



Inclusive Adult Education for Refugees

## **INTELLECTUAL OUTPUT 1**

### **Comparative Study Analysis**

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### **The current situation of refugees in Italy, Greece, Slovenia, Sweden, Turkey and Germany**

Project concept: Susanne-Verena Schwarz



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## Partners involved in the Need Analysis



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## Introduction

The aim of Out-Side-In is committed to qualify multipliers for the inclusion of refugees in adult education, offering new opportunities of interacting and channels of communication between these groups aiming to soften prejudices and to promote awareness as well as respect of multiple perspectives in today's immigration societies.

In order to fulfil these aims and to ensure a high orientation towards the target group, a profound need analysis is required. It is an attempt to give a coherent overview of the situation of and for refugees in the participating countries of the Erasmus+ project Out-Side-In (OSI): Italy, Turkey, Sweden, Slovenia, Greece and Germany. It supplies the basis for the Curriculum and crucial information for the 5-modules.

The analysis consists of 6 country reports, each consisting of a theoretical and an empirical part.

The theoretical part gives information about:

- the current situation of refugees (their origins and numbers),
- the reactions among the receiving societies
- forms of discrimination of refugees in these societies
- overview and information on the legal status,
- overview of adult education in each country in relation to refugees

In addition, each empirical part investigates (via interviews) the situation, experiences and (political) views of citizens, multipliers (our main target group) and refugees (our secondary target group).

The analysis also serves as a basis of knowledge for multipliers (theoretical part) and as mentioned as a foundation for the content of the five modules and Curriculum (theoretical and empirical part).

## Summary

### THEORETICAL PART

#### GERMANY:

From 2015 until July 2016, nearly one million refugees applied for asylum in Germany. In 2014, there were around 200.000. Most refugees in 2016 arrived from Syria (around 42%), Iraq and Afghanistan (both around 15%). At first, especially in the summer of 2015, there was a huge so-called Willkommenskultur (welcoming culture). However, in parallel there were many actions against refugees, as well. The mood changed and discussion got acrimonious after the event on New Year's Eve 2015/2016. From now on, right wing parties (especially in Eastern Germany) gained more votes and numbers of attacks against refugees increased further. Therefore, the constitution again was tightened regarding the rights of asylum seekers.

Right now, the discussion is still heated up, although the number of refugees has declined. 130 million euros are being invested into the education of refugees; mostly for language, job trainings and financial support of communities. Institutions, directly working with refugees are the BAMF (ministry for migration and refugees), community colleges and the federal employment agency.

#### SWEDEN:

More people than ever are seeking asylum in Sweden. Nearly 163.000 sought asylum in 2015. They are mainly from Syria, Iraq and Afghanistan. Hence, borders were closed. Refugees are able to attend community colleges for language learning and to get acquainted Swedish society. It is an aim of Swedish politics to integrate refugees into the labour market as soon as possible. Other important institutions concerned with refugees are the Swedish Migration Agency and the Swedish Migration Board. Finally, schools take care of younger refugees.

Traditionally, Sweden society is open minded and tolerant, public debate is coined by political correctness. Nonetheless, the high number of refugees also led to the raise of right wing

movements. Discrimination can be found on the labour market. In order to integrate refugees, the labour market will change and low paid sector will be established.

#### GREECE:

Since 2015, around one million passed the coast of Turkey to the Greek islands. They want to move on to Northern Europe (mostly Germany and Sweden) and consider Greece a transit state. In 2016 more refugees stayed in Greece informally, because of the closing of the northern borders. In Greece this led to a humanitarian crisis (aggravated by the economic crisis). Flows of migration from Turkey have been stopped because of a mutual agreement between both countries. Like everywhere else, people are mainly coming from Syria, Iraq and Afghanistan.

The Greek society is rather open-minded. At the same time, refugees face discrimination on the job market and in the educational system and typical racist stereotypes exist within society. Further, they are not allowed to move freely. Adult education is not organized systematically for refugees and the Red Cross provides health training. Other initiatives are of private nature (e.g. language courses). Other institutions responsible for refugees are the Greek Police and Army as well as ministries.

#### ITALY:

In 2015, 78.000 refugees lived in Italy. Legislation was tightened and several reception systems ensured the registration of refugees. Compared to the other countries, refugees arrive mainly from Africa (Nigeria, Senegal and Gambia) and Pakistan. Since the economic crisis in 2008, racism is spreading in Italy and there are powerful right-wing parties. Discrimination happens in the job market, in the educational system and the access to public services.

Several public institutions are concerned with refugees, as well as private initiatives and NGO's. Refugees mostly visit language courses to learn Italian properly and vocational training courses.

## SLOVENIA:

Half a million refugees crossed Slovenia in 2015 while only 300 of them applied for asylum in Slovenia. The refugees were mostly men from Afghanistan, Iraq and Iran. Slovenian society is divided into two blocks: One block argues racist and considers refugees as terrorists, the other consists of a strong pro-refugee movement, based on humanitarian beliefs. Hence, refugees face discrimination in everyday situations, as well as in the labour market and when looking for accommodations.

Responsible institutions in Slovenia are the Ministry of Education, Science and Sport, the Slovenian institute for adult migration and several community colleges, providing educational programs (language learning, job market training, etc.)

## TURKEY:

Situation in Turkey is – compared to the other countries – special, because of its common border with Syria. Most refugees came from Syria, Iran and Iraq. Right now, over 2.7 million Syrians are under temporary protection. Much more than any other country in Western and Southern Europe. In contrast to the other countries 1.2 million women.

