



Strategic Partnership in Adult Migrant
Education: Perspectives from
Mediterranean and Baltic Sea Regions

Analysis of adult migrant education programmes and migrant integration policies

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STRATEGIC PARTNERSHIP IN ADULT MIGRANT EDUCATION:
PERSPECTIVES FROM MEDITERRANEAN AND BALTIC SEA REGIONS (M E D B A L T)

The decades from 1990 to 2010 mark a period of intense international migration in Europe, which brought forth various challenges for national and international state policies and called for societies to deal with intercultural coexistence. At the same time as the western European countries began to critically evaluate their immigration and migrant integration policies, the 'new' EU member states confronted the challenges of creating migration regulations and strategies for migrant integration, where access to education is considered as one of the basic needs of migrants. As a consequence, the aim of the project *Strategic Partnership in Adult Migrant Education: Perspectives from*

Mediterranean and Baltic Sea Regions is to prepare adult migrant education methodology and the set of recommendations for the adult migrants' education, based on good practices implemented by each participating country.

Activities: to prepare 1) the analysis of adult migrant education programmes and migrant integration policies 2) adult migrant education methodology, 3) recommendations for implementation of adult migrant integration programmes; 4) to present the results in the final project conference.

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INTRODUCTION

Migration is one of the biggest trends in our modern world. It is admitted that the number of migrating people is increasing enormously fast and, hence becomes a huge and difficult challenge for all societies. The growing economy, urbanization, cooperation between countries and military conflicts are all factors that encourage people to migrate not only inside their own countries but also outside their nation's borders.

Europe has become the largest manifest example of the growth in global migration, as represented by the admittance of nations into the European Union (EU) and the creation of the Schengen zone. Legislation of the European Union (EU) created a favorable environment for people to leave their home countries and settle abroad. Such moves are caused by different economic situations, variable labor markets of member states, family reunification or other reasons that encourage people to emigrate. The enlargement of the EU in 2004 and 2007 caused by the influx of migrants from Eastern European (including Bulgaria and Romania) became a huge challenge for other member states. These enlargements are perceived to be turning points that led governments to reconsider their migration and migrant integration

policies. New strategies and policies regarding immigrant issues and encouraging their integration became inevitable in order to ensure a stable situation in the respective societies and to satisfy the needs of both the country and the immigrants.

Due to a growing number of immigrants and demographic changes inside societies, the need for consistent migrant integration policies and measures emerged. Governments are trying to create and implement policies that would allow migrant integration into the labor market and the wider society. It is an undeniable fact that the education of adult migrants is a key element of successful migrant integration and thus, policies related to that have to be reconsidered thoroughly or new measures have to be implemented. Many problems emerge when it comes to learning the new 'home' language, acquiring knowledge of local bureaucratic and legal systems, gaining competency in the national culture, and obtaining vocational training or recognition of personal qualifications. Although this trend led governments to change their policies and create new strategies, a lot of measures and goals stay at the theoretical level and are not implemented in practice. Most of the countries include migration and migrant integration

policies in their political agenda and foresee related objectives, however, none of the countries managed to employ these policies successfully at the practical level. Therefore, evaluating the current situation and identifying obstacles is a necessity. As mentioned above, the biggest issue remains adult migrant education as it plays an important role in the integration process of migrants. Knowledge of the native language and culture as well as knowledge of the principles of the national constitution is an imperative for successful integration.

MEDBALT project aims to analyze the situation and methodologies related to adult migrant education in the Mediterranean and Baltic Sea regions and exchange good practices, which should result in raising the level of innovation in this field. Considering the fact that migration has become a main trend and challenge for European countries, an overview of the situation of migrant integration and adult migrant education is of vital importance. Not only does it allow participating agencies and agents to find out more about different policies, methodologies and measures that countries implement, but also to identify limitations and weaknesses.

This research will provide a detailed analysis of the situation of migrant integration and adult

migrant education in Cyprus, Italy, Lithuania, Malta, Poland and Spain. Each section provides details regarding immigrants to the each of the countries included in this study. The focus will be on the integration of immigrants as well as the relevant laws and programs related to their integration into the respective nation. Moreover, provision and implementation of goals, methods and measures taken at the governmental and nongovernmental levels will be evaluated. In the beginning of each case study, general information of the number and nationalities of migrants will be provided; following that, there will be a discussion of legislation and strategies affecting migrant integration and adult migrant education. Further, there will be a discussion of the needs of migrants and if they are both matched by and met by the relevant policies. This research will provide a detailed description of a variety of projects and implemented programs in the above-mentioned countries. The MEDBALT initiative will provide relevant parties information about different policies of a variety of EU countries. How these countries are coping with the influx of immigrants may give valuable information that would facilitate the progress of adult migrant education and migrant integration.

In the conclusion of this report, there will be an overall evaluation of all countries concerned and a summary of the main findings. Moreover, a comprehensive analysis of the situation in Cyprus, Italy, Lithuania, Malta, Poland and Spain will provide readers of this report with valuable recommendations and

their implications. Conclusions will allow readers to assess the general situation and weaknesses in the field of migrant integration policies and adult migrant education, which may result in creating a better foundation for more stable and successful migrant integration.

ITALY

CHAPTER 1: The immigrant situation in Italy

One of the main motives for this research is the fact that immigrants in Italy constitute an important part of the Italian society, and the process of immigration has reached the state of relative stability. The demographic data show that the number of immigrants has an impact on the structure of the society, i.e., its demographics and workforce. , For this reason, it is important to describe the demographic aspects of the Italian population in the present context.

Given that the population in Italy is almost at 60 million inhabitants, this classifies the country as the fourth largest state in terms of population in the European Union, after Germany, France and Great Britain. In addition, the density of the population is one of the highest on the European continent, even though the territorial distribution of the population is more concentrated in the metropolitan areas than in the other territorial structures.

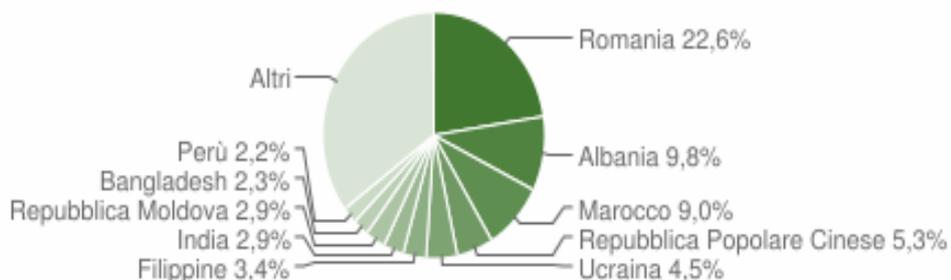
In recent years, the population has slowly increased because of the immigration processes. The fertility rate in Italy is 1.41 children per woman, which is slightly lower than the European average of 1.5

children per woman. Further analyzing this fertility rate for the country, it can be noticed that the native female portion of the population presents a fertility value of 1.33 children per woman and the foreign women present a value of 2.05 children per woman. While, in 2002, the life expectancy at birth was 77.1 years for men and 83 years for women, in 2008 the values had increased to 79.2 for men and 84.4 years for women. One of the consequences of these factors is the aging of the overall population. But the demographics of this is quite interesting since the group over 65 years-old and the group between 0-14 years old have both increased since 2002. However, the increase in senior citizens is due primarily to increased life expectancy of people of Italian origin whereas the increase in the 0-14 years old group is significantly impacted by the higher fertility rates of recent immigrant women. The aging of the population is further illustrated by the fact that society is dominated by elderly people (i.e., those over 65 years of age). These demographic shifts play an important role in how immigrants are perceived by the Italian nation as a whole.

In the year 2011, the migratory flow presented a positive increase of 4,570,317 foreign residents who had legal documents for long-term residence in Italy. This represents a 7% increase over the previous year (2010). The number of people without documents that live in the territory of Italy is estimated to be around 1 million. The diversity of the immigrants is high for a European country, but most of the immigrants come from none EU

countries: Romania, Albania, Morocco, Peru, Bangladesh, India, Philippines, Ukraine, and China. The influence of the immigration process in Italy has a double impact regarding the territory's dynamics. One is given by the increase of the migration rate and the other is the positive impact on the natural balance values between the number of births and deaths.

Figure 1. The country origins of immigrants in Italy - 2015



Source: Web site Tuttitalia

In 2008, a growth of non-EU immigrants can be observed – which can be attributed to the general increase in the number of immigrants in the country. In 2011, Romanians constituted the largest group of foreigners residing in Italy with 968,576 people, followed by Albanians (482,627), Moroccans (452,424), Chinese (209,934), Ukrainians (200,730), Filipinos (134,154) and Moldovans (130 948).

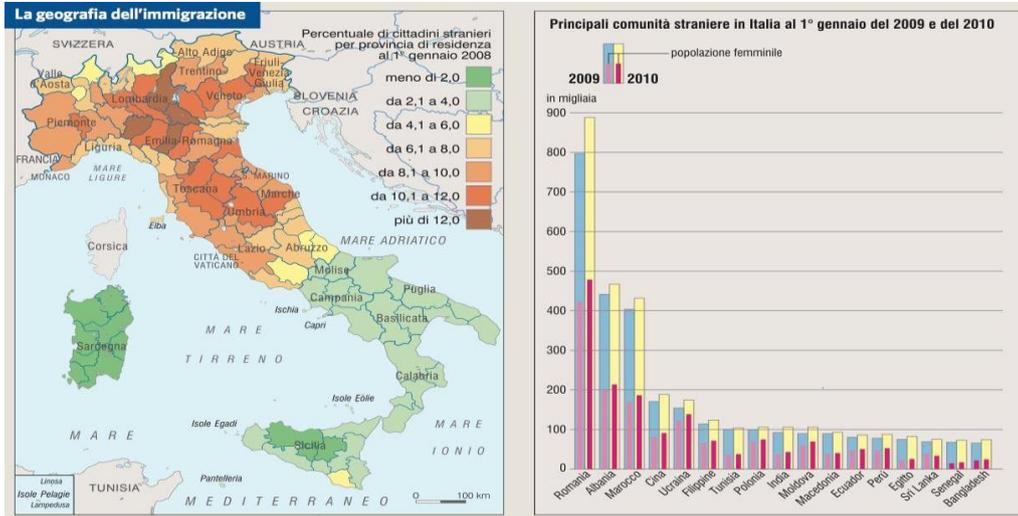
As can be seen in Fig.2, the majority of the foreign population (86.5%) resides in the central and northern regions, especially in

Lombardy, Lazio, Veneto and Emilia Romagna. The growth of the non-Italian residents has generated insecurity in the public perception. As the crime rate has increased during the time of immigration, this explains the correlation between immigration and growth in the number of crimes committed, despite a significant decline in homicide rates. The growth in population density in the Central and Northern regions was the causal factor in the developed sense of insecurity among locals. Together with the growing number of

immigrants, the number of prisoners of non-Italian origin has also

gradually increased.

Figure 2. Charting the frequency distribution of immigrants in Italy (by percent), 2008



Source: Web site

Enciclopedia Treccani

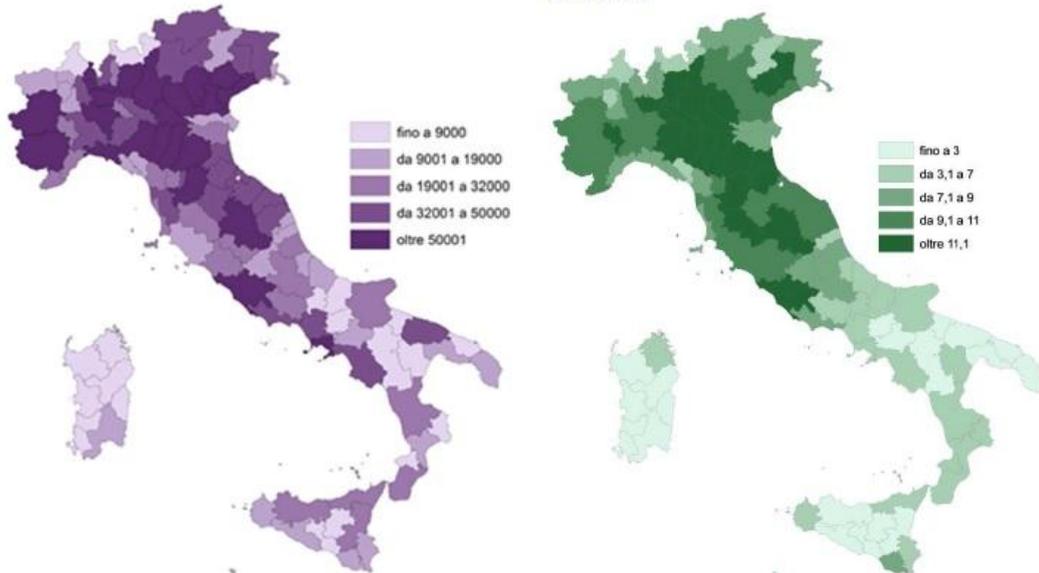
In analyzing Figure 3 we can see how, following the trail of darker color, the "path" of immigration dynamics can be recreated; this "path" mainly trails along the Central and Northern regions of Italy and around the cities with the highest inside-outside transportation dynamics (Venice in the North-East, Milan in the North-West, and Rome in the Center); so the path winds along the regions that have the highest percentage of foreign residents is Piedmont, Lombardy, Veneto, Emilia Romagna, Tuscany, Umbria, Marche. Among

the top ten provinces for the presence of non-EU citizens, three are in Lombardy (Milan, Brescia and Bergamo), two in Emilia (Modena and Bologna), one in Veneto (Verona), one in Lazio (Rome), one in Piedmont (Turin), one in Tuscany (Florence) and one in Naples. Other provinces that have in excess of 20 thousand foreign residents are four provinces of Veneto (Vicenza, Treviso, Padua and Venice), two of Emilia (Reggio and Parma), Tuscan (Prato), Liguria (Genoa), Umbria (Perugia), Lombardy (Varese) and Puglia (Bari).

Figure 3. The number of the foreign population in Italy 2013

Figura 1.14. Numero di stranieri per provincia al 1° gennaio 2013

Figura 1.15. Stranieri per 100 residenti per provincia al 1° gennaio 2013



Fonte: elaborazioni Staff SSRMdL di Italia Lavoro su dati ISTAT (*Bilancio demografico nazionale*)

The total number of foreign citizens residing in Italy is 5,014,437, which in different areas constitutes between 2 percent and 12 percent of the total population. There are six regions, where this value exceeds 10 percent: Lombardy, Lazio, Emilia-Romagna, Veneto, Tuscany, and Umbria. The table below shows the total

number of immigrants by the region of residence and gender. It turns out that male immigrants represent the majority only in Sicily, while the number of female immigrants (ranging from 5,000 in Valle d'Aosta to more than 500,000 in Lombardy) are a majority in all the other regions.

Table 1. Foreign citizens in Italy, by gender and region of residence

Regione	Cittadini stranieri			%
	Maschi	Femmine	Totale	
Lombardia	563.371	588.949	1.152.320	11,52%
Lazio	304.092	332.432	636.524	10,80%
Emilia-Romagna	250.763	285.984	536.747	12,06%

Veneto	243.408	268.150	511.558	10,38%
Piemonte	198.161	227.287	425.448	9,62%
Toscana	182.641	212.932	395.573	10,54%
Campania	99.482	118.021	217.503	3,71%
Sicilia	88.754	85.362	174.116	3,42%
Marche	65.852	79.278	145.130	9,36%
Liguria	63.869	74.828	138.697	8,76%
Puglia	54.729	63.003	117.732	2,88%
Friuli Venezia Giulia	50.945	56.614	107.559	8,77%
Umbria	43.249	55.369	98.618	11,02%
Trentino-Alto Adige	44.660	51.489	96.149	9,11%
Calabria	42.972	48.382	91.354	4,62%
Abruzzo	39.125	47.120	86.245	6,48%
Sardegna	19.912	25.167	45.079	2,71%
Basilicata	8.164	10.046	18.210	3,16%
Molise	4.753	6.047	10.800	3,45%
Valle d'Aosta	3.894	5.181	9.075	7,07%
Totale ITALIA	2.372.796	2.641.641	5.014.437	

The internal approach to the issue of immigration in Italy

Corrado Giustiniani traced a possible future scenario of the situation of immigrants in Italy: a country, which, by 2020, could claim the highest number of immigrants in the EU.

In 2010, Italy had a number of five million foreign residents. ISTAT projects a realistic rate of 250,000 arrivals per year. Thus, the number of immigrants would have increased to seven and a half million by 2020. The case of Germany is quite similar to that of

Italy in terms of projections of per annum arrivals of immigrants. Germany today has an immigrant population of just under seven million. However, compared to Italy, Germany transforms foreigners, skilled as well as seasonal workers, into German citizens at a much faster rate than does Italy. The cold figures do not fully capture the most amazing revolution that has hit Italy. To give a better idea of the size of the immigrant population, it is as if, in

2010, the four major Italian cities, Rome, Milan, Naples and Turin, had been entirely inhabited by foreigners. By 2020, the cities of Genoa and Palermo, Bologna and Florence, Bari and Venice could also become dominated by a high number of immigrants. It is hard to notice the impact of this process in the territory. The year 1976 is considered the turning point between early retirement and economic inputs supporting retirees. In 1876 the first official survey on emigration was conducted which shows that over the century as many as 27 million Italians left the peninsula in search of their fortune abroad. In fact, according to some estimates, the sign reversal would come four years earlier. In 1972, a positive balance of 14,000 arrivals was recorded in the country. Italy has been taken by surprise, because the first immigrants came silently in places totally, distant from one another, so it took a while until the immigrant dynamics was felt in the nation. Among the first immigrants were the Tunisian fishermen from Mazara del Vallo; they were marginally located and barely noticed as their work was away from the mainland. In a similar way, secluded are the homes of wealthy families from Rome and Milan, which in the seventies hosted the

first migrant domestic workers from the Philippines and Cape Verde. In the secluded areas worked the first tomato pickers; African students who pledged to work for the Summer University; also sellers of fabrics and leathers who were wandering the beaches. These were the first images of the immigrants in the territory. Then, slowly the main industries of Italy also began to employ foreign workers: in November 1977, the magazine Vita Nuova announced that in Modena Fiat hired 50 Egyptians. In the eighties and nineties, the immigration numbers exploded, as more and more businesses and households offered job openings that Italians do not want to occupy, e.g., tanning industry, construction, cleaning offices and hotels, restaurant services, taking care of the elderly and the children of Italian families. These were the main areas of work for immigrants. In the first decade of the new century, we saw a tripling in the number of immigrants (in 2000 immigrants were 'just' a million and a half) and in just one year in addition to the crisis, in 2010 ISMU registered an increase of 388,000 foreigners registered. The situation of immigrants was studied together with Caritas carefully.

BOX 1: *Italian immigrants*

Three key features related to the identity and origins of the recent wave of immigrants to Italy: polycentric geography

- prevailing religion of Christianity
- employment by the families

Immigrant jobs are mostly concentrated in the areas of elderly care and childcare; this fact speaks to the need for these services because about one million foreigners are already employed in domestic work. As for religion, the followers of Allah constitute barely one-third of the total immigrant population. Regarding the geographical origin of the population in the Italian schools, there are about 180 different nationalities represented. The approximate number of registered Romanian immigrants in Italy is 1.2 million, which makes them the most numerous ethnic group among immigrants in Italy. Another important statistic is the number of foreigners who own businesses. In May 2010, there were 213,000 foreign business owners. This shows that immigrants come not only to look for work, but also to create work, showing a desire to

integrate into the society: Other signs of desired integration are these: every year, almost 100,000 children of immigrant parents are born in Italy; mixed marriages have tripled in the last three decades, now representing one of every seven marriages. Immigration poses complicated challenges for Italy: on the one hand, the government needs to find a way to govern the flow of immigrants; and on the other hand, a solid structure of integration is needed for a process that contributes 11% of the total country's GDP.

The characteristics of the immigration dynamics in Italy: The flow of migrants back to the country of origin (repatriation);

- The flow of migrants (with nationality other than that of the country of destination) from other countries of the EU;
- The flow of migrants from countries outside the EU.

BOX 2: *The characteristics of the migratory phenomenon in Italy*

In the most recent data published by ISTAT, the resident foreign population in Italy as of 31 December 2013 amounted to 4.92 million people, equivalent to 8.1% of the resident population, which in 1 January 2015 amounted to 60,795,612 individuals.

The main reasons that drive immigrants are those related to work, study, and family reunification.

Immigrant workers, depending on the nature of the work they do, can be classified as follows:

- Non-seasonal immigrant workers
- Seasonal immigrant workers

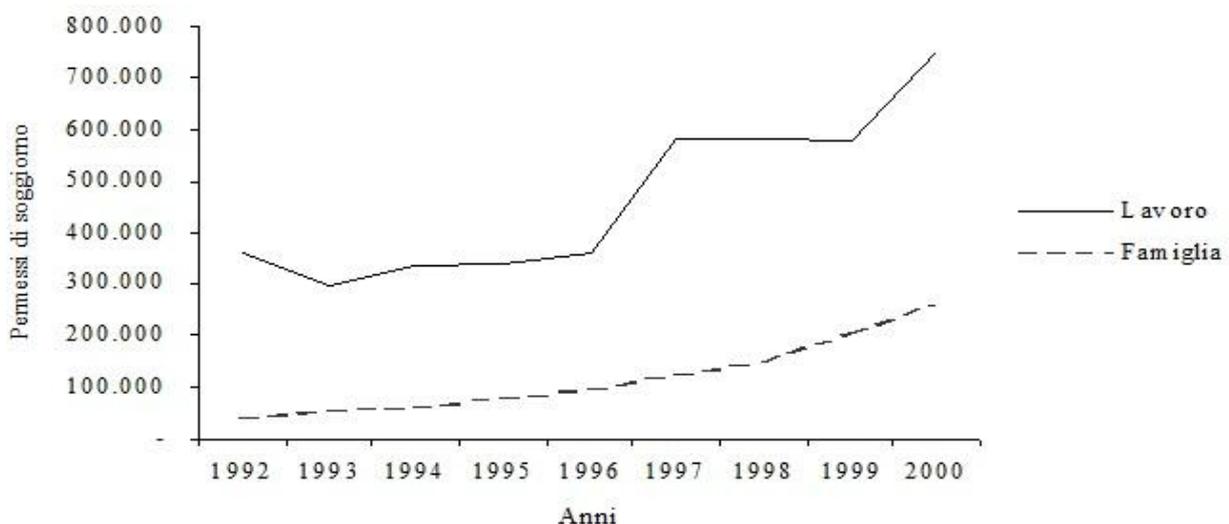
- Immigrant workers who have become residents
- Sectors that make use of immigrant labor to a greater extent:
 - Industry
 - Work in heavy industries (eg. Automakers)
 - Public utilities (electricity, gas, water, environment)
 - Construction industry
 - Service

The internal mobility of immigrants in Italy is of two types, depending on the country of origin: non-EU citizens

in Italy; foreign nationals who are EU citizens.

In terms of applications for residence permits, the chart below shows how work placement continues to be the decisive factor in granting residence permits: indeed work-based residence permits have increased over the past decades. However, the significant new aspect that deserves attention is represented by the growing number of residence permits for family reunification reasons, a clear expression of the phenomena of stabilization.

Chart 1. Residence permits for reasons of work and family reunification, Years 1992 - 2000, Source: ISTAT data, Op. Cit., Istat, Rome, 2001



Based on the data gathered from the three geographical areas on the distribution of residence permits the highest values of residence permits are given on the basis of work and family and these are mostly held in the north part of

the country (see Table 2 below). Permits granted for work account for two-thirds of the permits issued in Italy in 1992 and in 2000. From 1992 to 2000 residence permits for family reunification reasons (rose from just over 14 percent to nearly

25 percent in both Northern and Southern regions. Residence permits issued on the basis of religion play a significant role only in the Central region.

As Istat considers realistic, value would become seven million and a half, excluding the irregular number of immigrants.

Table 2. The distribution of residence permits in the three geographical areas of Italy

Tabella | Permessi di soggiorno per motivo della presenza e per ripartizione geografica. Anno 2000.

	MF	Lavoro	%	Famiglia	%	Religione	%	Altro	%
Italia	1.340.655	827.618	61,7	334.129	24,9	53.578	4,0	125.330	9,3
Nord	724803	461.745	63,7	191.936	26,5	4.336	0,6	66.786	9,2
Centro	407.261	239.135	58,7	80.473	19,8	46.034	11,3	41.619	10,2
Mezzogiorno	208.591	126.738	60,8	61720	29,6	3.208	1,5	16.925	8,1

Fonte: Elaborazione su dati ISTAT, Op. Cit., Istat, Roma, 2001.

The external approach to the issue of immigration in Italy

The presence of immigrants in the workforce e changes the pace of work of the Italian population: as the graph below shows, immigrants tend to work longer hours, as well as they accept work in a wide variety of different occupations. In particular, most of the non-standard working hours can be found in the service sector (hotels and restaurants) and in agriculture. A total of 32 percent of immigrants have working hours after 23pm or between 20pm and 23 pm. The highest demand for employees comes from the sectors with irregular work shifts and non-standard work hours.

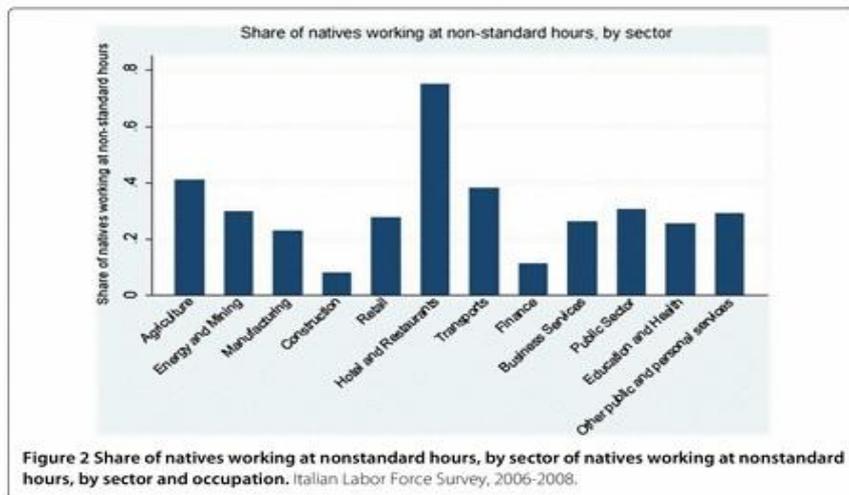
The phenomenon of emigration and immigration has

been present in Italy for years. At various times, usually after regularization, workers would depart from the regions of the South and go to the North. Many workers from Ghana, the Ivory Coast, and Morocco came to work in factories in Brescia, Vicenza or other places mostly in the north. Some immigrants spent a period of their migration experience in the South of Italy, predominantly in places such as Campania. The phenomenon of migration from one region to another also affected the Marche region. Italy is at the crossroads of international migration like other countries in the Mediterranean, which are also countries of emigration and

immigration. We can speak about the Mediterranean model of international migration since these countries share an experience of emigration. The stabilization process of some of the immigrants is expressed in the fact that they were able to invite family members to live with them in the destination country where they migrated to (e.g., their spouse or minor children). The implications of this data can be registered in a few years when the children of immigrants will become part of the workforce. For now, the large number of family reunifications is

only an indicator of the process of stable consolidation. Currently, as we have seen, the families of immigrants are typically young. It is not just the working adults that are important and have an impact on the country of destination but far greater may be the impact of the young on the local population. One is reminded of the famous quote by Max Frisch about the great Italian immigration to Switzerland. "We wanted arms but people have come." This country has to find ways to deal with immigration because arms are in great need.

Table 3. The Encyclopedia Treccani tries to draw a general picture of immigration in Italy.



CHAPTER 2. The migrant adult education in Italy

The Italian system provides opportunities for adults willing to enhance their educational and cultural knowledge, with two main institutions, the *Centri provinciali*

per l'istruzione degli adulti, or *CPIA* (*Provincial Centres for Adult Education*, in English), and the *evening courses* (also dubbed *evening schools*); both of them are

dependent on the Ministry of Education, University and Research (MIUR). The broader category of “vocational agencies” comprises numerous subjects dedicated to vocational training.

CPIAs

CPIAs are courses for workers. These were formerly known as Permanent Territorial Centers (*Centri Territoriali Permanenti*, or *CTPs*), a 1997 reformulation of the educational courses for workers. Since 2012, the CPIAs have undergone a restructuring and are now autonomous educational institutes fulfilling two tasks: coordinating various educational initiatives carried out at both local and provincial levels; and directly setting up courses for adults (older than 16) who have not earned a primary or a lower secondary education degree.

In order to meet the needs of the students who usually have a job and a dependent family, and considering the differences in both personal background and levels of education and knowledge, CPIA courses opt for a structure, which can be described as “flexible.” They provide customized educational paths, which are identified through the abilities and interests of the migrants. These educational paths also incorporate online courses,

which can take up to one fifth of the whole training schedule. For the same reason, courses are usually not held in a school building, but rather in places easier reached by those interested, or in prisons if demanded by inmates. *CPIAs organize:*

- Preparatory educational courses for earning the credits required to attend evening courses for high school diplomas (technical, scientific, classical, professional, or artistic studies);
- Courses intended to provide basic qualifications in the professional and technical environments;
- Alphabetization and Italian courses for adult immigrants, in order to earn a certificate vouching for at least a basic functional knowledge of Italian (level A2 in the CEFR).

Evening courses

Reformed in 1990 in order to better address the personal needs of the students, evening courses are designed to give an opportunity to attend high school after working hours and earn a high school degree or a professional qualification. These courses are directly organized by high schools and are usually held by their own teaching staff.

Vocational agencies

Primarily concentrated in Northern Italy, the vocational education area is highly varied:

“traditional” institutional bodies, which uphold Christian values or are related to unions; vocational centers organized by public administration; commissioned schools and universities; and even companies choosing to combine production and vocational initiatives all comprise the vast category of “vocational agencies”. The role of private companies has actually been a relatively recent phenomenon, probably linked to the new interest in vocational

education, which tends to be closer to a firm’s actual needs and helps to balance out the negative effects of an economic crisis on the labor market.

The staff chosen for vocational services is for the most part composed of teachers, tutors and project managers; the courses use many methods, from the most theoretical ones (stages) to practical ones (practice exercises), to workshops.

Immigrant adult education

As of today, one of the most efficient means to ease the immigrants’ integration through teaching the Italian language has probably been the CPIA. Thanks to this institution being present locally (there are more than 500 CPIAs in the entire country), and offering competent teaching staff – albeit they usually are not particularly expert in teaching adults and strangers-- and providing relatively cheap (usually 15 euros) language courses for immigrants. They are also supported through public and EU funds.

The role of these centers has become more important since 2007 (when they were still called CTPs), when speaking Italian at the level of proficiency of at least A2, was added among the parameters for the concession of the residency

permit valid for at least one year; moreover, this level had to be attained within the period of two years – with the possibility for a third year to be granted – since the day of application.

Another service the CPIAs are able to provide the immigrants is the license to issue an official certificate of proficiency in Italian: for a relatively small fee (approximately 90 euros) those who are interested have the possibility to take the required examination and possibly submit the certificate during the evaluation for the renewal of the residence permit.

TAs an effect of the 2012 reform – a new method has been introduced for the permit concession, based on a similar French system:

- Upon arrival in Italy, the foreigner who is older than 16 and desiring to stay for more than one year in the country, in addition to applying for appropriate residence

permit, has to sign an *Integration Agreement*, which commits the immigrant to learning the language and the basics of Italian civic life in two years at most;

- **BOX 3: Teaching Italian**

One of the first difficulties an immigrant has to face, once he/she arrives in the destination country, is without any doubt, achieving a satisfactory knowledge of the local language. In the Italian case, the first interaction between the local population and immigrants are hampered by almost insuperable communication difficulties, with the increased risk of causing friction, and making the immigrants' integration in the host country even more difficult. If, on the one hand, the mechanisms for immigrants' integration are still being defined, the language teaching of immigrants has come a long way, with 30 years of studies conducted by national institutions, scholars and teachers facing the problem at least since the 80s.

- After two years, the applicant is given a number of credits, based on the documents s/he provided; if the amount of the credits is above the threshold of 30 points, then the *Residence Permit by Points* is automatically renewed.

been confirmed that attending language courses in CPIAs, gives the possibility to earn an official certificate of proficiency, and it is a relatively practical and inexpensive way to guarantee the permit renewal.

One of the singularities of the system is the importance bestowed on knowledge of the language: a really basic knowledge of Italian confers 10 credits, which can rise up to 24, 28 or 30 credits depending on higher levels of proficiency (A2, B1, B2 levels respectively and above). Since the mere signing of the agreement further confers 16 credits, it is self-explanatory that knowing Italian has become crucial factor for integration and a function that regularizes migration in Italy. It has

Another viable way to improve one's knowledge of Italian is attending the courses organized by NGOs and volunteers, instead of the national educational system: these courses are typically more flexible than CPIAs', enhancing the possibility to fulfill individual requests and needs; the staff employed is qualified for these type of courses and tend to have more contacts in the world of employment thus improving the possibility to get a job for those who are looking for one. On the

other hand, these courses have some peculiar limitations:

- The voluntary nature of the service, and in the case of the NGOs, the necessity for external funds in order to subsidize the projects, do not give guarantees about the duration or the continuation of courses in the long-term;
- Moreover, most of these institutions do not have the permit to issue an official certificate

in language proficiency. This provides an element of difficulty for the immigrants who have to fulfil the language requirement from the Ministry of the Interior.

Despite these shortcomings, the alternative language schooling seems to work fine, evidenced by the higher number of these courses being offered in some areas compared to the official courses.

Data on immigrants in the Adult Education System

According to the 2012 Monitoring Report by the National Institute for Documentation, Innovation and Educational Research (*Istituto Nazionale di Documentazione, Innovazione e Ricerca Educativa*, or INDIRE), during the academic year of 2011/12 160.388 foreigners attended a course included in the Adult Education (*Istruzione degli Adulti*, or IDA) framework, an increase of 35 percent compared to 2006; the diffusion of foreign adult students reflects the data about the presence of immigrants in various regions: 71 percent of them are concentrated in northern Italy and only 25% in Lombardy.

Almost half (49.3 percent) of the foreign students attended language classes; a little more than 1 out of 3 students attended courses to earn a basic school

degree. These data are reflective of the degrees already in possession of the immigrants: more than half of them had already earned either a primary (29 percent) or a secondary (23.7 percent) education degree before leaving their home countries.

Talking about their former school education, some data related to gender differences should be considered important: despite the aggregate data revealing a tie in school registered men and women immigrants (81 and 78 thousands respectively), analysis related to education levels points out that the higher the level of education, the higher the probabilities that a woman earned it compared to a man: men represent 58.3 percent of the students with a primary education degree, but the difference is turned

around when it comes to professional qualification (52.4 percent of those having such qualifications are women), the difference getting more significant with graduate students (women reach a staggering 70.3 percent).

Language courses are the only type of course where there are more women than men, even if the difference is quite small – some 3% - while the tendency regarding the educational level is confirmed, as the percentage of working students is higher than the average amount in other courses: 34% (26,516 individuals) instead of 29% of the aggregated data. Thus, if one is working one has a higher motivation to take language courses than when not working.

Data reported by OECD are not positive about the effectiveness of the system: first, with regard to the above mentioned data, OECD's report registers a decrease in the percentage of working students which in 2006 were recorded at 42 percent. Furthermore, the increase in the number of participants in language courses between 2006 and 2012 does not accord y with the intensification of migration flows in Italy (according to ISTAT during the same period the number of foreign residents increased by about 70%) nor with the expectations raised by the *Integration Agreement*.

In conclusion, the report revealed that only 30% of students effectively achieved the certificate at the conclusion of their language course at CPIA: in the opinion of the managing institution, it is a justifiable failure due to a series of factors such as the different levels of language knowledge and the difficulties of reconciling the schedule of courses with working hours.

Professional Training

Data about immigration flows from previous years indicate that a “stabilization” phase has been reached: the percentage of women and minors who leave their countries to join their relatives in Italy is increasing.

Nevertheless, the main concerns for newcomers remain the attainment of a job that would allow them to achieve a respectable life style, easier integration in the local context, and, eventually, saving money for the relatives who live in the country of origin.

The main limitations of the previously described system reside exactly in the steps of work inclusion, training and retraining. Indeed, the adopted approaches, which are mainly oriented to didactics and social inclusion, usually pay less attention to

vocational training and neglect contacts with the world of work.

The solution to the problem of immigrants' work inclusion is entrusted to different institutions at the national and local levels. At the national level, it is possible to list three different types of job-related training for immigrant adults:

- *European Social Fund financed courses:* these are addressed to resident immigrants that are job seekers or unemployed. These courses are mainly based on training for work inclusion in those sectors in which there is a great demand for workers, such as mechanics and the construction industry. They include theoretical lessons, practical lessons in the laboratory and traineeships in firms. These courses are among those with higher rates of success (about 80 percent of the students actually find work upon graduation), but at the same time they present some critical points: a stiffness toward different training needs of immigrants, tendency to neglect training for jobs in the service sector, in which mainly women work.

- *Brief Courses for already employed immigrants which are based on specific aspects of work activities (including literacy in Italian) and are aimed to improve student's knowledge and abilities,*

thereby enhancing his/her work opportunities for a lasting and economically satisfying occupation;

- *Recruitment Courses and Pre-training courses abroad,* introduced with the Bossi-Fini law in 2002 and especially popular abroad. These courses, aspire to regulate workers' flows in the local production system: in the country of origin, the companies organize a three-step course, which includes selection, vocational guidance, and pre-training –that prepares students for the real training course, held in Italy. On the one hand, this approach presents different advantages. Preselection of migrant workers helps to simplify the bureaucratic process associated with issuing residence permits. On the other hand, this approach is too expensive for many Italian companies, which prefer, especially during difficult economic times, to provide training on site or to recruit experienced workers.

National data

In the Italian system, the Centers for Employment (Centri per l'impiego - CPI) were conceived as the first and essential points of contact between job-seeking immigrants and the State. Through these Institutions, immigrants enter career counseling and job training and, at the same time, they have

bestowed the rights and duties of the unemployed status.

Considering its administrative and bureaucratic profile, the system of the Centers for Employment works in an optimal way. 81 percent of immigrants contact the CPI to declare themselves for the first time or to confirm their status of unemployment. In addition, they also declare their availability for employment, which is a requirement for all those who are unemployed. Moreover, 56.2 percent of unemployed immigrants contact CPI to become informed about the existence of employment opportunities.

The account becomes less encouraging if we examine the data regarding immigrant student attendance of professional training courses organized by regions. The percentage of employed foreigners that attend these courses is 5 percent out of all the residents; this is less than half when compared to their Italian counterparts. Considering other categories, the difference between Italians and immigrants is slightly reduced, but always substantial: the percentage of Italian job seekers amounts to 10.7 percent against 65 percent of immigrant job seekers.

