”

The learning partnership concluded in the organisation of the conference “Participation of Migrants in Programmes of Further Education”. This conference was held on June 27th, 2003 in the facilities of *Multikulturelles Forum Linen e.V.*. The partners presented their institutions and the essential outcomes of the learning partnership. Lectures on different panels - which will be presented in the following - concluded the event.

6.1.1. Opportunities and Chances of European Cooperation: the Example of a Grundtvig Learning Partnership

Anke Dreesbach, Education for Europe - National Agency, BiBB (Federal Agency for Vocational Education and Training)

Socrates II

- Duration: January 1st, 2000 - December 31st, 2006
- Capacity of Funds: 1 850 million €
- 7% of these funds are intended for adult education (129.5 million €)

Aims and Objectives:

- enlarging the European dimension of general education on all levels
- promotion of equality of opportunity in all fields of education
- promoting cooperation and mobility in the field of education
- promoting innovations in the development of teaching methods and -means

Educational Actions

- Comenius: school education
- Erasmus: higher education
- Grundtvig: general adult education/ LL

- Lingua: language teaching and learning
- Minerva: Open and Distance Learning (ODL) and Information and Communication Technology (ICT) in the field of education

- Monitoring/ innovation
- Joint actions
- Accompanying measures

Participating countries:

- 15 EU Member States
- 3 EFTA/EEA states: Iceland, Liechtenstein, Norway
- associated CEECS states
- Cyprus, Malta
- Scheduled: Turkey

Eligible for participation are:

- All kinds of educational institutions on all levels of the education system
- Private institutions and organisations (e.g. local and regional institutions, associations active in the educational field, social partners, research centres for education analysis, professional associations, Chamber of Industry and Commerce)

Central and Local Application-Procedures

- Central procedure: the European Commission decides on the application, selection and procedure (this procedure applies to the Minerva, Grundtvig 1, 4 as well as Lingua actions)
- Local procedure: national agencies in the respective participating countries make the decisions

The Grundtvig Action

Grundtvig, Nikolaj Frederik Severin
Danish Theologian and Poet

- Founder of the Nordic tradition “learning for life”. This was the foundation stone of the modern adult education centre.

The Grundtvig Action

- Further education of employees
- Development of learning partnerships
- Development of defined projects with results that are of added value to the participating countries
- Distribution of successful examples from practical experience

Lifelong learning serves

- to improve the ability to actively participate in society
- to develop intercultural awareness
- to improve employability through the acquisition of general competences

Eligible for participation are institutions of

- the school system (including the sector of higher education)
- institutions from the non-formal and informal sphere that offer adult education
- associations that offer programmes of adult education

Target groups are

- adolescents without basic education on the higher secondary level (age 16-24)
- adults above the age of 25

The following adults have particular priority:

- adults who have no basic education or qualifications
- adults who live in rural areas and are disadvantaged in terms of access to educational programmes
- adults who are disadvantaged for socio-economic reasons
- adults who are disadvantaged for physical reasons

Formal criteria for sponsorship

- inclusion of at least three (or two) states, among them one EU Member State
- checking eligibility to participate
- official application forms
- observance of the application deadlines (postmark)

Actions

- Action 1: Transnational cooperation projects
- Action 2: Learning partnerships
- Action 3: Mobility for training of educational staff
- Action 4: Networks

Grundtvig 2: Learning Partnerships

Learning partnerships:

Small cooperation projects that involve mobility

- Exchange of successful practical experiences
- Development and publication of documentations
- Meetings of instructors and learners/ seminars
- Exchange of personnel
- Process-oriented
- Contents have to be targeted towards general adult education
- Learners have to be directly involved in the learning partnership

Selection of Learning Partnerships

- Evaluation by members of the National Agency
- Coordination procedures - nationally and in cooperation with the Department of Education and Research (BMBF)
- Coordination regarding the promotion of learning partnerships with the national agencies of other countries

Application and Selection Procedures:

Local application procedures: The National Agency receives the entire application

- of the German coordinating institution

- of the German partner in a learning partnership

Funding

- Standard amount for costs relevant to the project
- Variable amount for costs of transnational mobility
- Personal contribution
- Mobility within the respective countries has to be financed through the standard amount