Tensions between the host society and refugees exist, but both sides manage to keep social peace. However, most Syrians are perceived as beggars, criminals, etc. They are stigmatized in the way we know from other European countries. Some problems like e.g. lower wages arise from these huge migration flows. Different communities and municipalities take care of the refugees and their needs (health care, education and jobs). Discrimination primarily happens on the job market.

## SIMILARITIES AND DIFFERENCES:

In sum, all countries have made similar experiences. It is a huge challenge for them to handle the huge influx or passing of refugees seeking for help and shelter. The host societies are divided

between those who want to support and help refugees, and those perceiving them as dangerous, criminal and potential terrorists. This in turn has led to the rise of right wing parties and other racist movements. Different institutions take care of refugees who mostly take part in language courses. Most refugees arrive from Syria, Iraq and Afghanistan. Greece still suffers from the economic crisis, which tightens the situations of refugees. Turkey has a common border with Syria and thus much more refugees to take care of. In contrast, Italy and Slovenia received much less refugees. Germany and Sweden received the most refugees in Western Europe but changed their politics in order to stop the influx of people.



## EMPIRICAL PART

For the purpose of clarity, this chart gives an overview of the results of the empirical parts:

	Germany	Sweden	Italy
<b>Citizens</b>			
Common characteristics of refugees?	Poor, men	Men, sexist, poor, low-skilled, disrespect	Traumatized, poor
What majority thinks about the characteristics?	Poor, seeking help, radical, lazy, traumatized	Low-educated, criminal lazy, demands, but no obligations	Public opinion is divided some say, they are, cheaters, lazy, etc.
Experiences with refugees?	Mostly none, if yes, friendly and open minded	Troublemakers, often no experiences	Citizens meet them in several situations.
Learning courses with refugees?	Generally yes; depends on their needs	Rather no, lack of Swedish	-
<b>Multipliers</b>			
Which methods, teaching material, aids, and competences are missing?	Special teaching material/methods (where no language is needed), more intercultural competences,	Interactive methods, role plays, simple explanations, video clips, more specialized intercultural elements/methods	More specific intercultural methods, teaching Italian, computer skills, cultural mediation, multilingual tools,
Which barriers?	Language, gender roles, racism, different origins of refugees, belief systems	Language, cultural differences, setting, time pressure	Bad training-skills, low-skilled trainers, language barriers, cultural barriers, poor schooling of refugees
Support needed?	Exchange, specialized translators, methods without words/languages, conflict/intercultural competences	Material in different languages, interpreter, team spirit, facts about cultures, practical exercises, methods for different language levels	Linguistic/cultural mediation skills, professional trainers, spaces to meet and work, more time
Confident in working with intercultural learner groups?	Mostly yes, but only if more support is provided	Yes, but everyone develops own methods, ways of working	Yes, but differences in culture can be a barrier

Refugees			
Adult education?	Mostly yes	No	-
Involved in it?	Mostly language, sports	No	-
Experience with citizens?	Half said no, rest rather positive	Rarely, international café as a meeting place, they seem scared	Via sports, vocational training, work
Common characteristics of citizens?	Normal, friendly, honest	Friendly, hard to get in touch, racist	Friendly, on the move, open minded
Opinions towards refugees?		Lazy, too expensive, appreciation	Helpful, racist tendencies, good people
Special pictures of refugees?	Very uncertain	Low educated, sexism, lazy, nice, good food	Criminals, terrorists
Difficult experiences?	Bad infrastructure, racism, language	Infrastructure, job, expensive, people are reserved	Language, job, bureaucracy, infrastructure
Most challenging?	Job, asylum, language, health	Language, get accepted and to integrate	See above

	Slovenia	Turkey
Citizens		
Common characteristics of refugees?	Unsure status, do not know Slovenian language	Bad living situation, unemployed, criminal
What majority thinks about the characteristics?	Threaten “our” culture, brave, terrorists	Bad living situation, unemployed, criminal
Experiences with refugees?	Most citizens, have positive experiences	Nearly no experiences, positive experiences with refugee kids
Learning courses with refugees?	Only if it makes sense	Most feel confident to participate on common courses
Multipliers		
Which methods, teaching material, aids and competences are missing?	Team work, role plays, internet, computer tools, voluntary work as a method, project learning, pair work (more is needed)	Art activities as a “common language”, visual materials, interpreter, language learning
Which barriers?	Language, teachers lack language skills, administrative barriers, cultural knowledge	Language
Support needed?	Holistic and individualistic approaches, learning material has to be adaptable, notebooks for	Yes they do, but special training would make them more confident

	documenting key competences, guidelines for teachers	
Confident in working with intercultural learner groups?	Generally yes, but experiences and skills are missing.	Yes they do, but special training would make them more confident
<b>Refugees</b>		
Adult education?	Yes, language courses	Most are aware of language, computer and handicraft courses
Involved in it?	Yes, they take part in them. They would be interested in Slovenian culture/history, as well. Also other topics are of interest.	Yes, see above
Experience with citizens?	Yes, in certain situations	Got in touch
Common characteristics of citizens?	Good, nice people, but disappointed by government	-
Opinions towards refugees?	Positive experiences, but some are racist	-
Special pictures of refugees?	Positive experiences, but some are racist	-
Difficult experiences?	Administration works slow, rejected	Prices, bureaucracy, housing, language
Most challenging?	Not enough money for a living	See above

# GERMANY: Needs Analysis Part A: Theoretical Study on Refugees and Adult Education

## 1. Information on refugees in Germany

Germany is one of the most popular immigration countries in the world, internationally ranking on the 2<sup>nd</sup> place after the USA and followed by Canada, Australia etc. In regard to the newer history, especially, since the rebuilding in the 60ies after the Second World War many people from foreign countries, especially Turkey, Poland, Italy, Serbia and so forth have migrated to become German citizens. Nowadays, people from 194 different countries live in Germany and currently make up 16.4 Million people<sup>1,2</sup>

The European Union defined the ‘refugee status’ and the ‘subsidiary protection status’ in a Directive in 2011 as following<sup>3</sup>:

(a) ‘international protection’ means refugee status and subsidiary protection status as defined in points (e) and (g);

(b) ‘beneficiary of international protection’ means a person who has been granted refugee status or subsidiary protection status as defined in points (e) and (g);

[...]