Ultimately, there are further data that underline the problems of

CPI with regard to the system of work inclusion:

- unemployed immigrants who never contacted the Center for Employment constitute about 40 percent of the total, exactly 194 thousand immigrants; 135 thousand of those are non-European citizens;
- unemployed immigrants who were offered by the CPI the opportunity to attend a training course organized by the Region or a traineeship barely amounts to the 0.5%;
- immigrants who were successful at getting a job thanks to CPI assistance, constitute a negligible 0.7% of the unemployed;
- immigrants who received CPI career counseling or vocational guidance represent 3.3 percent of the total number.

Analyzing the data, it is possible to summarize that the Center for Employment completely fails in accomplishing its principal objectives; in an overall evaluation, this is a system that functions more as an assistance program, than as a collaborative and effective approach to finding jobs for the unemployed immigrants. The CPI system illustrates some of the weaknesses with regard to active policies to combat unemployment of foreign residents.

Intervention Guidelines: some examples

The role of the Regions determines a particular situation in the Italian system, in which, depending on the territories and immigration types, the policies in support of immigrants (work policies included) differ in a significant way. The so-called “transit” regions have established emergency or initial reception procedures; regions where the presence of foreign residents has reached stability follow the approach that promotes immigrant integration and participation in the social context; regions with a significant presence of immigrant residents and workers have their policies oriented to employment opportunities. In some cases the same region can manifest different initiatives; it is also possible to list regional, provincial and local interventions that present a lot of difficulties due to the absence of regional coordination.

The ISFOL survey published in 2010 considered policies implemented by four regions with the greater presence of immigrants on their territory: Lombardy, Veneto, Emilia-Romagna, and Lazio. These regions represent the most advanced integration policies in Italy and provide the best examples of intervention guidelines for immigrant instruction and

professional training and, consequently, immigrant integration.

Lombardy

Lombardy is the Italian region with the greatest presence of foreign residents that in 2010 exceeded one million. It is also the region which adopted the most advanced integration policies. Immigration is considered a structural aspect of regional demography and immigrants are considered equal to local residents and workers. This fair attitude toward immigrants leads to effective interventions that collocate immigrant and Italian people on the same level and provide immigrants with the necessary assistance for language learning and vocational training, aimed not only at professional achievements but also at personal growth, as individuals and citizens.

Emilia Romagna

Second region with the largest number of foreign residents is Emilia-Romagna. Over time, the region has recognized its multi-cultural reality and, following the Lombardy model, adopted approaches for immigrant integration as inclusive as possible. This is made possible thanks to the partnership between the Region,

local institutions (provinces and municipality), and private institutions, that cooperate in implementing immigrant integration initiatives. Of course,

the regional government agents take on the central role in this partnership.

BOX 4: Reasons related to policies for immigrants vocational training

The reasons residing at the core of the policies for immigrants' vocational training refer to the State's need for their best integration in the social context, and are essentially connected to two aspects:

- One of the immigrants' duties is "to contribute to the National welfare through work activities"; if they are inactive their sense of alienation and anguish increases, and they become "recipients" of welfare;
- Each immigrant that succeeds in entering the world of employment represents a source of earnings for the State, a new user of local services, and a potential customer for retailers; for these reasons, an increase in the immigration phenomenon could entail an opportunity for national growth, especially if we consider that immigrant workers are employed in those work sectors that, otherwise, would suffer from a shortage of employees.

Veneto

According to the ISFOL report, Veneto region represents the most recent phenomenon of stabilization of migration flows. Veneto has become the target more for job-seeking immigrants than for family reunifications. Moreover, Veneto, as Emilia-Romagna, presents a spread of immigrants throughout the entire territory, while in Lazio and in Lombardy there is a significant concentration of foreigners in the major urban centers, especially Rome and Milan.

Veneto is a region with a great concentration of small and medium-sized companies. The need for manpower is satisfied through the creation of training courses for

young (apprenticeship) and adult immigrants. These courses also provide them with the tools to build their own businesses in Italy or, if the occasion arises, in their own country.

Lazio

The situation of Lazio is different from the other regions. As previously mentioned, the immigrant population in this region is especially concentrated in the municipality of Rome. Only recently the regional policies for immigration have changed their approach from the emergency type to a more structured approach, aimed at creating more inclusive initiatives through an increased intervention of the provinces.

The role of the Region is to guarantee the effectiveness of the interventions, which are implemented following an accurate analysis of the current situation.

These interventions consider vocational training crucial for entering the world of employment and for setting up own businesses.

CHAPTER 3. Return migration: voluntary return as the best practice in the migration framework

Return migration can be seen as a part of a circular migratory path with a starting point and a given end. As Davide Calenda points out in his study on return migration, we have to consider that a complete migration cycle fosters the socio-professional integration of returning migrants; an incomplete cycle, on the other hand, does not facilitate reintegration and can be a stress agent in the case of a returning migrant.

It is crystal clear that all migrants leave but not all of them return to their original countries; economic, political, social, emotional and family matters play a unique role. Return migration is a multi-faceted phenomenon hardly measurable from a statistical perspective (sometimes it is not the ultimate decision; sometimes it is just a phase of the migration cycle; sometimes it consists of visits or setting up a remote business in the home country).

For the time being and considering the growing diversity in

international migration flows, we have to focus on return migration as a concrete answer to migration issues since migrant categories are more heterogeneous and International Organizations are trying to facilitate legal migration and mobility. Organizations have to focus on the final part of the migratory cycle: the reintegration in the country of origin from both socio-cultural and job-related standpoint in order to avoid frustration, loss of social status and economic problems incurred by the returning migrant.

It is necessary to think about an organized return project which takes into account the appropriate psychological and organizational preparation since the returnee is the protagonist of the action of coming back and has a role both in the host and home country and has to be prepared and ready for most anything.

“The higher the level of preparedness, the greater the ability of returnees to mobilize resources autonomously and the

stronger their contribution to development. (...) Return refers to a preparation process that can be optimally invested in development if it takes place autonomously and if the migration experience is long

enough to foster resource mobilization. (...) Finally, it argues that a continuum is needed to allow resources to be mobilized not only before but also after return”

Theoretical approach analysis

In this chapter, we will analyze socio-economic theories about return migration and the Italian measures of Assisted Voluntary Return by RIRVA and IOM.

The table proposed by Jean Pierre Cassarino in his study about return migration is very useful in order to understand different approaches about the subject matter and the figure of the returning migrants:

Table 4. Different profiles of a returning migrant according to different theoretical perspectives.

	Neo-classical economics	New Economics of Labour Migration	Structuralism	Transnationalism	Cross-border Social and Economic Networks
Return migration	Those who stay in receiving countries are those who have succeeded. Return is an anomaly, if not the failure of a migration experience.	Return is part and parcel of the migration project (seen as a “calculated strategy”). It occurs once the migrant’s objectives are met in destination countries.	Core/periphery dichotomy. Return to home countries occurs without changing or compensating for the structural constraints inherent in peripheral origin countries. Return is also based on incomplete information about the origin country.	Return is not necessarily permanent. It occurs once enough financial resources and benefits are gathered to sustain the household and when “conditions” in home country are favourable. It is prepared. Return has a social and historical background.	Return is secured and sustained by cross-border networks of social and economic relationships which convey information. Return only constitutes a first step towards the completion of the migration project.

We can identify different profiles of a returning migrant according to different theoretical perspectives:

1. Neo-classical approach: return seems to be the outcome of a failed

migration experience; the migrant needs to go (or is forced to go) back to his country even if he doesn’t have enough money or resources to invest once he is back; the knowledge acquired in immigration

is not needed => migrant's human capital is completely lost.

2. New Economics of Labor Migration: a migrant has successfully achieved his/her goals or targets and wants to go back to his country of origin since he is deeply connected with it. He has been remitting part of his income to the household, he has enough savings and skills to be successful once he is back => a return is a part of a 'calculated strategy' and a returning migrant will be successful thanks to his willingness and depending on the socio-economic conditions of the home country.

3. Structural Approach: return is a question of context (social, political, economic and institutional factors). The structural approach considers Francesco Cerase's typologies, namely: return of failure (personal or familiar), return of retirement, return of conservation (planned return once having enough money to buy land; conservative returnees do not want to change their original societies instead they help to preserve them) and, finally, the return innovation (the most dynamic) category in which the returnee is an innovator and uses savings and the skills acquired abroad to be a 'carrier of change'. Structuralists consider the returning migrant as a conservative returnee, neither successful nor failed => the migrant's motivation relies on

nostalgia or root boundaries, so the returnee has no real impact on the development in the home country.

4. Trans-nationalism: in this case, return is not the end of a migration cycle; the 'journey' continues thanks to social and economic relationships. Returnees retain strong links with their home countries and prepare for their reintegration at home through regular visits even if they do not abandon the identities they develop abroad ('double identity') => returnees are able to adapt themselves once back home; improved skills and educational background gained allow upward mobility and social change in the original country giving birth to a real transnational identity.

5. Cross-border Social and Economic Networks: social network theory interprets returning migrant as an actor of social change both in the country of destination and origin. Return is just a step in the migrant project which consist of investing in a successful return (by the means of: knowledge, savings, remittances, experiences, acquaintances and values) => migrant succeeded in his migratory project and repatriates as a 'hero', being highly regarded by the home country.

Cassarino's classification is really useful when considering different factors of return migration as a complex phenomenon. The last

two theories perhaps offer the complete perspective since they consider a return as a long process which does not end once the returnee is back. It is interesting to understand why some returnees are actors of social change whereas others are not and Cassarino deepens his analysis by adding new variables:

“(...) the propensity of migrants to become actors of change and development at home depends on the extent to which they have provided for the preparation of their return. To be successfully achieved return preparation requires time, resources and willingness on the part of the migrant. In other words, there exist various degrees of return preparation that differ in terms of resource mobilization and preparedness”

So that, different degrees of *preparedness*, which include the willingness to return home and the returnee's *readiness* to do so, mean different degrees of reintegration in the society of origin. The desire of going back has to match with a resource mobilization which requires time and depends also on economic, institutional and political changes occurred at home. As a result, *preparedness* is shaped both by the host and home countries; the two of them have to work together in order to create advantageous

conditions for the returnee who has been seen as a real asset for both societies, an actor of social change and a person representing great human capital.

Currently, policies regarding return migration are of two kinds: those controlling temporary migrations and those concerning Assisted Voluntary Returns (AVR). Other measures such as the forced return of illegal immigrants, naturalization, refugee status appeals together with political, economic and social conditions of the country of origin have a heavy weight in the return migration decision as well as home country policies to encourage the return of their nationals.

Some countries are making efforts to draw back their citizens. It is worth mentioning Jamaican programs operating since 1993; Philippines “one-stop shop” for the reintegration of migrant workers in 2007 providing access to several services including economic and psycho-social assistance; Colombian Government measures to enlist expatriate scientists for ongoing projects or giving loans to create innovative enterprises; the Tunisian system facilitates investment in economic projects in Tunisia (tax-free bank account, free assets transfer, duty-free repatriation of all personal belongings, exemption from tax on the import of equipment for those aiming at creating a

business); the example of the Chinese government encouraging the return of young graduates by offering them social programs, job placement, and social advancement.

On the other hand, the European Union has prepared some guidelines in order to define the Assisted Voluntary Return and to

The Italian AVR program

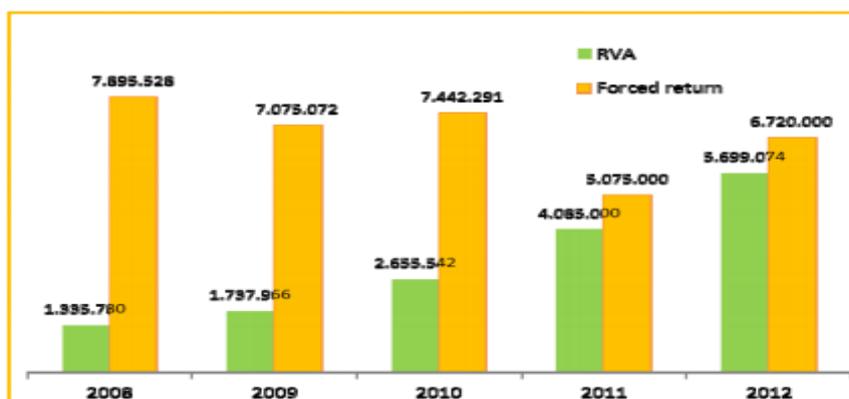
In Italy, the Assisted Voluntary Return program allows people to return voluntarily to their country of origin in a secure way. It is supervised by the RIRVA (Rete Italiana per il Ritorno Volontario Assistito) and by the IOM (International Organization for Migration). AVR program is supported by the Home Office (Immigration and Civil Liberty Department) and by the European Return Fund (RF) in the frame of the Solidarity and Management of Migration Flows project. RF includes Forced

create effective measures to help people willing to go back to their home country in a successful way; AVR measures are going to be described in the following chapter.

Return/Repatriation of Illegal Immigrants and AVR which is financed by public announcements for NGOs, associations, local and regional authorities in charge of the dissemination and the promotion of the measure.

By reading the graph below we can see how in the period of 2008-2013 funds allocated to the Forced Return decreased while those for the AVR (named RVA in the picture from the Italian acronym of *Ritorno Volontario Assistito*) increased:

Table 5. Funds allocated to the Forced Return in the period of 2008-2013.



The program is intended for the following types of migrants:

- Irregular migrants
- Individuals whose application for asylum was rejected or withdrawn
- Victims of trafficking
- Vulnerable groups (unaccompanied migrant children, disabled people, elderly people, single mothers with children, people with severe mental and/or physical problems, homeless people)
- Foreigners who no longer meet the requirement for residence permit renewal
- Foreign citizens subjected to repatriation measures.

The following types are not eligible:

- a. EU citizens
- b. Holders of the EU long-term residency permit

Assisted Voluntary Return means assistance, an amount of money for the return journey as well as support in social and employment reintegration. In order to coordinate different entities, on 16 January 2015, the Home Office launched the project RIRVA VI in partnership with: the National Group *Idee in Rete*, CIR (*Consiglio Italiano per i Rifugiati*), Oxfam, Gea, CNOAS (*Consiglio Nazionale dell'ordine degli Assistenti Sociali*) and ISMU Foundation.

RIRVA VI supervises services for the migrants such as a Help

Desk, a toll-free number, a web site, some multilingual information sheets, a guide for the workers, a net of fourteen focal points.

It gives preliminary information to the migrant and helps him in choosing the project, which fits him best; it offers assistance in filling required questionnaire and submitting the form to the authorities. If the migrant opts for the services granted by AVR, the project provides the pre-departure counseling (information, documents, travel arrangement and purchase of the ticket), assistance at the departure, provision of a subsistence allowance for the first accommodation once back to the home country, re-integration assistance, assistance in family reunification (if needed), assistance in obtaining sanitary services and understanding reintegration policies (when provided).

Some of the projects carried out in the period of 2008-2013 are of a different nature and belong to diverse actions of the program:

- Action 1: involves programs tailored for vulnerable migrants, as *Partir VI* (July 2013-March 2014, concerning 1055 migrants from third World countries): in addition to basic services already mentioned, the provision of cash at departure (100 euros) and a reintegration assistance grant up to 1100 euros.

Action 2: for irregular migrants or migrants at risk of irregular stay, e.g., the project *Ausilium* implemented by IOM which foresees a cash provision of 200 euros per migrant but no reintegration actions once at home.

Action 3: programs for specific categories of migrants. *Integrazione di Ritorno* was tailored for 80 migrants coming from Algeria, Ghana, Peru, Ecuador and Colombia by CIR, CISP and Oxfam Italia (provision of 400 euros cash and reintegration assistance with the development of a socio-economic micro-project which can include: house repair, education/training, start-up and a reintegration allowance of up to 2100 euros).

Action 4: a networking project setting up a system for information and access to the AVR measures addressing both migrants and private/public organizations interested in participating in the RIRVA Network.

IOM is one of the more committed bodies working in the RIRVA network; it offers multilingual material both for workers and for migrants, tutorials for filling out questionnaires, and obtaining useful contacts. IOM guarantees departure assistance at the airport and a pocket money grant (additional money is also

available once back in the home country).

Within the framework of the project REMPLLOY III, IOM created an interesting Guide to setting up and managing a micro-enterprise for migrants returning to their country of origin called 'Productive Return' (available also in Italian, French, Spanish, Portuguese and Arab or the languages spoken by the nationalities which appeal most to RIRVA) and designed to be an easy-to-use tool:

"IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants"

Another interesting example of an AVR project implemented by OEI and ICEI is 'OSS-LAC One-stop-shops' (November 2014-August 2016); this is a project for the sustainable reintegration of Latin-American migrants who found themselves in a situation of vulnerability. It is prepared for people coming from Bolivia, Brazil, Chile, Ecuador, Paraguay, Peru and Uruguay and it is a remarkable

example of cooperation: the ICEI office works together with some help desks in Latin America and together they offer complete assistance from start to finish. It is a tailored project of reintegration consisting of assistance, grants and a continuing supervision.

The graph below helps to examine the factual results of AVR projects during the period of June

2009 - June 2014: the graph shows that return migrations are increasing and that 62 percent of the returnees are men. Sixty-five percent of the returnees have participated in a social and work reintegration program. Moreover, returnees are from 86 nationalities but half of them are from Ecuador, Peru, Tunisia, Morocco and Brazil.

The project 'OSS-LAC One-stop-shops' in Latin America

Vuoi ritornare nel tuo paese?

Se sei una persona proveniente da **Brasile, Bolivia, Cile, Colombia, Ecuador, Perù, Paraguay e Uruguay** e stai pensando di tornare nel tuo paese questo progetto può interessarti. In Europa siamo presenti in **Spagna, Italia e Portogallo**.





In uno stesso Sportello offriamo **numeroso informazioni utili e accessibili** rivolte alle persone che desiderano ritornare.



Potrai usufruire di un'ampia rete di servizi di sostegno che ti aiuteranno a preparare un **reinserimento stabile e dignitoso** in vista del tuo ritorno.



A chi è destinato?



➔ Persone che vogliono ritornare volontariamente nel loro paese d'origine, provenienti da **Brasile, Bolivia, Cile, Colombia, Ecuador, Perù, Paraguay e Uruguay**.

➔ Tutte le persone provenienti da questi paesi potranno accedere ai servizi dello Sportello **indipendentemente dalla loro situazione amministrativa** (regolare/irregolare).

➔ **Inoltre le persone in situazione irregolare che rientrano nel paese di origine** potranno beneficiare di un aiuto economico per il reinserimento, a fronte di una valutazione e del rispetto dei requisiti previsti dal progetto.

Cosa offriamo?

- Assistenza Legale
- Assistenza Psicosociale
- Assistenza Sanitaria
- Assistenza Educativa
- Formazione professionale
- Appoggio alla ricerca di lavoro
- Ricerca di alloggio



Usufruirai di un **itinerario personalizzato di reinserimento** e ti forniremo informazioni sui servizi di assistenza sociale, legale, educativa, abitativa e di inserimento professionale e lavorativo esistenti nel tuo paese, di enti pubblici, privati o di organizzazioni internazionali.

Come funziona?

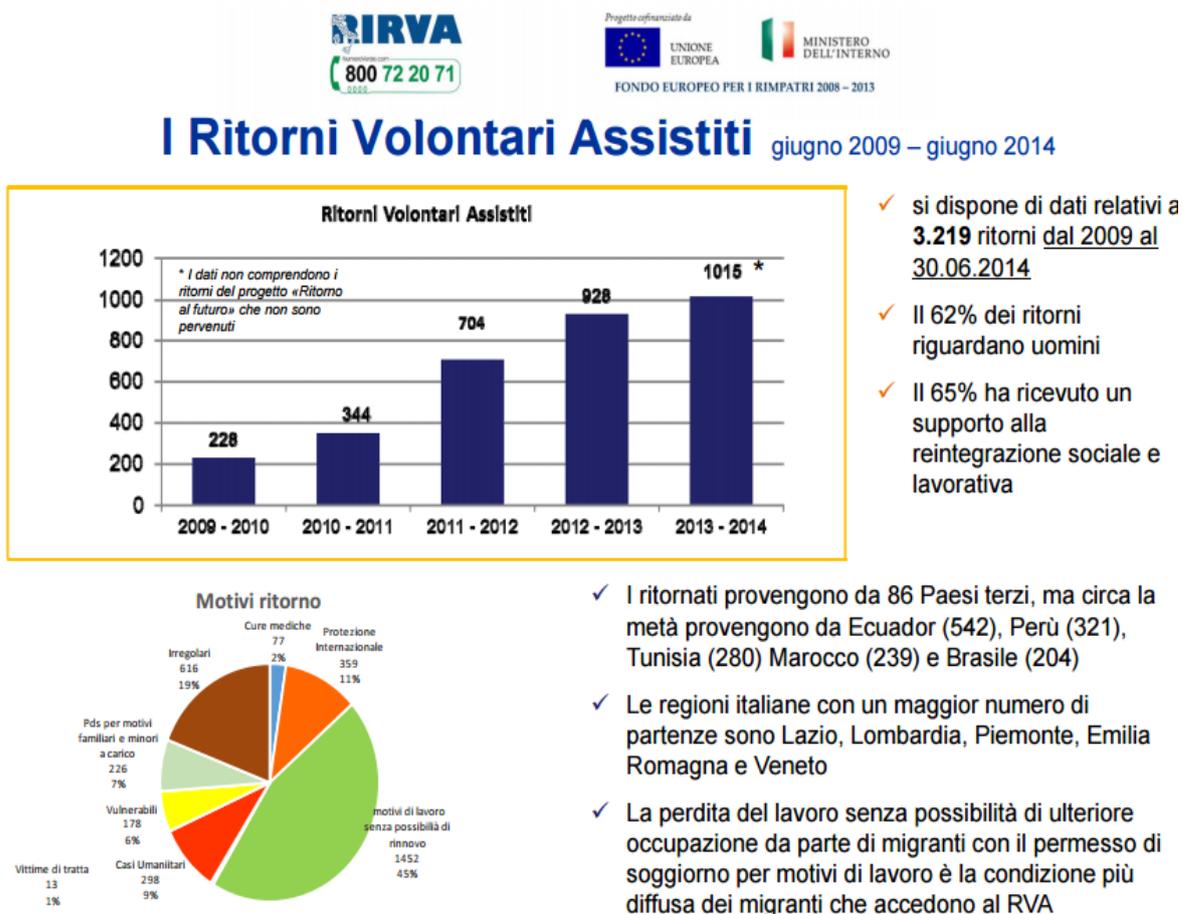
Se contatti uno degli Sportelli faremo un **primo colloquio** e ti proporremo **diverse opzioni** di servizi che ti saranno utili per la **costruzione del progetto di ritorno** nel tuo paese, in maniera completa e personalizzata. Ti accompagneremo nella pianificazione del tuo ritorno, dall'Europa fino al reinserimento nel tuo paese.



The reason why people go back to their home country is mainly the loss of work and the consequent loss of the residency permit (which is accentuated by the economic crisis in Italy). Thus, AVR seems to be a successful practice which is more advisable than Forced Return.

The RIRVA VI was meant to end in June 2015 even if it was born on January 2015. Perhaps there are still NGOs and associations working on the dissemination of the project but its future is undefined.

Fig. 4. Graph indicating the Increase of return migrations, 2009-2014.



Therefore, it is quite surprising to open up the RIRVA web page and to find a banner

stating that RIRVA VI is now closed, even though the email address is still operational but there is no

news about further measures of AVR:

*“Il 30 giugno si è concluso RIRVA - fase VI.
Dalla prossima settimana il numero verde non sarà più funzionante, ma per richieste di informazioni, rimarrà comunque attivo l'indirizzo di email : info@reterirva.it.
Non appena vi saranno novità in merito al Ritorno Volontario Assistito, provvederemo a darvene comunicazioni tramite il sito e la newsletter.
Nel ringraziarvi per il lavoro svolto insieme in questa annualità e nelle precedenti, vi salutiamo in attesa di futuri aggiornamenti.*

Actually, the Asylum, Migration and Integration Fund (AMIF) was set up for the period of 2014-2020 with a total of 3.137 billion Euros for seven years in order to “promote the efficient management of migration flows and the implementation,

strengthening and development of a common Union approach to asylum and immigration” but then the Member States are independent in the use of the different amounts of funds granted to them.

Chart 2- RIRVA VI

Totale chiamate RIRVA VI



On 9 June 2015, the RIRVA network held a Conference about the results of the first cycle of work. The material presented is available on-line and we can draw a final report of the achievements:

- Return is the best answer for migrants who are in an irregular or vulnerable situation

- In the last three years, 70.000 migrants accessed information about AVR
- The network started with 101 focal points (former NIRVA network) that grew into 341 offices
- Dissemination worked well since 75% of the calls to the toll-free number were autonomous and

not closely related with the focal point.

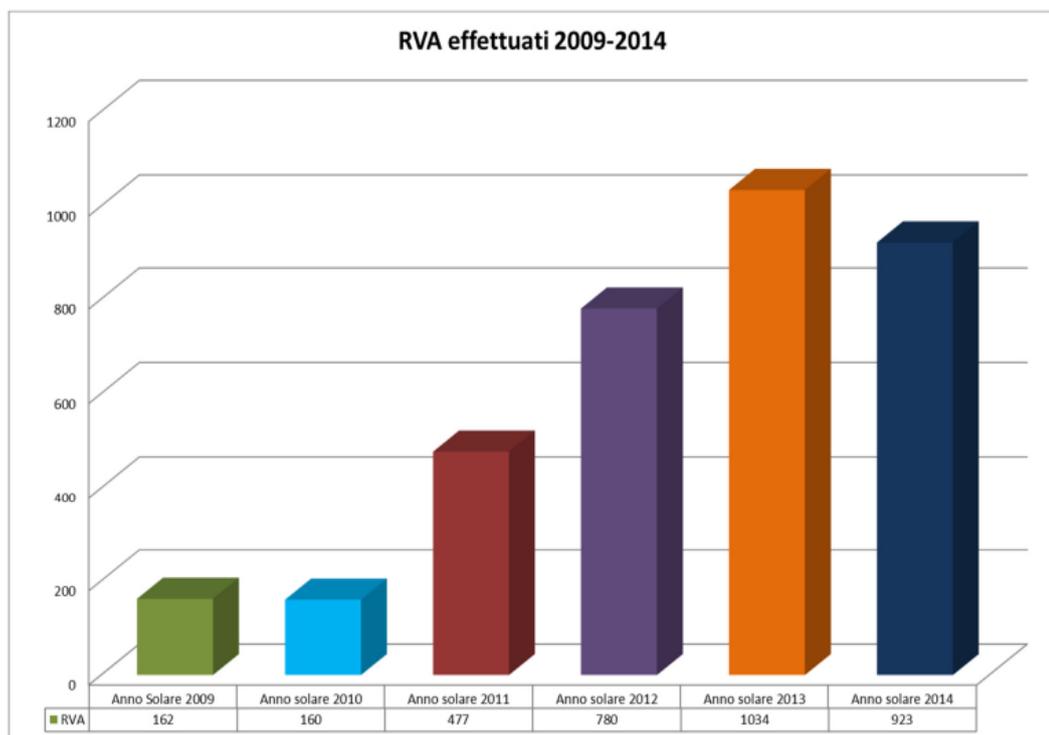
- On the other hand, some problems were highlighted:

- Communication about AVR is still weak and does not reach all the eligible migrants;
- It is hard to identify the migrant target;
- There is a lack in coordination and collaboration among the institutions involved;
- A national negotiating table is missing.

- Moreover, we can visualize that 2013 was the ‘golden year’ for AVR and below is the list of nationalities which have been most reactive to AVR.

Even if the strategy seems to be successful, returns seem to be scarce. Is this due to weaknesses with RIRVA or a lack of preparedness on the part of the migrant? Does the migrant think of AVR as a personal failure of his migratory adventure?

Table 6. The ‘golden years’ for AVR



Marzio Barbieri offers an interesting critique in his speech for the RIRVA Conference proposing temporary visits before the final return, psychological support for the returnees who are vulnerable

both in the host and in the home countries. Further, he proposed that once the person was back to in the country of origin there would a solid reintegration projects addressing all the possible

obstacles the returned was likely to face so that s/he could avoid a

sense of failure.

Table 7. The nationalities most reactive to AVR

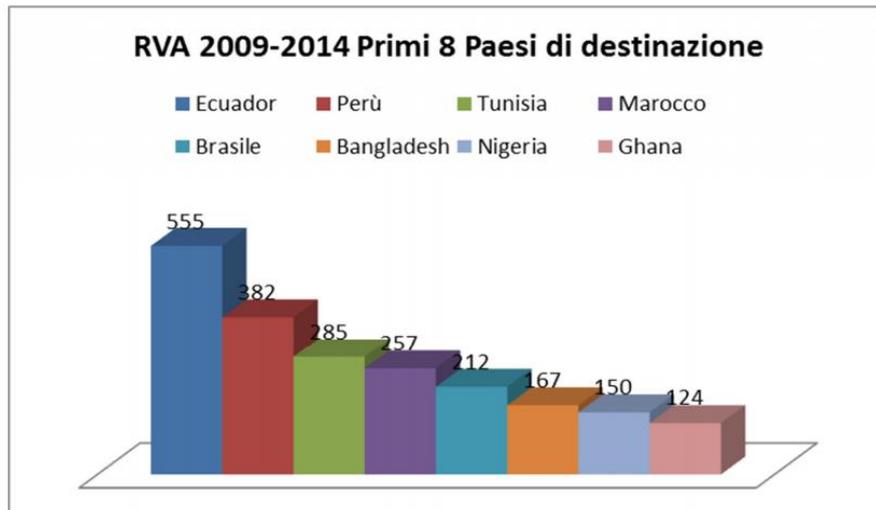


Table 8. First six countries of destination

Totali RVA 2015 al 31 maggio	1.Ecuador	2.Perù	3.Bangladesh	4.Ghana	5.Senegal	6.Nigeria
339	69	39	23	21	21	16
% primi 6 Paesi di destinazione sul totale degli RVA	20,35%	11,50%	6,78%	6,19%	6,19%	4,72%

Rosaria De Ponte emphasizes the importance of a psycho-social observation of the returnee and sees the RIRVA Network as a kind of showcase for collecting all the stories of returnees in order to show how the program works and how effective it is given that a return is worth considering society-wise if it contributes to the political and socio-economic development of a country and person-wise if the returnee gains his/her sense of

independence after a period of economic and psychological assistance.

The RIRVA Network members are urging increasing support for AVR measures since they want it to become a real option over Forced Return/Repatriation. As a matter of fact, Forced Return is a more expensive measure due to travel costs and security needed.

Moreover, the EU declared that harmonization of the member

states policies is mandatory since nowadays the Return Fund is mainly implemented by EU countries through shared management and through national annual programs that are based on multi-annual programming.

The EU prepared a European Agenda on Migration 2015 aiming

to reduce the incentives for irregular migration, saving lives and securing the external borders, creating a strong asylum policy and a new policy on legal migration.

A state-of-the-art Agenda is shown in the pamphlet below with ticked boxes for actions already solved:

Fig. 5. European Agenda on Migration 2015



Yet the Agenda states that the Return Directive has to secure "a humane and dignified treatment

of returnees and a proportionate use of coercive measures in line with fundamental rights" and that

member states will be handed a Return Handbook with the fundamental guidelines. Still the impression is that Forced Return will be prominent and the more readily available course of action relative to the AVR program, defined as “a comprehensive and sustainable migration policy”.

AVR should be favored over Forced Return/Repatriation since it is sustainable, clever and a socially smart approach both for host and home countries as shown in the inventory of projects are given in this chapter that show the success of this practice.

CYPRUS

CHAPTER 1: Migration background

Migration is an everlasting global phenomenon that stems from human's need to find a better quality of life. In contemporary times, as the world is divided into nation-states, an immigrant is a person who enters a foreign country with the intention of remaining at least a year for working purposes or settling permanently in the host country. Cyprus has been a reception center over the last three decades due to the dramatic economic growth occurring in the 1980s, 1990s and

in 2004 when the island became a member of the European Union. Despite the fact that Cyprus was an emigration state between the 1950s-1980s, now, due to economic and social factors, a shift has occurred and Cyprus is now a migration country. The geographic location of the island and the conflicts in the Middle East make the island an ideal destination for asylum seekers and refugees (Vrasidas et al: 2009).

An overview of the situation of migrants and immigration regulations

According to the latest population census in 2011 (Cyprus Statistical Service: 2013), Cyprus has a total population of 840,407 people, of which 170,383 are foreign citizens and 2,626 are not stated (Figure 1). Foreign nationals comprise 20, 3% of the total population in 2011. However, at the end of 2013, estimations show that the population in the government-controlled area has been slightly increased reaching 858,000 people (Cyprus Statistical Service: 2013).

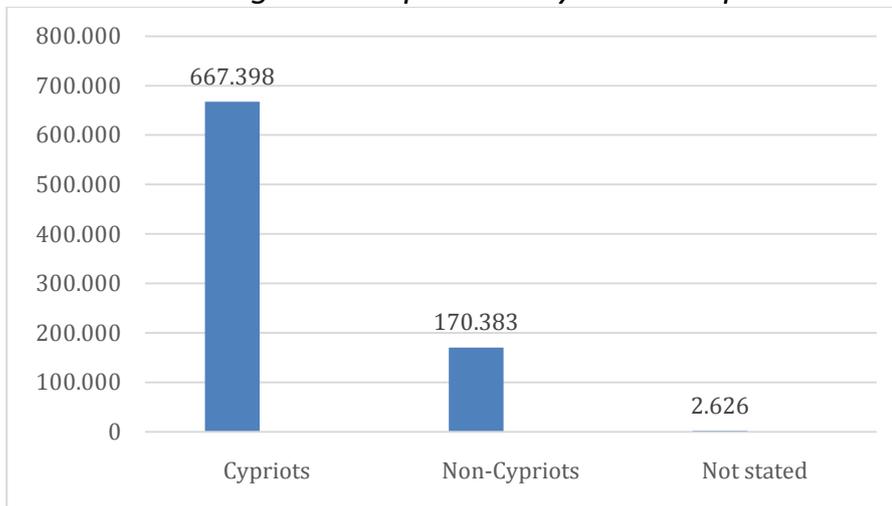
Regarding the latest estimate, net migration has been generally positive during the last decade. However, in 2012 and 2013, it has been negative as it decreased to -629 and -12.078 respectively. The majority of the immigrants are employed in households, the tourist industry and the construction sector with females exceeding the male population according to demographic data (European Fund for the Integration of third-country nationals: 2008).

For instance, third-country nationals (TCNs) are mostly

employed in the lower echelons of the labor hierarchy where the Ministry of Labor has noticed a labor shortage. Many immigrants

are also students attending private tertiary institutes and universities.

Figure 1: Population by citizenship 2011



BOX 5: Nationalities of immigrants in Cyprus

Most of the immigrants with a previous residence in a European country come from Greece, United Kingdom, Romania, Bulgaria, Philippines, Russia, Sri Lanka, Vietnam, Syria, Poland and Ukraine (Figure 2). Concerning TCNs (Figure 3), the largest percentage corresponds to people from the Philippines (1251), followed by people from Sri Lanka (1128). Many Russian and Ukraine nationals immigrated to Cyprus after the collapse of the Union of Soviet Socialist Republics. Most of them live in Limassol with their families and are mainly engaged with trade and shipping. Furthermore, there are many British nationals (mainly pensioners) who choose Cyprus as the best place to spend the rest of their life.

The stakeholders in migration in Cyprus are:

- Non-Governmental Organisations – Civil Society
- In Cyprus, there are some NGO's that focus on migration issues, European networking and developing grass-root activities. NGOs however, have limited influence with the government.

Some of their services include consultation on labor problems and immigration difficulties, vocational training, language courses, legal advice and job information, support of migrant workers' community and development of migrants' social and cultural life. A Migrants' Union does not exist as such in Cyprus, hence, immigrants can indirectly

participate in self-empowerment through NGOs. Trade Unions

Despite the fact that trade unions are active participants in decision-making, there is a limited representation of migrant issues.

- Local Authorities

LAs have an active role in the community, take initiatives and get involved in projects regarding migration and integration issues in collaboration with NGOs. Although, they have limited participation in decision-making.

Figure 2: Foreign residents by country of citizenship 2011 (main countries)

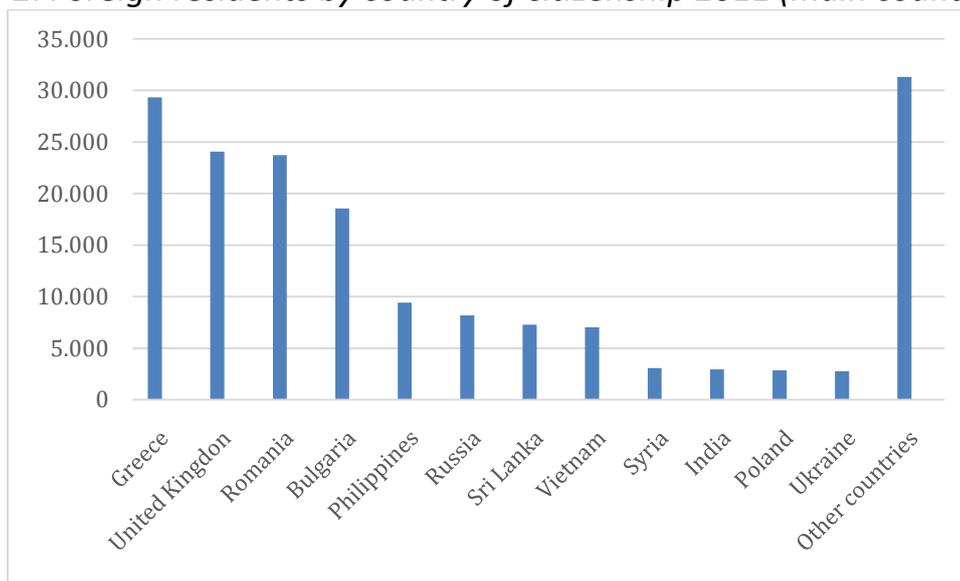
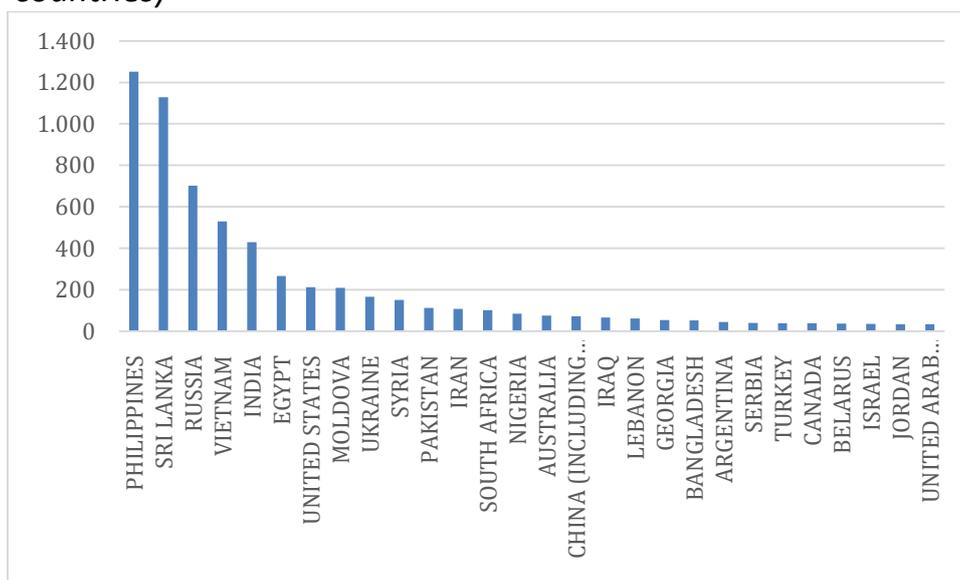


Figure 3: Migrants from abroad by country of previous residence (most of the Non-EU countries)



Migrant Integration Policy and Measures / Services

During the last decade, a collective effort has been made from the stakeholders to successfully integrate immigrants in the community. Thus far, training seminars are delivered to employers and employees related to labor relations, vocational training programs and school and health services. Nevertheless, migrants still confront various challenges, such as marginalization, access to the labor market and public benefits, long working hours, poor work conditions, injuries at the workplace, financial difficulties, conflicts with indigent workers - racism, physical assault, sexual harassment and undocumented migration calls for immediate but sustainable solutions.