Further information on the realisation of the action:

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6.1.2. Programmes of Further Education for Immigrants in North Rhine-Westphalia

Regina Hunke, *Landesinstitut für Qualifizierung NRW*²

The *Landesinstitut für Qualifizierung* (state institute for qualification) conducted a survey concerned with the benefits of further education for the integration of immigrants. The study that evolved from this survey - conducted by order of the *Ministerium für Arbeit und Soziales, Qualifikation und Technologie* (MASQT; Department for Labour and Social Issues, Qualification and Technology) - sheds light on the following areas:

1. the data situation in NRW (taken from Rheinisches Institut für Sozial- und Politikforschung Duisburg)
2. examples of good practice in in-company further education (Michael Burgwald)
3. an overview on the programmes of further education for migrants in four regions and on regional developments and problems in two regions (Forschungsgruppe Kommunikation und Sozialanalysen GmbH, Cologne).

The latter region-specific study was conducted in two cities (Cologne, Duisburg) and two districts (Mark district, administrative district Unna) from November 2001 to mid-February 2002. It has a quantitative section (review of the qualification programmes offered from mid 2000 to mid 2001 including the structure of the programmes offered and of the participants) and a qualitative section (18 discussions of experts in Cologne and in the Mark district).

² (published in: DIE IV/2002: Probleme und Potenziale; authors: Regina Hunke, Ursula Wohlfart)

369 supporting organisations and providers were contacted for the quantitative section, 218 (59%) of them replied. Among these, 83 (38%) offered programmes especially geared towards migrants. The reflux among renowned institutions of further education in the four regions was way above average. In (handbook-guided) conversations it surfaced that coordination and consultation regarding the programmes offered is insufficient. Insufficient transparency is a result of this, especially concerning providers and the variety of programmes offered. Lacking transparency in turn has a confusing effect on migrants and is an impediment to their participation in programmes of further education.

The interviews helped to deepen the insights gained from the written survey and to clarify contradictory results. Region-specific general frameworks of the programmes of further education could be identified and provided important clues as to which strategies may successfully lead to an increased participation of migrants in further education.

The Data Currently Available is Insufficient

A state-wide review of the current data situation has shown that the data currently available does not allow valid assessments as to quantity and quality of the programmes of further education offered for migrants. They do not allow solid and verified statements concerning the ways in which further education contributes to the integration of migrants. Least of all do they allow for statements concerning local and regional needs of qualification. In order to provide an overview, the data on general and professional further education that is currently available and the data that still needs to be collected have to show greater comparability (compatibility of data). Already existing internal databases of providers that may be helpful in the planning of local and regional programmes and may help improve the data situation concerning educational needs have to be publicised and made accessible. In a second step, this data may provide the basis for educational programmes and programmes of further education that are more precisely geared towards their target audiences.

The Variety of Providers as Opportunity and as Problem

The evident variety of providers may generally be considered an opportunity for the qualification of immigrants. However, - and this is the other side of the coin - this variety of providers is seldom clear to its potential users and this complicates the process of selection. This is especially true for larger cities where even providers lack overall orientation.

On the part of the providers this situation complicates the coordination and the extension of differentiated programmes that are adequately oriented towards the target group (exception: provider-internally). On the part of the users the following problem arises: Despite high educational motivation migrants quickly encounter obstacles to their developmental opportunities. This is linked to the contradictory effects of the variety of programmes offered: Variety mostly appeals to those kinds of people who are economically and socially independent and secure enough to take in new (intellectual) challenges and alternative opportunities and to embark upon individual paths. People, however, who have not been able to connect linguistically and culturally - e.g. welfare recipients or those who are unemployed - and have lost the ability to trust in their own capabilities, perceive this variety as a labyrinth in which they do not find their bearings. At the same time these people are continuously faced with new demands concerning flexibility and qualification.