(e) ‘refugee status’ means the recognition by a Member State of a third-country national or a stateless person as a refugee;

[...]

(g) ‘subsidiary protection status’ means the recognition by a Member State of a third-country national or a stateless person as a person eligible for subsidiary protection;

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<sup>1</sup> Data from 2014,  
<https://www.destatis.de/DE/ZahlenFakten/GesellschaftStaat/Bevoelkerung/Bevoelkerung.html;jsessionid=3BE89540790F6115674716B085A72D51.cae3> (05.09.16)

<sup>2</sup> [https://www.destatis.de/DE/PresseService/Presse/Pressemitteilungen/2012/12/PD12\\_448\\_122.html](https://www.destatis.de/DE/PresseService/Presse/Pressemitteilungen/2012/12/PD12_448_122.html) (05.09.16)

<sup>3</sup> Directive 2011/95/EU of the European Parliament and of the Council

One could also refer to the Geneva Convention<sup>4</sup> in this case, which helps to differentiate between the number of refugees, the number of migrants in a country and also the number of people seeking for asylum. In 2014 282.000 refugees entered Europe while Frontex listed 710.000 Migrants in 2015. The distribution of asylum-seekers between the members of the European Union was always uneven, so that more wealthy and central-located states were the main destination for groups of migrants.<sup>5</sup>

Since the beginning of the Syrian war in 2011, Germany became the country that received the highest number of Syrian citizens in Europe – more than 150.000 people came here.<sup>6</sup>

30.6 Percent of the total amount of applications for asylum in the European Union were filed in Germany.<sup>7</sup> The development of applications for asylum in Germany since 1995 is shown in the following graphic:

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[http://www.unhcr.de/fileadmin/rechtsinfos/fluechtlingsrecht/1\\_international/1\\_1\\_voelkerrecht/1\\_1\\_1/FR\\_int\\_vr\\_GF\\_K-GFKundProt\\_GFR.pdf](http://www.unhcr.de/fileadmin/rechtsinfos/fluechtlingsrecht/1_international/1_1_voelkerrecht/1_1_1/FR_int_vr_GF_K-GFKundProt_GFR.pdf) / oder auch <http://www.unhcr.org/4ca34be29.pdf>

<sup>5</sup> Stefan Luft: Flucht nach Europa. Ursachen, Konflikte, Folgen. Bpb: Bonn 2016 (= Schriftenreihe, Bd. 1721), p. 22 ff.

<sup>6</sup> Luft: Flucht nach Europa, p. 23.

<sup>7</sup> Luft: Flucht nach Europa, p. 24.

## Entwicklung der Asylantragszahlen seit 1995

### Entwicklung der jährlichen Asylantragszahlen seit 1995

ZEITRAUM	ASYLANTRÄGE		
	insgesamt	davon Erstanträge	davon Folgeanträge
1995	166.951	127.937	39.014
1996	149.193	116.367	32.826
1997	151.700	104.353	47.347
1998	143.429	98.644	44.785
1999	138.319	95.113	43.206
2000	117.648	78.564	39.084
2001	118.306	88.287	30.019
2002	91.471	71.127	20.344
2003	67.848	50.563	17.285
2004	50.152	35.607	14.545
2005	42.908	28.914	13.994
2006	30.100	21.029	9.071
2007	30.303	19.164	11.139
2008	28.018	22.085	5.933
2009	33.033	27.649	5.384
2010	48.589	41.332	7.257
2011	53.347	45.741	7.606
2012	77.651	64.539	13.112
2013	127.023	109.580	17.443
2014	202.834	173.072	29.762
2015	476.649	441.899	34.750
Jan-Jul 2016	479.620	468.762	10.858

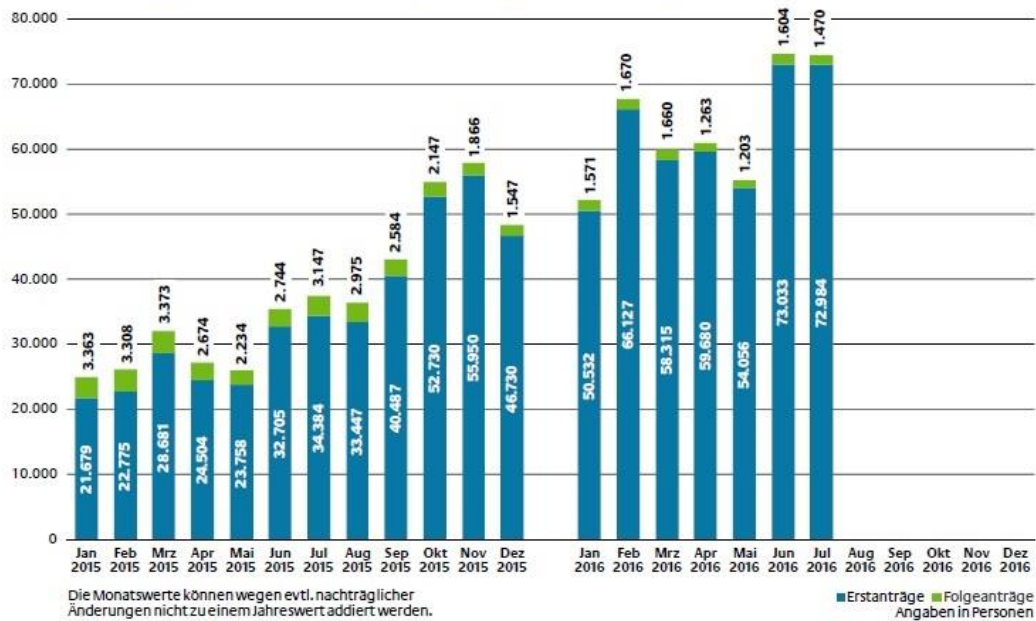
### Entwicklung der monatlichen Asylantragszahlen im Jahr 2016