The Cyprus government is bureaucratic and there is a lack of a legal framework for immigrants due to the fact that "foreign labor" was falsely considered as a temporary phenomenon (Planning Bureau: 1989; Matsis and Charalambous: 1993). The legislation implemented adheres to the EU directives, having thus limited adaptation to the local needs of immigrants. Overall, there is a vague understanding of integration processes. The Cyprus government claims that taking measures aimed at integrating immigrants is imperative (European

Fund for the Integration of third-country nationals: 2008).

In order to tackle these challenges, the Cyprus government and the EU are involved in shaping the migration policy of Cyprus, aimed at integrating migrants fully into society. According to the Common Basic Principles for immigrants' integration policy in the European Union (Council of European Union: 2004) "Integration is a dynamic, long-term, and continuous two-way process of mutual accommodation, not a static outcome. It demands the participation not only of immigrants and their descendants but of every resident. The integration process involves adaptation by immigrants, both men and women, who all have rights and responsibilities in relation to their new country of residence. It also involves the receiving society, which should create the opportunities for the immigrants' full economic, social, cultural, and political participation. Accordingly, Member States are encouraged to consider and involve both immigrants and national citizens in integration policy, and to communicate clearly their mutual rights and responsibilities." The definition of 'migrants' integration', derives from EU directives,

legislation and the existing legal framework of the Republic of Cyprus. Although *integration* refers to “the access of migrants to collective collective-social, labor and civic—rights while preserving their identity”, in Cyprus it is said to resemble “*assimilation* that implies the adoption by the immigrant group of the values and traditions of the host society, up to the point of abandoning its original language and culture” (Vrasidas et al: 2009).

The policy of migrant integration concerns the issues of long-term residency, family reunion, social and labor rights (Lodovici: 2010). Migrants are not allowed to receive members of their family (spouses over 21 years old and unmarried children) prior to the annual permit (it takes 2 years to get one), though it has many restrictions. For example, the hosting migrant is required to have adequate housing and income in order to obey the Cypriot eligibility rules for family reunion. As far as long-term residency is concerned, TCNs from 117 countries have to obtain some form of visa to enter the country and the opportunities for long-term residency are limited (Ministry of Foreign Affairs: 2015). Furthermore, TCNs do not have equal rights of access in employment with EU nationals despite the Annual Reports of the Labor Office of the Ministry of Labor and Social Insurance that

support the policy of an equal treatment between Cypriots and non-Cypriot workers. For example, TCNs need to have a job in order to obtain a work permit. Consequently, due to their short residence status, they lack civic rights, increasing the chances of marginalization in the society. Migrants do not have any voting rights and they do not participate in any official decision-making body. Access to citizenship is given to migrants over 18 years old who have been legal residents in the Republic of Cyprus for over 5 years. The process of acquiring a Cypriot citizenship is expensive and long.

Unlikely the family reunification and long-term residency in the national legislation, Cyprus has developed a consisted anti-discrimination policy addressing issues of race, ethnicity, sexuality and religion. Nevertheless, the implementation of this policy has turned out to be ambiguous. The lack of support to victims of racism, specialized training for public servants and the limited involvement of NGOs in the implementation of policies are considered important problems.

In the non-occupied area, the Democratic Rally of Cyprus (DISY), the right wing party, in 2011, referred to the suppression and criminalization of migration rather than promoting integration. Strict measures were taken for external

border controls and increased controls of the green line crossings with the use of new electronics and FRONTEX¹. However, DIKO (central-right party) suggested promoting migrants with coupons for clothes and food instead of giving money and restricting the status of refugee status rejections (Vrasidas et al: 2009).

Recently, the government along with the support of the European Integration Fund has launched many projects aiming to foster awareness on migrants' issues. Numerous campaigns and activities to promote human rights and tackle racism issues have been carried out within the last years in collaboration with the Ministry of Education.

The Migration Integration Policy Index (MIPEX: 2015) though, a long-term project which evaluates integration policies of migrants in the EU Member States, locates Cyprus in a generally unfavorable integration position (ranked 2nd from the last, of all 38 MIPEX countries).

¹ Frontex, the EU agency based in Warsaw, was created as a specialised and independent body tasked to coordinate the operational cooperation between Member States in the field of border security. The activities of Frontex are intelligence driven. Frontex complements and provides particular added value to the national border.

Figure 4: Ranking of Cyprus in MIPEX in relation to integration policies for migrants



As the ENAR Shadow Report indicates (2012: 50), the British Council and Migration Policy Group’s MIPEX, stated that Cypriot law “creates the least favorable conditions” for migrant workers and this fact discourages long-term migration. MIPEX results confirm the impossibility for migrants to fully integrate into Cypriot society. Migrant workers have the least favorable rights of all 38 MIPEX countries, cannot claim unemployment benefits or public allowances and once they are unemployed they are forced to leave Cyprus. They also have few real opportunities to be involved in democratic life despite the fact that the majority of Cypriots believe that immigrants enrich Cyprus economically and culturally and should have equal rights as Cyprus

citizens (Migrant Integration Policy: 2015). As a general assessment, the migration policy in Cyprus prevents temporary migrants from applying for long-term residency.

According to the latest *National Action Plan 2010-2012 for the Integration of TCNs* (The UN Refugee Agency Cyprus 2010: 2), the strategy for the integration of immigrants is based on the international and European law “adopting international and European conventions” and adjusting to our national context. Particularly, the National Political Integration and National Action Plan are in accordance with:

- The European Directives on the elimination of discrimination, family reunification, students, researchers and long-term residents.

- The “Common Basic Principles for Integration” adopted by the European Ministers of Justice and Home Affairs that form the basis of building a coherent integration policy.
- The “Common Agenda for Integration” that was presented by the European Commission in 2005 and proposes measures for implementing the Common Basic principles along with a series of supportive EU mechanisms.
- The European Fund for Integration of Third Countries 2007-2013 and the new European Refugee Fund 2008-2013.
- The Stockholm Programme 2010-2014.
- The European Pact on Immigration and Asylum.

BOX 6: The National Action Plan 2010-2012 for Integration of TCNs

The National Action Plan 2010-2012 for the Integration of TCNs was prepared by the Special Committee of Experts on the Integration of third country nationals legally residing in Cyprus. The Committee was decided by the Cabinet and chaired by the Ministry of Interior. The policy seeks to engage migrants in Cypriot society, recognize their human rights and tackle the racism and discrimination. The National Action Plan consists of 8 priorities:

First Priority: Information – Service – Transparency

Second Priority: Employment, Training, Unions'

Third Priority: Education and Learning of Language

Fourth Priority: Health

Fifth Priority: Housing - Improving quality of life, social protection and interaction

Sixth Priority: Culture, Civics, basic elements of political and social reality

Seventh Priority: Inclusiveness

Eight Priority: Evaluation - Annual and Total

The measures/actions included in the National Action Plan aim to raise awareness, exchange of experiences, provide vocational training and Greek language courses, access to justice, seminars for employers and employees on labour relations, health provisions at schools and educational measures for the integration of children at schools. These actions are co-funded mainly by national funds, the European Integration Fund or the European Social Fund and focus on educating the immigrants.

Identifying the Educational Needs of Adult Migrants

Education is the optimum way to integrate people in the society. Education services offered to migrants, with respect to the

council of the European Union, are significant in preparing immigrants and their descendants to be actively engaged in the host

society. Newly arrived immigrants usually have more needs during the initial stages of their integration since they are struggling to get to know how the host country's system functions. The education system of a country has the crucial role of providing immigrants with information on the work of societal institutions and regulations and transmit the norms and values of the host society. Hence, immigrants feel confident about interacting

with local people and gradually they become successfully integrated into the society. Consequently, satisfying immigrants' educational needs will help them "to quickly find a place in the key domains of work, housing, education, and health, and help start the longer-term process of normative adaptation to the new society" (Council of European Union 2004: 10).

CHAPTER 2: Adult migrant education in country

The education system is a vital pillar for the social and economic development of a country. The Ministry of Education in Cyprus aims to offer equal opportunities to all students. Hence, it has taken extensive measures to support and help the vulnerable population of immigrant pupils. These measures focus on a) respect for diversity, pluralism (cultural, linguistic, religious) and multiple intelligence, and (b) social inclusion of all children, combating leaks from the system and the fight against social

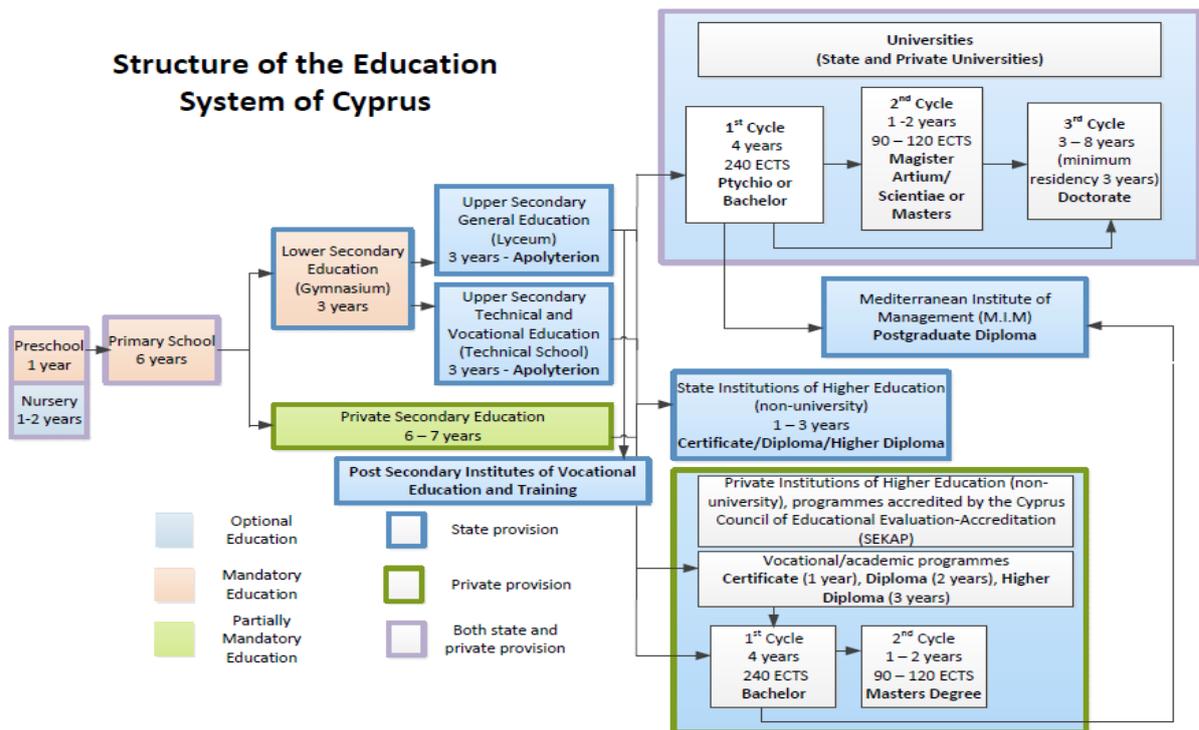
exclusion in all public and private schools, universities, vocational and technical schools, and post-graduate levels of education (Ministry of Education and Culture: 2014; European Fund for the Integration of third-country nationals 2008: 5). Ministry of Education also provides Life Long Education opportunities mainly through the Adult Education Centres and the State Institutes for Further Education (S.I.F.E.).

Cyprus Educational System and Infrastructure

The Cyprus educational system has been traditionally divided into three levels: Primary (6 years, students from 6 to 11 years), Secondary (6 years – Gymnasium - lower secondary school, Lyceum -

upper secondary school and Technical - Vocational Educational that correspond to students of 12 to 18 years) and Higher or Tertiary institutions. The Ministry of Education and Culture

Figure 5: The Structure of the Education System in Cyprus²



² Structure of the Education System of Cyprus. Retrieved from: <http://www.highereducation.ac.cy/en/pdf/educational-system.pdf>

Migrant Education Policies, Programmes and Methods

According to the objectives of the latest National Action Plan (The UN Refugee Agency Cyprus: 2010) for the inclusion of Third-Country Nationals in the labor market, there is a provision for immigrants to learn the Greek language and to provide them with support to access the Cypriot labor market.

The education system in Cyprus offers certain courses and training programs for immigrants of all ages focusing in providing smooth integration in Greek-Cypriot society. The Ministry of Education with the support of the European Social Fund during the years 2007-2013 has implemented the programmes below for the integration of immigrants into Cypriot society.

- Learning Program to acquire competency in the Greek language for immigrants and foreign residents in Cyprus.

In public primary education, all children have free access to public schools regardless of their residence status (documented residents). The government policy on multicultural education aims to actively engage immigrant students in the Cyprus education system, provide knowledge about other cultures and foster the principles of equality, social justice, mutual

understanding and respect.³ TCN students attend intensive Greek language courses inside and outside school hours. Support meetings for parents are also organized in order to develop good communication with the school.

As far as the secondary education is concerned, the Ministry of Education offers evening classes - the so-called evening gymnasiums - where foreign students and workers (over 15 years old), can both complete their studies in secondary education and obtain a School Leaving Certificate.

- Training Programme for in-service teachers of Secondary Education and Professional Training Programme for Teacher Candidates of Secondary Education.

The Ministry of Education and Culture offers training for teachers on an annual basis on matters of intercultural education in order to meet adequately the needs of immigrants and give them the tools to tackle the challenges that might appear. The Teaching Training Institute organizes annually various seminars and encourages teachers to participate. The main topics of the seminars refer to guidelines for

³ Cyprus Guide for Third-Country Nationals (TCNs) (2015). *Action A4, European Integration Fund for Third-Country Nationals, Annual Programme 2013*. Retrieved from: www.cyprus-guide.org (20.07.2015).

teaching Greek as a second/or foreign language and teaching students in a multicultural environment. What's more, intercultural education has been integrated into the compulsory courses of the pre-service training programme for candidate teachers in secondary education.

- Programme against early school leaving, School Failure and Delinquency in Educational Priority Zones (EPZ).

In the latest years, the public (primary and secondary) schools in Cyprus that deal with social, economic and cultural inequalities, have become part of a Zone of Educational Priority. This programme has been implemented in the 2003-2004 academic year. The zones are based on basic criteria that relate to geographical location, socio-economic composition of families, the presence of foreign or immigrant children, the dropout rate of students and the special education needs. The Pedagogical Institute of Cyprus, through the EPZ programme, provides additional support such as language lessons to non-indigenous students and promotes the principles of collaboration, equality and solidarity through extra-curricular activities allowing interaction between the features of the foreign students' culture and the features of the culture of Cyprus. During the

EPZ programme, the teachers implement student-centered pedagogical methods and organize educational, cultural and health activities. The teachers recruited in EPZ schools for the morning hours are bilingual. The curriculum is also adjusted in a way that allows pupils to attend culture and civilization courses in their mother tongue during religion and history subjects. This programme aims to engage children in a multicultural society and improve the quality of the educational system. Some schools offer learning opportunities to migrant adults as well by delivering Greek language courses to the parents of migrant children.

- Post-secondary Institutes of Vocational Education and Training. The Cyprus government offers vocational education and training services for TCNs in order to provide lifelong learning opportunities to TCNs and facilitate their social integration in Cyprus society and labour market.⁴ In Adult Learning Centres, the Learning Program of the Greek language to immigrants and foreign residents of Cyprus was implemented for five consecutive school years (2010-2015). TCNs over 15 years old could attend Greek language courses acquiring

⁴ Action A4, European Integration Fund for Third-Country Nationals, Annual Programme 2013 (2015) Cyprus Information Guide. Retrieved from www.cyprus-guide.org on 20 June 2015.

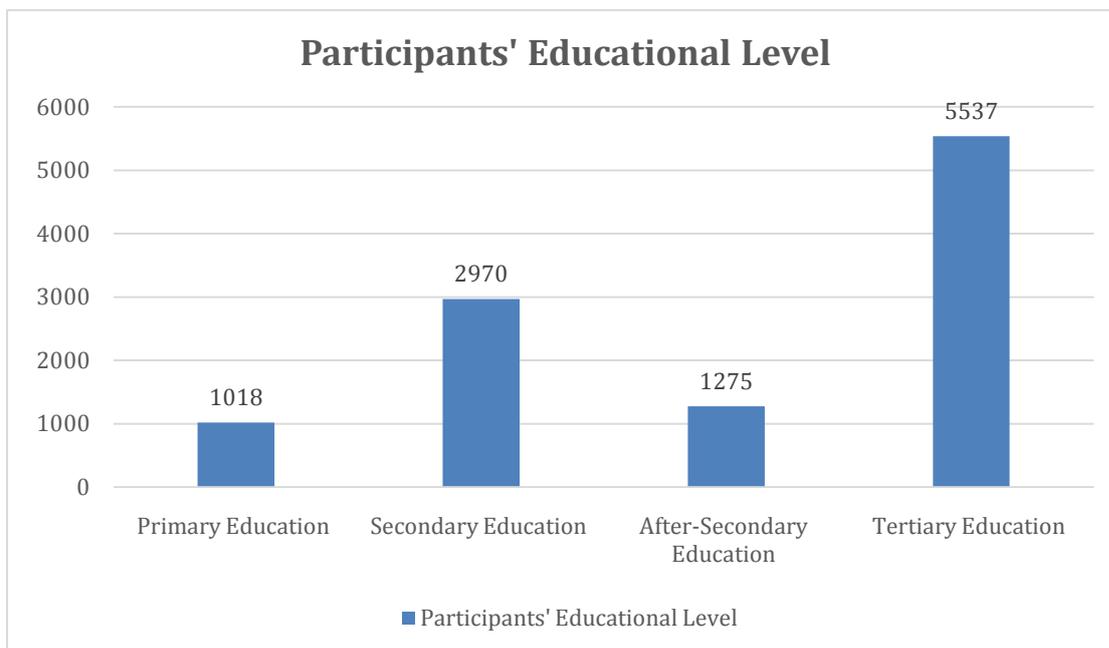
thus language and communication skills. The programme consisted of fifty 90-minute sessions, twice a week for each group, composed from 10 to 15 people. The students were divided into three levels according to their language skills. The annual fees were very low and at the end of the course the students received a certificate of attendance and they could also take a final exam, prepared by the Examination Service of the Ministry of Education. The courses were

delivered by qualified instructors, mainly philologists, who were selected following a contest. The programme was considered successful since there were a great number of participants (Table 1) from which 69 percent were women and 31 percent were men. It is worth noting that the highest percentage of the participants attending the courses falls into the category of being graduates of tertiary education (Figure 6).

Table 1: Participants in the Learning programme of the Greek language to immigrants and foreign residents of Cyprus

School Years: 2010-2011, 2011-2012, 2012-2013 & 2013-2014	
Number of students	10800
Number of groups	775
Number of teachers	427

Figure 6. Participants in the Education System per level



There are also 40 State Institutes for Further Education all over the island, providing language courses – foreign and Greek language courses to non-Greek speakers-, accounting and computer studies and the Evening Technical School of Limassol which offers vocational training.

Non-Governmental Organisations (NGOs), with the support of the Republic of Cyprus and European programmes (e.g. the European Integration Fund), offer vocational education and training programmes to TCNs. Most importantly, TCNs can attend the courses mainly for free. The courses have a focus on developing language or professional skills and integrating migrants in the society. Such organizations are the following:

- KISA - Action for Equality, Support, Antiracism (www.kisa.org.cy). KISA is a NGO with the main focus on Migration, Asylum, Racism, Discrimination and Trafficking and aims to raise awareness of the Cypriot society and influence the legal framework in these fields. KISA also operates a Migrant and Refugee Centre providing information, support and mediation services to migrants, refugees, victims of trafficking and racism / discrimination and ethnic minorities in general, targeting in social integration.
- Mediterranean Institute of Gender Studies (MIGS) (www.medinstgenderstudies.org) that aims to strengthen the women participation in civic society and educate marginalized groups.

- Centre for the Advancement of Research and Development in Educational Technology (CARDET) (www.cardet.org). It is a non-profit research and development organization in Cyprus that offers programmes on vocational education, civil society, education and training, eLearning, inclusive practices, and social justice.

- INNOVADE LI LTD (www.innovade.eu). It is a small/medium enterprise (SME) in Cyprus, focusing on business development, strategic development, business consulting, learning technologies and ICT, project management, education and training.

- Future Worlds Centre is a non-profit organization (www.futureworldscenter.org) that promotes human rights and social justice, advocates for the rights of refugees, addresses social inequalities, poverty and exclusion as well as combating racism, xenophobia and discrimination.

During the last decade, there was a considerable number of initiatives addressing migrants' needs in Cyprus. Some of these initiatives are listed below:

- *Municipalities Network* (www.municipalitiesnet.eu) is an action that focuses on the establishment of a European network, with the participation of Local Authorities, to exchange

information and best practices on organizational structures with respect to Third-Country Nationals' (TCN) integration and diversity.

- *LIGHTHOUSE*

- (<http://www.lighthouse-project.eu/>) is a project that intends to establish an innovative model and tools for supporting lifelong learning and career paths for migrants by tailored counselling and recognition of prior learning to improve skills, employability and mobility.

- *MEET (Meeting the health literacy needs of immigrant populations)*

- (<http://migranthealth.eu/>) project focuses on health promotion and seeks to set up a model multidisciplinary task force to tackle inequalities in social and health care access by migrant citizens in different contexts.

- *Research for the EU Media approach regarding Third-Country Nationals (TCN) and migration issues*

- (<http://www.migrationinthemedia.eu/>) is an action group that aims to research and evaluate the different perceptions presented via the media regarding TCN and migration that will provide suggestions and good practices adjusted to the special needs and conditions of the Cypriot society for the development of an action plan for integration and TCN in general.

- *LeFAMSol: Learning for Female African Migrants' Solidarity*
LeFAMSol: Learning for Female African Migrants' Solidarity (<http://lefamsol.uop.gr/>) is a curriculum development project for hard to reach target groups of adults, oriented towards cultural mediation and peer training. It focuses on Female African Migrant Groups, including sex workers, aiming initially to create a pool of human resources that can operate gender/ethnically delineated "Self-Help Desks."
- *Research on topics related to TCN youth in Cyprus and their future perspectives* (www.youth-research.org/) aims to confront with problems facing young migrants (TCNs) and their future career.
- *The Mediterranean Migration Network: Establishment of multilateral networks with countries in the Mediterranean region (MMN)* (www.migrationnetwork.org) seeks to promote collaboration and exchange of good practices among public and private stakeholders active in the fields of migration and integration.
- *Intercultural Mentoring tools to support migrant integration at school* (INTO) (www.interculturalmentoring.eu)

aims to promote strategies and methods that help students with a migrant background at risk of Early School Leaving to maintain their motivation through the development, testing and validation of an Intercultural Mentoring Programme based on the empowered peer education methodology.

- *Integration policies: Who benefits? The development and use of indicators in integration debates (MIPEX)* (www.mipex.eu) project, aims to inform and engage key policy actors about how to use indicators to improve integration governance and policy effectiveness. MIPEX is a unique tool which evaluates and compares what governments are doing to promote the integration of migrants in all EU member states and many other countries.
- *Mothers and Children in L2* is a project that aims to design and pilot a methodology and tools to involve young migrant mothers with children aged 2-6 in a language- and content-integrated training. The contents of the course are closely related to everyday life and common issues the mothers have to cope with.
- *Migrations, Integration and Co-Development in Europe* (Migrations-Integration-and-Co-Development-in-Europe) encourages an intercultural dialogue between civil society organizations and citizens from different countries and living communities in Europe to

express their views about EU policies related to migration and asylum and more broadly, about the key priorities and strategic actions needed to face common and current challenges.

Recently, many LAs and municipalities in Cyprus have launched projects for immigrants' integration offering a variety of services (social and education services) due to EU financing. Such projects seek to integrate immigrants in the local level that is their neighbourhood, school and other community centers. In particular, the local authorities offer afternoon care services for migrant workers' children, counseling, informal legal advice, Greek language lessons, non-formal education opportunities such as history and Cyprus culture workshops, art and craft workshops, first aid workshops, cooking lessons and multicultural events with international flavors, music and dance.

For example, the municipality of Nicosia (capital of Cyprus), through its Intercultural centre provides migrant residents with learning opportunities during the afternoon hours.⁵ The Intercultural centre aims to tackle social exclusion issues, support

⁵ Nicosia Municipality (2015). *Intercultural Center*. Retrieved from: <http://www.nicosia.org.cy/el-GR/municipality/multipurpose-centre/intercultural/61750/>

immigrants and provide them with vocational opportunities and services to obtain professional and digital literacy skills. The immigrants can attend socially-oriented lectures, Greek language and computer courses, access the internet in a fully equipped place (internet café), have vocational guidance and consulting services and be involved in creative and psychological support activities.

Furthermore, the municipality of Ayios Athanasios in Limassol participates in various integration programmes for migrants. In 2007, Ayios Athanasios municipality has established the "Open school" Association⁶, an innovative institution addressed to all citizens regardless of their origin that offers courses in more than 20 areas. Also the programme "Limassol: one city, the whole world"⁷ which is in collaboration with the municipalities of Limassol, aims to promote the smooth integration of TCNs into Cyprian society and the job market. This programme supports immigrants through providing training and learning activities, orientation and social support services and cultural events.

⁶ Agios Athanasios Municipality (2015). *Open School*. Retrieved from: <http://www.openschoolcy.com/>

⁷ Agios Athanasios Municipality (2015). *Free Course for Third-Country Nationals*. Retrieved from: <http://www.agiosathanasios.org.cy/>

CHAPTER 3: Developing and effective adult migrant education strategy

Challenges and opportunities in the adult migrant education

Educational systems across the world have implemented some educational policies in order to integrate immigrant pupils into the host society. The educational policies focus on addressing the needs of immigrant children. Emphasis is given to the individual needs of immigrant children (in Nordic countries), vulnerable racial and social groups (in the US) or promoting multiculturalism (AU, CA, NZ). New destination countries with small immigrant communities offer a limited number of ad hoc projects for a few groups and schools (e.g. JP, LV/LT, MT, Central and Southeast Europe). Countries considered as new destinations for immigrants such as GR, IE, IT and ES have work to do in catching up with a large number of immigrant pupils. According to the key findings of MIPEX (2015), within the 38 countries participating, Sweden achieved the highest score (77) in the 2014 ranking following by Australia (76), New Zealand (66), Norway and Canada (65), Portugal (62), Belgium (61), Finland and the

US (60). However, Cyprus holds the 25th place with a low score of 27.

Furthermore, the lack of a legal framework for migrant integration in Cyprus raises numerous challenges for adult migrant education. At the same time, introductory programmes that have been implemented provide basic knowledge of the host society's language and culture; they are considered indispensable to integration. Immigrants participating in these programmes become aware of the various aspects of how the host country system works and have the opportunity to access the host country's services in order to meet their needs. Such integration projects have an immediate impact on the economic and social well-being of the society as well. Nonetheless, it is important to point out that the integration policy should demonstrate full respect for the immigrants' own language and culture.

Planning and evaluating adult migrant education policies

Immigrant integration is highly influenced by governments' policies. Particular consideration should be given to planning and evaluating adult migrant education policies. Thus far, school education policies are mainly restricted to migrant children. There are many non – governmental bodies that could collaborate with the government and formulate an effective education policy for adult migrants. Such bodies are non-profit organisations, trade unions, employer organisations and social and religious organisations. It is evident that “more inclusive integration policies may bring more highly-skilled immigrants and higher inward Foreign Direct Investment” (Migrant Integration Policy 2015: 15).

It is important though to measure the process and evaluate integration policies. Indicators, clear goals and evaluation mechanisms can assist the process of monitoring and evaluating the integration project. Regarding the common basic principles for immigrant integration policy in the European Union (Council of European Union: 2004) “The purpose of such evaluation is to learn from experience, a way to avoid possible failures of the past, adjust policy accordingly and showing interest for each other's efforts”. The sharing of good practices and exchanging

information between the Member States of the European Union has proved useful in the process of integration.

Overall, the lack of an official legislation framework for immigrants in Cyprus has a negative impact for providing educational opportunities with a few exceptions. These exceptions include the integration programmes on collaboration with the Ministry of Education, the NGO's and Local Authorities. Despite the will to integrate migrants in Cyprus' society, the fact that the migration policy in Cyprus prevents temporary migrants from applying for long-term residency hinders the integration process. CARDET, as a MIPEX partner from Cyprus, has developed a list of policy recommendations to support immigrants in Cyprus. Some of these recommendations (Migrant Integration Policy 2015: 8-9) are:

- Create Immigrants Civil Society and Youth organizations which will represent immigrants in society and have an active role in the public dialogue;
- Improve labour conditions for immigrants at the workplace by improving the non-discrimination policies and providing training to employers;
- Improve the conditions for family reunification process and provide financial support to civil

society organizations to promote and support family reunification;

- Provide training to public servants on communication skills, law, human rights and non-discrimination approaches;
- Organize extra-curricular school activities for both immigrant and Cypriot pupils.

To conclude, education is listed among the greatest weaknesses in integration policies in most countries (MIPEX: 2015). Despite the fact that the educational system in Cyprus

implements some integration programmes for immigrant pupils, inside and outside the school, addressing adult migrants' educational needs still remains an urgent requirement. Hence, collective efforts would promote the effective integration of migrants into civic society and consequently develop fertile ground for further educational opportunities, facilitating the integration process and the entrance into the labour market.

LITHUANIA

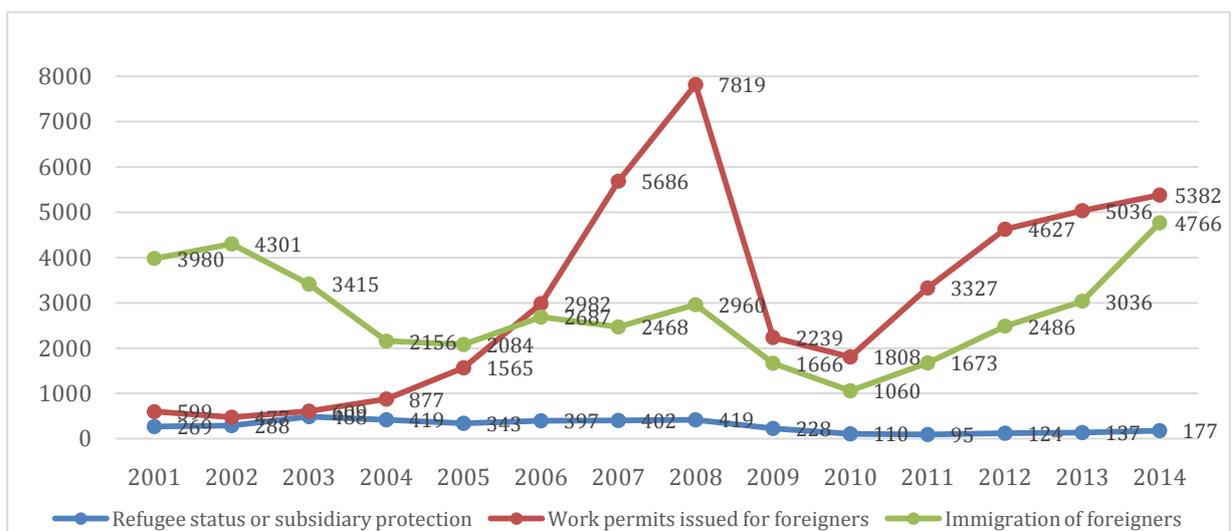
CHAPTER 1: THE LITHUANIAN MIGRATION BACKGROUND

Overview of the Situation of Immigration Dynamics and Migration Policies

Immigration flows (especially labour related) to Lithuania started to increase from 2001 with the peak before global economic changes in 2008. Economic growth, the EU enlargement in 2004 and the development of Schengen Agreement in late 2007 made an impact on immigration flows to Lithuania. Consequently, labour immigration became significant, while flows of asylum seekers remained insignificant and stable. After global economic changes,

immigration (both labour and total) started to increase again and almost reached pre-crisis level (see Graph 1). Together with mass emigration and growing trend of immigration, legislative and institutional developments in the area of immigration and migrant integration policies emerged. Such developments have led to political and societal debates about socio-economic consequences of international migration in Lithuania.

Graph 1. Immigration dynamics in Lithuania 2005–2014



Source: Statistics Lithuania, Migration Department, Lithuanian Labour Exchange

Immigration structure

Regardless of the increase of labour immigration to Lithuania, both the annual immigration⁸ flows and the total number of foreigners living in Lithuania remain small: 32,500 foreigners (0.98 percent from the total population) lived in Lithuania in 2010. This number decreased to 29,600 (0.91 per cent from the total population) in 2011. However, after the global economic changes, the number of foreigners in Lithuania increased significantly: from 31,300 in 2012 to 35,500 in 2014 and 40,000 in 2015 (*see Table 1*). Despite a relatively low number of foreigners residing in Lithuania and arriving annually, labour related immigration became visible in public space. It has triggered debates on demand of a new approach towards labour immigration and migrant integration policies.

⁸ The analysis of annual immigration flows shows that majority of immigrants have Lithuanian citizenship. This is an evidence of the return migration. Immigration flows of foreign citizens either from EU or non-EU countries are small. In the general context of immigration, non-EU citizens form one fourth of the total immigration flow; in the context of foreign immigration, the percentage increases up to 80 per cent and more.

While summing up the immigration flows to Lithuania, several trends could be identified. First, the vast majority of immigrants living in Lithuania and arriving annually to the country for various purposes are citizens of Russia, Ukraine and Belarus. However, during 2006–2008, assumptions of formation of new immigrant groups from China and

Turkey were observed.⁹ Second, the distribution of immigrants by age

family reunification are related to women immigration and economic (labour) circumstances – with male immigration. Fourth, regardless of global economic changes, family reunification usually is the first or the second biggest channel (usually, after labour-related immigration) for legal immigration to Lithuania (though immigration of students and entrepreneurs is increasing as well). Fifth, usually after particular restrictions of legal immigration

Table 1. Number of foreigners in Lithuania 2010–2015

	2010	2011	2012	2013	2014	2015
Number of residents	3 137,0	3 052,6	3 007,8	2 979,3	2 944,5	2 921,9
Number of foreigners	32,500	29,600	31,300	32,300	35,500	40,000
Share of foreigners (%)	1,04	0,97	1,04	1,08	1,20	1,37

Source: Migration Department

groups allows one to posit that Lithuania is an attractive country for people of working age from outside the EU. Third, the distribution of immigrants by gender shows a prevailing trend favouring male immigration. However, as Žibas (2009) argues, circumstances of

channels are enforced, trends of undocumented immigration emerge. For example, there has been an increase in the number of sham marriages (marriage is the main channel for family reunification) or fake companies (legal business activities are a channel for obtaining a residence permit). Such a trend is related to Lithuania as a transit country rather than a country of destination. Sixth, local aspects of the immigration structure revealed that foreigners (non-EU citizens) are mainly concentrated in the largest Lithuanian cities as around 70–80 per

⁹ With the relation to the EU enlargement and structural changes in the Lithuanian Labour market, general immigration structure in Lithuania has become more diverse. For example, during 2006–2008, the number of labour immigrants from Turkey and China has increased near the most numerous labour immigrant groups: Russians, Ukrainians and Belarusians. Therefore, the Chinese and Turks were (respectively) the fourth and the third largest labour immigrant groups in Lithuania.

cent of all foreigners live in 6 municipalities. This means that the major Lithuanian cities are centres of attraction of immigration.

Deeper analysis of immigration structure in Lithuania revealed specific features of recent immigrants and ethnic minorities. For example, the data on residence permits showed that the majority of foreigners are living in Lithuania with the second or the third permanent residence permit. In order to receive a permanent residence permit, a foreigner has to reside in Lithuania for at least 5 years, while permanent residence permit is issued up to five years. It means that these people are residing in Lithuania for more than 10 or 15 years (or from the restoration of independence and earlier on) without obtaining Lithuanian citizenship.¹⁰ Such foreigners are still considered immigrants rather than ethnic minorities.

¹⁰ Usually, foreigners are not obtaining Lithuanian citizenship due to strict dual citizenship policies (Žibas 2014).

BOX 7: *Immigration patterns in Lithuania*

The analysis of the data¹ on foreigners in the largest Lithuanian cities revealed certain immigration patterns. Lithuanian cities attract different categories of immigrants (both, in terms of countries of origin and grounds of arrival). It can be assumed that Lithuanian cities already formed certain, although weak, migration networks. Eventually, the largest cities (Vilnius, Klaipeda and Kaunas) hold more than half of all the foreigners in Lithuania, and other cities with a large share of foreigners (such as Visaginas) certainly create common structural characteristics of immigration to Lithuania. For example, Visaginas could be characterised as a city with a relatively big number of permanent residents from non-EU countries and a trend of family immigration; while Vilnius region, Klaipeda and Šiauliai – exhibit trends of labour immigration and a more diverse immigration structure in terms of countries of origin (for example, migrant workers from Turkey or China). On the other hand, Vilnius and Kaunas are cities, where immigrants from non-EU countries are more likely to establish small or medium scale enterprises.

The development of immigration policies

Some issues of immigration policy in Lithuania are already resolved or are at least adequately addressed. When Lithuania restored its independence, citizenship issues were successfully resolved using ‘zero option of citizenship’; although dual citizenship issues are still unresolved. Asylum system is operating in Lithuania since 1997 using common principles of the EU asylum policies, consolidated in the conventions of Geneva (1949), Dublin (1990) and other EU documents. Economic migration

policy is regulated in the law ‘On the Legal Status of Aliens’ and national long-term strategies. However, the area of immigration policy is still being developed.

Immigration policy and the regulation measures of migrant integration in Lithuania have not been implemented in accord with the changes in international migration processes, i.e., migration policy was based on the migratory behaviour or on the so-called *ad-hoc* approach. Immigration flows have been adjusted starting in 1991, when the ‘Immigration Law’¹¹

¹¹ The Republic of Lithuania, *Immigration Law*, no. I-1755, 04.09.1992, Official Gazette, 1991, no. 27-730.

came into force. According to this law, an annual immigrant quota was adopted. It receded into the background in 1999. Law 'On the Legal Status of Aliens'¹², which came into force in 1999, has amended the previously mentioned law and became the main document regulating the legal status of foreigners in Lithuania and the main areas of immigration management. This law is a starting point in the analysis of Lithuanian immigration policy.