Regional surveys have shown that none of the regions operate a central agency that registers all providers and qualification programmes for migrants and that in turn makes these programmes available to those who are interested. General overviews are only available concerning providers of certain types of programmes, e.g. a compilation of language programmes offered by the RAA Cologne (*'Regionale Arbeitsstellen'* are regional centres that work towards the integration of children and adolescents of immigrant families) or the plan to compile all providers of language course in Duisburg. The Mark district determined the structure of providers and programmes offered in all 15 cities and municipalities of the district in preparation of a committee meeting (on the topic: development of an RAA). This compilation, however, is incomplete. The following reason is given for this: "The cities and municipalities themselves do not have a general overview concerning providers and programmes offered."

In order to ensure better and more precise orientation and competent guidance of migrants, regional transparency concerning providers of educational programmes and programmes of further education needs to be improved. Self-help organisations and the programmes they offer also had to be determined. For many migrants they are the first contact points that help to find orientation in the society that has taken them in.

Despite a Variety of Providers there is no Variety of Programmes

Though the supporting organisations and institutions were surveyed on a wide variety of programmes that might be considered, the answers showed that providers have concentrated on a rather limited spectrum of programmes. In light of competition over participants and financial sponsoring, providers to some extent do not even attempt to gear their programmes towards the target group and their needs.

The number of programmes of professional education is marginal compared to those programmes that provide professional orientation. It would make a lot of sense to offer programmes for migrants that combine promotion of linguistic competence and specialised professional qualification. Though linguistic programmes are comparatively well developed they are still not satisfactory. Despite the variety of programmes offered, migrants who want to participate are rejected due to lack of available capacity. Programmes are not specified and differentiated enough regarding previous knowledge, educational background and level of qualification of their participants.

Immigrants who have a university degree and speak languages other than their native language are co-educated with learners of German of a lower educational background. Not enough occupational language courses and intensive language courses are offered locally.

Rural areas generally lack qualified staff - as opposed to areas of high population density. Institutions of further education have difficulties in finding qualified course instructors for their language courses. Covering commuting expenses might provide an incentive to qualified course instructors to undertake longer distances for courses that are not local. Qualifying retired teachers of German who live in rural areas as teachers of adult education might be another opportunity.

The evaluation of the written surveys of regional providers of further education has shown that migrants seldom participate in programmes of general and further education. In these areas, the number of programmes offered has to be increased and their quality improved. Programmes should be geared more adequately towards the needs of the potential participants

with migration backgrounds. The region surveyed lacks programmes that offer the development of the intercultural competence of the majority population as a central learning target.

Increased Cooperation and Networking

Various impulses and suggestions - as to how further education may improve the employability of migrants and raise their level of qualification - may be gained from the exemplary study of internally-conducted programmes of further education in large companies. It provides insights, e.g., into how institutions of further education and companies might cooperate in order to strengthen the professional further education of migrants.

Especially regarding small and medium-sized enterprises, this cooperation still needs to be developed. In order to strengthen the contribution of further education to the integration of employees with migration background, programmes would have to be developed and realised - in cooperation between companies and institutions of further education - that are more adequately geared towards the respective target groups. Especially small enterprises with a high proportion of migrants as members of staff depend upon outside support regarding their personnel policy, since they are usually unable to conduct internal programmes of further education.

Cooperation between institutions of mainstream society and institutions of social minority groups is complicated by a number of obstacles. Lack of time and personnel and, simultaneously, a shortage of resources and an increase in tasks, are among the reasons that institutions of mainstream society give. Other reasons given are competitiveness, doubts as to the benefits and the effectiveness of cooperation, lacking transparency regarding the concepts that the various institutions respectively adhere to, and lacking motivation of members of staff. Institutions of social minority groups, on the other hand, experience inhibitions to contact public authorities, are faced with bureaucratic obstacles, suffer from ignorance and inadequate organisational structures (Turkish institutions are organised in a 'centralised' way - German institutions, on the other hand, operate in a de-centralised fashion).

Counselling in personal and professional issues should be supplemented by information about the local opportunities of further education. The project "Der Interkulturelle Impuls" ("Intercultural Impulse") of the adult education centre Duisburg as well as the achievements of the *Multikulturelles Forum* in Lünen should here be quoted as examples of 'good practice'. Since the German system of further education is largely unaware of migrants as a potential target group, it is necessary to strengthen specified guidance for migrants in the field of further education. Counselling services should be conducted in cooperation with organisations and institutions working with migrants. The RAAs do exemplary work, as well as social services of non-profit organisations and the self-help organisations of migrants.