ZEITRAUM	ASYLANTRÄGE		
	insgesamt	davon Erstanträge	davon Folgeanträge
Jan 2016	52.103	50.532	1.571
Feb 2016	67.797	66.127	1.670
Mrz 2016	59.975	58.315	1.660
Apr 2016	60.943	59.680	1.263
Mai 2016	55.259	54.056	1.203
Jun 2016	74.637	73.033	1.604
Jul 2016	74.454	72.984	1.470
Aug 2016			
Sep 2016			
Okt 2016			
Nov 2016			
Dez 2016			

Die Monatswerte können wegen evtl. nachträglicher Änderungen nicht zu einem Jahreswert addiert werden.

The first column illustrates the development of applications per year, the second column shows the development per month in 2016. Since January 2015 the applications have at least doubled:

### Entwicklung der monatlichen Asylantragszahlen seit Januar 2015

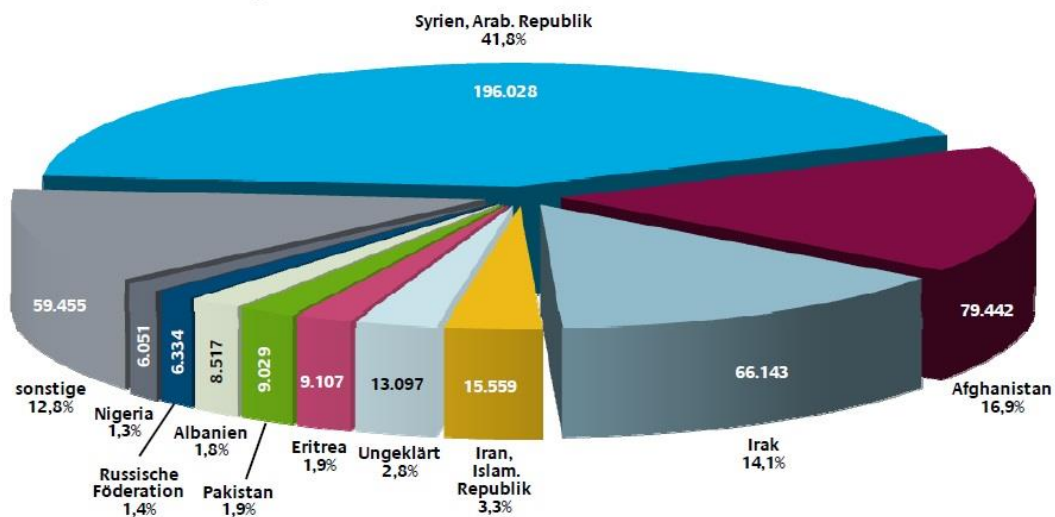


### Origins

For the period from January to July 2016 there are 41.8 % people from Syria seeking for asylum in Germany. The second highest number of applicants come from Afghanistan (16.9 %), followed by the Iraq (14.1%). Those three countries make 72.9% of the whole amount of applications since January 2016.

### Hauptherkunftsländer im Zeitraum Januar - Juli 2016

Gesamtzahl der Erstanträge: 468.762



### **Sources:**

- All Graphics: Aktuelle Zahlen zu Asyl (07/2016)  
([http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Statistik/Asyl/aktuell-e-zahlen-zu-asyl-juli-2016.pdf?\\_\\_blob=publicationFile](http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Statistik/Asyl/aktuell-e-zahlen-zu-asyl-juli-2016.pdf?__blob=publicationFile))
- DIRECTIVE 2011/95/EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (<http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32011L0095&qid=1472024451830&from=DE>)
- Stefan Luft: Flucht nach Europa. Ursachen, Konflikte, Folgen. Bpb: Boon 2016 (= Schriftenreihe, Bd. 1721).

### **Portrait of our organisation concerning the issue of education and refugees**

The Institute for Didactics of Democracy (IDD) is located in the field of civic education and the pedagogics of democracy. Next to an emphasis on remembrance culture regarding the history of the Second World War, we are raising the matters of diversity, exclusion, inclusion and participation as important aspects in the modern society of migration. The IDD participates in several European projects dealing with programmes for civic education, remembrance and the promotion of democracy.

We regard the work with refugees as currently highly important for striving towards an inclusive idea of societies. Out-Side-In is one of our first projects that concentrate on education and refugees. In this field we want to enhance the important role of civic education in the field of adult education for creating a more inclusive society and embed possible educational ways for less discrimination within a growing immigration society.

Instead of using the German term “Flüchtling”, which describes refugees by using a diminutive, we prefer the term “Geflüchtete\_r”.