After the collapse of the Soviet Union, the strategy of Lithuanian immigration policy was associated with restricting immigration from Russia and other post-Soviet countries.¹³ The situation began to change gradually when the large scale of emigration started to change the structure of the Lithuanian population and labour market. It triggered a debate not only about the effects of emigration, but also about the need for immigration. After the EU enlargement in 2004, the economic factors of emigration have become more important as mass outflows

of population were at the centre of a debate about the challenges of emigration for the state and society. In parallel to that, the business sector began to discuss 'importing' a labour force. Consequently, Government began to initiate not only programmes of 'detention' and claw back at emigrants, but also began to debate the guidelines of immigration policy. However, the regulation of immigration and migrant integration processes remained within the framework of the law 'On the Legal Status of Aliens' and the directives of the EU¹⁴ without application of any specific programmes of these immigration policies.

Lithuania did not have a strategy of immigration policy based on the long-term goals and priorities. Until recently, immigration policy has been formed indirectly in the long-term strategies such as 'The Long-Term Development Strategy of the State', 'Strategy of the National Demographic (Population) Policy' and 'The Long-Term Strategy (up to 2015) of Lithuanian economy (economic) development'. In the light of the new challenges raised by contemporary migration processes, in April 2007 the Government adopted Economic

¹² Law of the Republic of Lithuania, *On the Legal Status of Aliens*, no. VIII-978, 17.12.1998, Official Gazette, 1998, no. 115-3236.

¹³ While analysing immigration and migrant integration policies, historical context has to be emphasised and considered as an absence of migrant integration policy (as well as implementation of strictly selective immigration policy) can be regarded as a political strategy related to immigration restriction in view of inter-republican migration, which took place during the Soviet period.

¹⁴ For example, the provisions of Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008 on common standards and procedures in Member States for returning illegally staying third-country nationals.

Migration Regulation Strategy (EMRS) which, in 2014, was changed by the Lithuanian Migration Policy Guidelines.

'The State Strategy of Long-Term Development'¹⁵ (2002) was not directly related to the formation of immigration policies. The document highlighted emigration management and the consequences of this process. Illegal immigration was seen as a threat and the control of immigration was exclusively associated with the consolidation of protection of the migration across the external border of the EU. The document did not provide specific measures of regulation of immigration.

'The Strategy of National Demographic (Population) Policy'¹⁶ (2004) revealed main weaknesses of immigration management in Lithuania (such as the lack of labour migration programmes, coordination, responsibility between the migration regulatory authorities, etc.). However, among the opportunities, no long-term immigration policy was identified. Although the model of Lithuanian immigration policy was provided in the vision of the strategy (such as

the implementation of strict immigration policy for third-country nationals), the practical means of implementation of such policy was not declared.

In 'The Long-Term Strategy'¹⁷ of Lithuanian economic development up to 2015' (2004), immigration policy management was defined as an inevitable necessity. Thus, the strategy emphasised strict immigration control, although specific policy measures were not planned. However, legal and illegal immigration processes were identified as challenges. Immigration origin countries match the priority countries listed in the Economic Migration Regulation Strategy (see below).

Migration Regulation Strategy (2007) could be considered as the response to demographic changes caused by emigration. The strategy outlined long-term priorities of Lithuanian migration policy which underlined challenges related to return migration and reducing emigration rather than migrant integration or long-term immigration strategy. Main objectives of EMRS were the reduction of negative migration net to zero by 2012,¹⁸ focusing on

¹⁵ Resolution of the Seimas of Republic of Lithuania, *State Strategy of Long-Term Development*, no. IX-1187, 12.11.2002, Official Gazette, 2002, no. 113-5029.

¹⁶ Resolution of the Seimas of Republic of Lithuania, *Strategy of National Demographic (Population) Policy*, no. 1350, 28.10.2004, Official Gazette, 2004, no. 159-5795.

¹⁷ The Ministry of Finance of the Republic of Lithuania, *Long-term strategy of Lithuanian economy (economic) development up to 2015*. Vilnius, 2002.

¹⁸ Main objective was not accomplished as mass outflow of population reach the peak in 2010. Consequently, in 2013, Lithuania had negative migration net of 5.7 per 1000 population (in 2013,

processes of return migration and regulation of labour immigration from third countries. With regard to the last objective, clear targets to apply selective immigration policy by defining the geographic priorities (Belarus, Moldova, Ukraine and South Caucasus) and emphasising regulation of immigration from non-EU countries were revealed.

In addition, a long-term vision of Lithuanian migration policy was defined in other related documents: 'Principles of Lithuanian immigration policy'¹⁹ and 'The Resolution on Confirmation of Landmarks of Lithuanian Migration Policy'.²⁰ Two dimensions of economic migration were set up in these documents: regulation of regular immigration flows and migrant integration. Considering these dimensions, the main objectives that were raised concerned the correspondence between foreign workers in Lithuania and the needs of the Lithuanian labour market, social and cultural harmony (multicultural and integrated Lithuanian society), the development of an effective and coherent holistic rather than the *ad hoc* economic migration

only Latvia and Cyprus had bigger negative migration net in the EU).

¹⁹ Ministry of Foreign Affairs of the Republic of Lithuania, *Principles of Lithuanian immigration policy*.

²⁰ Resolution of the Government of the Republic of Lithuania, *On Confirmation of Landmarks of Lithuanian Migration Policy*, no. 1317, 03.12.2008.

policy that is now in place; such a unified approach would benefit employers, immigrants and the country of Lithuania.

It has to be mentioned that EMRS and related documents were formulated under the conditions of rapid economic growth. Many objectives that were formulated in EMRS were relevant only for 2007 and 2008. Consequently, after 2008, there was no any action plan accompanying EMRS.

Parallel to EMRS and related documents, Governmental Program²¹ (2008) considered immigration issues in the political agenda. Chapter XXIII of the Program emphasised issues related to immigration management. Analysis of the content revealed that migrant integration and consistent implementation of immigration policy were not priority fields of policymaking.

Analysis of the content of EMRS and other documents revealed six main aspects, which could be considered as long-term priorities (but not as specific measures of implementation of immigration policy). First, before implementation of EMRS there were certain priorities of immigration policies which changed only gradually. Before and, to a certain extent, after 2004, the

²¹ Resolution of the Seimas of Republic of Lithuania, *On Government program of Republic of Lithuania*, no. XI-52, 09.12.2008.

development of Lithuanian migration policies was concentrated towards the reduction of emigration, promotion of return migration but not towards the implementation of immigration programmes and migrant integration tools. Second, since 2007 Lithuanian long-term immigration policy has been formed emphasising not only the challenges, raised by the emigration process, but (after the adoption of the EMRS) also the management²² of labour immigration. Third, management of legal migration flows has been the main priority. However, the management rules continued being governed by the framework of the Law 'On the Legal Status of Aliens'. Moreover, specific management measures of immigration processes were not provided, although, immigration has been highlighted as a threat or a challenge. Fourth, migrant integration remained within the framework of priorities without any specific action plan. Fifth, a 'selectively open' immigration policy was applied with the main aim to stimulate circular (temporary) migration. Temporary immigration 'saves'

²² There were proposals given in the plan of implementation measures of EMRS 2007–2008: while regulating labour migration from third countries, to implement 'selectively open immigration policy' (Ministry of Foreign Affairs of the Republic of Lithuania, *On Lithuanian policy of economic migration*. 28.12.2007).

integration meaning that immigrants were (and still are) considered economic resources (without the potential of permanent residence and, at the same time, without the need for integration) who are able to satisfy labour force demands. Sixth, labour immigration policies were (and still are) connected to the Lithuanian labour market, which is regulated in order to 'protect' internal labour force from the competition. However, immigration of highly qualified migrant workers is considered a priority.

While analysing the content of migration policies in Lithuania, one important distinction with regard to the time frame has to be made. Before 2014, migration policy was based on the so-called *ad hoc* principle. During the first half of 2014, a new trend emerged as the Government adopted Lithuanian Migration Policy Guidelines²³, where the main priorities in an area of migration were identified. The Guidelines cover emigration, reversible migration, immigration, integration of foreigners, asylum (international protection), fight against illegal migration, and issues related to the institutional policy

²³ Government of the Republic of Lithuania. *Resolution on Approval of the Lithuanian Migration Policy Guidelines*. 2014.01.22. No. 79

development and implementation. Regarding immigration policies, a few key areas have to be emphasised: harmonisation of immigration policies with EU legislation; attracting a labour force from third countries (with some reservations);²⁴ and better regulation of different legal immigration channels. While analysing the legislative developments of migration policies in Lithuania since the restoration of independence, it seems that the recent Guidelines should be considered as a backdrop to or the first step towards the establishment of a long-term migration vision.

²⁴ For example, labour immigration policies should be flexible and ensure the competitiveness of Lithuania as a country of immigration, only when there is a need to attract migrant workers from third countries. However, regulations should not stimulate employers to use cheap labour from third countries without making all possible efforts to use the internal workforce.

Migrant Integration Policies

Contrary to immigration, implementation of migrant integration policy was (and still is) based on the project-based activities of the EU integration funds. In the legal framework which regulates immigration policy in Lithuania, immigrants are not singled out as a target group of integration policy. Although the law 'On the Legal Status of Aliens' declares integration into the country's political, social, economic and cultural life, a priority reserved for foreigners who received asylum in Lithuania. Art. 107 of the law 'On the Legal Status of Aliens' on the Integration of foreigners stipulates that Lithuania shall provide conditions for foreigners holding a residence permit to integrate into the political, social, economic and cultural life of the State. This law targets all immigrants coming to Lithuania, including all grounds for immigration. However, migrant integration is specified only with regard to foreigners who have been granted refugee status or subsidiary protection. There are no integration measures for other types of immigrants in Lithuania.

In EMRS, migrant integration was described neatly by associating this process with a common EU policy (mainly with EU funds). EMRS marked the absence of responsible

authority for the coordination of migrant integration processes and a lack of a long-term approach towards migrant integration policies. Summarising the content of the strategy, the proportion of measures relating to different aspects of migration policy should be emphasised. In 2007, eight out of 35 migration policy implementation measures, and in 2008 four out of 22 were designed for regulating immigration and only one for integrating migrants. The latter policy was related to the European Fund for the Integration of Third-country Nationals (EIF). The analysis of the report of the Ministry of Social Security and Labour on the implementation of EMRS²⁵ revealed that the policy paper highlighted only the role of the programs²⁶ of the EIF.

Another document, which provided guidelines for economic migration policy, is 'Principles of

²⁵ Ministry of Social Security and Labour of the Republic of Lithuania, *Report of implementation of the plan of Economic Migration Regulation Strategy and its implementation means, 2007–2008*, no. SD-3725, 29.04.2009.

²⁶ Ministry of Social Security and Labour of the Republic of Lithuania, *On the approval of program of management and control system in Lithuania for integration of third-country nationals, 2007–2013*, no. A1-250, 20.09.2007, Official Gazette 2007, no. 100-4096.

Lithuanian immigration policy'.²⁷ The analysis of the document showed that the migrant integration process was treated as a secondary factor, the implementation of which is not necessary, but is desirable in order not to lose 'investments' in immigrants. It was also noted that trade unions should be assigned with functions, which could enable them to ensure the protection of immigrants and help in distributing immigrants according to the demand of labour force. In the summative chapter of this paper, it was declared that the integration processes should be carried out only for foreigners who have permanent residence permits. It was generally proposed not to apply short-term measures of integration in order to stimulate brain circulation.

Resolution 'On Confirmation of Landmarks of Lithuanian Migration Policy'²⁸ confirmed the necessity of long-term integration measures. It was stated that integration measures should be imposed only for foreigners with permanent residence permits. This document showed integration to be one of the directions of immigration policy development; the main tools for

implementation of these principles involving social partners (employers and trade unions) and using funding from the EIF.

However, the analysis of documents revealed a mismatch in migrant integration priorities. On the one hand, in the report of EMRS (which was closely related to the same EMRS) and in the resolution 'On Confirmation of Landmarks of Lithuanian Migration Policy' the role of the EIF was emphasised. On the other hand, according to these documents, integration measures should be applied to foreigners with permanent residence permits; while the priority of the guidelines of annual programs of the EIF was given to 'newly' arriving immigrants. It shows that target groups of integration policy were defined differently.

National and EU support programs also determine immigration and migrant integration policies in Lithuania. 'Document of common programming of Lithuania in 2004–2006'²⁹ emphasised the support for social adaptation and professional rehabilitation programs for vulnerable groups, including ethnic minorities and refugees. During the first year of EU membership,

²⁷ Ministry of Foreign Affairs of the Republic of Lithuania, *Principles of Lithuanian immigration policy*.

²⁸ Resolution of the Government of the Republic of Lithuania *On Confirmation of Landmarks of Lithuanian Migration Policy*, no. 1317, 03.12.2008.

²⁹ *Document of Common Programming of Lithuania, 2004–2006*, p. 210–211: http://www.smm.lt/es_parama/docs/2004-preliminarus_BPD_02.pdf

specific action plan ('Prevention of social exclusion and social integration') was implemented. However, immigrants were not included.

'Program of Development of Human Resources 2007–2013',³⁰ emphasised education, employment and qualifications of different social groups. It was stated that unemployed people (including immigrants) may have different education, work experience or qualifications. Consequently, the need of provision of services to the specific groups was determined. Again, there were no specific integration measures for immigrants.

Immigrants, as a target group of integration policies, were also not distinguished in the 'National anti-discriminative program 2009–2011',³¹ although two measures were previewed: (1) to conduct sociological research in order to monitor immigration and migrant integration processes and (2) to organise state language courses for immigrants. However, none of these measures were implemented in practice. In other national

programs,³² immigrants and their integration were not even mentioned.

However, as mentioned above, during the first half of 2014, a new trend emerged as the Government adopted Lithuanian Migration Policy Guidelines, where migrant integration issues were emphasised and, for the first time since the restoration of Lithuanian Independence, received special status as a prioritised policy area. According to the Guidelines, migrant integration policies should ensure benefits offered by immigration, while foreigners should actively contribute to the strengthening of the state by participating in its economic, social and cultural life. Parallel to that, the fight against xenophobia, discrimination and racism were emphasised with the development of a more tolerant society and acceptance of multicultural attitudes. The most important principles of migrant integration are the following: ensuring human rights and equal opportunities in all areas of life; provision of the status of a permanent resident and (or) citizenship; reduction of social

³⁰ *Program of Human Resources Development, 2007–2013*, p. 94. Vilnius, 2007: http://www.esparama.lt/ES_Paramama/strukturines_paramos_2007_1013m_medis/titulinis/files/1VP_ZIP_2007-07-30.pdf

³¹ The Government of the Republic of Lithuania, *National anti-discriminative annual program 2009–2011*, no. 317, 15.04.2009: http://www.lrv.lt/Posed_medz/2009/090309/02.pdf

³² For example, '*Program of Cohesion Promotion Action, 2007–2013*', '*National Overall Strategy: Structural Assistance Using Strategy of European Union for implementation of the convergence goal for Lithuania, 2007–2013*'.

inequality, vulnerability and exploitation; observation of work and living conditions; improving their socio-political representation.

Parallel to the Lithuanian Migration Policy Guidelines, the Action Plan for Implementation of the Policy for the Integration of Foreigners³³ and the Decree of the Government of the Republic of Lithuania 'On the composition of coordinating working group for the integration of foreigners'³⁴ were adopted. At the same time, a new area of policy emerged in the Ministry of Social Security of Labour – Integration of Foreigners. Moreover, NGOs, migration experts and practitioners started to develop a Strategic Document for Integration of Third-Country Nationals.³⁵ On the one hand, such legislative developments show that integration of foreigners should become prioritised policy area. On the other hand, institutional developments (particularly, the initiative to close the Migration Department) has to be mentioned as it raises concerns about effective implementation of migration

policies in Lithuania (according to the Ministry of the Interior, all functions related to asylum procedures will be transferred to the State Border Guard Service, while immigration procedures – to the Police Department).

As a result (and regardless of recent positive legislative developments), Lithuanian migrant integration policy in the context of such policies applied in the other EU Member States evidences stagnation. According to 'Migrant Integration Policy Index' (MIPEX 2007; MIPEX 2011; MIPEX 2015), since 2007 no progress in the field of implementation of migrant integration policies has been made. In 2007, Lithuania took 20th place out of 28 countries, in 2011 – 27th -- 31st, while in 2015 – 34th of 38. The newest 'Migrant Integration Policy Index' revealed that the country's labour market is not attractive to those migrants who want to stay in the country and integrate. Schools are poorly prepared to accept immigrant children as they lack a basic infrastructure. Immigrants do not have equal access to general health services. Moreover, such people's right to participate in the country's political life is restricted, as they cannot join political parties and associations. Finally, immigrants have to go a long and complicated way to become citizens.

³³ Decree of the Minister of Social Security and Labour on *Approval of the 2015–2017 Action Plan for Implementation of the Policy for the Integration of Foreigners* 2014.12.31. No. A1-683.

³⁴ Decree of the Government of the Republic of Lithuania *On the composition of coordinating working group for integration of foreigners*. 2014.01.22 No. 54.

³⁵ For more, see: <http://ces.lt/en/projects/current-projects/the-strategic-document-for-integration-of-third-country-nationals/>

According to 'Migrant Integration Policy Index' (MIPEX 2015), only a few among many possible integration measures, related to education, are available in Lithuania, such as compulsory education as a legal right, provision of support to learn language of instruction (language instruction and communicative/academic fluency), teacher training to reflect migrant learning needs, school curriculum and teachers training to

reflect diversity. Many measures, related to adult migrant education (such as access to vocational training, educational guidance at all levels, measures to address the educational situation of migrant groups, measures to support migrant parents and communities, state-supported information initiatives) are not accessible (see *Table 2*).

Identifying the Educational Needs of Adult Migrants

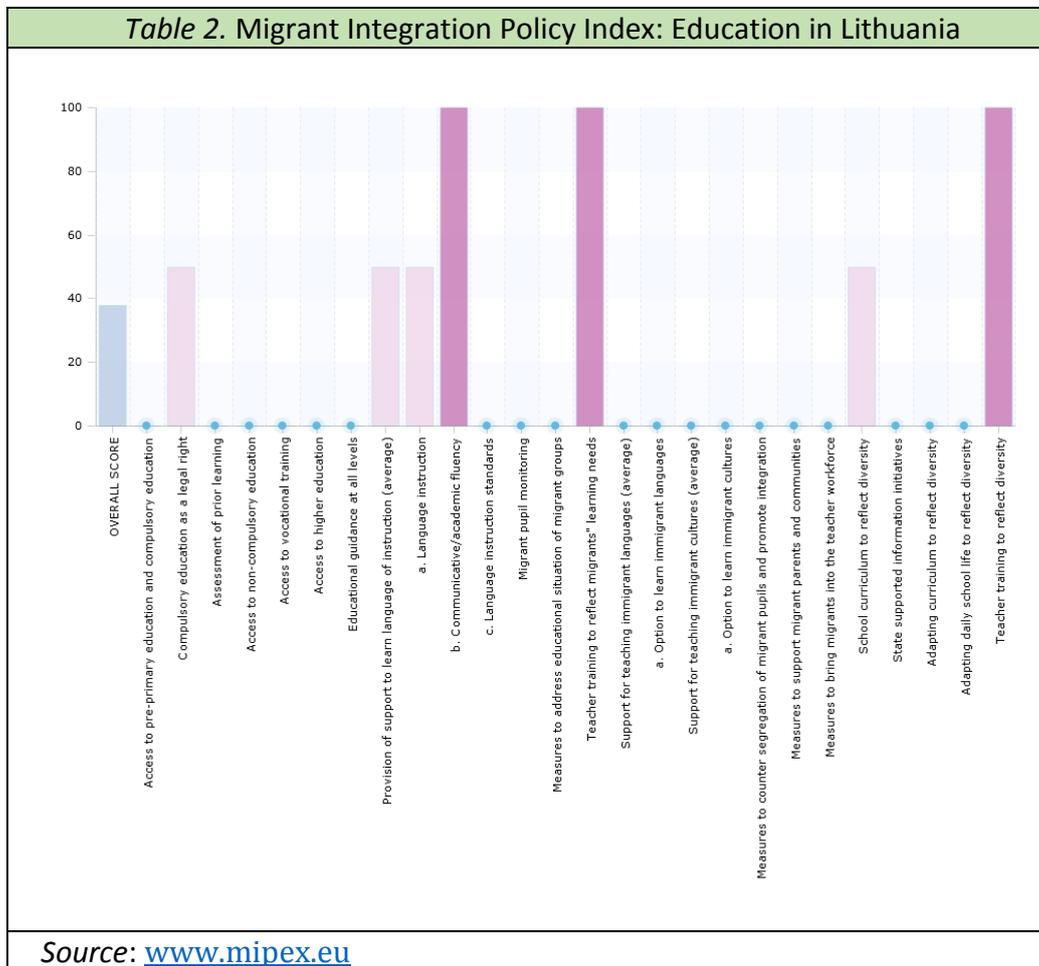
Such results could be explained by an imbalance of education measures for ethnic minority groups and 'new' immigrants. As Zygmantas (2011) states, despite increasing number of immigrants, which are considered to be a 'new' audience of adult education measures, language courses and teaching materials have been addressing the needs only of minority groups. Eventually, there is a lack of materials targeting adult migrants to develop reading, listening, speaking and pronunciation skills. As adult migrants are also in need of training (especially, considering that learning the local language is a pre-condition for successful migrant integration), a new challenge is yet to be overcome as

migrant adult education measures have to be designed and implemented by qualified practitioners.

An overview of national-level research revealed a broader spectrum of integration obstacles, related to migrant education. For example, research, which analysed the social and economic situation of refugees (DSTI 2003; FOLLOW 2005; SEKI 2006; LVI 2009, etc.) disclosed that the social context in which the refugees find themselves addressing everyday challenges has a significant impact on their integration, where language obstacle limits employment opportunities of refugees and allows them to choose only unskilled, poorly paid jobs. Other studies on refugee integration (STI

2007; Žibas 2014) confirmed language as a key element of integration. It emphasised that language is related not only to employment, but also to accessing

health care sector, housing and social assistance. Moreover, vocational training was indicated among the special needs of refugees.



Unfortunately, there are other integration obstacles than indicated above. According to Žydžiūnaitė (2012), due to the absence of an accommodation policy and the restricted mobility in the country, refugees suffer poverty and insecurity. Due to the lack of political and public debates, the notion of a refugee is becoming political and it encourages hostility between refugees and the majority

of the society. Due to the lack of consistency in the activities of non-governmental organisations, assistance to refugees is fragmented, unsystematic and short-term. Many more problems were disclosed by the other study, which evaluated the implementation of the EU asylum policies in Lithuania (Ethnicity

Studies 2013³⁶): the limited and fragmented area of application; restrictions on the freedom of movement; and the issue of the material conditions of refugee reception and the provision of medical services. The data has revealed specific shortcomings in the national legal regulation and practices that need to be addressed in order to avoid conflict between the EU asylum requirements and the national legal basis.

Moving towards other types of immigration to Lithuania, similar trends are identified. According to quantitative study (N-500) of immigrant attitudes (Ethnicity

Studies 2009/2³⁷), 78.4 per cent of respondents indicated a lack of qualifications as a key obstacle for employment in Lithuania, while 70 per cent emphasised the lack of recognition of their qualifications, and 46 mentioned language competency. Among potential obstacles for effective employment, immigrants emphasised the lack of qualifications (61 per cent), the discrepancy of education /qualifications (59 per cent) and language (52 per cent). The above discussed obstacles could be illustrated by the kinds of social resources, which immigrants

possess. For example, in the case of language training, recognition of qualifications and for further education/training, immigrants would ask for help from his/her employer or specialised institutions. However, such services (with an exception of recognition of qualifications) are provided by nongovernmental organisations (not governmental institutions or employers). According to research results, educational institutions (15 per cent) were among those, which have been addressed quite rarely. Finally, 5,6 per cent of respondents indicated, that recognition of their qualifications is the most relevant issue, which has to be solved now; Lacking language competency was the key challenge for more than 25 per cent of respondents.

Research on the three biggest immigrant groups (LSTC 2012³⁸) revealed the characteristics of social integration of Belarusians, Russians and Ukrainians arriving in Lithuania. According to the research findings, even students consider language as a key integration obstacle, which is also related to challenges of integration in the labour market. Such challenge was confirmed by immigrants, which are coming through the channel of family reunification.

³⁶ Articles are available online at <http://www.ces.lt/etniskumo-studijos-2/isleisti-zurnalai/etniskumo-studijos-20131/>

³⁷ Articles are available online at <http://www.ces.lt/etniskumo-studijos-2/isleisti-zurnalai/etniskumo-studijos-20092/>

³⁸ Articles are available online at <http://www.ces.lt/etniskumo-studijos-2/isleisti-zurnalai/etniskumo-studijos-2012/>

Developing the research of migrant groups by countries of origin, the monograph “Chinese and Turkish Immigrants in Lithuania” has to be emphasised (Žibas 2014). The monograph explored the processes of Chinese and Turkish immigration to Lithuania, explaining political and economic circumstances leading to the rise of new diaspora communities and examining newly formed migration networks in Lithuania. According to the research findings, the vast majority of the Chinese immigrants have graduated from higher education; while the educational qualifications of the Turkish respondents varied between secondary and higher levels (in particular cases, Turkish respondents indicated that education [both secondary and higher level] was incomplete). However, respondents indicated that despite language requirements (as an integration test for permanent residence and citizenship), governmental institutions are not providing language courses free of charges. Only nongovernmental organisations are providing such courses.

Other studies analyse immigration to Lithuania within the overall context of international migration. A study conducted in 2009 (Leončikas and Žibas 2009) analysed the characteristics of the

implementation of the migration and immigration policy in the countries of the Söderköping Process (Belarus, Estonia, Hungary, Latvia, Lithuania, Moldova, Poland, Romania, Slovakia and Ukraine). The study provided an overview of the implementation of the migration policy, analysed the specific situation of the countries in the context of international migration, and revealed prevailing common migration trends related to the enlargement of the EU and the Schengen area and other processes that affected migration. Another study conducted in 2009 focused on the situation of Belarusians, Moldovans and Ukrainians in the labour markets of Hungary, Latvia, Lithuania, Poland and Slovakia (EK 2009). The study exposed both aspects of the implementation of the labour migration policy and the specific situation of immigrants in the labour market. The findings emphasised the need for labour immigrants related to the EU integration processes; the vulnerability of labour immigrants in the labour market was also highlighted. However, in the above mentioned studies, adult migrant education processes were not reflected. The rationale behind this is the fact, that there is no any migrant integration strategy in Lithuania. Consequently, issues related to adult migrant education

are left outside the political agenda and, as the entire migrant integration infrastructure, education measures are fragmented and applied only in the framework of project-based activities.

A study conducted in 2010 (Kovalenko et al. 2010) focused on the problems of immigrants in the Baltic States (Estonia, Latvia and Lithuania) and the characteristics of the implementation of the migration and migrant integration policies. The Lithuanian case study (Leončikas and Žibas 2010) provided an analysis of the immigration policy implemented in Lithuania and revealed the basic problem issues of migrant life in Lithuania. The limited implementation of integration policy measures, the negative attitudes of society, the lack of information about living and working conditions, limited participation of immigrants in trade unions and negative reflection of immigration in the media were emphasised. According to the study, education for children and adults (i.e. equalising courses) could be considered as integration measure. Since 2005, schools in Lithuania can organise classes for pupils from foreign countries that need to learn Lithuanian language in order to continue the educational process in the general system. However, the practice of

providing foreign pupils with language courses is infrequent. The statistical information about third-country nationals, which reside in Lithuania with families and children are fragmented.

One more, but nonetheless important area in the immigration research is the research of public attitudes. Although there are quite a few studies on the attitudes towards various ethnic groups, the research of public opinion in respect of immigrants started relatively recently. The surveys conducted by the Institute of Ethnic Studies of the Lithuanian Social Research Centre (2005–2014)³⁹ reveal attitudes (and change thereof) on migrant groups living in Lithuania. Aspects of attitudes such as social distance, the demand for information about immigrants, integration obstacles, the dominant forms of interactions, public opinion about the implementation of immigration and integration policies, assessment of the social and legal status and the countries of origin of immigrants were analysed. According to public opinion polls, the vast majority (more than 80 per cent) of respondents think, that language is

³⁹ For more information about the surveys see Beresnevičiūtė and Leončikas 2009; Ethnicity Studies 2009/2; Žibas 2010; Vildaitė and Žibas 2010; Pilinkaitė Sotirovič and Žibas 2011. Online database available at <http://www.ces.lt/veikla-2/ziniasklaidos-stebesena/visuomenes-nuomones-apklausa/>

the key migrant integration obstacle. Consequently, 80 per cent of respondents agree that language courses, as an integration measure, should be applied for immigrants in Lithuania, while 81 per cent think that children education, and 62 per cent – qualification courses should be applied as integrative measures. Such data shows that society supports integration measures, related to migrant education in Lithuania.

However, while discussing the possibility of accessing migrant adult education in Lithuania, Totoraitis (2005) states that opportunities for continuing education are not equally accessible to all social groups. Certain groups in society, such as immigrants, have limited opportunities to participate in society, while at the same time – being engaged in learning the native language (Totoraitis *et al.* 2005). 'Migrant Integration Policy Index' (MIPEX 2015) confirmed this trend.

The research results allow generalisations about the migrant integration challenges in Lithuania. First, the findings of qualitative and quantitative research on migrant groups reveal social differentiation between the migrants and the majority of the society and show

that due to different integration factors (especially, due to language and the discrepancy of education/qualifications)

integration processes do not take place equally among all migrant groups. Second, the analysis of immigration and migrant integration policy shows that integration measures, including education, are not applied with respect to immigrants living in Lithuania, which means that these individuals solve difficulties without support from the state. In such a dubious integration context (where the key integration measures, related to education, are language courses, qualification recognition and vocational training), education measures are applied in a fragmented, unsystematic way. Moreover, such measures are project-based and are not stable over time. Third, studies of public attitudes testify to the growing social divide between immigrants and the host society and the prevailing negative hierarchy of attitudes towards different migrant groups. However, regardless of the more negative than positive societal attitudes towards immigration and immigrants, society is in favour of education measures, which would be applied for immigrants in Lithuania.

The Lithuanian Adult Education System and Infrastructure

Definitions

In the context of this study, target groups of migrant adult education are all immigrants with temporary and permanent residence permits, including refugees, while adult (migrant) education is a practice, where adults are engaged in a systematic learning process to gain or strengthen different forms of knowledge, skills, attitudes and values. Such a process can encompass a variety of learning/teaching forms, which go far beyond traditional schooling. Adult education includes formal, non-formal and informal learning in order to improve or gain general skills, encourage personal development and increase access to employment, acquire new or improved, existing competencies, and retraining to match the needs of the labour market. The general task of adult (migrant) education is to provide learning opportunities for all, and especially, to those who need such services the most – socially disadvantaged groups (low-skilled workers, the unemployed, adults, who have special needs, the elderly people, migrants, etc.). In the context of this study, socially disadvantaged groups are considered the most vulnerable

migrant groups: refugees, migrant workers, elderly migrants and migrant women.

As measures of adult migrant education are linked to a broader package of migrant integration policies, the definition of integration (the infra-structure for integration) has to be discussed. In this study (and considering the Lithuanian context of immigration/migrant integration policies), migrant integration is an inevitable result of immigration processes, with an impact on the *macro* (e.g., immigration and migrant integration policies), *meso* (e.g., migration networks) and *micro* (e.g., migratory behaviour) levels. If migrant integration on the *meso* level is linked to the development of an informal integration infrastructure through migration networks and NGO activities (which facilitate access to the labour market, housing, education, health and social service sectors), migrant integration on the macro level is linked to overcoming integration obstacles while using state or government resources. Migrant integration on the micro level is linked to individual experiences.

The informal infrastructure for integration is embedded in the migration network of different types of immigrants and is linked to the

concept of migrant integration. The informal infrastructure for integration provides a basis for the exchange of information and mutual assistance, enhancing migrant integration in the labour market, education and housing sectors, as well as stimulates informal networks with the majority society and other immigrants. When a migration network expands it allows for the expansion of the informal integration infrastructure and helps to ensure effective integration. If the informal integration infrastructure is linked to the NGO sector, then the migration networks (or networks between immigrants) and mutual assistance, and state resources are linked to the

development of integration policies and resources at national/governmental level. However, in Lithuania, the entire integration infrastructure is being developed on the non-governmental level as project-based activities, supported by the EU funds, already these organizations have managed to 'change' the development and implementation of migrant integration policies at the governmental level (for more see Infrastructure of Adult Migrant Education). In such a context, adult migrant education policy has to be analysed and discussed.

Adult Education System and Infrastructure

The system of education in Lithuania experienced reforms since Lithuania restored its independence. At the same time, vocational education and training (VET) were restructured to prepare society to be economically active within the new context. After Lithuania became a member of the EU, the development of adult education became a prioritised area of education policies in Lithuania.

The Lithuanian education system encompasses 1) general education (pre-school, pre-primary, primary, lower and upper secondary), 2) initial education and training (IVET) at lower, upper and post-secondary levels, 3)

continuing education and training (CVET) and higher education (college and university studies). VET system covers IVET, CVET and vocational guidance. VET programmes are designed for target groups of different ages and backgrounds. In IVET, learners have an opportunity to acquire a first vocational qualification and complete general lower or upper secondary education (Cedefop 2013).

According to the Law On Nonformal Adult Education,⁴⁰ nonformal adult

⁴⁰ Republic of Lithuania. Law On Nonformal Adult Education (VIII-882). 30.06.1998. Last amendment on 10.07.2014. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=478674

education should be considered as education, training, continuous education and training as well as other activities broadening cultural and civic outlook to meet the needs of an individual and society. Target groups of such educations are adults, usually not younger than 18. Adult education in Lithuania encompasses formal, non-formal and informal learning to improve or gain skills, strengthen personal competences and foster access to employment, while considering needs of the labour

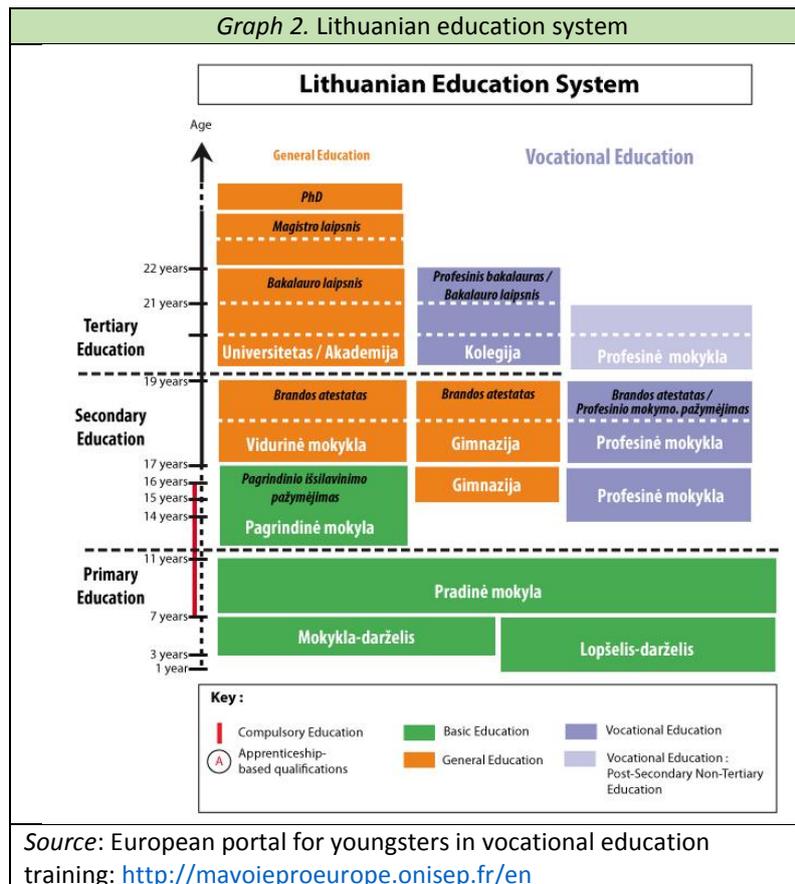
market. The main aim of adult education is to provide learning opportunities for all, with an emphasis on socially disadvantaged groups, such as low-skilled workers, unemployed, elderly people, immigrants, other. However, there are no any special policy measures for immigrants, with an exception of nongovernmental level, where different measures according to different methodologies are applied in practice (see Adult Migrant Education Policies).

BOX 8: Priority areas of adult education policies in Lithuania⁴¹

The main priority areas of adult education policies in Lithuania are linked to improvement of access, quality and efficiency of adult education; promotion of equal opportunities, social cohesion, active citizenship, participation in social and cultural learning for personal development, encouragement of creativity and innovation, and improvement of the learning environment.¹

According to the Constitution¹ of the Republic of Lithuania, education is compulsory until age 16. Compulsory education refers to the completion of lower secondary education and receiving a basic school certificate, after which learners can choose upper secondary general education or VET programmes. Those who fail to graduate from lower secondary education may enter VET programmes or youth schools (for a detailed scheme of the Lithuanian education system, see Graph 2

⁴¹ For detailed overview of adult education system and policies in Lithuania, see http://www.kpmc.lt/refernet/?page_id=325 / <http://www.infonet-ae.eu/country-overviews/lithuania>



Adult Migrant Education Policies

One key conclusion concerning adult migrant education from the analysis of immigration, migrant integration and adult education policies in Lithuania can be drawn. In the main political documents, adult migrant education issues are not reflected. It could be explained by the fact that only since 2014 Lithuania started implementing more comprehensive policies concerning migrant integration. Eventually, measures related to adult migrant education are still left behind political priorities, but, at the

same time, such measures are already ‘on the spot’ of nongovernmental organisations, acting in the area of immigration, diversity and human rights (see ‘Infrastructure of Adult Migrant Education System’). Such a situation shows, that on the one hand, there is no such process as adult migrant integration policies in Lithuania (however, there is, at least, a basic legal environment for such a process to take place). On the other hand, there is a strong background at the local level for an adult

migrant education infrastructure to emerge as nongovernmental organisations are active in the field of migrant integration, including education.