Better coordination of programmes offered on the local and on the regional levels would be desirable, e.g. via cooperation in networks and in interconnections of cooperation. Excess supply as well as insufficient supply in certain areas could be avoided through reciprocal coordination among providers of programmes of further education. The area-wide provision with programmes could thereby more easily be guaranteed. Resources would be combined and the offer of programmes optimised. Moreover, common, regionally-valid quality criteria could be developed; an exchange regarding strategies of quality development could be initiated.

6.1.3. Self-Organisation of Migrants as Bridges to Further Education **Filiz Arslan, *Fachberatung Migrantenselbsthilfe* DPWV**

Role and Function of Self-Help Organisations

It has been almost forty years since the first 'guest workers' migrated to Germany from the countries of recruitment. Many came with an open time horizon into the then foreign country. Initially, they had intended to return to their home country after a short period of residence. Situations as well as perspectives changed over time, however. A stay that was planned as temporary eventually turned into long-term immigration.

As the duration of their residence lengthened in time, the migrants living in Germany were no longer satisfied with being integrated into the mainstream society. They demanded an active and self-determined involvement in the reciprocal process of integration. Because they had no or only insufficient access to political and societal organisations, the wish arose to operate their own organisations in which people of different heritage would be able to articulate and enforce group-related interests.

A variety of self-organisations of migrants has developed from this context. Though they differ regarding the members they are composed of, their aims and functions they all fulfil one central function: they serve as bridges between members of ethnic minorities and German mainstream society. Simultaneously, they promote and strengthen the equal treatment and integration of migrants. They are an integral part of the democratic decision-making process.

About 2.000 self-organisations of migrants have meanwhile come into existence in North Rhine-Westphalia. Roughly 90% of these organisations are homogenous regarding the heritage of their members and about 10% have multicultural structures of organisation. Approximately 50% of all self-organisations are operated by Turkish immigrants.

In their work and in the programmes they offer the majority of self-organisations (65%) are geared towards Germany as well as towards the countries of origin (hybrid forms). About 30% of self-organisations are mainly oriented towards Germany. Especially the multicultural organisations (63%) are clearly oriented towards the new home country. The image that self-organisations have of themselves stands in fundamental contrast to the ways in which they are perceived 'from the outside'. It reveals the change in content that self-organisations for migrants have undergone. This change is often not perceived from the 'outside'.

Self-organisations primarily understand the idea of 'orientation towards the home country' to mean the promotion and preservation of cultural, linguistic and religious values, norms and traditions, ways of living and ways of expression.

Their work creates the basis for the integration of migrants as individuals and as a group. They loosen the ethnically homogenous structures of mainstream society, and make cultural diversity possible and a matter of experience.

They serve as interfaces and as gateways to the 'outside' as well as the 'inside' world. Towards the 'outside' - assuming the role of 'independent partner' in discussions and processes of negotiation - they demand and promote intercultural opening of the cultural, social, political and administrative structures of mainstream society. Towards the 'inside' they have achieved that solutions and the paths that led to these solutions, as well as the expectations and demands of mainstream society, are transmitted into the individual families. Self-

organisations of migrants are important bodies that organise and conduct self-critical processes of discussion in associations, groups and colonies. Thereby, they are also able to promote intercultural opening among the immigrant groups.

Because of their existence and the main focus of their work, self-organisations aid in deconstructing paternalistic elements in political and social structures. Many of the self-organisations are willing to and interested in taking more responsibility.

Fields in which Self-Organisations take an Active Role

Most self-organisations of migrants are active in the following fields:

- they organise cultural programmes
- they provide general support and help in individual cases
- they promote encounters and encourage communication
- they offer courses of further education and organise informative meetings
- they offer programmes geared towards target groups and activities for the elderly, for women, they work with children and adolescents
- they offer help with homework and provide support in the transition from school education into the job-life
- they organise programmes of anti-discrimination
- they organise sports and leisure activities
- they represent the political interests of migrants

Through these and various other innovative projects, self-organisations help promote equality of opportunity and the social integration of migrant people.