## 2. Reactions amongst the receiving society – the citizens

One cannot describe reactions of the German population to the refugee crisis as consistent or homogenous. Due to certain events the atmosphere and general opinions about refugees and migration change persistently. In autumn 2015 the main reaction to the arriving refugees was the so called “Willkommenskultur” (welcoming culture). At this point it seemed that one country is focussing on one common aim – to help and care about people coming from destroyed countries. The chancellor, most of the population and even most of the media that was sceptical before (e.g. the BILD-Zeitung) welcomed the refugees in Germany by saying: “Wir schaffen das!” (We can do that!).<sup>8</sup>

The atmosphere in Germany changed especially after the incidents of New Year’s Eve 2015 happened in Cologne. The New York Times displayed the events in a report about the attacks<sup>9</sup>:

The tensions simmering beneath Germany’s willingness to take in one million migrants blew into the open on Tuesday after reports that scores of young women in Cologne had been groped and robbed on New Year’s Eve by gangs of men described by the authorities as having “a North African or Arabic” appearance.

Taking advantage of the New Year’s Eve street party, hundreds of young men broke into groups and formed rings around young women, refusing to let them escape, the authorities said. Some groped victims while others stole wallets or cell phones.

[...]

The attacks and the livid reaction to them presented a new political challenge for the chancellor, whose decision to take in refugees from conflict-ridden nations opened the doors to waves of migrants last summer and fall. As the number of asylum-seekers has grown and the challenge of assimilating them has become clearer, Ms. Merkel has come under intensifying criticism for failing to anticipate the social and economic costs of her policy.

The descriptions of the assailants — by the police and victims quoted in the news media — as young foreign men who spoke neither German nor English immediately stoked the

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<sup>8</sup> DIE ZEIT Nr. 37/2015, 10. September 2015

<sup>9</sup> The New York Times, 06. Januar 2016

debate over how to integrate such large numbers of migrants and focused new attention on how to deal with the influx of young, mostly Muslim men from more socially conservative cultures where women do not share the same freedoms and protections as men.

The assaults set off accusations on the right and among some political commentators that the authorities and the news media had tried to ignore or cover up the attacks to avoid fuelling a backlash against the refugees.

Far-right and anti-immigrant groups and other Germans who oppose the influx seized on the attacks, saying they demonstrated the dangers associated with accepting huge numbers of migrants.

“It is time to send a signal,” said Christopher Freiherr von Mengersen, head of the nationalist Pro-NRW movement, based in the state of North Rhine-Westphalia. “We locals can no longer put up with everything that is being routinely swept under the rug based on a false sense of tolerance.”

Even beyond the usual circle of anti-immigration activists, similar concern could be heard over whether the government’s policy had come at too high a price to social stability.<sup>10</sup>

In the following anti-immigrant groups in Germany used the circumstances to promote their own opinions. Germany’s biggest populist-party which is opposing the migration of refugees is the AfD, the so called Alternative für Deutschland (Alternative for Germany). Beginning as a contra-Euro-Party, the AfD radicalized more and more to a contra-migration and contra-Refugee-Party.

In 2015 the AfD already polarized towards the Willkommenskultur by stoking fears around the population. Under the lead of Bernd Höcke, the party moved over to the right by showing affections to the nationalist groups in Germany.<sup>11</sup> Now, in 2016, the party is still gathering potential voters, the methods and statements radicalized once more. Chairwoman Frauke Petry for example proposes that refugees should be send to islands.<sup>12</sup>

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<sup>10</sup> The New York Times, 06. Januar 2016

<sup>11</sup> Spiegel Online, 07. Oktober 2015

<sup>12</sup> FR-Online, 14. August 2016

### **Sources:**

- The New York Times ([http://www.nytimes.com/2016/01/06/world/europe/coordinated-attacks-on-women-in-cologne-were-unprecedented-germany-says.html?action=click&pgtype=Homepage&region=CColumn&module=MostViewed&version=Full&src=mv&WT.nav=MostViewed&\\_r=0](http://www.nytimes.com/2016/01/06/world/europe/coordinated-attacks-on-women-in-cologne-were-unprecedented-germany-says.html?action=click&pgtype=Homepage&region=CColumn&module=MostViewed&version=Full&src=mv&WT.nav=MostViewed&_r=0))
- Die ZEIT (<http://www.zeit.de/2015/37/willkommenskultur-deutschland-fluechtlinge-zeitgeist>)
- SPIEGEL ONLINE (<http://www.spiegel.de/politik/deutschland/afd-in-der-fluechtlingskrise-der-angstmacher-von-erfurt-a-1056367.html>)
- FR-Online (<http://www.fr-online.de/politik/afd-petry-will-fluechtlinge-auf-inseln-abschieben,1472596,34624194.html>)