Access to education and training

According to articles No. 2 and 24 of the Law on Education⁴² each Lithuanian citizen and foreigner, who has the right of permanent or temporary residence in Lithuania, have the right to study, attain an education level and a qualification. In addition, the State takes measures so that each child in Lithuania studies according to primary, basic and secondary education curricula.⁴³ Moreover, the State guarantees each Lithuanian citizen and foreigner, who has the right of permanent or temporary residence in Lithuania, primary, basic and secondary education as

⁴² Republic of Lithuania. Law on Education (I-1489). 25.06.1991. Amended in 03.04.2007. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=1050203

⁴³ In the article No. 2 of the Law on Education, two definitions regarding migrant education are indicated: compulsory education and universally available education. Compulsory education – compulsory State-guaranteed education until the age of 16 of citizens of the Republic of Lithuania residing in the Republic of Lithuania and foreigners having the right of permanent or temporary residence in the Republic of Lithuania according to primary and basic education curricula. Universally available education – education guaranteed by the State to all citizens of the Republic of Lithuania and foreigners having the right of permanent or temporary residence in the Republic of Lithuania.

well as an access to higher education study programmes or vocational training programmes that result in the acquisition of qualification.

Article No. 30 of the Law on Education guarantees education in the Lithuanian language and of the Lithuanian (state) language. The law grants the same conditions for children of foreigners (with temporary and permanent residence permits) together with the possibility to learn in their mother tongue. Article No. 28 describes the concept of the network of education providers. The purpose of the network of education providers is to ensure accessibility of compulsory and universally available education, its variety, and the possibility of life-long learning to all Lithuanian citizens and foreigners having the right of permanent or temporary residence in the country.

According to the Law on Legal Status of Aliens⁴⁴ (Article No. 53), the permanent residence permit may be issued if the foreigner has passed an examination in the state language and an examination in the basic principles of the Constitution. The procedure for the examination in the state language and in the basic principles of the Constitution

⁴⁴ Law of Republic of Lithuania, *On the Legal Status of Aliens*, (IX-2206). 29.04.2004, Official Gazette, 2004, no. 73-2539, art. 107. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=356478

as well as the procedure for the issue of the relevant certificates is established by the Government. According to the Law on the Citizenship⁴⁵ (Article No. 12), foreigners that seek to obtain Lithuanian citizenship, have to pass an exam on the Lithuanian language. The Minister of education confirms the description of the exam. There are no other linguistic norms applied for third- country nationals willing to work or be engaged in other lawful activities in Lithuania.

Recognition of qualifications

Regarding qualification recognition, Lithuanian Centre for Quality Assessment in Higher Education⁴⁶ is responsible for recognizing qualifications concerning higher education (since 2003 – for secondary as well). In terms of recognizing the qualifications of foreigners, the Centre is engaged in two types of activities: for foreign students and graduates. In the context of the first type of activity, the Centre provides information about higher education institutions (HEI) in Lithuania and assesses foreign secondary education qualifications if the foreigner intends to enter an HEI in

Lithuania. In the context of the second activity, the Centre assesses higher education (HE) qualifications if foreigner intends to study or work in Lithuania and provides them with the information about Lithuanian institutions that he or she can apply to in order to seek recognition of their qualification.

Lithuanian Migration Policy Guidelines and Action Plan for Implementation of the Policy for the Integration of Foreigners

Regarding immigration and migrant integration policies and links to adult migrant education, only a few pieces of legislation have to be mentioned: the Lithuanian Migration Policy Guidelines and the Action Plan for Implementation of the Policy for the Integration of Foreigners. However, the Lithuanian Migration Policy Guidelines emphasises only immigration schemes, rather than practical measures for migrant education. For example, chapter No. 19.6 states that in order to stimulate scientific research and innovation, a more comprehensive scheme has to be established to attract foreigners involved in research or experimental development and teaching at Lithuanian scientific and educational institutions. The immigration of students, teachers and scientists to Lithuania is considered an important

⁴⁵ Republic of Lithuania. Law on Citizenship (IX-1078). 17.09.2002. Available at: http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=347706

⁴⁶ For more, see: <http://www.skvc.lt/en/?id=0>

process as it helps to meet the need for development of science.

Contrary to Lithuanian Migration Policy Guidelines, Action Plan for Implementation of the Policy for the Integration of Foreigners deals with adult migrant education more specifically as there are certain measures foreseen. For example, to organise training, Lithuanian language courses and instruction on the foundations of the Constitution; provide social, psychological, legal, representational and other services/consultations, as well as education- and training-oriented measures to facilitate migrant employment.

Moreover, there is one specific task – to improve education measures for foreigners. With the relation to this task, two measures are foreseen. The first one provides more learning support for students who come from abroad (various education modules, considering students' individual learning needs and ensuring equal opportunities in the educational process). The second one, ensure the preparation of materials for exams to test knowledge of the state language and the foundations of the Constitution, as well as the organisation and implementation of these exams.⁴⁷

⁴⁷ Indicators: the number of education modules, taking students' individual learning needs into account; the number of exams organised to test knowledge of the state language and the

Regarding qualifications, there is a specific measure to improve legislation governing recognition of professional qualifications of foreigners. In addition, there are more measures, which are related to adult migrant education indirectly. For example, to organise training for education and health care providers designed to improve intercultural skills, reduce stereotypes and form values of respect for diversity and equality.

foundations of the Constitution of the Republic of Lithuania.

Infrastructure of Adult Migrant Education

While considering the infrastructure of adult migrant education in Lithuania, the specific context has to be emphasised. On the one hand, it is very much linked to project-based activities, where education measures are applied unsystematically. On the other hand, nongovernmental activities are key instruments for building migrant integration infrastructure, including adult migrant education.

Project-based activities

The *Lithuanian Red Cross Society* has different projects covering refugees and other immigrants. For example, consultancy centres for immigrants are dealing with migrant integration obstacles and providing different services: Lithuanian language courses, social and legal consultations, courses of Lithuanian Constitution and society. In addition, it provides psychological consultations and different training activities to strengthen social resources of immigrants for more effective integration in the labour market and social networks with state institutions and the society. The Red Cross is not directly linked to adult migrant education. However, such activities facilitate access to public and private services

and increase adaptability to the labour market.⁴⁸

Caritas Lithuania provides support for immigrants through offering courses on Lithuanian language, history and culture (including literature, documentary, cinema, music, theatre and visual art courses). The main task of *Caritas* is to organise targeted seminars, lectures, intensive courses and other events to strengthen social resources, competencies and other abilities of immigrants as it fosters social, economic, cultural and political integration.⁴⁹

International Organization for Migration Vilnius implements different activities, related to migrant integration. For example, projects with an aim to build the intercultural capacities of the specialists working with immigrants. Particularly, with families where at least one parent is an immigrant. However, such activities are linked to more general measures of strengthening infrastructure of

⁴⁸ For more see

<http://redcross.lt/en/activity/support-for-migrants>
/ <http://redcross.lt/en/activity/refugees-asylum-seekers>

⁴⁹ For more see
<http://www.vilnius.caritas.lt/caritas-padaliniai/uzsienieciu-integracijos-programa/projektai.html>

migrant integration⁵⁰, rather than to adult migrant education.⁵¹

Centre PLUS provides Lithuanian language courses for Russian and English speakers. There is a possibility to join three different groups: beginners, intermediates and advanced, where all groups are obliged to attend courses. In addition, the Centre provides services of social worker, legal consultations, civic and health education courses, art therapy and driving courses. The Centre emphasises economic aspects of integration. It also provides courses related to integration into the labour market and entrepreneurship.⁵²

Soros International House in Vilnius (SIH) could be considered an organisation with activities directly linked to adult migrant education through language training. For example, project INTEGRA (the LLP Gruntvig Multilateral Project⁵³)

⁵⁰ Training programme on how to work with third-country nationals and mixed families undergoing crises or divorces; building capacities of the specialists working with third-country nationals and mixed families undergoing crises or divorces; guidebook on consultations for mixed families and children from immigrant families.

⁵¹ For more see <http://iom.lt/en/what-we-do-/intercultural-competences>

⁵² For more see <http://centreplus.org/>

⁵³ The project was implemented in 2010-2012 by the consortium consisting of partner institutions from Lithuania, Greece, Germany, Spain, Turkey, Ireland, Netherlands, Romania, UK, Poland and Belarus. INTEGRA's main output – an internet platform designed to meet the needs of the migrant communities in Europe. It integrates useful learning and training materials, financial information, good practice examples, contacts, networks, links and

aimed to create a Europe-wide network of institutions to improve migrant integration by providing migrants with opportunities to gain language skills on financial issues. The project 'NORDPLUS' was aimed at empowering migrant women without prior education experience by forming a Nordic network of adult education and nongovernmental organisations. These organizations worked on topics related to migrant integration and gender equality. They had social welfare offices and public employment centres for providing experience and knowledge to elaborate a strategy for assistance of migrant women in vocation/professional education system.⁵⁴ The project 'TAKE CARE: Healthcare Guide for Migrants' aimed to help immigrants to improve knowledge about health issues and language, make health-care more accessible.⁵⁵ SIH also participated in the Network for Social and Market Inclusion through Language Education (SMILE)⁵⁶, which aimed at teaching languages in various educational, social and economic sectors.

Other projects of Soros International House Vilnius were related to integration of third-

data in partner countries' languages for migrants and the wider audience. For more see http://sih.lt/integra_en

⁵⁴ For more see http://sih.lt/women_support

⁵⁵ For more see http://sih.lt/take_care_EN

⁵⁶ For more see <http://www.smile-network.eu/>

country nationals. Project 'FEEL IT' aimed at enhancing intercultural dialogue, contributing to raising awareness and combating negative attitudes towards immigration.⁵⁷ The project 'Language opens any doors: Third-Country Nationals' integration into Lithuanian society' facilitated integration of third-country nationals by teaching them Lithuanian language skills in accordance with the Common European Framework of Reference for Languages. The project gave instruments to immigrants to acquire knowledge about Lithuanian society, history, legal basis, health care, education and social security systems. In addition, the Project implemented flexible language study programmes of various comprehension levels, taking into consideration the skills and educational background of immigrants.⁵⁸ The project 'Lithuanian language training and civic orientation courses for third-country nationals using real life situation simulation techniques' continued language courses with an aim to teach third-country nationals Lithuanian language and ensure practise at the A1 level.⁵⁹

Vilnius Business College took part in the consortium of the project 'ADUQUA – Quality assurance in integration training for adult

migrants' with the focus on implementation of the European framework for developing and promoting the quality and common standards for adult migrant education.⁶⁰ The *Women's issues information centre* implemented the project 'FORWARD' with an aim to design and implement an innovative competence-based portfolio and pedagogical tools for the identification, recognition, validation and development of the competencies of migrant women.⁶¹ *Board of National Association of Folk High Schools in Lithuania* was part of the consortium, implementing the project 'MIGRANT. Meeting learning needs of A8 migrants using ICTs' with an aim to support migrant integration, targeting those with lower levels of education and skills. The project has developed new methods for adult education providers, assisting migrants to integrate the competencies and educational experiences acquired in their countries of origin into the workplace.⁶²

The *College of Social Sciences* implemented the project 'L-PACK 2: Citizenship Language Pack For Migrants in Europe – Extended', which produced an online A2 level

⁵⁷ For more see <http://sih.lt/feelit2012>

⁵⁸ For more see http://sih.lt/en/tsp_2

⁵⁹ For more see <http://sih.lt/en/tspi>

⁶⁰ For more see <http://www.aduqua.eu/index.php>

⁶¹ For more see <http://forwardproject.eu/project-the/>

⁶² For more see <http://www.piap.pl/en/Scientific-activities/International-Research-Project/Projects-completed/MIGRANT>

course of colloquial Italian, Spanish, German, Lithuanian, Greek and Czech as second languages for adult migrants.⁶³

Only one governmental institution provides integration services for immigrants, particularly – refugees. *Refugee Reception Centre*⁶⁴ provides social assistance, health care and legal consultations, Lithuanian language courses, courses about Lithuanian society, courses for IT literacy, courses on labour rights and entrepreneurship. The Centre implements evaluation of personal skills to find suitable work, provides vocational training, assists in searching for work together with the Lithuanian Labour Exchange, and the local Labour Market Training and Consulting Authority.⁶⁵ In the framework of different projects, the Centre implements planning of the vocational career of refugees and research on employers' attitudes towards participation of refugees in the labour market. The Centre created a module for the training of social skills and motivation of foreigners to take part in different training courses.

The overview⁶⁶ of project-based activities shows that different nongovernmental organisations and

governmental institutions provide a variety of education-related integration measures. The biggest attention is given to language courses, followed by vocational training and entrepreneurship, legal and social consultations. However, such measures are provided without any framework of adult migrant education programmes and methodologies (as there are no any specific programmes or methods for migrant adult education in Lithuania). Moreover, such activities are fragmented and not stable over time. Since the 1st of July 2015, nongovernmental organisations closed integration centres and stopped providing integration measures as new Guidelines of Asylum, Migration and Integration Fund (AMIF) have not yet been adopted. These centres are expected to begin operations in 2016.

* * *

On the one hand, measures, related to the training of immigrants, are very crucial as certain elements in designing and implementing VET initiatives can reduce social exclusion. On the other hand, when different target groups are not mainstreamed through the main VET systems, but kept in separate vocational schemes, there are likely to be poor outcomes in terms of addressing

⁶³ For more see http://www.l-pack.eu/?page_id=16

⁶⁴ For more see <http://www.rppc.lt>

⁶⁵ For more see

<http://www.rppc.lt/files/323/bukletas.pdf>

⁶⁶ Only key and recent projects have been overviewed.

social inclusion as separate vocational schemes may tend to reinforce rather than reduce social exclusion.⁶⁷ VET schemes have to be applied not only to integrate the socially excluded into society, but also to include them in the governance of VET policies, which are targeted towards them (Cedefop 2009). From an overview of the infrastructure of adult migrant education in Lithuania, it seems that different methodologies for migrant education are related to separate training schemes, without any mainstreaming of particular education measures through the main VET systems.

⁶⁷ Immigrants coming from third countries have the lowest level of educational attainment. Lack of skills among immigrant populations is a prime reason for their disadvantaged position, hampering social inclusion. Vocational education and training has a key role to play in addressing these problems, especially through social inclusion programmes (Cedefop 2009).

Adult Migrant Education Programmes and Methods

As was already mentioned, there are no specific programmes or methods for migrant adult education in Lithuania. It is possible to find different project-related productions, which could be considered as guidelines to provide Lithuanian language or other courses for immigrants. For example, recommendations for high-quality integration training;⁶⁸ learning and training materials (including e-learning of the Lithuanian language) of the Project 'INTEGRA';⁶⁹ portfolio and pedagogical tools to identify, recognise, validate and improve the competencies acquired by migrant women in formal, non-formal and informal learning contexts;⁷⁰ a collection of best practices of training methodologies and learning techniques for adult education;⁷¹ production of a SIRIUS network;⁷² a model for adult education providers to attract, engage and deliver initial adult education programmes to

migrants;⁷³ a citizenship language pack for migrants in Europe;⁷⁴ a training programme and methodological tool for migrant women in Lithuania;⁷⁵ etc. There are more guidelines, toolkits, collections of good practices and methodologies, which were not overviewed in this chapter. However, such a project-based production is not approved by the state and does not have legal power.

Different organisations are applying different methodologies and techniques, or providing different courses and training without relying on a unified methodological framework.

Such a trend could be explained by prevailing on the so-called 'traditional approach' towards adult migrant education. As Zygmantas (2011) indicates, in Lithuania, adult learners are lacking cognitive abilities. For example, they are not remembering or understanding, having a different learning style or pace, being too old or not being good language learners. Moreover, the nature of adult migrants, their orientation to learning, their needs

⁶⁸ For more see

http://www.aduqua.eu/images/survey/grid_guide.pdf

⁶⁹ For more see <http://www.integra-project.eu/>

⁷⁰ For more see <http://forwardproject.eu/products/>

⁷¹ For more see

http://www.sdcentras.lt/pr_cremole/Cremole_best_practices.pdf

⁷² European Policy Network on the education of children and young people with a migrant background. For more see <http://www.sirius-migrationeducation.org/policy-outreach/>

⁷³ Project 'MIGRANT: Meeting learning needs of A8 migrants using ICTs'. For more see <http://migrantict.ning.com/>

⁷⁴ Project 'L-PACK 2: Citizenship Language Pack For Migrants in Europe – Extended'. For more see http://www.l-pack.eu/?page_id=402

⁷⁵ For more see <http://playbackteatras.lt/?p=1040>

and abilities are not reflected as instruction seems to follow a traditional approach to language teaching, where great emphasis to grammar and vocabulary is given, with little focus on developing communicative competence. Eventually, it may be argued that adult migrant non-participation in

the Lithuanian society is a consequence of the lack of supplementary teaching materials, pedagogical actions based on traditional methods and old course books designed to address the needs of different target groups.

CHAPTER 3: DEVELOPMENT AN EFFECTIVE ADULT MIGRANT EDUCATION STRATEGY

Challenges and Opportunities in the Adult Migrant Education

As there is no migrant integration strategy in Lithuania, issues related to adult migrant education are left outside the political agenda. As an entire migrant integration infrastructure, education measures are fragmented and applied only in the framework of project-based activities. In order to make such activities more structured and better organised, there is a need to ensure the continuity of different funding schemes on the one hand, and prioritise adult migrant education measures in the field of activities of nongovernmental sector on the other hand. Though, such measures are already 'on the spot' of nongovernmental organisations, acting in an area of immigration, diversity and human rights, there is a lack of overall coordination to achieve effective

social inclusion, especially of such vulnerable migrant groups as refugees and migrant women. However, without a long-term vision towards integration policies, such objectives might not achieve expected outcomes.

Policy analysis leads to identification of future challenges, which are related to the political will and long-term strategy of migrant integration policies. Eventually, the development and implementation of the strategy of migrant integration policy (along with the action plan, political will, coordinating institution, mobilisation of nongovernmental sector and the EU funding) is the most important challenge, which has to be addressed in the future. In such a strategy, adult migrant

education has to be considered as a key priority.

Adult migrant education measures have to be specified and included not only in the long-term migrant integration strategy and Action Plan for Implementation of the Policy for the Integration of Foreigners, but also in vocational education and training schemes. Such inclusion would allow mainstreaming adult migrant integration measures through state policies and reduce social exclusion.

Such schemes should be applied not only to integrate immigrants into society, but also include them in the governance of integration and education policies, which are targeted towards them. Moreover, adult migrant education measures have to be developed and implemented in the framework of particular adult education concepts and methodologies. Such a framework would ensure efficiency and provide a long-term vision.

Planning and Evaluating Adult Migrant Education Policies: Indicators of Development, Implementation and Evaluation

Planning and Evaluating Adult Migrant Education Policies
<i>Research, evaluation and identification of adult migrant needs</i>
How needs, related to education of different migrant groups, should be analysed and what kind of methodologies have to be applied?
What kind of statistics has to be collected in order to measure efficiency of adult migrant integration policies and measures?
How specific competencies (for example, multilingualism) of different adult migrant groups should be identified and reflected in education methodologies and training techniques?
How specific cultural aspects (for example, attitudes towards learning languages or strengthening other social and/or economic competences) of different adult migrant groups should be identified and reflected in education methodologies and training techniques?
How psychological aspects (for example, vulnerability, sensitivity, psychological instability, other) of different adult migrant groups (especially, refugees, elderly immigrants and migrant women) should be identified and reflected in education methodologies and training techniques?
How to identify previous experiences of language learning and vocational training of different adult migrant groups. How to use such experience in adult migrant education methodologies and training techniques?
How to establish the link between specific objectives (for example, integration in the labour market, specific knowledge of languages, related to specific profession or economic sector) of different adult migrant groups and (potential) outcomes of adult migrant education methodologies and training techniques?

How to identify stages, at which language courses and vocational training is the most effective? For example, at the stage of refugee reception or at the stage of integration?
Do specific linguistic competencies enhance different adult migrant groups accessing different services and sectors (for example, health care, education, housing, employment, social assistance, other)?
Planning and Evaluating Adult Migrant Education Policies
<i>Adult migrant language courses and vocational training</i>
Adult migrant motivation to learn language and strengthen social/economic recourses/competencies. Motivation VS social and demographic characteristics (such as age, gender, level of education, other.);
Regular attendance of language courses and vocational training without early dropout. Attendance VS achievements (for example, successful completion of exams);
Measures to stimulate adult migrant motivation to learn languages and strengthen social/economic recourses/competences. Individual VS collective approach;
Possible and achievable objectives of language courses and vocational training of highly educated, low educated and illiterate adult migrants. Individual VS collective approach;
The possibility to develop and implement informal and formal learning in joint programmes;
Development and implementation of specific language courses to enhance an access to health care, education, housing, employment, social assistance, other.
Inclusion of intercultural learning into language courses and vocational training. Identification of the best ways to do that;
To use existing social networks of different migrant groups (communities) supporting language learning within the community.
To identify and evaluate different approaches, prioritising different courses and trainings. For example, language or integration in the labour market as first integration measure.
Planning and Evaluating Adult Migrant Education Policies
<i>Teaching methods and techniques</i>
Did researches or experts indicate the most effective teaching methods, techniques and materials to teach adult migrants language?
Did researches or experts indicate the most effective vocational training methods, techniques and materials to teach adult migrants?
Did researches or experts indicate how long does it take different adult migrant groups to learn the language and gain/strengthen social and economic competences?
Did researches or experts indicate which methodologies are more efficient? Regular courses/trainings VS e learning (or combination).
Did researches or experts indicate informal environments (for example, work place, household, other), where adult migrants can learn or practice language?
Did researches or experts indicate the need of specific training (for example, multicultural competences) for teachers, engaged in adult migrant education?
Planning and Evaluating Adult Migrant Education Policies

<i>Testing/examining</i>
Are there any benchmarking on the impact of tests/exams and real results of adult migrant education measures?
Did researches or experts indicate different side effects of tests/exams? For example, what kind of tests/exams is more efficient? Formal VS informal evaluation.
Did researches or experts indicate alternative ways of organising tests/exams?
Did researches or experts indicate the link between the type of migration (for example, asylum, family reunion, labour, other) and outcomes of adult migrant education?
Did researchers or experts indicate whether tests/exams are considered real instruments of measurement of certain competencies or just a restriction accessing residence permits or citizenship?
Did researchers or experts indicate, if there is a necessity to organise exams for all adult migrant groups, including the most vulnerable ones, such as refugees or elderly immigrants?
Did researchers or experts indicate which categories of immigrants are the most successful and unsuccessful in passing tests/exams? Is there any link between type of immigration, approach towards learning and (un)successful completion of tests/exams?
Are there any possibilities to organise e-tests? Did researches or experts indicate that such tests would be more effective (or not) than regular examination?

Access to Quality Education

Four different indicators can measure access to quality education: partnership and engagement; human capital and technological resources; practices of evaluation and assessment; facilitation of the transition from education to the labour market.

Access to quality education in the context of partnership and engagement in Lithuania could be discussed and analysed within the framework of project-based activities, which provide a background for the emergence of an adult migrant education infrastructure. In such cases,

different partnerships could be emphasised, such as ‘The Strategic Document for Integration of Third-Country Nationals’ where, in the development of migrant integration strategy, six different partners were involved.⁷⁶ In addition, almost all projects related to adult migrant language training were implemented in broader partnership going far beyond the national level.⁷⁷ However, such

⁷⁶ For more see <http://ces.lt/en/projects/current-projects/the-strategic-document-for-integration-of-third-country-nationals/>

⁷⁷ Above discussed international partnerships of Soros International House in Vilnius, Vilnius Business College, Women’s issues information,

partnerships emphasise the development of one specific sector for cooperation (in this case – the nongovernmental sector). At the same time, the development of intersectional cooperation (between different non-governmental organisations, governmental-education institutions and the private sector) is still left outside the prioritised area of adult migrant education policies and vocational education and training systems.

While discussing access to quality education in the context of human capital and technological resources, the current migrant integration infrastructure has to be emphasised. On the one hand, it creates a decent background (or potential) to develop adult migrant education measures at the local level as there are enough organisations with experienced personnel, working in the area of migrant integration. On the other hand, there is not any conceptual framework within which adult migrant education measures would be integrated. At the same, time, there is a lack of training for local practitioners regarding how different training techniques could be applied to immigrants from different social, educational and religious backgrounds and with

limited capabilities or competencies.

Regarding access to quality education and practices of evaluation and assessment, the lack of officially established indicators and assessment mechanisms has to be emphasised. It is not clear what percentage of adult migrants are passing exams/test after finishing language courses or courses on the Constitution. In addition, it is not clear how many (what percentage) adult migrants, after finishing vocational training or other courses, find work. Moreover, there are no indicators to monitor the situation in the labour market. For example, what are the working conditions; how long are adult migrants able to stay in one workplace. On the other hand, despite the lack of assessment of integration measures (applied at the local level), there are attempts to monitor and assess integration policies, including migrant education (however, without an emphasis on the educational attainments of adult people).⁷⁸ In general, there are many reports/assessments on adult education policies and vocational education and training systems.

⁷⁸ 'Third-Country Nationals in Lithuania: Assessment and Indexes of Integration Policy' on the basis of an annual programme (2007) of The European Fund for the Integration of Third-country Nationals. Available at <http://www.ces.lt/2009/02/lietuvoje-gyvenanciu-treciuju-saliu-pilieciu-integracijos-politikos-vertinimo-principai-ir-rodikliai/>

However, such reports are not emphasising the educational challenges of adult migrants in Lithuania.

Access to quality education in the context of facilitation of the transition from education to the labour market is the most important element of adult migrant education policies as it provides a direct link from education measures, applied to adult migrants, to successful integration in the labour market. Different nongovernmental organisations are organising qualification courses in accordance with the needs of the Lithuanian labour market. However, there are no indications of how many adult migrants⁷⁹ are successful in occupying those sectors (professions) with significant labour shortages. Moreover, it is not clear how many and for how long successful adult migrants are able to maintain their position in such workplaces. In order to possess such data, there is a need to develop and implement decent monitoring tools.

⁷⁹ With an exception of migrant workers.

MALTA

During the last decades, Malta has experienced a growth in the number of foreigners living on the island, thus giving prominence to the need for specific integration programs. This need has been covered in the past by a number of projects run by local NGOs which often have no follow-up after the end of the project funding.

In terms of the integration of migrants, the Maltese context is characterized as follows: a number of initiatives have been undertaken by different governmental and non-governmental organizations and some of them have no continuity thus undermining the positive effects generated.

Starting from last year, the government has committed to approving a comprehensive integration policy which should be officially presented later on during the year. The process of public consultation, held as a preparatory work for this strategy, highlighted the importance of education for

integration, not only for children, but also for adults, who will not only have more opportunities to learn about the society they're living in, but also to have the opportunity to adapt to the labour market of the destination country.

In terms of educational opportunities offered to migrants, there are basically no differences between the programs offered to natives and the ones targeting migrants in Malta, the only existing differences are in terms of bureaucracy. This often converts to low attendance by third-country nationals.

The strategy which has been developed for the coming years took into consideration the different needs of these categories, paying particular attention to their needs in terms of literacy. In any case, it is prominent to the sector that the correct educational system is identified, thus the needs of the beneficiaries can be met and addressed in the correct way.

Overview of the situation of migrants and immigration regulations

As most of the countries in the Mediterranean area, Malta has switched from being a source to a destination country during the XXI century.

At the beginning of the last century, the English monarchy planned to have a military base on the island, but they had the impression that the population was so dispersed that, given the small size of the island, there would have been no space for soldiers. This led to a demographic policy based on making the migration of Maltese people easier. Most of the English-speaking Maltese moved to other English speaking countries (mainly USA, Canada and Australia). The flow of migrants from Malta continued during the two World Wars and thereafter. The government had begun to organize technical trainings in order to ease integration into the labour market of the country of destination (Mayo 2007: 9).

While some Maltese people were still leaving the islands, and the remainder were obtaining their independence from the United Kingdom, small groups of foreigners started to arrive and settle down: besides some British who decided to stay in Malta even if the British period of domination was over.

Relatively small groups of Indians, Arabs and Nigerians landed in the country and established roots there (Cassar 2013: 12).

During the 1990s, the country came to be recognized as a country of humanitarian immigration because of the arrival of refugees from the Gulf and later from Yugoslavia. During the same period, the Government started discussions related to the possibility of Malta joining the European Union. This process led to an official negotiation process and finally entry into the EU on 1 May 2004.

Some researchers (Pace 2012: 199) link access to the EU to the growth of the numbers of arrivals of people from Sub-Saharan region, who started coming to Malta in the first decade of the 2000s.

According to UNHCR Malta (2014), boat arrivals in Malta have been increasing between 2002 and 2008, when Italy and Libya signed a security agreement which made the flow of boats decrease until 2010. Thereafter, the flow started to increase again with the explosion of the crisis in Northern Africa. UNHCR states that the increase during the following years can be linked to the operation *Mare Nostrum*, which was putting more pressure on the Maltese Government for the

organization of missions of rescue at sea. The end of the operation marked a new drop in the flows, starting from last year and continuing during the current year.

Despite the perception of an influx of arrivals from the MENA region and Sub-Saharan Africa which is common among the general public, the majority of migrants arriving in Malta are made up of EU citizens. According to UNHCR, the biggest non-Maltese group on the island in 2011 were British, followed by Somali and Italians.

According to the current Minister of Education and Employment Mr. Evarist Bartolo, there are over 6,000 third-country nationals working in Malta:⁸⁰ the largest community being the Filipinos (1,128), followed by the Serbs (793) and Chinese (346). Most of them are employed in unskilled occupations, but given the particularly favourable Maltese fiscal regime, a number of companies which are incorporated in the country are managed by foreigners and presently there are good employment opportunities for foreigners to come to Malta.

Immigration to Malta is regulated by Chapter 217⁸¹ of the

Laws of Malta, i.e. the Immigration Act. Article 10 of the Act states that if someone enters the country without the necessary documents, this person should be temporary detained, in order to ascertain if he/she is entitled to humanitarian protection. If the person does not intend to seek asylum, a Removal Order becomes applicable and effective (Article 14), which will lead the person back to his/her country of origin or to another State in which he/she may be permitted to enter according to the provisions of any re-admission agreement concluded in accordance with international law and to which Malta may be party (Article 14.4).

The detention of people arriving without proper documentation, even if they intend to seek asylum, is one of the most criticized aspects of Maltese law. According to Social Watch Europe (Sammut 2009), conditions in the detention centres on the island in 2009 were deplorable. The high number of boat arrivals caused the centres to be overcrowded and with poor hygiene facilities. Detention is mandatory for all the people arriving without a visa from the country of origin. For the ones who could not obtain a visa on arrival and for those who attempt to overstay after their visa expires detention is also mandatory.

⁸⁰ The figure has been reported by various newspapers and was tabled by the Minister as an answer to Parliamentary questions by Mr. Charlo Bonnici, Member of Maltese Parliament.

⁸¹ Republic of Malta (1970). Chapter 217, Immigration Act. Laws of Malta.

In order to modify the Returns Directive (n. 2008/115), some amendments to Returns Regulations were made in 2014 through Legal Notice 15. The amendments introduced a review of the period of detention to a reasonable interval, not to exceed three months. This change in the regulation resulted in changes in the procedure, which resulted in the release of detained persons. According to the AIDA report (2015: 54), it seems that the changes consisted of assessments on the “returnability” of persons, based on their nationality.

According to the Immigration Act (Article 7), *“the Minister may issue, subject to such conditions as he may deem proper to establish, a residence permit to any person who makes an application for retirement, settlement or an indefinite stay in Malta”*. In order to obtain a residence permit, a non-EU national shall first prove that he/she can maintain him/herself, by providing a work contract or any title that proves that he or she has the means to maintain themselves.⁸²

After five years of continuous residence in the country, migrants are allowed to obtain long-term residence.

⁸² Until 2014, there was a different application for EU citizens and non-EU citizens. Legal Notice 160/2014 transposed the EU directive 2001/98 which asked governments to unify the procedure for EU citizens and non-EU citizens.

BOX 9: Other requirements for long-term residence

Long-term resident permit is valid immediately preceding the date of

Besides the criteria of continuous residence in the country, other requirements are:

1. Economic self-sufficiency for the two years previous to the application (the person might also be required to prove that s/he has the resources to sustain members of the family)
2. Adequate accommodation
3. Health insurance
4. Compliance with some basic integration conditions:
 - a. Attendance (at least 75%) of a course organised by the Employment and Training Corporation on the social, economic, cultural and demographic history and environment of Malta
 - b. Obtain a passing mark of at least 75% after being assessed for the equivalent of Malta Qualifications Framework Level 2 in English

Submit a letter explaining why they came and then stayed in Malta (employment history, current and past premises occupied, family members and any other information which may be useful in the consideration of the long-term status).

for 5 years and shall be automatically renewed upon application.

Foreigners willing to acquire Maltese citizenship have two main choices, besides marriage with a Maltese: naturalization upon registration and naturalization under the *Individual Investor Programme (IIP)*.

Maltese Citizenship Act⁸³ (Article 10) states that a person can apply for Maltese citizenship if the following requirements are fulfilled:

- as resided for at least 12 months in Malta without interruptions (i.e., traveling abroad for an extended period)during the period

application

- Has spent in Malta at least 4 years prior to the said period of 12 months
- Has an adequate knowledge of the Maltese and English language
- Is of good character and would be a suitable citizen of Malta

Besides the application form and ID documents, a person should provide a letter which explains why s/he wishes to become a Maltese citizenship, and also an explanation of her/his life in Malta (work experiences, involvement in the community).

The Individual Investment Programme allows individuals (and their families) who contribute to the economic and social

⁸³ Republic of Malta (1965), Chapter 188, Maltese Citizenship Act. Laws of Malta

development of the country to obtain citizenship by a certificate of naturalisation. Besides the other documents, the programme requires some investments, namely:

- the acquisition of a property for the value of 350,000€⁸⁴
- a contribution to the National Development and Social Fund
- an investment in stock, bonds or special purpose vehicles to be identified by the governmental agency (Identity Malta).⁸⁵
- family reunification is regulated by the Subsidiary Legislation n. 150 of said Act, which states that the sponsor has to prove that s/he has a stable economic situation and is potentially entitled to permanent residence. If these requirements are filled, the person can ask for the reunification of his/her spouse and child/ren.⁸⁶

Besides residence permits, according to the Immigration Act, a third-country national will need an employment license (a former work permit). This will be issued by the Employment and Training Corporation (ETC), a governmental agency which provides assistance to workers and employers in order to make it easier for them to “meet” their needs in the labour

market. Employment licenses for third-country nationals are generally issued for one year but are renewable. Differences in the duration are applied in the case of refugees (6 months) and failed asylum seekers (3 months). Among the documents needed to apply, the applicant who has no specific qualification for the job needs to provide letters of references which will prove that the person has gained experience in the position. Another requirement is a letter by the employer which explains why the position can't be filled by a Maltese or European national.

⁸⁴ The property has to be kept for at least 5 years

⁸⁵ The minimum amount of investment is 150,000€ and they have to be detained for a minimum of 5 years.

⁸⁶ Republic of Malta (2000), Chapter 420, Refugee Act. Laws of Malta.

Migrant Integration Policy and Measures / Services

Even though migration is not a new phenomenon in Malta, the public attitude towards migrants is still a barrier for their integration. The *Migrant Integration Policy Index* (MIPEX) showed that Malta has a slightly unfavorable environment for integration. The overall score obtained (40/100), ranks the country in 33rd position out of 38 countries.

One of the most criticized points is the extent of bureaucratic regulations, which is seen as excessive and an obstacle to integration. One aspect which is strongly criticized by third-country national communities is the slowness of the procedure to obtain residence permits, which is worsened by language barriers. The long bureaucratic delays make it more difficult for third-country nationals to start working or have the possibility to apply and received family reunification permission, thus making it even more difficult for them to integrate into the society. In addition to this, the negative attitude that the general public has towards migrants is reflected in the lack of will to help people understand the administrative machine.

In order to ease the process of obtaining information and make the

bureaucratic process run faster, the Government created a web portal⁸⁷ in which the user can find information on Maltese Law, documents needed to obtain residence permits, educational opportunities, and other important information. The website was launched only last year, as a result of a project which saw the collaboration between the Ministry for Social Dialogue and the International Organisation for Migration (IOM).

The biggest challenge for Malta is the lack of a comprehensive integration policy. This leads migrants to rely on the community of origin, to help them locate the required documents.

During the last year, policy attention towards integration of third-country nationals increased. This interest pushed the Ministry for Social Dialogue, Consumer Affairs and Civil Liberties to launch the project *Mind D Gap – Together we can make a difference*. The main aim of the project is to contribute to the integration strategy which will be launched in 2015.

In the framework of this project, the Minister launched, in

⁸⁷ The integration portal is available at www.integration.gov.mt

May 2015, a public consultation process by publishing online three general questions asking for opinions and suggestions of individuals or groups of citizens regarding different fields of action for developing an integration of migrants strategy (anti-discrimination, social barriers and opportunities, role of local communities, civil participation).⁸⁸ The consultation was open for one month and collected feedback from different organizations (migrant and Maltese organizations and NGOs working in the field), independent citizens (both Maltese and foreigners), academic institution and international organizations (IOM and UNHCR).

Most of the subscribers agreed that there is a need for an integration policy, which will empower migrants and make it easier for them to build a life in Malta. Most of the entities that gave feedback agreed that the concerns cited above need to be addressed in order to have a good integration strategy. Some contributors made suggestions based on information from other countries and/or studies which show best practices all over the world. The main theme that comes out of the consultation, which is also underlined by MIOEX, is that the government needs to

improve the anti-discrimination regulations, as this is considered a big obstacle to integration. Discrimination is considered to be a key area and improvements there will have a very positive impact on the other targeted problem areas for integration (cited above), in particular facilitating access to the labour market by easing the procedure to obtain the employment license.

Now, a working group is shaping the strategy, which will be issued later on during the year (2015).

⁸⁸ The results of the public consultation process are available at <http://tinyurl.com/qfo776s>

Identifying Educational Needs of Adult Migrants

In the framework of the public consultation process, almost all the subscribers recognised that education is one of the main drivers for integration.

This outcome has been confirmed by third-country nationals who were consulted during the research.⁸⁹ Almost all of them recognised that linguistic barriers make the process of obtaining information on the required documents more difficult. The request made by most of the migrants to have more opportunities to learn both the languages spoken in the country (English and Maltese). This would give migrants a better understanding of the specific aspect of the culture. Moreover, a course on Maltese culture is deemed useful because it eases understanding of the community they are going to live in.

Besides cultural and linguistic courses, some of the migrants interviewed also requested specific vocational courses, possibly with a training component. This is deemed useful in order to improve their

employability. Another useful aspect, according to the Malta Migrants Association,⁹⁰ would be to have more information on the rights of the workers and on Maltese labour legislation, this would help to avoid exploitation and raise awareness on their rights as human beings.

The main finding that emerges from both subscribers to public consultations and interviews with migrants is the need for more information on educational opportunities, which are often not “advertised”.

⁸⁹ During the research we got in touch with some third-country nationals and asked them to answer to some questions regarding their educational needs and their awareness about educational opportunities offered to them in Malta.

⁹⁰ Feedback provided in the framework of the public consultation process for the Integration Strategy (May 2015), available at <http://tinyurl.com/gfo776s>

CHAPTER 2: Adult migrant education in Malta

The Maltese Adult Education System and Infrastructure

The first step for the diffusion of Adult Education Programmes in Malta was made in 1850, when the rev. Pullicino organised the first evening classes targeting adults. The course took inspiration from the Italian “*scuola serale*” (evening school). The main aim of the lessons was to teach people how to read and write, and also to gain some mathematical and technical skills (Mayo 2007: 8).