Increasingly, the achievements of self-organisations are judged by such standards as customer orientation and professionalism. Reliability and a well-organised provision of services are an expected standard. These expectations are complicated by the fact that much of the work is done as volunteer work. Self-organisations of migrants thereby become comparable to other German volunteer organisations. In addition to this, self-organisations of migrants have to deal with various cultural misunderstandings on the part of mainstream society and their members, with a lack of knowledge on the part of the migrant organisations and with a lack of 'bridges', of people that act as intermediaries between migrant organisations and mainstream society.

In order to adequately fulfil these increased expectations, it is important that the work of these organisations becomes more professional. Counselling, information and programmes of further education are necessary in order to make the competences that are available better accessible to migrants, to the public and the administration and in order to support these organisations professionally and structurally.

North Rhine-Westphalia has - throughout the last years - developed model concepts on the qualification of migrants: The *Fachberatung Migrantenselbsthilfe* (counselling service for self-help organisations of migrants) of the *PARITÄTISCHEN NRW* (a leading German charitable organisation whose central aim it is to guarantee equality of opportunity) is one of the few that currently fill the gap in supplies regarding such services.

Activities of the Counselling Service for Self-Help of Migrants

Since its inauguration in July 2000, roughly 150 self-organisations - representing more than 10.000 migrants - have taken advantage of the counselling service for self-help organisations of migrants.

Support of the voluntary, part-time as well as full-time work of self-organisations has been and still is the central aim and content of the activities of the counselling service. The improvement and expansion of the services that are provided by these organisations in North Rhine-Westphalia are other important goals of the counselling service. It is of central importance in this context that

- the political involvement of migrants is strengthened
- that the social and cultural representation of interests by the self-organisations of migrants is stabilised
- that the cooperation of migrant organisations among themselves and with others is further developed.

The counselling and support work of the counselling service for migrant self-help is therefore geared towards integrating these organisations in the local surrounding circumstances. It seeks to work towards a more self-confident and professional position of these organisations in the process of integration and towards the self-representation of the interests of ethnic minorities.

The counselling service not only works for member organisations of the *PARITÄTISCEN* but also for other migrant self-help organisations which are not connected with the *PARITÄTISCHEN* (self-help organisations, self-help associations, self-organisations and multicultural organisations).

The professional counselling service subdivides its work into individual services and group services, the development and distribution of professional aids as well as professional representation. Individual services are those that are rendered on individual enquiry of an association. Group services are always simultaneously geared towards several associations and are most frequently offered in the form of programmes of further education.

Demand for Education and Training among Self-Organisations of Migrants

With increasing publicity of the counselling service, opportunities for individual counselling decreased. At the same time, however, especially smaller self-organisations were in need of qualification for they had up to that point not come into contact with conventional German institutions of further education in their area and had therefore not been addressed by certain programmes of further education. Since the beginning of 2002, a series of programmes for the qualification of voluntary and full-time staff of migrant self-organisations has been offered ('Improving the Work of Associations - Strengthening Responsibility').

At the beginning of this year this series of programmes of further education was extended to incorporate other topics. The qualification seminars of the counselling service are geared towards the particular needs of self-organisations of migrants. The programmes of further education in 2002 have shown that especially the organisations that are not members of the *PARITÄTISCHEN* made use of these easily-accessible programmes. These organisations were given the opportunity to gain basic information on the functioning of associational work, information that they need in order to sustain their daily work. Upon request of some organisations, the range of seminar topics are extended in 2003; the seminars are conducted as a sequence to the seminars of 2002.

Self-organisations of migrants were directly addressed by the counselling service. This is one of the ways in which the counselling service differs from other German educational institutions. Since these institutions do not include migrant organisations in their list servers, and information on various programmes is accordingly not passed on to migrant organisations, self-organisations of migrants are not attracted to their programmes. After receiving descriptions of the educational programmes offered, many organisations call and make enquiries as to the content and necessity of the programme. There are no linguistic barriers, because the counselling service is fluent in the Turkish or Kurdish language.