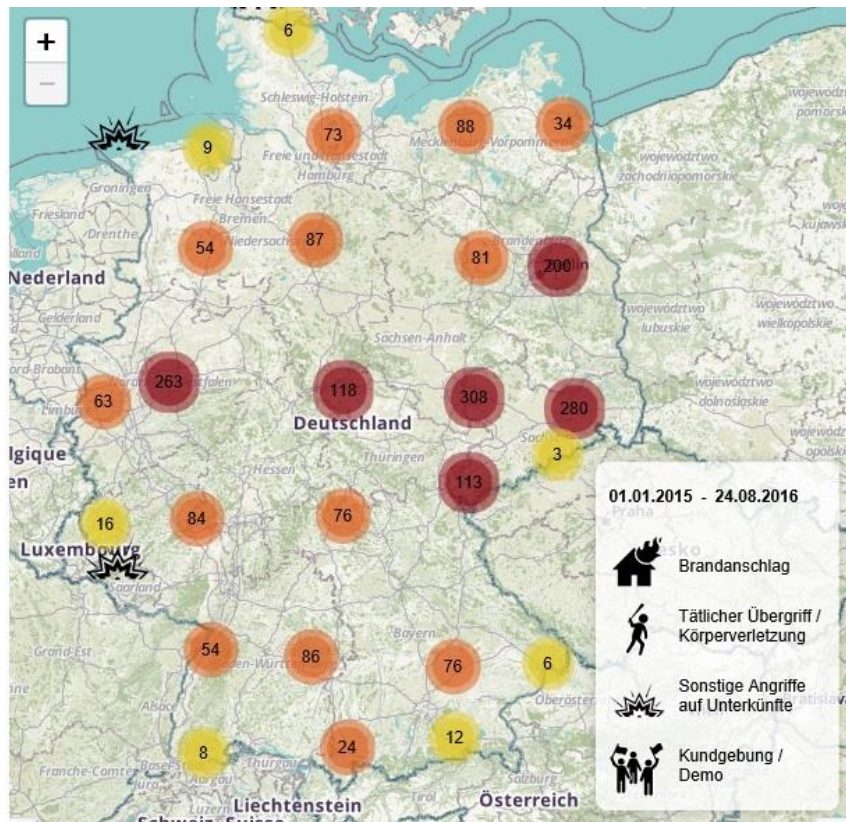
### **3. Forms of discrimination**

#### **Which discrimination forms do refugees suffer the most in Germany?**

The Amadeus Antonio foundation and PRO ASYL compiled chronologically attacks on and demonstrations against refugees based on newspaper-articles, police-press-releases and registered victims of racist and anti-Semitic crimes. They differentiate between arson attacks on refugee-living quarters, and other attacks, criminal assaults and demonstrations. The following map<sup>13</sup> is displaying these attacks in Germany since 2015.

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<sup>13</sup> Grafik: <https://www.mut-gegen-rechte-gewalt.de/service/chronik-vorfaelle>



Overview and information on the legal status and national/EU procedures for Refugees in Germany

The right of asylum is written down in the *Grundgesetz*, the basic law for the Federal Republic of Germany, Article 16a<sup>14</sup>:

[Right of asylum]

(1) Persons persecuted on political grounds shall have the right of asylum.

(2) Paragraph (1) of this Article may not be invoked by a person who enters the federal territory from a member state of the European Communities or from another third state in which application of the Convention Relating to the Status of Refugees and of the Convention for the Protection of Human Rights and Fundamental Freedoms is assured. The states outside the European Communities to which the criteria of the first sentence of this paragraph apply shall be specified by a law requiring the consent of the Bundesrat. In the

<sup>14</sup> GG, Artikel 16a

cases specified in the first sentence of this paragraph, measures to terminate an applicant's stay may be implemented without regard to any legal challenge that may have been instituted against them.

(3) By a law requiring the consent of the Bundesrat, states may be specified in which, on the basis of their laws, enforcement practices and general political conditions, it can be safely concluded that neither political persecution nor inhuman or degrading punishment or treatment exists. It shall be presumed that a foreigner from such a state is not persecuted, unless he presents evidence justifying the conclusion that, contrary to this presumption, he is persecuted on political grounds.

(4) In the cases specified by paragraph (3) of this Article and in other cases that are plainly unfounded or considered to be plainly unfounded, the implementation of measures to terminate an applicant's stay may be suspended by a court only if serious doubts exist as to their legality; the scope of review may be limited, and tardy objections may be disregarded. Details shall be determined by a law.

(5) Paragraphs (1) to (4) of this Article shall not preclude the conclusion of international agreements of member states of the European Communities with each other or with those third states which, with due regard for the obligations arising from the Convention Relating to the Status of Refugees and the Convention for the Protection of Human Rights and Fundamental Freedoms, whose enforcement must be assured in the contracting states, adopt rules conferring jurisdiction to decide on applications for asylum, including the reciprocal recognition of asylum decisions.

Furthermore,<sup>15</sup> there is the so called "Aufenthaltsgesetz" (residence act) that regulates the decision if a person is allowed to seek asylum and stay in Germany. Nevertheless, there are chances to attain the right of residence with preceded rejection by a court or administration. The national law is limited by several institutions and veto-players like the European Court of Human Rights, the

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<sup>15</sup> Luft: Flucht nach Europa, p. 84 ff.

European Court of Justice or the Federal States of Germany.<sup>16</sup> Also in 2007 the conference of the Ministers of Integration was established.

To summarize there are three main basic laws that are limited by different institutions: national law, law of the European Union and the public international law.

130 million Euro are being invested into education for refugees. The main aims regarding this project are<sup>17</sup>:

- Learning German: Next to integration- and language-courses the “Bundesministerium für Migration und Flüchtlinge” is providing learning-apps and starter-programmes for children. New jobs for teachers and volunteers are facilitated as well.
- Authentication of job-qualification
- Increase of service and help for young migrants and refugees to create job-opportunities
- Financial help for communities

### **Sources:**

- Grundgesetz, Artikel 16a:  
([http://www.gesetze-im-internet.de/englisch\\_gg/englisch\\_gg.html#p0085](http://www.gesetze-im-internet.de/englisch_gg/englisch_gg.html#p0085))

## **4. Overview on structures of adult education**

The BAMF displays adult education as a multilayer way for elder citizens – and refugees – having an easier integration into the Federal Republic of Germany<sup>18</sup>:

There are many options in Germany that allow you to continue to train after leaving school, vocational training or university. You can attend adult education courses to obtain general or school-leaving qualifications. There are daytime and evening courses, and you can even

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<sup>16</sup> Luft: Flucht nach Europa, S. 87.

<sup>17</sup> BAMF, Flüchtlinge integrieren

<sup>18</sup> BAMF, Adult Education

do your lessons from home (for example as part of a distance-learning course with a college or university).

The Federal Employment Agency is an important port of call when it comes to your professional further education. You can also find further education and training institutions in the telephone book and in the Yellow Pages.