The evening classes, together with Sunday classes, survived until the beginning of the last century, when some changes in the programmes reflecting changes in the political situation were instituted. According to Professor Mayo (2007: 8), the main change was the introduction of English – the language spoken by the elite at the beginning of XXI century - as a way to end the Italian influence on the country.

In between the two World Wars, the economy of the country was stationary.⁹¹ In a state where

resources are limited, labour becomes an easily exportable commodity, and that is precisely what happened to Malta. People emigrated from the island to look for work in English speaking countries (Canada, USA and Australia). The Government, following the suggestions of the receiving countries, started to organise courses which provided the future migrants with technical and agricultural skills. In 1938, the first Migrants Training Centre was opened in Ghammieri (Mayo, 2007: 8).

The primary public organisation in charge of Lifelong Learning is the Directorate for Lifelong Learning. The main objective of this organisation is to develop a strong and responsive adult learning sector. The Centre provides different courses at both the basic level and at MQF level 1,⁹²

⁹¹ As already mentioned, the beginning of XXI century in Malta was characterized by the British domination. The colonizers decided to built in the

country a military camp and shaped the whole political and economical system around it.

⁹² Malta Qualification Framework (MQF) provides an indication of the level of difficulty as a benchmark for those qualifications which still need to be mapped in the framework. The qualification is recognised according to the level of difficulty of the course, which is described through the use of a

in different subjects, varying from language to vocational courses. Basic courses are offered free of charge, while level 1 courses are offered at a subsidised rate.

Another provider of vocational education and training is the Employment and Training Corporation (ETC), which has, as its main objective the enhancement of employability through policy recommendations and the implementation of an initiative for the empowerment of job seekers; it also provides assistance to employers

number of *level descriptors*, which indicate the outcomes acquired by the learner at the end of the educational process.

BOX 10: Lifelong Learning Strategy

Last year, the Ministry for Education and Employment launched the Lifelong Learning Strategy¹, for the period between 2014 and 2020. The basic idea is to provide learning opportunities from *cradle to grave*. The Strategy has to be read together with a number of other documents¹, whose aim is to organize a comprehensive policy which will increase the flexibility of adult workers and improve their employability not only at the national, but also at the international level.

The challenges identified within the Strategy are the following:

- Low level of adults participating in the Lifelong Learning Programme
- High number of early school leavers¹
- Low participation of women in the labour market or in Lifelong Learning
- Low education passed on from generation to generation.

In order to address the challenges, the Strategy set 5 main objectives:

1. Stimulate participation by creating a demand and a desire for learning
2. Place the learner at the centre through the optimisation of methodologies
3. Improve skill sets contributing to professional development and employment mobility
4. Develop support structures
5. Improve governance of the Lifelong learning sector.

in the recruitment and training. ETC offers basic skills courses with the aim of increasing employment opportunities for the unemployed. Through the *Reggie Miller Foundation*, the General Workers Union⁹³ offers a number of courses for adults. The courses cover a wide range of topics varying from arts and craft to IT and vocational courses.

The University of Malta offers the opportunity for adults interested in courses to enroll as part-time students, in order to match educational and working needs. While

full-time students can attend the courses free of charge, part-time students have to pay to attend.

Two other institutes provide educational and vocational courses, mainly focusing on science and technology and tourism. Malta College of Arts, Science and Technology (MCAST) is a tertiary education provider. Its aim is to provide educational and training courses ranging from qualification to degree level (MQF levels 1-6).

The Institute of Tourism Studies (ITS) aims at meeting the changing needs of the hospitality and tourism industry. As the MCAST, the level of the courses ranges from qualification to degree (MQF level 1-6).

⁹³ General Workers Union (GWU) is the largest trade union in Malta. Among the service they offer to their members, they also have a programme against black market economy which is a phenomenon that often involves third-country nationals.

Adult Migrant education policies

Recognition of diplomas and qualifications in Malta is carried out by the National Commission for Further and Higher Education (NCFHE), through the Qualifications Recognition and Information Centre (QRIC). Recognition is based on criteria provided by the Malta Qualification Network and European Qualification Framework for Lifelong Learning (EQF).

As pointed out by some of the third-country nationals interviewed, the problem is still the slowness of the bureaucratic process. It may take up to three months for qualification certificates or diplomas to be recognized and this may discourage people from undertaking the the process and thus may limit employment opportunities.

In Malta, third-country nationals have the same right as natives to enrol in educational and vocational trainings being offered. The only difference is related to costs: for courses offered by the Directorate for Lifelong Learning, natives and EU citizens have the opportunity to attend basic courses free of charge and level 1 courses at a subsidised rate; third-country nationals have to pay for the basic courses, and have to pay a higher fee to attend the level 1 courses. The same policy applies when it

comes to MCAST and University courses, even if in this cases exemptions are possible in the case of refugees and people under subsidiary protection.

The difference in pricing policy might be seen as one of the issues that should be addressed by the integration strategy because it might be an obstacle for third-country nationals to access education and training opportunities.

The only initiative specifically targeting third-country nationals was implemented by ETC last year. As one of the outcomes of an EU co-financed project (IF 03-2012 Integrating TCNs in Maltese society), ETC was asked to organize a training program called *Living and Working in Malta*, which was aimed at providing information on the documents required to work in Malta. It also provided basic cultural information, that was intended to ease integration.

The context is a bit different when it comes to asylum seekers and refugees living in the open refugee centres, because a number of NGOs and voluntary organizations provide educational activities both inside and outside the centres. Usually, these are offered on a voluntary basis, which means that often people teaching

in the program lack experience or qualifications. Besides the lack of professional educators, another problem is that educational activities offered to refugee and asylum seekers may be financed through different funding sources, and might stop once the project ends.

The lack of professional teaching skills and the lack of

continuity are recognised as two of the main factors affecting the educational activities offered inside the open centres, but another issue which may affect the employability of the residents might also be the lack of qualifications recognised by these courses

Infrastructures of Adult Migrant Education System

As already mentioned, there are no specific policies for the education of adult migrants, so

It has to be highlighted that a number of people come to Malta on a temporary basis, in order to attend one of the many private English schools and improve their knowledge of the language.

As already mentioned, the situation for asylum seekers and

there is no difference in the public infrastructure offering educational and vocational trainings to adults.

refugees is a bit different, with NGOs offering courses and information sessions inside the open centres, but also other religious and nonreligious organisations offer courses outside the centres.

Adult Migrants Education Programmes and Methods

As already mentioned, the methodology used in Malta for migrant education is the same as for natives. But, by observing the work of some of the actors involved in adult education and migrant education in Malta, it is possible to identify some methodological

features which might be considered good practices.

It is deemed important to mention that within the framework of an ESF project involving a number of organisations both governmental and non-governmental working in the field

of education, a toolkit for Maltese literacy has been developed. The toolkit, called “*lc-Cavetta*”, is currently used by the Directorate of Lifelong Learning in literacy courses for Maltese. It takes into consideration different aspects deemed important when it comes to teaching literacy skills to adults. First of all, the training techniques have a strong visual aspect, in order to facilitate the recognition of the letters. The contents of the toolkit are specifically developed in order to target adults, and it is also IT interactive.⁹⁴

According to Professor Mayo from the University of Malta, it is important to have a look at South America, the main destination continent of European flows during the second half of the last century. One of the most important researchers in the field of pedagogy in the last century, Professor Paulo Freire (1921-1997) developed the concept of *Pedagogy of the Oppressed* (Freire, 1971), and *banking education*, which has been deemed really useful by pedagogues around the world in order to deal with adult education. The main idea that the pedagogy of Freire tries to destroy is that human mind is like an empty jar, which has to be filled with concepts. According to Freire, in fact, this is the process used by oppressors in

order to enslave people with no education.

Freire suggests a contextual approach, based on real-life experiences of the learner. In this informal approach, formal language study plays a secondary role: reading and writing skills are acquired through the inquiry of the problems affecting the community. One of the main features of this approach is the *dialogue* between teachers and learners. The dialogue was defined by Freire as a two-way relationship between two subjects, in which the parts confront each other as equally knowledgeable: while the teachers have the knowledge on reading and writing skills, the students have the knowledge of their culture.

Freire’s approach was successfully used for teaching in developing countries, but also as a methodology to teach basic literacy skills in native languages in the United States.

The use of this approach for teaching a foreign language might be limited by cultural differences, but research conducted on its application show that it is possible and useful to use everyday life situations as a starting point for discussion and teaching of adults, particularly if dealing with language learning.

⁹⁴ More information on the project are available at <http://www.cavetta.org.mt/eng/about.php>

CHAPTER 3: Developing an effective adult migrant education strategy

Challenges and opportunities in the adult migrant education

According to MIPEX⁹⁵ Analysis results, Malta has obtained quite a low score with regards to educational opportunities offered. As already pointed out, a number of third-country nationals underlined the importance of education as a driver for integration: in this framework, having a better organized educational system targeting migrants should help ease integration. Through cultural and linguistic courses, migrants get to know the destination country and understand better the context in which they are living.

One of the aims of integration policy should be the exploitation of the potential that education opportunities have. Thus, this strategy should take into consideration also the provisions of the other policy documents developed during the last years, particularly the Lifelong Learning Strategy and the National Employment Policy.

According to the National Employment Policy (2014: 72), offering training and education opportunities to migrants will have a positive economic impact because they will fill the vacancies resulting from an excess of demand. Education opportunities will empower the migrant labour force and allow them to be employed on the formal labour market, thus mitigating the disadvantages experienced by unemployment in the formal market. Moreover, from a macro-economic perspective, the recruitment of a young migrant labour force will mitigate the ageing factor, which has been growing during last years.

The challenges that the strategy for adult education will have to tackle have already been listed and some of them can be addressed also when it comes to migrant education. It is important to keep in mind, anyway, that migrants have different stories, which are part of their cultural background and can affect the learning process in different ways. It is deemed important also that both the learning materials and methodology show links with

⁹⁵ *Migrant Integration Policy Index*, is developed in Malta by *The People for Change Foundation*. The results for each country involved are available at <http://www.mipex.eu/>.

everyday situations, which can be helpful to make adults understand the importance of education.

Another shared challenge is the involvement of women, which can be problematic among migrants too, depending on cultural habits.

As suggested by Professor Mayo (Mayo, 2009), with regards to asylum seekers and refugees, an opportunity might come about by transforming detention/open centres into Lifelong Learning Centres with education for

resettlement as a focal point. Moreover, it should be useful to have intercultural courses for all the people who are working with asylum seekers, not only social and care workers, but also people working in the police force, the army, the judicial sector and also people working in the media, in order to stop the xenophobic wave which is spreading throughout Europe.

Planning and evaluating adult migrant education policies

In order to achieve quality education for migrants, the first step is to have in place an effective anti-discrimination law. According to the Network of Experts in Social Sciences of Education and training (Heckmann 2008: 71), anti-discrimination laws will be useful in working to overcome forms of discrimination which can take place at the micro level,⁹⁶ but they might not be effective when it comes to

improving the situation of structural disadvantage in education. Thus, the main objective of these laws, in the field of education, should be to combat discrimination that leads to the denial of support for migrants.

This form of discrimination has been suggested by the Network which refers to the “...denial by the political and civil leadership of societies, of support for individuals and groups with little economic, cultural and social capital, who cannot improve their lot on their own so as to achieve a situation of equal opportunity in the societal competition for positions, resources and status.” (Heckmann 2008: 37).

The main suggestion made by the Network for developing a program of quality education for

⁹⁶ Heckmann identifies three different forms of discrimination at micro level: *individual discrimination*, i.e. the unjustified unequal treatment based on prejudice and stereotyping; *conformity discrimination*, i.e. the unequal treatment caused by social group pressure and to avoid social sanction; *opportunistic discrimination*, based on the belief that recognition and acceptance for membership of certain persons would be detrimental to oneself or one's organization, because other people have prejudice against these persons (2008: 36-37).

migrants is to try and implement diversity policies that look upon diversity as a resource that is not used to its full potential. Such policies would target mainly institutions and organizations that are against those rules and habits which cause disadvantages to minority groups.

The opening of new opportunities, should go in parallel with the empowerment of the groups, not only the migrants, but also natives, who should be trained in order to improve inter-group relations and reduce prejudices.

If applied to the field of education, this policy could take the form of goals targeting minority groups, and this will generate a ripple effect which will translate into the elimination of obstacles that have been hindering the participation and the success of students from these groups. Such results will be possible because of the change in perception of the system, which will be deemed to provide more opportunities for success and also more support to minorities.

Another policy which could be useful in order to attain quality education concerns the recruitment of the personnel, particularly the teachers. By increasing the number of teachers from minority groups, the institute will double their goals first by pushing minorities towards

education and second by deconstructing some of the prejudices towards minority students by other social groups.

The application of these principles to the adult migrant education system will lead to the empowerment of migrants, who would ideally feel more integrated into the society. Moreover, giving an opportunity and a fair chance to migrants will allow the society of destination to avail itself of the full economic potential of all its human resources.

The application of these principles to Maltese society should start with the removal of the differences in the pricing policy for educational opportunities. This might be helpful in order to increase the number of third countries nationals enrolled in the courses. Moreover, implementing specific programmes which take into consideration the different learning paths and backgrounds of the students would translate into an increase in the percent of migrants who will successfully complete the courses.

It is deemed useful, moreover, to clearly identify a number of target indicators, this will have the effect of having a concrete means to measure the effects of the policies.

Access to quality education

The strategy for Lifelong Learning foresees four different sets of quality indicators for educational initiatives targeting adults, which deal with different areas.

- AREA A: Skills, competencies and attitudes
 - Literacy
 - Numeracy
 - New Skills for the Learning Society
 - Learning-to-Learn Skills
 - Active Citizenship, Cultural and Social Skills
- AREA B: Access and Participation
 - Access to Lifelong Learning
 - Participation in Lifelong Learning
- AREA C: Resources for Lifelong Learning
 - Investment in Lifelong Learning
 - Educators and Learning
 - ICT in Learning
- AREA D: Strategies and System Development
 - Strategies for Lifelong Learning
 - Coherence of Supply
 - Guidance and Counselling
 - Accreditation and Certification
 - Quality Assurance

The Strategy has already foreseen a specific Programme which can be applied to migrants. *Programme 34* foresees the setting up of a working group with the aim

of identifying and removing the barriers to adult learning among migrants, particularly those who are not in education, employment and training (NEETs) programmes. The focus of the programmes and methodologies should be to ease the integration of immigrants into Maltese society, and help them become self-supporting. The programmes and methodologies should be tailored not only to migrant needs, but also their skills and personal stories.

Another envisaged measure is the development of a community programme involving people regularly working with migrants. The rationale would be to sensitize people and avoid the cultivation of xenophobic attitudes.

According to the programme, there should be a number of partnerships with both NGOs working in the field of migration and with private companies. Particularly important would be the partnership with the General Workers Union, which would be an important partner for informing migrants about their rights as workers.

It would be also useful to ease the official process for recognizing qualifications; this would not only increase the number of third-

country nationals in higher education, but also those employed in skilled jobs.

Given the fact that the practical implementation of the strategy will most probably take some time, an immediate measure

to obtain quality education should be to provide funding for educational projects so that they will be continuous and thus not hinder the learning process of the students.

POLAND

CHAPTER 1: Migration profile of Poland

Basic data on inflow and stock of immigrants in Poland

Although Poland was and still remains a country of net emigration, the inflow and stock of foreigners is slowly but steadily increasing. The size of this population is still small compared with other countries in Europe, representing less than two percent of the population. Moreover, the inflow of foreigners in recent decades has been mostly temporary and transit. However, given the stable development of the Polish economy in recent years, it is highly possible that Poland will soon become an attractive destination country for more foreigners. The main groups of migrants staying in Poland come from the neighboring Eastern countries (Ukraine, Belarus, and Russia), the EU member states and Asian countries (Vietnam, China).

Migration policy in Poland has developed dynamically over the last decade. The milestone was the Polish accession to the European Union (EU) and the harmonization process of legislation on entry, residence and access to the labour

market for foreigners. A key role in the creation of migration policy is played by the Ministry of Internal Affairs (Department of Migration Policy), the issues related to the integration process and access to the labour market are the responsibility of the Ministry of Labour and Social Policy (Department of Social Assistance and Integration). In 2012, the Government approved the strategic document entitled "Polish Migration Policy - current state and planned actions", which includes an overview of the current state of the legal and institutional developments, the principles and priorities for further actions, as well as the institutional structure and integration programs.

Estimating the number of foreigners residing in Poland is not an easy task. According to the last National Census of Population and Housing (2011), among permanent residents of Poland almost 99.7 percent are persons with Polish citizenship. This means that Poland is one of the most homogeneous

countries in Europe in terms of ethnic and cultural make-up. Among the population of foreigners residing in Poland, the largest groups are Ukrainians, Germans, Belarusians and Russians.

The most important source of current data on the population of foreigners in Poland is the database of the Office for Foreigners. According to this data source, in 2015 (as at 1 January), 42.5 thousand temporary residence permits were issued (about 10 thousand more than the previous year). In 2014, a huge increase in the number of applications for legalization of stay was reported: 65.1 thousand applications for residence in Poland were submitted (50% more than a year before). More than twice as many people applied for a permanent residence permit (+ 104%), 60% more foreigners than a year earlier applied for a temporary residence permit, and the number of people applying for long-term EU residency increased by 9%. The citizens of Ukraine submitted 28.9 thousand applications for legal residence permit, which accounts for 44% of the total number of applications of this kind. Besides Ukraine, in 2014 the most applications for a residence permit were submitted by citizens of Vietnam (4.9 thousand), China (3.7 thousand), Belarus (3.6 thousand) and Russia (2.9 thousand).

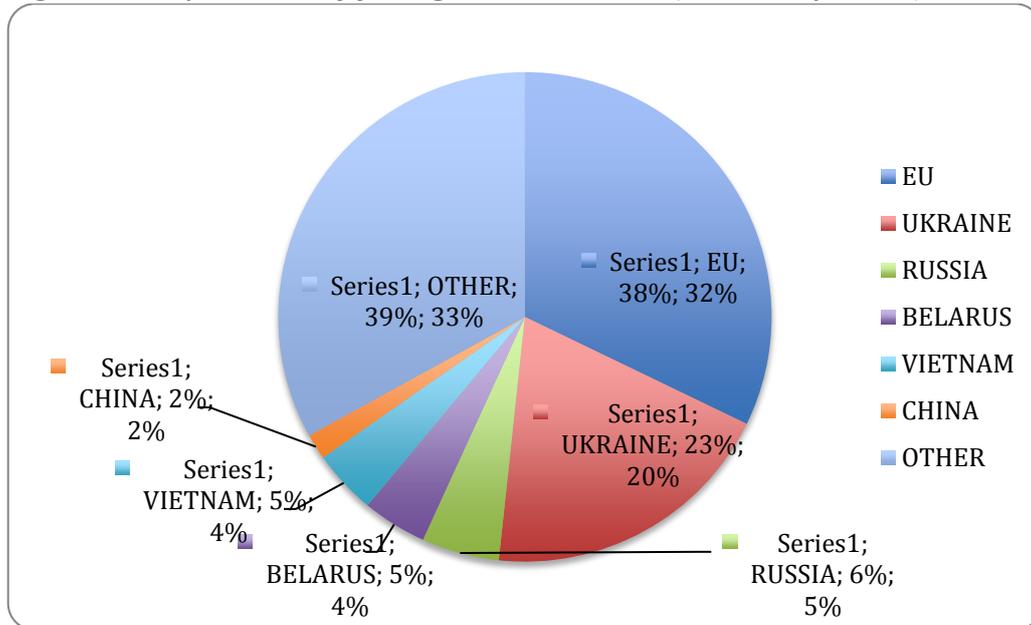
The data related to the first half of 2015 show that the number of foreigners holding valid document authorizing them to stay is 194 thousand persons. This figure includes citizens of the European Union (70 thousand) who represent 36% of the population of foreigners (with the vast majority of them - 58.8 thousand - in Poland on the basis of the certificate of long-term stay permit for EU residents. Most foreigners have a temporary residence permit (60.8 thousand) or permanent residence (51.3 thousand). The biggest increase of foreigners residing in Poland are Ukrainians (+11 thousand people in mid-2015), Vietnamese (+1.1 thousand), Germans (+0.8 thousand) and Belarussians (+0.6 thousand).

To sum up, nationals of the three neighboring countries (Ukraine, Russia and Belarus), make up about half of the population of foreigners with residence permits in Poland. The largest group of foreigners residing in Poland for many years are citizens of Ukraine. Ukrainian migrants are mainly persons belonging to two groups: employees (including seasonal workers) and students. However, an increasing number of them apply for long-term residence status, which could turn into a stable migration settlement in the near future. Taking into account various statistics, it can be assumed

that the number of foreigners in Poland is between 200-250 thousand people (with residence permit to stay for longer than 3 months) and about 300 thousand foreign seasonal workers benefiting

from the simplified system of employment (to take up employment for a period of 6 months per year).

Figure 1. Population of foreigners in Poland (1 January 2015)



Source: own elaboration based on data of the Office for Foreigners

BOX 11: The dynamics and changes in the number of foreigners

The dynamic increase in the number of foreigners observed in Poland over the last few years is a result of several external and internal factors: the unstable situation (political and economic) of Ukraine, growing demand for the work of foreigners as an effect of the mass emigration of Poles after Poland's accession to the EU and stable economic development, as well as the changes in Polish law concerning foreigners. These changes include, among others: the abolition program (2012), liberalization of rules for access of foreigners to the labor market (2012), adoption of the new Alien Act (2014), the harmonization of legislation on entry and residence of foreigners, and the new Law on Citizenship (2012).

Migration policy in Poland has developed dynamically over the last decade, the milestone was the Polish accession to the European Union (EU).

A key role in the creation of migration policy is the Ministry of Internal Affairs (Department of Migration Policy), the activities related to integration and the labor market correspond to the Ministry of Labour and Social Policy (Department of Social Assistance and Integration). In 2012, the government approved the strategy document entitled "Polish Migration Policy - current state and planned activities" which gives an overview of the current state of the legal and institutional principles and priorities, as well as main directions for further development of legislation, institutional structure and integration programs.

In summary, the population of foreigners in Poland, though still small, is internally diverse. It consists of such various groups as temporary labour migrants, students, EU nationals enjoying the freedom of movement within the EU Member States, third-country nationals of different residence status, asylum seekers those who already possess refugee status, and others.

Below, due to the specific subject of the report, three categories of migrants will be discussed in more detail, particularly given their right of access to the education system in Poland:

Asylum seekers and refugees

The number of people applying for asylum in Poland is relatively small (in comparison with other EU countries), but in recent months, a significant increase in the number of applications for refugee status was noted. In the whole of 2014, there were a reported 6.6 thousand applications, and during the first six months of 2015, there were 4.1 thousand applications for international protection. Traditionally, the Russian citizens were strongly represented – they made more than half of the requests involving 2.157 people (91% of them declared Chechen nationality). Second place is

occupied by citizens of Ukraine (1/3 of all applications), and third - the citizens of Georgia (5% of applications). Besides the groups mentioned above, numerous other potential refugees came from Tajikistan and Syria. One can expect an increase in the number of beneficiaries of international protection next year as a result of the ongoing refugee crisis in the EU. Observing the recent trends in migration of people applying for international protection, it is clear that few of them decide to stay in Poland. After obtaining a legal residence status, they are leaving Poland for other countries in Western Europe. The reason for this movement to other EU countries was that relative to Western Europe, Poland still has a lower standard of living, limited opportunities to acquire attractive jobs and more difficult problems of integration.

Repatriates and migrants holding a Card of the Pole

In 1997-2013, more than 7,000 people of Polish origin came into Poland from the former Soviet Union states using the institutionalized system of repatriation. Recent statistics, however, show a clear downward trend in the use of the system of repatriation. According to the latest available data from the Ministry of

Internal Affairs by the end of 2011, only 5,215 persons possessing repatriation status settled in Poland.⁹⁷ Much more popular among the persons of Polish origin from Eastern states is the Card of the Pole. In 2007, it was introduced as a procedure aimed at foreigners of Polish origin who are citizens of countries of the former Soviet Union (the geographical scope is limited to 15 countries). The card of the Pole entitles, among others, to apply for multiple-entry visa to Poland, provides an exemption from the obligation to obtain a work permit, offers the right to establish a company and the right to education on the same terms as Polish citizens. In practice, the Card of the Pole eliminates the most difficult legal hurdles, such as the obligation of a work permit and a common visa application procedure, and thus can serve as a powerful incentive to study and work in Poland. The Card of the Pole is becoming increasingly popular among people who are ready to come and live in Poland. According to the Ministry of Foreign Affairs, from 2008 to the end of 2012, over 100 thousand Cards were issued, including 46 thousand to citizens of Ukraine and

42 thousand to citizens of Belarus.⁹⁸ About 90% of applications for the Card of the Pole was submitted by the citizens of these two states, much less by citizens of other countries, such as Lithuania and Russia. Most applicants are young people, often students who use the Card as a tool simplifying the procedures associated with the arrival, stay and study in Poland.

Students

To support education migration (of students) and people of Polish origin is one of the main priorities of Polish migration policy. In comparison with the number of foreign students in other European countries, their number in Poland remains low, but the dynamic growth is clearly noticeable in recent years. In the academic year 2014/2015, it reached 46 thousand persons (i.e., 3.1% of all students in Poland), 10 thousand more than in the previous year (2.3%). Therefore, an increase of 28 percent in just one academic year was noted. The largest increase relates to students from Ukraine, at present more than 23 thousand Ukrainians study in Poland (30%

⁹⁷ Department of Migration Policy, Ministry of Internal Affairs. 2012. Polish Migration Policy - current state and planned activities. Warsaw.

⁹⁸ The Upper Assembly of Polish Parliament (Sejm RP), *Informacje dla mediów: Informacja o posiedzeniu Komisji Łączności z Polakami za Granicą* [Information for media: Information on meeting of Commission on Communication with Poles Abroad]. Online: <http://www.sejm.gov.pl/sejm7.nsf/komunikat.xsp?documentId=E857DD88746F3186C1257D460024BF7F>.

more than in the previous year). They represent over 50% of all foreign students in Poland (last year there were 8% less). More than 83% of foreign students came to Poland from European states. Besides Ukrainians, the largest group of foreign students in Poland consists of Belarusians (over 4 thousand), Norwegians (1.5 thousand), and Spanish (1.1 thousand).⁹⁹ In connection with the military conflict between Ukraine and Russia, Polish Ministry of Science and Higher Education in 2014 announced the special scholarship program offered for students from Ukraine of 2014-2015 - "Polish Erasmus for Ukraine" which was addressed to 550 people.¹⁰⁰

Migration education and encouraging foreigners to enroll in Poland is perceived as a very positive process, not only for the Polish higher education system, but also as a response to the labour market needs and demographic crisis. Some of the foreign graduates are expected to remain in Poland after completing their studies and take a job; the period of time taken by their studies surely contributes to their integration into Polish society.

⁹⁹ Foundation of Education „Perspektywy“ 2015.

¹⁰⁰ Ministry of Science and Higher Education, *Polish Erasmus for Ukraine*. Online: <http://www.nauka.gov.pl/aktualnosci-ministerstwo/polski-erasmus-dla-ukrainy.html>.

Policy of integration tools and services

As defined in the document adopted by the government, entitled „Polish policy of integration of foreigners - principles and guidelines”: *Integration is a complex and dynamic two-way process, involving both foreigners and the host society, the aim of which is full and equal membership of foreigners in the society of the host country. The result of integration should be that foreigners residing in Poland could function independently, including in the labor market, and the independence of immigrant benefits and social assistance.*¹⁰¹

Integration policy in Poland is in the early stages of development.¹⁰² The small number of foreigners that require integration resulted in an absence so far of any comprehensive action at the government level which addresses non-beneficiaries of international protection, and no actions have been officially taken to repatriate members of migrant families with residence permits. Despite the increasing number of foreigners, Poland is still one of the

few European Union countries which lack a systematic, long-term integration policy.

The initiatives related to the integration of migrants implemented by the Polish legal and institutional system remain at the minimum level required by EU legislation. In the document entitled „The proposals efforts to establish a comprehensive policy on the integration of foreigners in Poland”, published by the Ministry of Labour and Social Policy in January 2005 (officially responsible for integration activities) it is clearly stated that „at present, the integration of activities in Poland, as part of a special integration programs, focus on one group of foreigners - people with refugee status”.¹⁰³ Since then the range of beneficiaries of integration programs organized by the state administration has not changed. In 2013, the Working Party on Integration of Foreigners was established in the Department of Social Assistance and Integration (Ministry of Labour and Social Affairs). The main objective of the Group was to prepare a document

¹⁰¹ The Ministry of Labour and Social Policy. 2014. *Poland's integration policies foreigners - principles and guidelines*. Warsaw.

¹⁰² Górny A. et al. (eds.). 2010. *Poland: as an immigration country*. Warsaw: Scholar Publishing House.

¹⁰³ Ministry of Labour and Social Policy. 2005. *The proposals efforts to establish a comprehensive policy on the integration of foreigners in Poland*. Warsaw, p.2.

"Poland's integration policies foreigners - principles and guidelines". This document includes a paragraph related to education of foreign minors, but not to education of adult migrants.

Despite the generally passive attitude of the Polish state to the issue of integration of foreigners, a more active approach is evident in the NGO sector.¹⁰⁴ The interest of public organizations in implementing projects for migrants and supporting their integration is closely linked with the opportunity for applying for financial support from the EU funds (integration projects were founded by the European Fund for the Integration of Third-Country Nationals and the European Refugee Fund, since 2015 from AMIF - Asylum, Migration and *Integration Fund*). The presence of EU funds in Poland since 2007 strongly influenced NGOs to apply for funds to undertake various integration programs, including language classes and adaptation courses, information campaigns, various intercultural education and training programs. This means that in practice the NGO sector is a partial substitute for the state when it comes to the

implementation of integration policy. However, the scope of activities of NGOs is limited in time (programs are funded for a maximum period of one year) and space (they mainly take place in large cities, where the NGOs are active).¹⁰⁵

Currently, according to Polish law, there are integration tools and services directed only to foreigners applying for international protection in Poland and to foreigners already granted refugee status or subsidiary protection. They can take advantage of the annual Individual Integration Program, under which a foreigner receives small financial allowances and reimbursement of expenses connected with learning Polish language, and also receives support in the areas of social assistance, specialist counseling (including legal, psychological and family support).

Adaptation (integration) courses are addressed only to repatriates and members of their families. They include Polish language classes (depending on the level of proficiency from 30 to 100 hours), the course on basic knowledge about Polish history and

¹⁰⁴ Bieniecki M., Frelak J. 2007. *Praktyka funkcjonowania migrantów ekonomicznych w Polsce* [The functioning of economic migrants in Poland], in: W. Klaus (ed.), *Migranci na polskim rynku pracy. Rzeczywistość, problemy, wyzwania* [Migrants on the Polish labor market. The reality, problems, challenges]. Warsaw.

¹⁰⁵ Górny A., Grzymała-Kazłowska A., Kepińska E., Fihel A., Piekut A. 2007. *Od zbiorowości do społeczności: rola migrantów osiedleńczych w tworzeniu się społeczności imigranckich w Polsce* [From group to community: the role of settled migrants in the formation of migrant communities in Poland]. Warszawa.

culture, the legal and education system (rights and obligations), how to seek employment and to start their own business (min. 40 hours). Foreigners with refugee status can take part in courses to enable basic understanding of the legal and institutional system in Poland and Polish culture.¹⁰⁶

There is no system of integration services supported by the state that address labour migrants and their families. In practice, therefore, integration services and programs addressing this group are provided by non-governmental organizations (usually free of charge, or on the basis of partial payment), but their scope is mostly limited to the big cities, where NGOs are active. Programs offered by NGOs include legal advice, integration courses, Polish language courses (at various levels, from basic to advanced ones, which prepare for the exam in Polish language required when applying for Polish citizenship), courses of soft skills needed in the labour market (e.g. writing resume and motivation letter, preparation for job interviews, and job search methods), vocational courses, and interpretation services. The above-mentioned activities of NGOs are primarily financed from EU funds.

The results of the Migrant Integration Policy Index (MIPEX) which measures the openness of migration and integration policies of particular countries, show that Poland continues to create more barriers against migrant integration than opportunities to access basic spheres of public life, such as education, labour market, health care and citizenship. In the MIPEX edition of 2015, Poland was ranked 32nd among 38 countries surveyed, receiving 42 points (out of 100). The weakest evaluation for Poland was in the fields of education, political participation and the labour market. The greatest progress (in comparison with previous editions of the survey) was seen in fields related to citizenship, family reunification and anti-discrimination legislation.

¹⁰⁶ Stefańska R. 2015. *Integration Policy and Activities in Poland*, INTERACT Research Report 2015/07. Online: <http://interact-project.eu/publications/>

Identification of educational needs of adult migrants

It should be noted that the education system plays an essential role in acquiring knowledge and also acquiring formal and informal information on norms and values of the host society. Access to the education system is a prerequisite for faster and more efficient integration of the two entities involved in this process: the migrants and the host society. The significance of educational policy for the integration of immigrants stems from the basic assumptions of creating equal opportunities for personal development, acquiring basic skills and knowledge, as well as professional qualifications.

In the already mentioned official document “Polish Migration Policy - current state and planned actions” needs that are identified are: *“to take action to prevent any form of discrimination against foreigners in offices, schools, access to the labor market, health and interpersonal relations. These activities should concern in particular schools, institutions providing extracurricular activities, teacher training centers and these offering training for teachers working with foreign minors and other educational institutions that affect the education of children of foreigners, as well as the mass media (...) These measures should*

have the nature of a program and take into account the need to acquire intercultural competence (ie. the awareness of cultural differences and the ability to function in a multicultural environment), as well as greater social acceptance for foreigners and actions in the field of integration carried out in relation to this group of people [the foreigners]”.

In the MIPLEX index in the section “Education” Poland took 30th place (out of 38 countries) scoring only 20 points (out of 100). Low ratings in subsections mainly focused on the insufficient level of intercultural education for all, access to which was rated at 20 points (again, out of 100). The focus on the further low ratings were meeting the needs of immigrants (23 points) and providing access to education for migrants (17 points).

The authors point out in particular the inadequate access to and quality of language courses for foreigners which are available free of charge, access to courses in the native languages of migrants, lack of activities related to social integration within schools and educational institutions, as well as lack of elements of intercultural education. The insufficient cooperation of various entities and

actors at national and local level (administration, local authorities, non-governmental organizations, migrants, etc.) was also pointed out as a serious weakness.¹⁰⁷

Research on refugees in Poland shows that besides the numerous vulnerabilities in the existing system of integration services, one of the most serious is poor access to language courses.¹⁰⁸ This conclusion also applies to other groups of foreigners in Poland; proficiency in the Polish language is a key element in migrants' adaptation to the labor market and to Polish society. This is even more important than in other nations when one takes into account the context of the homogeneity of Polish society and the small size of immigrant communities. Polish society can form a friendly environment to support the newcomers particularly if they are competent in Polish

language and culture. Knowledge of the language is one of the most important obstacles to the functioning of foreigners in Polish reality. As noted by the researchers, "*the reasons for this state of affairs should be sought both on the side of foreigners themselves, and on the side of the State on whose territory they reside. It is a kind of vicious circle - a foreigner manifests reluctance to learn Polish language, resulting from insufficient educational services, which are addressed to him.*"¹⁰⁹ The opportunity to participate in Polish language courses offered for free have been only offered to refugees and unemployed foreigners registered at the District Labour Office.¹¹⁰ The foreigners with other status may take a part in courses provided by non-governmental organizations (if any) or other commercial institutions (such as language schools).

The need for extensive offerings of Polish language courses

¹⁰⁷ See: MIPEX 2015, Huddleston T. 2012.

Rekomendacje dla polityki integracyjnej w Polsce [Recommendations for integration policy in Poland], in: M. Bieniecki, M. Pawlak (eds.) *Praktyki integracji. Doświadczenia i perspektywy [Practice of integration. The evidences and perspectives]*. Warsaw: Caritas.

¹⁰⁸ Chrzanowska A. 2007. *Kulturowe uwarunkowania funkcjonowania migrantów przymusowych na polskim rynku pracy na przykładzie społeczności czeczeńskiej [Cultural conditioning of forced migrants on the Polish labor market as an example the Chechen community]*, in: W. Klaus (ed.), *Migranci na polskim rynku pracy. Rzeczywistość, problemy, wyzwania [Migrants on the Polish labor market. The reality, problems, challenges]*. Warszawa. Online:

<http://interwencjaprawna.pl/docs/migranci-na-ryнку.pdf>.

¹⁰⁹ Mikulska A., Pater H. (eds.). 2012. *Bieg przez płotki – bariery na drodze do integracji [Hurdles - barriers to integration]*. Helsińska Fundacja Praw Człowieka. Warsaw.

¹¹⁰ Czerniejewska I. 2010. *Cudzoziemiec jako uczeń i student. Integracja w obszarze poznańskiej edukacji [A foreigner as a pupil and as a student. Integration in the field of education in Poznan]*, in: N. Bloch, E. Goździak (eds.), *Od gości do sąsiadów. Integracja cudzoziemców spoza Unii Europejskiej w edukacji, na rynku pracy i w opiece zdrowotnej [From guests to neighbors. Integration of foreigners from outside the European Union in education, the labor market and health care]*. Poznań: Centrum Badań Migracyjnych, p. 83.

also follows the legal requirements relating to the conditions of acquiring Polish citizenship. When applying for naturalization as a Polish citizen, the foreigners must demonstrate competency in the Polish language in the form of a certificate of completion from a Polish school in Poland, schools abroad (where the language of education was Polish) or certificate of knowledge of Polish language. Such a certificate is issued by the State Commission for the Certification of Proficiency in Polish as a Foreign Language.¹¹¹ This institution conducts examinations of Polish language at the level of B1, B2 and C2 in various cities in Poland; exams are paid - the cost is about 80 EUR. This exam is, however, assessed as suitable for students or people of Polish origin, thus, it requires from “ordinary” migrants participation in language courses and a long time of preparation to pass it successfully.¹¹² The results of research on the integration of third-country nationals also include difficulties in accessing education programs. A real problem for foreigners remains the lack of enough adequate Polish language courses for people working full-time jobs. In terms of course

content and manner of their organization, the courses should be conducted in the evenings and/or on weekends. Another problem related to this is the limited offer of courses for free or for small payment.¹¹³

The results of surveys conducted among Vietnamese living in Poland and Ukrainians have shown unequivocally that for both groups, among the issues that matter most to their daily functioning in the Polish society, is knowledge of Polish language.¹¹⁴ Data collected by the Central Statistical Office also shows that not many of the migrants living in Poland know Polish at a sufficient level for ordinary daily communication with Polish speakers. Difficulties in communicating were indicated by 30% of migrant respondents, and only 19% of them declared a very good knowledge of Polish language.¹¹⁵ In addition, it has to be

¹¹¹ www.buwiwm.edu.pl/certyfikacja/

¹¹² The Ministry of Labour and Social Policy. 2013. *Poland's integration policies foreigners - principles and guidelines*. Warsaw.