Intercultural understanding or backgrounds of migration are required qualifications that are important in the selection of course instructors. Members of the self-organisations of migrants are supposed to feel that they are understood and be motivated to participate more actively in the events. In addition to the instructors of the individual courses, the counselling service also comes to act as an instructor.

It was able to overcome linguistic barriers and intervene when certain topic-related terms or processes were not understood. Even the religious/cultural needs of participants were taken into consideration e.g. concerning the food that is offered as snacks along with the courses.

Especially concerning praxis-related examples, which were supposed to clarify certain topics (e.g. not Christmas but Ramadan etc.), it was made sure that no examples were chosen that members of self-organisation of migrants might not be able to understand.

Next to the series of programmes of further education offered by the counselling service, the educational programmes that self-organisations of migrants offer should also be mentioned. Professionally structured organisations with several full-time members of staff that are accredited providers of further education are primarily the ones that are able to offer these kinds of seminars for migrant self-organisations. Among these are e.g. *IFAK e.V.*, Bochum, *BFMF*, Cologne, *MkF*, Lünen etc. They offer educational programmes and counselling on various topics for their members, for 'external' people and for other migrant organisations. These topics are, among others: legal issues concerning immigrants, 'resettlers', asylum procedures, social matters, and citizenship, political education, language courses, information on the school system etc.

At the same time there are organisations that would like to offer educational programmes for their members and for their voluntary and full-time personnel but do not have enough knowledge concerning the necessary prerequisites and concerning the ways of financing such programmes. In cases such as these, questions on part of the migrant self-organisations regarding the field of education and training that are addressed to the counselling service are answered in cooperation with the *Paritätisches Bildungswerk* (a non-profit organisation providing general and vocational programmes of further education). The counselling service provides information and gives advice to organisations regarding potential sponsorship according to the *Weiterbildungsgesetz* (Further Education Law).

The counselling service provides self-organisations of migrants that would like to offer programmes of further education and are looking for co-operating partners with information by the *Paritätisches Bildungswerk* and establishes contacts to co-providers. Forms and information regarding the planning, registration and accounting of events are - on enquiry - also provided by the counselling service. Institutions are thereby enabled to prepare such events in more structuralised and professional ways.

Such information and programmes create new opportunities for self-organisations of migrants. The organisations provide their target groups with programmes that are geared towards their needs. They are able to set themselves new, important targets. In this process they are able to make use of the existing resources and potential of their voluntary and full-time staff.

The qualification and further education of migrant self-organisations has increasingly become an important challenge to society and to integration policy. In close cooperation with these associations and in the funding of such endeavours, new needs could and should be determined and then realised in concepts of further education. Self-organisations of migrants can only achieve a minimum standard of professionalism, a certain level of achievement and sufficient force through qualification and professionalism or involvement in these concepts of further education. This is a necessary prerequisite to gaining recognition in a media society and to inclusion as a qualified partner in political, social and administrative processes of discussion and negotiation. They have to be able to pursue and realise their aims continuously without financial and other fears and without sudden changes on the proficiency level.

Sparse financial support - that often stands in stark contrast to the support of intercultural institutions initiated by Germans - mirrors the lacking recognition among political authorities. Ways of helping and the necessary instruments have to be created in order to involve migrants appropriately. This would also close a gap in providing migrants with the necessary basic democratic rights.

Self-organisations of migrants therefore have to receive greater financial and professional support so that:

- they are able to participate in measures of further education
- they are able to employ full-time and part-time members of staff
- associational work in general is financed and strengthened.

6.2. Postcard

In the course of the project, the partners developed a postcard that was distributed in the respective countries and regions. This was done with the objective of raising awareness among those responsible in the various institutions of further education and among multipliers. The postcard was printed in German, in English, in Icelandic, in Italian and in Bulgarian. It can be ordered via the following e-mail address: petursdottir@multikulti-forum.de

6.3. Homepage

A webpage was developed that provides information regarding the aims, the contents of the project, the individual events, the course of the project and the partners involved. It may be accessed via the following URL: www.european-learning-partnership.net