Possible options include:

- Further education courses
- Language courses
- Work placements
- Special integration courses for young adults

The Adult Education Centres (Volkshochschulen) offer a broad range of courses all over Germany, from courses in languages and computer skills to programmes on health-related issues.

### **Sources:**

- Bundesministerium für Migration und Flüchtlinge  
(<https://www.bmbf.de/de/fluechtlinge-durch-bildung-integrieren-1615.html>)  
(<http://www.bamf.de/DE/Willkommen/Bildung/Erwachsenenbildung/erwachsenenbildung-node.html>)

## **GERMANY: Needs Analysis Part B: Empirical Part**

### **1. Interviews with 22 Citizens**

Participants in the interviews:

- Sex: 11 male, 10 female and 1 other
- Nationality: 22 GER
- Age: 5 under 30; 16 between 30 and 40, 1 over 41

Summary of the interviews:

**a) Are there any common characteristics of refugees?**

Refugees share only one main common characteristic: The fact that they are refugees, seeking asylum and shelter in Germany. Otherwise they embody plural ethnical groups, coming from different countries, speaking different languages, having different socio-economical perspectives.

**b) What do you believe the majority thinks are common characteristics of refugees?**

The majority might think they have certain characteristics like:

- refugees are people endangering peace and wealth in Germany
- they are poor, uneducated, ill-bred, religious
- they need help and they can get help in Germany, but not too many of them
- they are in fear of the life in Germany, but should be thankful for being here

There are two main factions in Germany when it comes to refugees. One wants to help and integrate them. The other is racist, discriminating (“Nazis”) and projects fears on the refugees.

The majority might see refugees as a traumatised minority that is both looking for help and is hard to integrate.

**c) Have you had any experience with refugees? Which ones?**

Many participants in the survey have no experience with refugees so far.

Those who have, describe refugees as helping, friendly, curious and open-minded. Most of the experiences are positive. But they are just a minority, all the others have had no direct contact to refugees yet.

**d) Would you attend learning courses in adult education with refugees?**



Concerning the results of the questionnaire, the answer would be yes. But there are also a few sceptical opinions that target the exact handling of learning courses:

In which position are the refugees in those courses? There must not be an “illustrative misuse” of the refugees showing the population and the media that politicians are dealing with the “refugee-problem” conscientious. The focus should be on the needs of the refugees.

## **2. Interviews with 23 Multipliers**

Participants in the interviews:

- Sex: 10 male and 13 female
- Nationality: 21 GER, 2 Other
- Age: 8 under 30; 10 between 30 and 40, 5 over 51

Summary of the interviews:

### **a) Which teaching material, aids, methods and competences are missing for intercultural educational work?**

- Teaching material without any need of knowing the German language is needed. E.g. puzzles, pictures, photos, games
- Games could be role-games, international games, theatre
- Competences / methods for intercultural exchange, tolerance and respect
- Communication skills
- Intercultural projects, excursions, projects including different ethnical groups

### **b) Which barriers can be found and can be determined?**

- Language: language barriers that lead to misunderstandings; the need of translators
- Different ethnos, religions and origins lead to conflict in groups, deteriorate the working atmosphere

- Female teachers have problems in being accepted as an authority
- Missing teacher-competences in the analysis of needs of intercultural groups → gesture and facial expressions; belief-systems (e.g. about democracy)
- Socialisation in school and working attitude
- Raising awareness of specific issues: prejudices, racism and antisemitism

**c) Which (missing) support (material & methods) would you need to manage the challenge with intercultural groups?**

- Exchange with other multipliers
- Material with no regard to certain languages (e.g. visualised material), with different language-levels
- Training for Multipliers to deal with conflicts
- Trainings regarding intercultural competences (e.g. with groups of refugees; with material concerning specific countries for example Syria)
- Translators that are specialised on political education
- More language-courses and classes

**d) Are you confident with working in the nowadays immigration society with intercultural learner groups?**

Most of the participants are confident regarding the work with refugees and intercultural learner groups. But also mostly all of them are asking for more help and support by other experienced teachers. They see the work with the intercultural groups as a chance to promote tolerance, democracy and collaboration.

### **3. Interviews with 11 Refugees**

In the participants living-quarter are 400 persons placed including families with children. All the 11 participants live for at least 6 months in Germany.

### Summary of the interviews:

#### a) Are you acquainted with the adult education offers in the receiving country?

Eight out of 11 never got in contact with adult education offers. The others refer to language-courses that they didn't attend themselves though.

#### b) Are you involved in any educational offers?

Most of them are involved in languages courses (at adult education centres) and sometimes sport-courses. The language courses are often stated negative (level is too high).

#### c) Which topics would you be interested in? (Multiple choice)

7	Sports		Nature		Arts / Painting	5	Music (Singing, Instruments)	3	Dance / Movements
	Meditation	2	Handcraft: pottery, bookbinding, wood / iron work, knitting, weaving, sewing)		Photography / Film	5	Food and Health / Cooking Baking	2	Culture / History
2	Language	1	Home / Gardening		Repairing Bicycles	3	ICT / Computer		Scientific Knowledge / Natural Sciences
	Philosophy		Literature						

#### d) Have you made any experiences with citizens? If you had, what kind of experiences did you have?

Half of the interviewed persons never got in touch with citizens. Some of them only know the German-teacher from the language-course. The other half has experiences with citizens – most of

them are positive referring to people in the hospital, the living-quarters or the social assistance office. But it is to say, that in bureaucratic offices the opinions about refugees often diverge. That is the reason why some people are getting more help than others.