¹¹³ Czerniejewska I. 2010. op.cit., p. 97-98.

¹¹⁴ Fihel A., Górny A., Kaczmarczyk P. 2008. *Rynek pracy a integracja cudzoziemców z Ukrainy i z Wietnamu posiadających zezwolenie na osiedlenie się w Polsce* [The labor market and the integration of foreigners from Ukraine and Vietnam with permission to settle in Poland], in: A. Grzymała Kązłowska (ed.). *Między jednością a wielością. Integracja odmiennych grup i kategorii imigrantów w Polsce* [Between unity and multiplicity. The integration of different groups and categories of immigrants in Poland]. Warsaw, pp. 57, 60.

¹¹⁵ The State Statistical Office. 2008. *Informacja o badaniach zasobów imigracyjnych w Polsce* [Information on research on stocks of migrants in Poland].

kept in mind that citizens of different countries have different needs with respect to the use of the education system. Among the factors that particularly determine access to education are: the economic situation, membership in a particular ethnic group, social position in the socio-economic and employment hierarchy, family situation and gender.¹¹⁶ The educational system in the country of residence should be sensitive and prepared for such a diversification of migrants' groups.

Another important need of migrants is access to vocational courses that are tailored to their needs, cultural and language skills. Their absence also prevents the possibility of changing a job, promotion in the employment hierarchy. Consequently, migrants remain at the same (low-paid and unstable) sector of the labor market. This level is the most open to foreigners.

Taking into account the specificities of the legal and political system of Poland, the field of migrant adult education will be presented below. In particular, the focus will be on the rules of access to formal (system of education and

higher education) and informal education (language courses, integration and professional, training, etc).

Online:

http://stat.gov.pl/cps/rde/xbcr/gus/lud_infor_o_badan_zasob_imigr_pl_w_2008.pdf

¹¹⁶ Szelewa D. 2010. *Integracja a Polityka Edukacyjna [Integration and Education Policy]*. Raporty i analizy. Centrum Stosunków Międzynarodowych. Warszawa.

CHAPTER 2: The access of adult migrants to the system of education in Poland

The education system of adult migrants in Poland

The basic legislation acts related to education are as follows:

- Act Education System of 7 September 1991 (No. 256 of 2004, item 2572 and amendments);
- Act Law on Higher Education of 27 July 2005 (No. 164 of 2005, item 1365 and amendments);
- Law of Granting Protection to foreigners on Polish territory of 13 June 2003 (No. 189 of 2009, item 1472 and amendments).

Table 1. Scheme of education system in Poland

Nursery school (age: 3-6)			
Primary school (6 classes, age: 7-12)			
Gymnasium (3 classes, age: 13-15)			
High school (3 classes, age: 16-18)	Technical school (4 classes, age: 16-19)	Basic vocational school (2-3 classes, age: 16-18)	
		Complementary High School (2 classes)	Complementary Technical School (2 classes)
Final exams (matriculation examination)			
Upper Technical School (3 years of studies)	MA	Full MA Program (5 years: 2+3)	Post-secondary school
Complementary Program (2 years)			

BOX 12: Access of adult migrants into the education system in Poland by the Law on the Education System¹¹⁷

The law guarantees to certain categories of foreigners the right to education. The lifelong learning system¹ includes centers for practical education, training and vocational training, in order to obtain and supplement general knowledge, skills and qualifications. The lifelong learning system is organized and conducted in:

- 1) schools for adults¹;
- 2) lifelong education centers, practical training centers, training centers and vocational training centers.

The foreigners, who can benefit from learning at public post-secondary schools, public art schools and other public institutions under the same conditions as Polish citizens are as follows:

- persons who have been granted a permit to settle;
- persons who have been granted refugee status and members of their families;
- persons with a tolerated stay permit;
- persons granted subsidiary protection, and members of their families;
- beneficiaries of temporary protection;
- persons who have been granted residence permit for a fixed period of time.

¹¹⁷ Presentation of the provisions of the Act on the education system and the law on higher education based on: W. Klaus, *Prawo cudzoziemców do edukacji w Polsce [The law related to foreigners' rights to education system in Poland]*. Warsaw: Stowarzyszenie Interwencji Prawnej; M. Żejmis 2008. *Cudzoziemcy poszukujący ochrony a system edukacji [Foreigners seeking protection and education system]*, in: *Jak pomagać cudzoziemcom poszukującym w Polsce ochrony? Poradnik dla instytucji publicznych i organizacji pozarządowych [How to help foreigners seeking protection in Poland? The guidebook for public institutions and NGOs]*. Warsaw: Instytut Polityki Społecznej UW, pp. 89-106 .

The above-mentioned categories of foreigners are entitled to receive free education at public universities under the same conditions as Polish citizens. This means that they are entitled to free education, provided they are admitted to the university as a result of the recruitment process under the same conditions as Polish citizen. They are entitled also to use all the privileges available to students, for example all sorts of social benefits, scholarships for academic performance, as well as accommodation in the dormitory. The other third country nationals can benefit from education in public universities as scholarship receivers or on the payment conditions.

The main condition of admission to university is to obtain a matriculation certificate. In the case where the foreigner has not obtained a matriculation certificate in Poland, he should provide equivalent evidence of formal secondary education obtained in the country of origin.

The access to schools and higher education for foreigners of various categories of residence according to the above-mentioned legislation is summarized in Table 2.

In summary, according to the Polish law, every person has the right to an education. Education to the age of 18 is also mandatory for foreigners, regardless of their legal status while staying in Poland. All foreigners regardless of their nationality can take advantage of higher education, even though the conditions for admission vary. Only some foreigners who stay in Poland on the basis of a temporary residence permit may undertake higher education and study at universities (BA, MA or PhD level) under the same conditions as Polish citizens. These are people with a temporary residence permit, a foreigner holding a long-term residence permit from an EU country, and those people recognized as refugees. These foreigners can learn at public universities without paying tuition fees and have the right to apply for benefits (e.g. social stipends).

Table 2. Ways Foreigners can access the public education system in Poland.

	Access to public education			
	Act on Education System		Act on Higher Education	
	Public nursery schools, primary schools, secondary schools	Other public schools	Under the same conditions as Polish citizens	Under other conditions as Polish citizens
Lack of residence permit	+	-	-	-
Residence permit for a fixed period	+	+/-	+/-	+
Settlement permit	+	+	+	-
Residence permit long-term resident of the EU	+	+	+	-
Refugee status	+	+	+	-
Subsidiary protection status	+	+	+	-
Temporary protection status	+	+	-	+

+/- access with limitations

Source: based on Dąbrowski P. 2015. *Instrumenty prawne polityki społecznej i edukacyjnej a prawa cudzoziemców - obywateli państw trzecich* [Legal instruments of social and education policies, and the rights of foreigners – third-country nationals] (expertise unpublished)

Foreigners with a temporary residence permit can also study on a fee-paying basis and cover the costs of maintenance with their own resources during the refugee

procedure. But they must obtain permission to stay for humanitarian reasons or acquire a tolerated stay permit.

Access to the system of recognition of qualifications and education

Higher education diplomas issued abroad are not automatically recognized in Poland. The procedure for recognition of a diploma is often required to confirm the educational qualifications of a

foreigner. The office responsible for this procedure of recognition (called “nostrification”) is the Office for Academic Recognition and International Exchange in Warsaw, subordinated to the Ministry of Higher Education.

With the accession to the EU, the Polish state refrained from several bilateral agreements signed with non-EU countries which regulated the mutual recognition of diplomas and certificates. After the change of law in 2015, new procedures were implemented that were more friendly to migrants and refugees wanting to confirm a previously acquired level of education.¹¹⁸ If one has no graduation diplomas it is possible to prove competences on the basis of other evidence and documents. The units conducting training in the relevant field (universities and other institutions of higher education) are entitled to issue such certificates based on all the documents submitted by a foreigner. These documents may confirm the results of the different stages of education, obtained the qualifications or professional, or completed professional training or employment. In case of differences in study programs or if it is impossible to determine the level of education, the university is able to perform appropriate examinations. This

¹¹⁸ Regulation of the Ministry of Science and Higher Education of 19 August 2015 on the recognition of diplomas of higher education obtained abroad and on confirmation of higher education at a certain level of education.

means, however, that the existing system of recognition of education and diplomas is time-consuming.

It is problematic to obtain the documents required by those foreigners who were forced to flee their country without proper documents (due to war or conflict). Repossession of such documents may be impossible if no contact with the relevant institution is possible.¹¹⁹

The process of confirming professional qualifications in Poland is time-consuming, and sometimes also costly. The request for initiation of proceedings on the recognition of professional qualifications may be expanded. Such requests should be submitted to the institution which is the competent authority in matters of recognition of qualifications to perform the job. Such an evaluation process usually takes three months and it is discretionary.¹²⁰ The recognition of qualifications in some specific

¹¹⁹ Bieniecki M. Kaźmierkiewicz P. 2008. *Integracja imigrantów w Polsce [Integration of migrants in Poland]*, in: M. Bieniecki et al. (eds.), *Jak witać imigrantów w Polsce [How to greet immigrants in Poland]*. Warsaw: Institute of Public Affairs.

¹²⁰ Regulation of the Ministry of Science and Higher Education of 9 October 2008 on application forms for initiation of proceedings on the recognition of professional qualifications.

occupations (e.g. engineer, architect, lawyer, nurse, pharmacist, doctor, dentist) is undertaken on the basis of separate regulations adopted for each of these professions alone. Recognition of qualifications in all other regulated professions shall be under the general system for the recognition of professional qualifications.

In practice, this process is difficult and time-consuming, and in case of foreigners possessing the documented education and qualifications often determines the possibility of finding a job equal to the profession, and often of finding any job at all.¹²¹

¹²¹ Czerniejewska O., Kochaniewicz A. 2015. *Niedobrowolne wybory. Bariery w integracji ekonomicznej cudzoziemskich pracowników [Involuntary choices. Barriers to economic integration of foreign workers]*, in: N. Bloch, I. Main, K. Sydow (eds.), *Nie dość użyteczni. Zmagania imigrantów na lokalnym rynku pracy [Not quite useful. The struggles of migrants into the local labor market]*. Poznań: Centrum Badań Migracyjnych, pp. 85-

CHAPTER 3: Developing and effective strategy of adult migrant education

Challenges and opportunities of adult migrant education in Poland - theory and practice

Poland has not developed a strategy of adult migrant education yet. Similarly, as in the case of an integration policy, the actions undertaken in the area of education can be defined as selective and limited. These actions are relevant to selected groups of foreigners, e.g. refugees. As a result, other categories of foreigners living in Poland, often more numerous and demanding integration programs, such as labour migrants or members of their families, are ignored. There is no strategic plan or open access to the educational system (formal and informal). Moreover, the main organizations which are active in this area are NGOs, rather than state institutions, and education and integration programs are funded by European funds.

When analyzing the current formal and legal solutions in the education system (public and private) available to adult migrants in Poland, its accessibility and operation in practice, three areas that are

crucial for the functioning of foreigners in Polish society and in the labour market can be pointed out. They are essential to the process of integrating foreigners into Polish society.

Availability

In Poland, only two categories of migrants are entitled to the integration courses run by state institutions: 1) foreigners with refugee status or subsidiary protection, 2) repatriates and their family members (including foreign spouses). Polish language courses for other migrants are not organized by the state institutions, although there is a wide range of such courses organized by NGOs, which are usually free (or available for a small fee to encourage foreigners to participate in these courses).

Language courses

The general standards for the conduct of language courses

are described in the Regulation of the Ministry of National Education of 2011 on the framework curriculum and courses of Polish language for foreigners. It specifies that the courses should be tailored to the age, origin, needs and abilities of the participants. In practice, however, free courses of Polish language for foreigners are limited in time and are run at a low level. In addition, there should be a stronger emphasis placed on increasing the availability of Polish language courses for foreigners. Acquiring linguistic competency in Polish is essential for foreigners. Without it foreigners will find it next to impossible to find better-paid employment and to establish satisfactory relations with the local community.

Consulting and training

Examples of good practices

Courses of Polish Language

Foreign Language Teaching Foundation Linguae Mundi, project „General and specialist Polish language course for

Actions addressing foreigners in the field of education should include at least information about employment opportunities and ensure access to vocational training. Migrants often complain about insufficient knowledge related to the law and formal procedures, the labor market and employment opportunities, as well as about the lack of opportunities for participating in training programs, and insufficient offers of Polish language courses. Unfortunately, low awareness of their rights and benefits is common, as well as an inability to access employment opportunities. There are often major difficulties in getting Polish authorities to recognize their qualifications and certificates of skills which were obtained in their country of origin.

foreigners with elements of e-learning. ¹²²

¹²² Information quoted from: <https://ec.europa.eu/migrant-integration/intpract/general-and-specialist-polish-language-course-for-foreigners-with-elements-of-e-learning---kurs-jzyka-polskiego-ogolnego-i-specjalistycznego-dla-cudzoziemcow-z-elementami-e-learningu>

The main objective of the course is to increase language competence of foreigners, to familiarize them with the Polish culture, institutions, law and history, and, in this way, to facilitate effective functioning in Poland and integration with the Polish society. An additional important part of the course - introduced as a result of the evaluation survey conducted among immigrants - is Polish language courses with an emphasis on elements of business language (vocational orientation for migrants). Such an emphasis helps foreigners function better in their work environment.

Polish language lessons are carried out by English, Russian and French language instructors in the Foundation and on-line (e-learning). The course prepares students for the state certificate examinations. A certificate in Polish as a foreign language issued by the State Commission for the Certification of Proficiency in Polish as a Foreign Language is necessary to obtain Polish nationality.

The main aims of the project are as follows:

- Improve language competence to effectively function in Poland and to improve integration within

Polish society, as well as to obtain an objective confirmation of the level of language proficiency by taking a state exam and getting a certificate in Polish as a foreign language;

- To familiarize students with Polish culture and Polish reality (law, institutions etc.) which facilitates effective communication, getting a job, contacts with public institutions and social inclusion;

- Preparing immigrants for education, self-education and the acquisition of new skills, familiarizing them with a modern educational tool in the form of e-learning which will extend the possibility of using various forms of support within the educational process;

- Including language elements of a specialized field (e.g., business) in the course program allows for better functioning in the work environment, more effective cooperation and will increase motivation to find work;

- Increasing the attractiveness of foreigners in the labour market in the eyes of employers due to the language

qualifications documented by state language certificates.

- The course program covers the following elements:
 - General Polish language lessons (8 months, 4 hours a week) conducted by English, Russian and French language instructors
 - Free of charge language consultations
 - Lectures on knowledge about Poland (Polish history, law and culture)
 - Cultural workshops, Movie evenings, Evenings of Nations, trips
 - Access to educational materials on the e-learning platform, activities on-line
 - Possibility of obtaining a state certificate in Polish as a foreign language, necessary to obtain Polish citizenship,
 - Additionally: Polish language course with elements of business language - on-line (participants of the course receive scripts supporting learning Polish with elements of business language)

Courses and training

CeBam Migration Research Centre in Poznan, the project

*“AMIGA Active MIGrAnts on the local labor market”.*¹²³

Project Amiga includes activities for the integration of foreigners to improve their quality of life in the city. The aim of the project is to improve the social and professional integration of foreigners by raising their professional activity on the local labour market. The actions implemented under the project include, among others, organization and coordination of workshops for migrants (e.g. “Step by step to your own business in Poland”), individual counseling and Polish language courses. The project is implemented at the local level (city of Poznan), in partnership with other European cities (sharing of experience and best practices).

*Foundation for Somalia, the project “Immigrants in action”.*¹²⁴

The main objective of the program is to support the integration and activation of foreigners seeking employment in Poland through supporting their entrepreneurship. The aim of the project is to allow

¹²³ <http://amiga-project.eu>

¹²⁴ <http://pl.immigrantsinaction.pl/o-projekcie/>

foreigners to gain work experience consistent with their skills and qualifications (e.g. through the implementation of an internship program), to increase the qualifications of foreigners or to provide them with certificates that qualify them for skilled employment. The program includes projects aimed at foreigners – particularly, citizens of third-World countries. The “Active + Legally” project offers coaching (assistance in career planning in line with the interests and education), professional counseling and legal consultation (including training on how to start their own business in Poland). Among these are free computer training and courses in the Polish language.

*Intercultural Center for Vocational Adaptation at the Institute of Social Prevention and Socialization (established in 2004, ended its activities).*¹²⁵

The aim of the project was to facilitate the process of entry to the labour market in Poland

¹²⁵ Babis P. 2012. *Wpływ Unii Europejskiej na budowę polskiej polityki integracyjnej* [The impact of the European Union for the construction of Polish integration policy], in: M. Bieniecki, M. Pawlak (eds.) *Praktyki integracji. Doświadczenia i perspektywy* [Practice of integration. The evidences and perspectives]. Warsaw: Caritas, p.129.

for foreigners entitled to work in Poland (repatriates, refugees, labour migrants). The main strategy for achieving this goal was to combat existing barriers, social exclusion and discrimination. The activities undertaken by the Centre included courses and training, the organization of Advisory Center for Migrants and Refugees and providing assistance and intervention in critical situations. The courses conducted included career counseling, training in writing resumes and preparing for job searching. The courses were tailored to the needs of foreigners. One of the most interesting courses was for opening their own business because it is the easiest way for foreigners to find a job in Poland. This project was used as a good practice for other projects implemented in Poland in the following years.

Summary

To summarize the analysis of the education system in Poland as it addresses issues related to adult migrants, it should be emphasized that its development took place mostly during the last decade after Poland’s accession to the EU. However, there are still many

gaps and weaknesses that require a more active role and more institutional engagement at different levels representing the public (state) sector, local government and non-governmental sector. It is necessary to develop a long-term strategy for developing the integration policy of foreigners and its framework for action in the field of education. This strategy should be based on the experiences of other countries and the potential implementation of proven programs and practices. The exchange of experiences between countries such as Poland, which are in the initial phase of developing an integration and education policies for migrants, and those EU nations that already have long-term experience in this area is urgently needed and important.

One of the main gaps to be filled is the continuing poor access for foreigners to language courses public and free (or where foreigners are only charged a nominal sum). Polish language proficiency is a key determinant for finding migrants in Polish society and the Polish labor market, as well as being a necessary element in the process of acquiring Polish citizenship. Another weakness is

the low quality of learning opportunities for migrants, its geographical limitation to the big cities and the lack of elements of intercultural education in the school system. Another important weakness is the insufficient cooperation of various entities and actors at the national and local level (administration, local authorities, NGOs, migrant associations). There is no institution supervising and coordinating the development of educational activities aimed at migrants which are implemented in practice by many different actors.

In practice, educational activities targeted to adult immigrants in Poland are carried out mainly by NGOs and financed from European funds. One can observe a certain vicious circle: NGOs implement educational programs, because those offered by state institutions are rare and inadequate, making them the most active player in this area, while state institutions feel therefore exempt from the obligation to take an increased role in this area which is dominated by NGOs. Another loophole, which requires the adoption of specific measures is validation of professional qualifications. In Poland official

determination of qualifications of foreigners is a lengthy and, sometimes also, a costly process.

To date, Poland has not developed an integration strategy and adult education of migrants can be defined as selective and limited. Integration activities provided by the state are addressed only to select groups of foreigners (refugees and foreign family members of repatriates), leaving out other groups, often more numerous and demanding of integration programs, such as migrant workers and members of their families. It is also difficult to talk about the system's features and universal

access to the education system (formal and informal).

In analyzing the current formal and legal solutions for the education system (public and private) available to adult migrants in Poland and its functioning in practice, three main areas should be pointed out. These are: improving the availability and quality of educational offer, the organization of language courses and the development of guidance and training for foreigners. Solving these issues is crucial for the functioning of foreigners in Polish society and in the labour market. They are also essential for the integration process and require active measures from the state.

SPAIN

CHAPTER 1: The Spanish migration background

Overview of the Situation of Immigration Dynamics and Migration Policies

Over the years, Spain has dealt with high rates of immigration and a large immigrant population. This trend has increased slightly since the 90s until 2009. The reasons for immigration to Spain was due to, among other things, the level of human development, particularly the high life expectancy and good education and health level of the country. During the year of 2009, the number of immigrants

began to stabilize, and in 2015 the number of foreigners decreased by 229,207 people, while the number of Spaniards increased by 156,872 people (INE, 2015). These variations are shown in the Table 1.

The graph in Figure 1 shows the change in the number of Spanish people and foreigners since 2005 until the present.

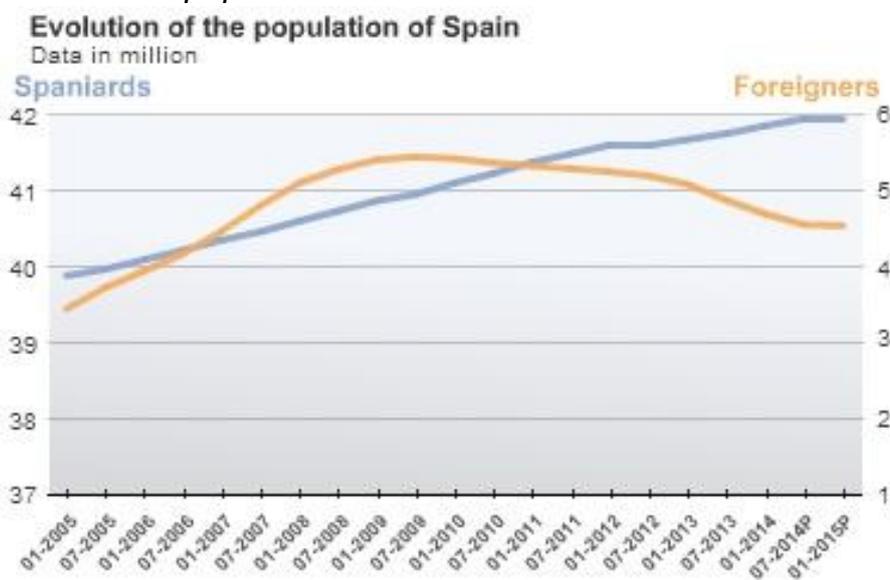
Population of Spain	Population in 01/01/2014	Population in 01/01/2015	Variation (%)
Total population	46.512.199	46.439.864	-0,16
Spaniards	41.835.140	41.992.012	0,37
Foreigners	4.677.059	4.447.852	-4,90

Table 1. Source: National Statistics Institute, 2015.

The decline in the foreign population is reflected in the decrease of 101,068 foreigners in the Social Security register and an increase of 82,530 of non-Spanish EU citizens with family members identified with non-EU nations. In the same year (2015), 205,807 residents

acquired Spanish nationality. This fact is made possible due to the “Plan Intensivo de tramitación de expedientes de Nacionalidad” (Intensive Programme for processing nationality requests), through the Resolution of 6 April 2015.

Figure 1: Changes in Immigrant population relative to Spanish population between 2005 and 2015. .



Source: Statistics National Institute of Statistics.

The need for this plan was due to the fact that since 1995 the number of immigrants who wanted to obtain Spanish nationality grew and successive governments had approved extraordinary regulatory processes, all of which led to a massive increase in applications, which could not be approved. Therefore a plan was adopted, in which a variety of actions were contemplated including regulatory, technical and management rationalization, leading to the digitization of records and electronic processing in order to speed up the adoption process and to implement the legislation.

According to the data collected by the National Institute of Statistics during 2013 and 2014, the main nationalities of the foreign immigrants were Romanian (with 29,968 arrivals in Spain during 2014), Moroccan (20,163 arrivals) and Italian (14,955 arrivals). Among the 15 nations with the highest immigration flow, Ukraine (41.2 percent more than in 2013), Venezuela (34.9%) and Romania (24.0%) were the countries with the largest relative increases in the number of arrivals to Spain (National Institute of Statistics, 2015).

BOX 13: Data of legal immigrants in Spain

According to the Permanent Observatory for Immigration (2015), the number of legal immigrants in Spain, foreigners with registration certificate or residence card stood at 4,925,089 as of 31 December 2014.

Foreign nationals' access to residence in Spain is defined by two legislative procedures:

The EU scheme is the basis for determining the legal status of foreigners. this applies to nationals of countries in the European Union and countries from other states that are party to the Agreement on the European Economic Area (Iceland, Liechtenstein and Norway) and the Swiss Conference as well as their families and the families of Spaniards who are nationals of third countries.

On 31 December 2014, the number of EU citizen residents in Spain amounted to 2,403,127 and 370,580 in the case of family members that included third country nationals in Spain. Thus, the total number of foreigners from European Union countries stood at 2,773,707 residents. There has been an increase of 82,530 community residents (3.07%) annually. Romania was the country of origin for the largest number of immigrants with a total of 953,183 (i.e., 34.37% of the total number of foreigners). The highest absolute increases were observed in Romania, Italy, UK, France and Germany.

The continent with the largest presence of nationals in Spain is Africa; this represents 44.95% of all foreigners in the country. The African country where most of the immigrants to Spain come from is Morocco, with 734,297 Moroccans, i.e., accounting for 75.96% of all African immigrants.

Central and South America account for 31.15 percent of all foreigners in Spain. Ecuador (172,577), Bolivia (104,463) and Colombia (101,782) together account for 56.55 percent of the total number of immigrants from South America.

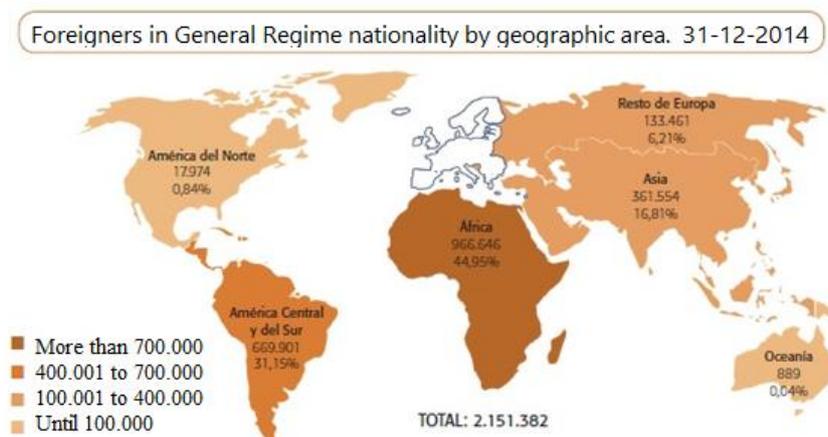
The Asian continent is in third place with 361,554 foreigners, i.e. 16.81% of the total. Every other foreigner from Asia in this regime is a national of China which comprises 51.83 percent of Asian residents.

Nationals from other European countries accounted for 6.21% of all foreigners in this regime. These include nationals of Ukraine (76,059) and Russia (33,709), which together account for 82.25 percent of immigrants of this area.

North America represents a 0.84 percent, with a total of

17,974 immigrants, of which 10,832 are US nationals.

Figure 2: Nationality of foreigners residing in Spain shown by Geographic Area.



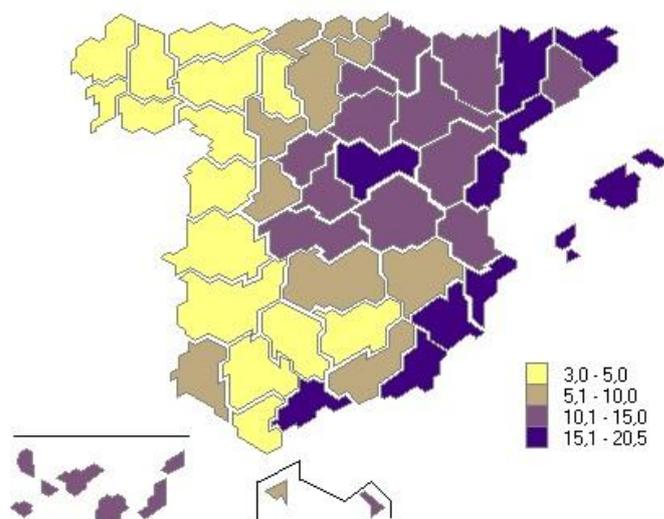
Source: Permanent Immigration Observatory. Foreign residents in Spain, 2014.

Another issue to remark is how the foreign population is distributed in Spain, since there are significant differences between regions. There are several regions, e.g., Balearic Islands, Murcia, Valencia and Catalonia, where the percentage of foreigners exceeds 15% of the local population of the autonomous region. Moreover, the number of foreigners is higher in certain areas such as big cities, islands and the Spanish Mediterranean Coast, while other areas such as the peninsular northwest and less populated municipalities in the interior have lower percentages of foreigners. In Figure 3 you can see a map that shows the percentage

of foreign population by province according to data from the National Institute of Statistics (2011).

To conclude, we can say that according to Maria Dolores Garcia Barrera (2009), the causes of migration to Spain are different: economic dynamism has been visibly evident since the introduction of the euro and the appeal that this entails for migrants from Latin American countries; linguistic and cultural proximity of Latin American countries; geographical proximity to North African countries near Spain.

Figure 3: Percent of foreigners by province.1. Source: Statistics National Institute, 2011.



Regarding immigrant distribution by region, it is observed that foreigners tend to settle in areas that have greater economic dynamism.

The development of immigration policies

In Spain, legislation on immigration¹²⁶ began with the Spanish Constitution of 1978, which stated in Article 149 that the State has exclusive competence to legislate and determine nationality, immigration status, refugee and asylum status. Article number 13.1 established that foreigners would enjoy the public freedoms guaranteed and established by treaties and the law.

According to Delgado (2002: 110), "although an upward trend is seen in the number of foreign residents from 1978, when the Spanish Constitution was adopted, it represents a negligible proportion in terms of population problems."

As Conejero (2012: 9) highlights, the migration issue has been observed only by NGOs until the first law regulating this phenomenon in Spain was passed. Organic Law 7/1985 of 1 July on the Rights and Freedoms of Foreigners in Spain, commonly referred to as the Aliens Act, as its title suggests, reveals the way in which this subject matter was discussed and also reveals the ignorance surrounding the phenomenon of immigration at the time.

Until then, there were only a few regulations controlling the

¹²⁶ For more, see: <http://extranjeros.empleo.gob.es/es/normativa/index.html>

conditions of entry and the granting of work and residence permits.

In 1991 the Foreigners' Office and Migration Board was created, a year later the International Commission on Immigration was created and in 1994 the first Plan for the Social Integration of Immigrants was approved, which incorporated the Forum for the Integration of New Immigrants and the Permanent Observatory of Immigration to Spain.

Royal Decree 155/1996 of 2 February was the first to introduce the permanent residence permit and regulated the right to family reunification. Moreover, its third transitional provision opened a third regulation: 24,691 irregular migrants were regularized, with permits that were distributed as follows: work and residence permits (17,676) and residence permits (7,015).

We should note two important laws in the general framework of legislation concerning immigrant status in Spain : the Organic Law 4/2000 of 11 January on the rights and freedoms of foreigners in Spain and their social integration, which has been amended by other decrees; the Royal Decree 1800/2008 of 3 November regarding the implementation

of the Royal Decree-Law 4/2008 of 19 September which allows advance payment and cumulative unemployment benefits to foreign workers who have lost their job in Spain and voluntarily return to their countries of origin.

In 2005, the Support Fund for the Reception, Integration and Educational Support of Immigrants and the Forum for the Social Integration of Immigrants, a collective body of consultation, information and counseling (it is attached to the General Directorate for the Integration of Immigrants) were created.

Within the Secretariat of State for Immigration and Emigration, there are also other corporate bodies such as the High Council on Immigration Policy, the Permanent Immigration Observatory and the Inter-Ministerial Commission on Immigration. The Superior Council on Immigration Policy is the official body for coordination and cooperation between the central government, the autonomous communities and local governments in activities affecting the policy of integrating immigrants. This Council manages the Fund to support the reception and integration of immigrants and

educational support. The Strategic Plan for Citizenship and Integration also approved a budget of 2,000 million euros for the period of 2006-2009. (Conejero 2012: 18).

To other regulations governing international mobility: Order ESS / 1571/2014 of 29 August which established the amount of fees for processing administrative authorizations for international mobility; and the Law 14/2013 that supports entrepreneurs and internationalization.

Regulations concerning the citizens of the European Union: Royal Decree 240/2007 of 16 February, on the entry, free movement and residence in Spain of citizens of the Member States of the European Union and other States party to the Agreement on the European Economic Area.

As for the reference to asylum legislation, Spain has the Law 12/2009 of 30 October regulating the right of asylum and subsidiary protection; and Royal Decree 203/1995 of 10 February, approving the implementation regulation of Law 5/1984 of 26 March regulating Refugee Status and the Right to Asylum a, amended by Law 9/1994 of 19 May.

There are several decrees regulating the free movement of

workers within the Union: the creation of a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union which established the model of a uniform format for residence permits for third-country nationals, drew the list of third countries whose nationals are subject to visa requirements when crossing the external borders and the list of third countries whose nationals are exempt from that requirement and a uniform format for visas is established.

As regards asylum, the European Union highlights Regulation No 604/2013 of the European Parliament. The Council of 26 June 2013 established the criteria and mechanisms for determining criteria that the Member State is responsible for examining an application for international protection lodged in one of the Member States by a third-country national or a stateless person.

Migrant Integration Policies

At the state level, the state immigration policy is attributed

to the Secretary of State for Immigration and Emigration, an organ of the Ministry of Employment and Social Security. It supervises the Forum for the Social Integration of Immigrants, as an organ of consultation, information and advice on the integration of immigrants. The council of advice is comprised of representatives of the government, major immigrant associations, NGOs, trade unions and most representative businesses and experts. The autonomous communities have also created their own advisory forum (Alemán and Alonso, 2012).

Nowadays, the policy of integrating immigrants carried out by the General Secretariat of Immigration and Emigration and the Migration Board, aims to promote the full integration of foreigners into Spanish society, within a framework of coexistence of identities and cultures limited only with respect to the Constitution and the law.

Grants: there are two different types:

- ✓ Grants to non-profit entities for comprehensive intervention programs in neighborhoods.

The purpose of these grants is that non-profit organizations, NGOs and international organizations based in Spain, could implement comprehensive programs designed to promote the integration of third-country nationals, dialogue, peaceful coexistence, social inclusion and diversity management in neighborhoods with a significant presence of immigrants. The programs are financed by the Fund for Refugee Immigration and Integration.

The goal is to implement comprehensive programs that include character measures in the field of social integration, aimed at all citizens and adjusted to the area where they reside. These programs require a good knowledge of the reality of the residential areas in which they aim to intervene and to design plans for feasible proposed actions that link multiple aspects of the characteristics of the immigrants and residents of the area that may be construed as obstacles to integration.

BOX 14: Funding

The Migration Board (General Secretariat for Immigration and Emigration) holds annual award grants for social non-profit organizations aimed at funding programs that promote social and labor integration of the immigrant population and covering various aspects:

- ✓ Comprehensive reception programs for the provision of basic needs and to support the integration of immigrants.
- ✓ Programs financed by the European Social Fund under the "Anti-Discrimination" in employment program which encourages the incorporation of quality systems for the training and development of professionals and volunteers; awareness and advocacy programs of equal treatment and non-discrimination in the workplace
- ✓ Programs financed by the European Fund for the Integration of Third-Country Nationals such as introductory comprehensive reception, first programs for care, guidance, counseling, and extracurricular education; programs aimed at promoting inclusion, promotion and prevention of health, encouraging participation, to promote equal treatment and non-discrimination in the host society with some programs aimed specifically at women.
- ✓ Comprehensive intervention programs aimed at neighborhoods which have a significant presence of immigrants and designed to promote the integration of third-country nationals population, encourage dialogue, peaceful coexistence, social inclusion and diversity management in neighborhoods with social, demographic and economic characteristics and housing that could hinder a standardized social life. These programs are also financed by the European Fund for the Integration of Third-

- ✓ Grants to nonprofit organizations for programs in the area of the integration of immigrants.

These are the programs aimed at helping immigrants acquire knowledge and skills necessary to function in Spanish society (information, guidance and advice on the host society, including programs for learning Spanish or, when appropriate regionally used languages. There are also programs for youth and children in the education

system, specific programs on health, programs aimed at specific needs of women, promotion of equal treatment and non-discrimination in society and programs to identify best practices.

In the legal framework, the Law 4/2000 of January 11 regarding the rights and freedoms of foreigners in Spain and their social integration is most frequently referenced.

Given the legal framework and with the main objective to

strengthen social cohesion, the Council of Ministers approved the Strategic Plan for Citizenship and Integration 2011-2014 (Ministry of Labour, 2011). This plan is supported by the process of consensus-based development, having as participants the autonomous regions, municipalities, social agents, immigrant associations, non-governmental organizations and experts in the field of academia. In addition, prior to its finalization, it was subject to the process of debate open to all citizens and has been submitted for consideration to consultative bodies on integration.

This plan was based on the assessment of the Strategic Plan 2007-2010 and was influenced by the changes in the migration cycle in Spain, in the legal and regulatory framework of immigration and diversity management and European policies on immigration and asylum.

The action areas are divided into specific issues (reception, employment and economic development, education, health, social services and inclusion, mobility and development) and cross-sectional issues (coexistence, equal treatment and combating discrimination, children, youth

and families, civic education, participation and gender).

It is important to stress that the European Fund for the Integration of Third-Country Nationals among its specific objectives for the period of 2007-2013 (FEI) emphasizes the exchange of information, best practices and cooperation between the Member States; development, implementation, monitoring and evaluation of policies and measures for the integration of third-country nationals. The feasible actions for achieving these goals include developing indicators and benchmarks for measuring progress at the national level and developing tools for monitoring and evaluation of high-quality systems of integration policies and measures. (García, 2013: 8).

As we can see from these strategies, initiatives and programs, Spain is making a big effort to achieve the integration of immigrants based on the equality of all citizens, an issue that is central in the current political atmosphere.s. If we have a look at the Spanish context from the international perspective, our analysis supports this positive perception of the work in progress.

In fact, based on the results reflected in the Index for

Immigrant Integration Policy¹²⁷ (MIPEX, 2015), Spain is among the 10 countries where immigrants benefit from favorable policies, together with Belgium and the Netherlands, North America (Canada and the United States), the Nordic countries (Finland, Norway and Sweden) and Southern Europe (Italy and Portugal).

Changes in the context of the country are reflected by the fact that Spain has been a major destination country since 1990's, with 15% of residents born abroad but it has low numbers of 2nd generation immigrants; thus, indicating the recent high rate of increase in immigration to Spain. Also with the current economic crisis/austerity situation Spain has experienced one of the greatest declines and now lowest levels of employment in the EU. Despite the crisis, public attitudes in ES are still very positive towards immigrants (84% of nationals think legal immigrants must have the same rights as nationals, Eurobarometer 2012). Finally, responding to the crisis, the number of new arrivals has decreased and shifted from non-EU labour immigrants to immigration based on family reunion of children and spouses of former labour and regularised

migrants who want to settle long-term in ES or move on to work elsewhere in the EU.

The conclusion of the MIPEX analysis of the 8 areas monitored¹²⁸ in Spain is that, despite the crisis, many policies were maintained and benefited immigrants' social integration during tough times: the right to reunite with family, become long-term residents and, for those who arrive from countries with historic ties, to rapidly integrate into the Spanish democratic community as full citizens. However, inaction and set-backs during the crisis may have undone some basic achievements that guarantee equal protections for all vulnerable groups in Spanish society without providing adequate replacements (e.g. labour market integration for unemployed non-EU citizens, health entitlements, National Integration Fund, consistent support in and outside school for pupils, Education for Citizenship and Human Rights). Data and evaluations are still being collected in Spain, so it is difficult to say more about the effectiveness of many integration policies.

¹²⁷ For more, see <http://www.mipex.eu/spain>

¹²⁸ MIPEX analyses 8 policies areas of integration: labour market mobility, education of children, political participation, family reunion, access to nationality, health, permanent residence and anti-discrimination.

Identifying Educational Needs of Adult Migrants

The results of some recent studies, which may assist in identifying the profiles of adult immigrants who apply for

training educational programs are given below.

BOX 15: The case of female migrant students

In 2004, with the aim of meeting the needs, motivations and demands of immigrant female students in the centers of Adult Education and the satisfaction of the students in relation to the education they receive, a research project was developed using primarily qualitative instruments accompanied by quantitative. The fieldwork was assisted by the DGs responsible for Adult Education. It was carried out in Valencia Aragon with two "units" (or samples) and three units were studied in the community of Madrid. It was observed that there were more and more people over 16 years in the training centers and Adult Education programs. These centers faced the challenge of welcoming and responding to their educational needs. The research results cannot be generalized to the entire population, since the sample taken is not representative but it does allow us to obtain knowledge of the general problems facing the adult immigrant population. Elejabeitia

According to the author, the objective needs of the immigrant population have focused on "formal regularization," acquisition of the language of the country of their destination, a job or sufficient economic means, an address and to be literate. However, different academic situations, in this case that of immigrant women, leads to educational needs that are beyond literacy or language learning. Hence, the centers also offer immigrant women access

to primary and secondary studies, vocational training and non-formal teaching and learning. Whatever their needs and their demands, the women immigrants must adjust their requirements to those offered at each center. The question in Adult Education is complicated because its original offerings were designed for Spanish people and not for the immigrant population, and is also complicated by the lack of protection and hence safety in which they live and which

hinders both the mobility of women particularly at night and their confidence in expressing their needs.

Immigrant students are a strongly striated group: striated by age, gender, by culture, family situation, and work situation. They are further striated by diverse personal and migratory experiences and aims: one such need is to address the economic needs of the family they left behind. Often only the married couple migrate and relatives in the country of origin bring up some or all of their children.

Immigrants are also striated by the vital moment when they migrate and combine in a single knot their apprehensions and fears, hopes and expectations. They are striated by the situation in which they live: some come alone others with family, some with children others without; some have documentation and others don't; some have jobs and others are unemployed; some have minimum social networks while others have extensive ones with other migrants either from their country of origin or in the region or who share a common language and culture.

The combination of all these elements entails very

different and at the same time greatly changing situations among immigrant women and determines in a personal way the needs of each of them or, in each case, those needs that are most pressing.

The profile of migrant students in Adult Education centers. In 2007, the University of Lleida developed a study in which a questionnaire was administered to 52 teachers working in 30 different adult immigrant centers. The questionnaire were about aspects related with the characteristics of the centers where adult education is taught, the profile of students receiving such literacy and the profile of teachers (Lapresta, Garreta, Llevot, 2007). Based on the results obtained in this investigation, it can be seen that the characteristics of pupils enrolled in literacy programs for adults: 57.70% were born in Spain and 42.30% outside of Spain. This latter group includes those of North African origin (15, 60%), Latin America (8.30%) origin, sub-Saharan origin (7.30%), non-EU European origin (3.90%) and Asian origin (1 %). Considering the age, of migrant students, 34.30% are under the age of 25 and 34.30% between 26 and 35 years. Most immigrant students (72.70%)

had arrived in Spain in the last five years. Within the training demands requested by immigrant students according to the study cited above, 73% were in language learning courses and far below that was computer learning and English at (6.30%). Vocational training (4.20%), general literacy (4.20%), knowledge of society (2.10%) and cooking courses (2.10%) were also courses of interest to students.

A conclusion of this study was the observation that there were two parallel systems operating: one under public governance and other independent of it; there appeared also a mismatch between the two. The system not dependent on public administration has more volunteers, fewer resources and is devoted more to serve recent immigrants.

In 2008, the Board of Social Affairs of the City of Jaen published a research study conducted by Belén Agrela, the professor at the University of Jaen, on "foreign immigrant population in Jaen. Needs and proposals". This is a qualitative study, based on individual and group interviews, and describes in some depth and detail the needs and concerns of the immigrant population residing

in Jaen. The administrative situation is the main concern, in some cases they need to regularize their situation. The integration into the labor market is one of the fundamental elements for achieving social integration, but the educational level they have and the work experience they bring from their country isn't suitable to apply for a job. The study stresses the great eventuality that marks their employment. (Grande and Ojeda, 2012: 35)

Spanish courses for immigrants. De la Flor (2009), in his article on Spanish courses for immigrants, writes that knowing the language of the environment in which one lives is synonymous with participating in society. Mastering the language is basic to not being isolated. In turn, he explains that Spanish programs for foreigners contain common themes regardless of whether they are addressed to immigrants. Due to the scarcity of resources, and the precariousness of materials, responsibility for how to address the issues and the decision to add or avoid any incorporation of resources into the course falls squarely on teachers. For the teachers working in classrooms for

immigrants to Spain, language is viewed as the main driver of integration.

As we have seen above, Spain has a significant number of immigrants. However, the immigrant population varies tremendously in demographic, socio-psychological, and cultural variables and, therefore, they also vary in terms of educational needs. First we should differentiate between immigrants from developed countries and those from underdeveloped or developing countries. At the same time, it is important to know the culture of origin and that there are cultural differences in how the world and the predisposition toward learning and daily work is interpreted. Keep in mind that in order to define the particular educational needs of each immigrant student, numerous individual, social and cultural factors are involved.

Within the set of educational needs, the main one is the knowledge of the Spanish language, as this need affects most of the other needs, because language competency facilitates integration, as noted before it is integration. We also have to consider levels of linguistic competency in all of its aspects (oral, written, and

various relevant socio-linguistic codes).

To meet the needs any adult immigrant presents, you have to know the level of training they have already had. There are many possibilities in this respect: they may not have been previously enrolled; may have difficulty reading-writing or with numerical calculations; they may not have a degree in or much knowledge of digital literacy and using new technologies; they may be self-taught without any formal training, etc. Considering the above, we can say that the educational needs that may present adult immigrants, among others, are: language; cultural competency in the culture of the country of destination (ie., Spain); knowledge of the country's educational system; preparation for the workplace; technological knowledge; access to medical, police, and support services; knowledge of regulations, procedures and services that regulate public life; and basic social skills.

From a pragmatic point of view, it is generally accepted that linguistic integration is the first step for school, employment and social integration of immigrants. In the earliest stages of education

(kindergarten and primary) learning the language of the host country is by immersion and / or through compensatory educational measures (including standardization of the language program design, pedagogical support, provision of services

for their support...). With regards to secondary education, the issue is more complicated and we have to recognize that we are still missing “pedagogy in the host language”. (Marti and Miller, 2003).

CHAPTER 2: Adult migrant education in Spain

The Spanish Adult Education System and Infrastructure

To discuss the Spanish educational system, we must refer to the Organic Law 8/2013, of 9 December, which targets the improvement of educational quality (LOMCE). That law does not replace, but it is rather a modification of the Organic Law 2/2006 of 3 May, of Education.

Figure 4¹²⁹ shows the complete educational stages in the Spanish education system. As shown in Figure 4, compulsory education ranges from 6 to 16 years. At After age 16 adult education begins.

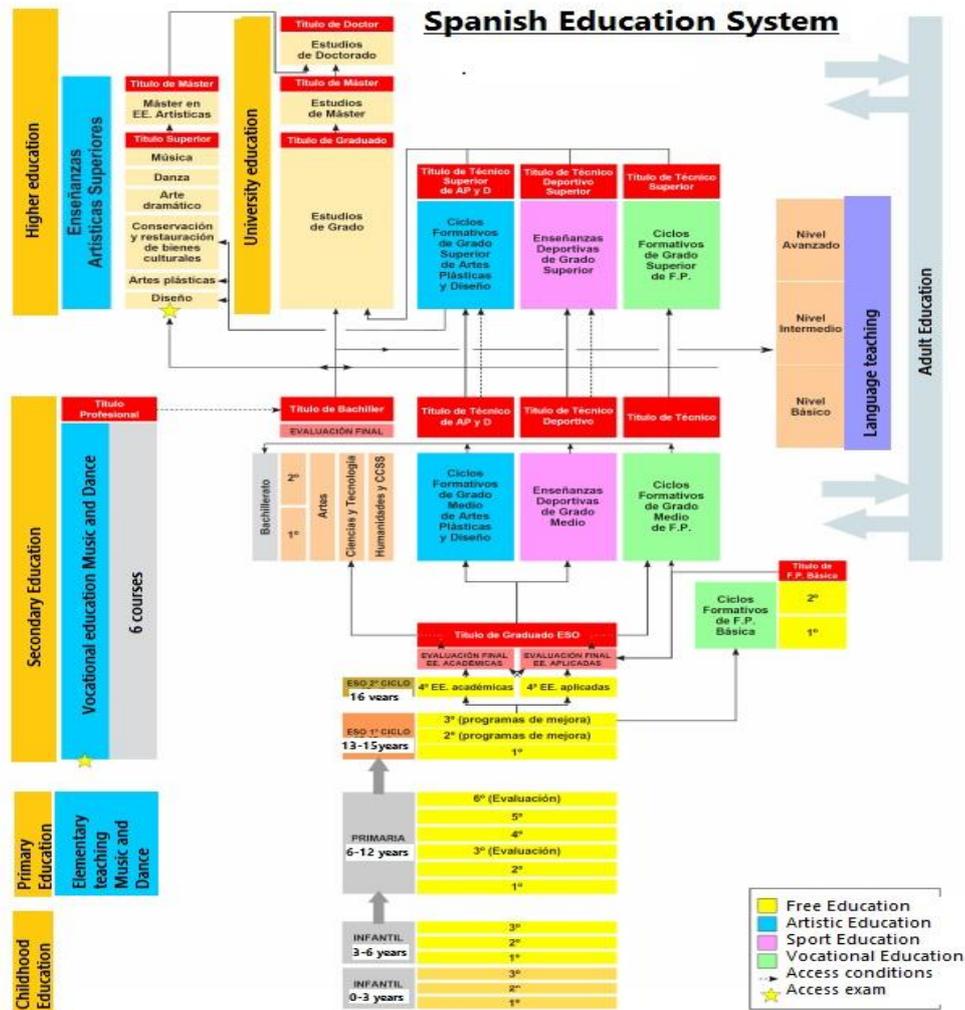
The education system is comprised of a non-compulsory kindergarten and then free compulsory education covers from 6 years to 16 years, which includes primary education (6 years -12 years) and compulsory

secondary education (12 years - 16 years), after reaching 16 years of age, the student may receive a degree in Secondary Education. After that non-compulsory education begins, which may include either Initial Vocational training or High School.

Spain has a new a Strategic Plan for Lifelong Learning (Ministry of Education, Culture and Sport, 2015). This plan proposes action lines and objectives marked for the period between 2014 and 2020. Its purpose is to mobilize education and training and thus to contribute to the Europe 2020 Strategy.

¹²⁹ The picture is adapted and translated from the original. For more details, see: <http://www.mecd.gob.es/educacion-mecd/mc/lomce/inicio.html>

Figure 2: The Spanish Education System. Source: <http://www.mecd.gob.es/educacion-mecd/mc/lomce/lomce/itinerarios.html>



In the Spanish Ministry of Education website, there is a section devoted to lifelong learning. This Ministry is responsible for the training offered to adults and on this page useful information related to Lifelong Learning (LL) is provided, among those features pertinent to migrants are: Adult

training in Ceuta and Melilla, distance learning, possibilities for obtaining the titles of ESO and Bachelor, Educational Resources, Awards and grants for activities that promote learning throughout life and reduce the early leaving of school.

When at the website of the Ministry of Education, Culture and Sports, there is a section specifically designed for adult education.

In that paragraph the meaning of adult education is defined as follows: *Everyone should have the opportunity to train over life, inside and outside the education system, in order to acquire, update, complete and extend their skills, knowledge, abilities, aptitudes and skills for personal and professional development.*

In short, it means the acquisition of personal and professional skills as critical goals that when achieved, improve the quality of life.

Through this portal for information and guidance is presented various training options and existing paths described as follows:

- The tool "Find out", which is designed to accompany people through the process of guidance and counseling. It is also intended to show the variety of itineraries. It is an informative complement and provides personalized and comprehensive guidance. Interested persons can contact a network of counselors who are

in public institutions related to education, employment and social affairs.

- Teaching materials include tools for the development of educational content and orientation portals and other resources available to students, families, teachers and, in general, for all those who need to learn or accompany the learning of others. The aim is to eventually create a space for self-learning which makes possible both the autonomous preparation of free access tests and obtain official titles related to such areas as the development of materials and resources for collaboration.

- Information about the educational opportunities available and the connections between the different teaching levels of the educational system, designed to be compatible with the different personal and professional situations of citizens. Requirements, duration, structure, outputs and centers where they are taught: every key aspect is shown including requirements, duration, structure, professional outings and institutes.

Table 2. The pedagogical structure of Spain's national adult education system

TEACHINGS OF NATIONAL ADULT EDUCATION SYSTEM	
Academic non-university education	<ul style="list-style-type: none"> -Initial teaching in presence modality -Secondary Education for Adults (ESPA) in presence modality -Secondary Education for Adults (ESPA) distance learning -Free tests for obtaining the Certificate in Secondary Education -Upper Secondary School in presence modality -Upper Secondary School distance learning -Free test for obtaining the title of Bachelor -Test Access to University (PAU) -Test Access to University (PAU) for over 25s/for over 40 years/ for over 45 years
Vocational training	<ul style="list-style-type: none"> -Basic Vocational Training Classroom -Entrance examination to Intermediate Training Course - Intermediate Training Course in presence modality -Intermediate Training Course distance learning -Free test for obtaining the title of Technical Media -Entrance examination to Higher Level Training Course -Higher Level Training Course in presence modality or distance learning -Free test for obtaining the title of Senior Technician -Certificate of Vocational Competence
University academic teachings	<ul style="list-style-type: none"> -Official teaching in presence modality or distance University Degree -Official Master's Degree teaching in presence modality -Official teaching distance learning Master's Degree -Doctorate -Graduate and university own titles -Graduate distance -Senior university programs
Special arrangements	<ul style="list-style-type: none"> -Professional Plastic Arts and Design (CF Intermediate) -Professional Plastic Arts and Design (CF Grado Superior) -Sports Education Intermediate or Higher Level -Art Education Professional Music and Dance -Higher Artistic Education: Music, Dance, Dramatic Arts, Preservation and Restoration of Cultural Property, Design and Visual Arts

Language Instruction	<ul style="list-style-type: none"> -Language Education in presence modality. -Language education distance learning -Free test language proficiency certificate -That's Inglés! -Cervantes Institute
Open Training	<ul style="list-style-type: none"> -Aula Mentor -Open Training programs modality in adult facilities -Training Programs Open distance learning in adult facilities -Adult Education -Courses massive and open online (MOOCs)
Military teachings	<ul style="list-style-type: none"> -Military lessons for army and navy -NCO military teachings -Military lessons for Official

Source: <http://www.mecd.gob.es/alv/enseanzas.html>

Foreigners under 16 who are in Spain have the right and duty to education, including access to basic, free and compulsory education. Those over 18 years are also entitled to post-compulsory education; this right includes access to the public system of grants. Foreign residents over eighteen years old have the right to access other post-compulsory educational courses, to obtain the corresponding qualifications, and apply for

scholarships under the same conditions as Spanish nationals. (Alemán and Alonso, 2012).

As shown in Table 2, there are many educational opportunities for adults, but as we shall see in the following pages the real possibility of access to adult immigrants are not as large as was is theoretically presented; this is particularly so, if we consider the difficulties that adult migrants have.

Adult Migrant Education Policies

According to Article 27 of the Spanish constitution of 1978, "Everyone has the right to education" and also "Education shall be directed to the full

development of human personality on respect for democratic principles of coexistence and the rights and freedoms fundamental", "The

public authorities guarantee the right of everyone to education, through general education programming, with the effective participation of all sectors concerned and the creation of educational centers".

Through the Organic Law 9/1992, of December 23rd, devolution to autonomous communities, which gained autonomy by way of the Article 143 of the Constitution is granted as a right. Specifically, the attribution for legislative development and implementation of education in all its extension, levels and degrees, modalities and specialties are transferred. That is, each region develops its own educational programs to ensure the integration and education of adult immigrants.

In the Organic Law 4/2000 of 11th January on the rights and freedoms of foreigners in Spain and their social integration we find the right to education developed in Article 9 described as follows:

1. Foreigners under sixteen have the right and duty to education, including access to basic, free and compulsory education. Foreigners under eighteen are also entitled to post-compulsory education. This right includes obtaining appropriate academic

qualifications and access to the public system of grants and subsidies under the same conditions as Spanish nationals. In the case of reaching the age of eighteen years during the school year, they remain entitled to completion.

2. Foreigners over eighteen who are in Spain are entitled to education in accordance with the provisions of the education legislation. In any case, foreign residents over eighteen years old have the right to access other educational stages post-obligatory, to obtain the corresponding qualifications, and the public system of scholarships under the same conditions as Spanish nationals.

3. The public authorities shall promote that foreigners can receive teachings for their social integration.

4. Foreign residents in Spain who have children in their care at compulsory school age must prove that schooling, in a report issued by the competent regional authorities, applications for renewal of its authorization or in its request for long-term residence.

Therefore, adult immigrants are entitled to access to national education program throughout life. In other words, they have the exact same rights to lifelong

learning programs as Spaniards do.

Infrastructure of Adult Migrant Education

The centers where adult education is taught to immigrants are:

- Centres for Adult Education (CEPA). Centers and classrooms for adult generally offer the following lessons: basic education, Spanish for immigrants, workshops and initial vocational training programs, professional technical lessons, preparation for entrance examination and training courses for University for those who are over 25 years of age, and teaching with telematics support (mentor classrooms). The actions carried out for the development of training programs takes place in public schools whose ownership belongs to the autonomous regions and municipalities or associations of municipalities that signed the agreements. In Madrid, there are 69 special schools for adults.
- Refugee reception centers (CAR). They are public facilities aimed at providing accommodation, food and urgent counseling and primary as well as other social services to facilitate the coexistence and integration in the community to

people seeking asylum in Spain or obtain refugee status or displaced in Spain who lack the financial means to meet their needs and those of your family. In Spain, there are four refugee shelters statewide in Vallecas (Madrid), Alcobendas (Madrid), Mislata (Valencia) and Sevilla.

The stay at the centers will last six months, unless prior to the course of this period the administrative record is resolved. In the case of refusal, the beneficiary will have fifteen days to leave the center. Exceptionally and for reasons of necessity, following a report of the technical team the school management may propose to the General Direction of Integration of Immigrants authorization, one time only, for an extension of stay until notification of the resolution of the filing for asylum. Its duration will depend on the individual characteristics of each case. The services offered include: temporary accommodation and support: information and advice on new situations: guidance for inclusion in the educational, health and social system:

psychological care: social care and specialized management of complementary economic aid: development of courses for learning basic language and social skills: counseling and mediation for vocational training and job placement: occupational and leisure activities and free time: awareness and dissemination of the CAR action targeting the host society.

- Religious entities, such as *Caritas* (catholic), which has training centers intended for literacy, language, and school reinforcement for the continued training of professionals.
- Labor organizations, such as Information Centres to Foreign Workers (CITE) were created over 20 years ago, when immigration in Spain was a budding phenomenon. CC.OO. was then the first organization to built a specific instrument for information and advice for both Spanish and foreign workers. Today, the CITE have great social prestige and have consolidated 136 offices located throughout Spain. CITE professionals are equipped skills to receive and serve workers free of charge. Migrant workers also visit CITE offices for information, guidance and advice on all aspects that affect them, whether by application of

the Aliens Act and its implementing regulations or other legislative issues related to migration issues.

- Vocational training centers are under the Ministry of Labour and Social Affairs.
- Civic centers dependent municipalities. An example might be belonging to the municipality of Valladolid, which also includes adult education civic center.
- Associations, foundations, NGOs and social initiative. An example would be Accem (information retrieved from ACCEM website, October 5) which is an NGO dedicated to improving the lives of people who are more vulnerable in our society situation and especially refugees, migrants and people at risk of social exclusion. Since February 1991, Accem is registered as a Non-Profit Association at the Ministry of Interior with the number ID of 97,521. However, its background and experience in the field of support and assistance to refugees and migrants can be traced back to the 1950s. Training is one of the foundations in the daily work of Accem for social integration of migrant groups. Thanks to the training acquired, migrants increase their chances of finding a job, a cornerstone in the

process of social integration of refugees and immigrants. Accem has an important training component adapted to the needs of people. It has comprehensive training

programs for immigrant women, basic skills classes in the Castilian language and culture etc.

Adult Migrant Education Programmes and Methods

In Spain, there are no programs or general methods for the education of adult immigrants, but there are some initiatives undertaken by the institutions themselves. There are also private centers that use different tools, methods, materials, and methodologies, but who do not always respond to a common legal framework. Rather these independent institutions and centers target particular initiatives which can serve to give them an overview of the situation. This more general overview can serve as a framework for analyzing the situation and needs of adult immigrants. Below some of these initiatives are highlighted. *The Institute Cervantes* offers courses of Spanish as a foreign language in all its centers. It also has a Virtual Classroom through which you can learn Spanish online through activities, forums, virtual tutors, chats and automatic tracking system.

- *ACCEM* offers many training programs; three of them are described below:
 - The program of socio-labor focuses on the integration of immigrants in Valladolid (Castilla y León). This project is funded by Obra Social La Caixa. The program is aimed at increasing the employability of immigrants living in Valladolid.
 - The Immigrant Education Program for adult is, devoted to literacy in Spanish for social integration (León, Castille and Leon). The objective of this program is to provide immigrants with the necessary linguistic autonomy to also live independent of outside support and communicate with the general population easily. In the classes the language system and cultural issues are studied. Classes are divided into three levels: literacy, early and advanced.
 - Socio-educational program for immigrants' training (Avilés, Asturias). This program is

funded by the Department of Social-Welfare. The objective of this program is to provide the immigrant community of Aviles with comprehensive training resources and to provide useful tools in different areas of daily life that help migrants achieve personal autonomy. The fields of health, housing, education, employment, new technologies and citizen participation are also of foci of this program.

- *Nahono* is a method of literacy for immigrants of Arabic language, developed by Professor Maria Eugenia Gomez André, EPA public center (center of adult education and promotion). The Regional Government of Education and University Planning promotes the publishing of the method.

- *Spanish for you* is a book with worksheets developed for immigrant students by teachers of Almeria, El Ejido and Cuevas (Andalusia).

- *Jcllic*: Spanish vocabulary by centers of interest. Prepared by

César Barbadillo Ramos, CRA Alhándiga, The Maya-Salamanca (Castille and Leon). Interest fields are: media, transport, body, college, professions, animals etc.

- *Social skills workshops* offered by the Association “Cantabria Welcomes”. The Association is a civil, social and non-profit, Non-Governmental Organization, which is intended to accommodate and to integrate immigrants into Cantabria society both socially and legally. In their workshops, they focus on various areas of social life including the administrative structure of Spain, rights and duties as citizens, the health system, legislation on immigration, access to housing, the structure of the labor system, eating habits and so on. Each workshop lasts 45 minutes and then includes a question and answer period of approximately equal length.

CHAPTER 3: Developing an effective adult migrant education strategy

Challenges and Opportunities in the Adult Migrant Education

The main barrier that most adult immigrants face when they arrive in Spain is the

language. Clearly, learning the official language of the country of destination is the first step

toward full socio-cultural integration. As we have seen throughout this document, in Spain there are programs to overcome this language barrier, and all programs face this as the first point of intervention. Both immigrant children and adults need to learn the local language, and only after that can they acquire the rest of the curricular, cultural, social and labor skills necessary to live in

Spain. Teaching Spanish is a great challenge when training adult immigrants.

As we have seen, there are differences in the rhythms and forms of learning, depending on the country of origin. That is why training is required to adapt to the specific characteristics of each person, and it is, therefore, necessary to establish different levels of learning.

BOX 16: Strategic trajectories of the Ministry

The training of citizens throughout life is one of the challenges of the political authorities. Education is the key to integration, coexistence and participation in the environment. The strategic trajectories of the Ministry are:

- To provide widespread access to information, guidance and advice for all citizens who participate in lifelong learning
- To improve the quality of lifelong learning
- To encourage innovation
- To adapt to the training of personal, social and labor supply needs of these citizens
- To develop flexible systems and training pathways
- To increase the percentage of citizens participating in educational activities and lifelong learning skills
- To boost the effective stay of citizens in different forms of training

Specific actions that are being carried out are:

- and advice via the website
- of the Ministry of Education throughout life.
- The establishment of systems for the validation of non-formal and informal learning for adults and also to access different levels of qualifications

- Boosting demand through providing information, guidance

and thereby further education trajectories of students.

- The improvement of the quality and effectiveness of training through teacher training, curriculum materials creation, self-assessment tools, etc.

- Educational action intended to fit into labor market needs, detailing the level of qualifications and skills acquired through a national catalog.
- The recognition and disclosure of actions taken by private entities and adult centers.
- The objectives of the strategic plan for citizenship and integration in the area of education are:
 - To guarantee access and permanence in the educational system regardless of the origin of citizens.
 - To promote success at school (especially at compulsory levels) and to contribute to the reduction of inequalities.
 - To adapt and to strengthen the capacities of educational institutions and communities to foster the areas of social and intercultural coexistence.
 - To promote the integration of schools with their environment and community life.
 - To contribute to the civic education of students to avoid or drastically reduce incidents of racism and xenophobia within the framework of a model of intercultural coexistence founded on human rights.
 - To strengthen the plurality of agents in the education system.
 - To improve procedures for professional recognition of qualifications and accreditations.

Planning and Evaluating Adult Migrant Education Policies: Indicators of Development, Implementation and Evaluation

As we saw earlier, there is a national Strategic Plan for Citizenship and Integration 2011-2014. The plan envisages the education and training of immigrants.

The assessment of that plan is a comprehensive, participatory and formative assessment is performed in each of the areas of action. Starting indicators are established (defining the starting position), progress indicators (to analyze

and measure the yearly progress), performance indicators (to analyze the effects) and impact indicators are also present.

Through this plan an interim evaluation was carried out in 2012 and an overall evaluation in 2014. Finally, the Directorate of Integration of Immigrants will prepare the report.

Another issue to be assessed is the Strategic Plan for

Lifelong Learning, in which adult education is included regardless sex, religion, culture, gender,

- Increase in the number of requests for information, guidance and advice.

- A number of new measures for information, guidance and advice have been proposed.

1. Widespread access to information, guidance and advice for all citizens to participate in lifelong learning.

2. Improving the quality of lifelong learning.

- Increase in the number of educated professionals involved in specific training for lifelong learning.

- A number of new planned actions aimed at improving the quality of the educational intervention.

- Increased rates of achieved certifications and meeting qualification criteria in courses taught in the lifelong learning program.

3. Encourage innovation.

- Develop a number of actions that recognize good practices, innovation and are transformative.

- Participation rates in teacher training in new

etc. After that, we show evaluation indicators in each of the strategies mentioned above: technologies and innovative methodologies has increased.

- There has been an increase in the rate of new supplies for teacher training.

4. Adapt the training to personal, social and labor supply of the citizens

- Increased enrollment in training methods for specific groups with specific social, occupational or personal needs.

- Increased participation rates in courses related to personal and professional needs.

- Completion rates in courses related to personal and professional needs have also risen.

5. Flexible systems and training pathways

- Increase in the number of people involved taking the free tests due to easing criteria for qualifying for them.

- Improved performance of students participating in free tests.

6. Increase the percentage of citizens who participate in educational activities and

lifelong learning skills levels of these.

- Increase in the percentage of people participating in training activities, both formal and non-formal.
- Percentage of users who have increased their level of qualification through participation in educational activities (qualifications, certifications and step to a higher level).

7. Boosting performance of citizens in different forms of training.

- Increase in the number of shares created to enhance the continuity of training.

- Decrease in those who drop out of training course in the adult education program.
- Decrease in number of ineffective forms of training.

Moreover, each region conducts its own assessments of plans and programs carried out on the integration and education of adult immigrants. The plans must be based on the analysis of the initial situation, i.e., a first analysis of needs and a plan to provide solutions. After completion, the action plan must promote a study showing whether or not they have met the objectives of the plan.

Access to Quality Education

To get a quality education it is important to foster a culture of equality among all citizens regardless of race, religion, sex or age. Investing in education is considered an investment in the future, since education is the engine of the economy and of social cohesion.

Different regulations and plans in the educational system are intended to eradicate illiteracy, to suit the needs and try to solve the initial shortcomings of migrants in

order to integrate them into the system.

There is a correlation between low educational level and unemployment. That is why adult education, whether or not students are Spaniards or immigrants, is a question not only educational in nature but also for success in the labor market.

Collaboration between the Ministry of Education, Culture and Sports with the autonomous regions to achieve

the objectives pursued is essential. In addition to collaboration between the Administration and NGOs, in order to compensate for the differences between the two types of organizations and the actions carried out by them it is important to promote the achievement of common objectives, improve resources, training and thus the performance of both.

As we have seen, there are many possibilities for adults, but the disadvantages which immigrants have and barriers to access to these programs and resources does not all them access to a national arena of genuine equity.

Also, after a literature review, we can conclude that very few studies analyze the quality of the system of adult education, most focus on

results. On the other hand, there is little research focused on analyzing the education of adult immigrants generally. There has only been some scatters research projects focused on specific groups.

We can conclude that easy access to education is a necessity for immigrants to have a good chance at economic success and integrate fully in Spanish society.

Ultimately to achieve quality, a system that addresses the needs of its recipients are required and must, therefore, be flexible and adapt to them. The government's intentions are all carried out by actual actions, implemented through various programs and inclusion strategies. Ultimately these must promote and facilitate access to educational training and resources for immigrants.

CONCLUSIONS

The detailed analysis of migration policies and adult migrant integration in Italy, Cyprus, Lithuania, Malta, Poland and Spain shows that some general trends and problems in this field prevail. Education was mutually recognized as the main element of successful integration of immigrants and the most important sphere that has to be developed. Although every country distinguished particular features of their migration system and policies, there are common issues that all countries face and seek to find solutions for. It was mutually recognized that one of the main reasons for the growth in migration, followed by a need for policies to integrate migrants into the country of their destination is in part due to the creation of the European Union and the Schengen Zone. In all countries concerned, it was also admitted that the EU not only provides funding for migrant related projects, but also encourages society to understand the need of such policies. The greatest development of migration and migrant integration policies were recognized once countries became members of the Union. These countries face a growing

number of immigrants, however, they have rather young policies related to immigrants and their education. Hence, some serious weaknesses and obstacles occur in their methods and measures.

Poland is a transit country which has a homogenous society. Therefore, migrant integration and adult migrant education policies are only at an initial stage of development. According to the MIPEX evaluation, there are a lot of obstacles in this country that have to be faced by immigrants. The government is responsible for a lot of initiatives related to this field but its actions are rather passive. Non-governmental organizations (NGOs) become main actors in the implementation of integration and adult migrant education policies, however, their clout in changing the situation is. The main problems are related to accessibility of education, recognition of previous qualifications (obtained usually in the country of origin), language courses and the issue of obtaining a permit of residence. The 'good practices' policy is maintained by the *Card* system which is a tool for simplifying the procedures associated with the

arrival, stay and study of migrants in Poland.

As for Cyprus, this country is expected to become more attractive causing a bigger influx of immigrants. However, MIPEX evaluated Cyprus as not having a favorable environment for immigrants. On the one hand, big problems surface in the field of citizenship, the implementation of policy that facilitates the integration of migrants and which determine as well as shape the integration of migrant children into the public school system. Moreover, limitations and hostile political forces prevail in the country. Therefore, it is admitted that Cyprus lacks a legal framework for an adult migrant education policy. On the other hand, the Cyprus government not only admits the need for an adult migrant education policy, but also is active in cooperating with NGOs on initiatives related to immigrants. Cyprus is successful in implementing immigrant integration policies at a municipal level and involving teachers into the process which turns out to be a good practice.

Italy is the country that has to deal with the biggest number of immigrants and the scale of this tendency in the future is expected to grow even faster. Due to this fact integration of immigrants is of vital importance

here and thus, a lot of policies related to adult migrant education are provided and implemented. Italy encourages the arrival of young people and students. The government is responsible for education policy and NGOs are also working in this field. Immigrants face problems when it comes to obtaining a permit of residence, recognition of personal qualifications, accessing vocational training and employment institutions that are not working properly. They also lack knowledge of values, social and institutional practices of society at large. However, MIPEX showed that there is a good environment for immigrants since Italy due in part to the flexible system of adult migrant education, local institutions, variety of courses and successful project-based activities. Furthermore, Italy is making progress due to the return immigration policy, the credit system employed by the adult migrant education system and the rule that migrants are obliged to learn the native language.

Malta faces a growing number of immigrants not only because of historical circumstances, but also because it became a member state of the EU in 2004. The main problem here is the temporality of projects related to migrant issues

in which funding dries out before the project is completed or self-sustaining. The situation is worsened by a complex bureaucracy and discrimination in the society. Taken together local attitudes, the lack of funding for projects, and the labyrinthine bureaucracy are big obstacles to immigrants and hinder their successful integration into Maltese society. Moreover, there are too strict rules related to documents required from immigrants and there are no specific measures for adult migrant education. According to MIPEX, Malta is evaluated as a bad country for immigrants. It also has to be mentioned that this country does not have a policy of adult migrant education and this likely results in even more obstacles. The non-governmental sector is recognized as an active player; however, NGOs are sometimes incompetent since measures are implemented by volunteers who lack qualifications or skills. Also, it was also noted that a more favorable environment was created for refugees by NGOs who protect them and provide them with information and skills to enhance their chances at achieving economic and social success. Besides all the mentioned problems and challenges that Malta faces, the

good example of improving literacy can be found.

Spain can be maintained as a good example of migrants' integration and adults migrant education policies. This country has experienced a large number of immigrants even though it faces a huge economic crisis. MIPEX evaluated Spain with high scores and thus its practices can be perceived as a leading example for other countries. For instance, programmes and language courses designed for migrants are implemented successfully. The regional adult migrant education system and the large number of scientific studies are great facilitators in the process of integrating immigrants. Moreover, Spain is very successful at implementing individual measures that match immigrants' needs and encourages faster integration. Furthermore, Spain has created a favorable environment for asylum seekers. However, it has to be admitted that Spain faces some serious challenges such as difficulties and uncertainty of adult migrant education, limitations of citizenship and the fact that the education system is more suitable for Spanish people.

As for Lithuania, It is obvious that one of the main problems

here is that policies and measures provided are not implemented at the practical level. There are a large number of various documents and strategies related to migrant integration, but usually, all of them stay at a theoretical level. Most of the initiatives are created and applied by NGOs, while methods and goals of the government are reflected only in documents and strategies that are not working in reality. Fragmented measures, citizenship problem, the lack of management of migrants' policies are other obstacles that impede progress. All methods and measures are taken individually by different organizations with no clear frameworks that would allow for consistency in the workplace. Therefore, migrant's needs are not matched and integration becomes a huge challenge for Lithuania. According to the MIPEX evaluation, Lithuania has not done enough to facilitate the successful integration of migrants. Nevertheless, a bewildering variety of successful projects and initiatives taken by NGOs can be considered as a good example.

According to MIPEX, the best environment for immigrants is created in Spain and Italy, while the worst conditions for migrants are in Cyprus. In the middle falls

Malta and Lithuania, where migration policies are not working as well as they should be.

Main problems related to migrants' integration and adult migrants' education:

- Passivity of the governments;
- System of language courses is not flexible;
- Lack of information;
- Lack of monitoring and control tools;
- Limitations of activities of non governmental organizations: funding problem and volunteering;
- Measures and methods are not implemented in practice;
- Negative attitude of society;
- Difficulties in obtaining citizenship;
- Migrants' needs are not matched;
- Limitations of vocational training.

It should be emphasized that even though all these countries face some difficulties, they are making progress in developing policies for the integration and education of adult migrants and their

children. Economic growth, the Schengen zone and the recent (2004, 2007) admittances of new members into the EU caused an increase in the number of migrating people to the EU and thus all countries had to update their policies and laws related to this phenomenon. Successful adult migrant education would allow migrants to learn the native language quickly and integrate into the labor market. At present, migrants typically are forced to work at unskilled jobs because of lack knowledge of language and problems related to vocational training and recognition of their qualifications (usually acquired in the country of origin). Governments have provided legal foundation for immigrants' integration, however, they still face a lot of limitations and problems. As a result, non-governmental organizations become main actors in facilitating this process and implementing measures and methods that would help immigrants to settle in. However, their

activities are limited because of funding limitations and volunteers that are not always suitable for teaching language or other skills professionally. All the authors discussed how their respective country faced problems related to poor vocational training, learning the native language, lack of knowledge of culture, lack of knowledge of local systems for obtaining information about their rights and available resources, restrictions on the possibility of obtaining citizenship and the lack of agencies and migrants to be able to monitor and control their status and situation. Limited rights to learn the native language results in lost opportunities to seek citizenship or to become qualified workers and integrate themselves successfully into the labor market. Even though there are a lot of goals and methods provided and a large number of related institutions created, a large number of measures are not implemented.

BOX 18: *Recommendations*

- More activity by governments;
- Flexible system of language courses;
- Individual and specific measures and methods for teaching immigrants;
- Teachers' training;
- Quality education;
- More cooperation between non governmental organizations, governments and the private sector;
- More research on adult migrants' education;

In conclusion, considering the challenges that all mentioned countries face, some recommendations and advice can be given. First, it is necessary to create measures of monitoring that would allow agencies and immigrants to control whether or not all methods and goals are achieved and implemented in practice and what goals still need to be achieved, if any. Cooperation between non-governmental organizations and governments is a must as well as joint adult migrant education-related activities between public and private sectors. In order to match the needs of immigrants, individual measures and a better spread of information have to be guaranteed. Moreover, a larger number of scientific research on migrants'

education, cutting red tape and better training for teachers would be beneficial as well. Needless to say, society plays an important role since its attitude towards immigrants is an important element in creating a good environment for immigrant integration. Since involvement of the society is imperative, positive citizens' attitude should be encouraged and stricter regulation against acts of discrimination need to be implemented. Stable funding for migrant related project would serve to promote the chances of success and continuity of initiatives. Finally, quality education, in general, is a must in order to guarantee successful immigrants' integration not only into labor market, but also into society and culture.

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