**e) Are there any common characteristics of citizens of this country?**

Most of the participants think that the German citizens are just normal, friendly und honest people. Some say that they would do a lot of sports and eat less than people in their own countries. In the end there are only marginal differences – always depending on how deep the contact to citizens is.

**f) Do you think citizens might have special pictures of how refugees are?**

Five participants recognized “good intentions“ of citizens, while one recognized both good and bad intentions. The rest is very uncertain about the intentions citizens might have.

**g) Do/Did you encounter difficult experiences in the (receiving) country?**

There would be no help for refugees, no education, no job opportunities, corruption, racism – by the police who is suspecting refugees as terrorists - , no private apartments. The children cannot be registered in the kindergarten, the living-quarters are not qualified for families.

“Germany is a country respecting the human rights, but the bureaucratic system is operating against it, because of the long period for applications for asylum.“

Older people are discriminated, „only the young are helpful“. It is difficult without knowing the language to get help.

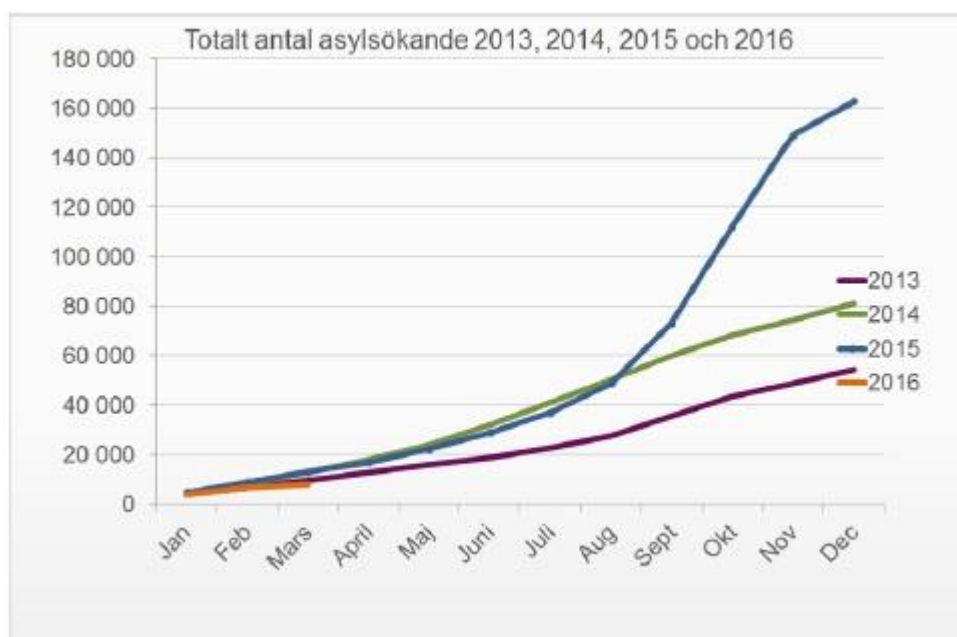
**h) What are the most difficult situations and challenges that you are facing at the moment?**

The most named challenges are the missing job-opportunities, the long duration regarding the applications for asylum, the hard to learn language and the missing health-insurance. Those aspects lead to stress disorders and depression.

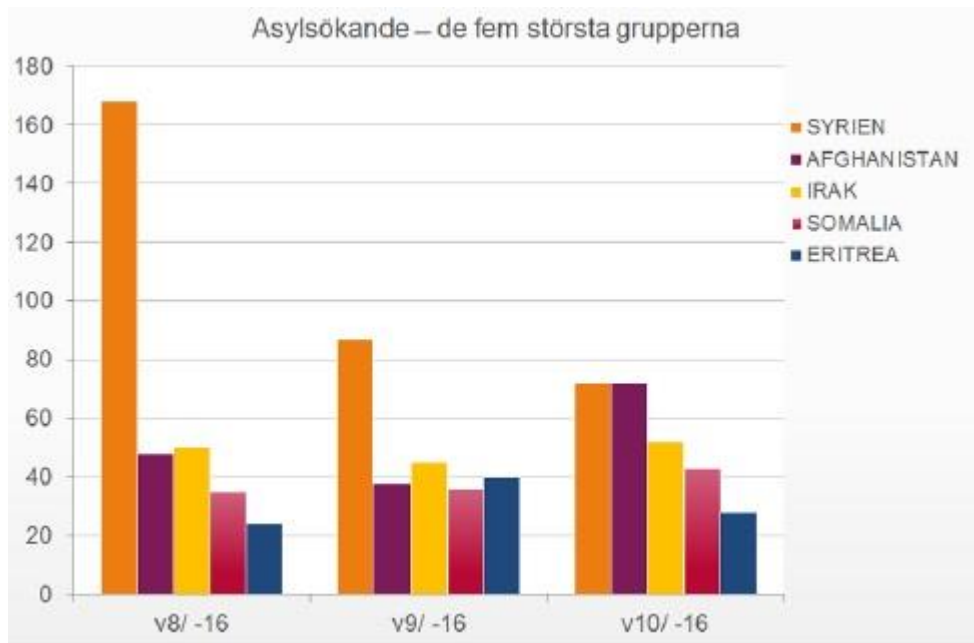
## SWEDEN: Needs Analysis Part A: Theoretical Study on Refugees and Adult Education

### 1. Information on refugees in Sweden

Sweden has the most severe refugee crisis since World War II and has taken greater responsibility than any other country in the Western world. More people than ever before are seeking asylum in Sweden. Government Offices and other agencies are working intensively to increase the capacity of the reception and the establishment of new arrivals and solve the great challenges that exist. But no country can handle this challenge alone. Therefore, the government of a shared responsibility between the countries of the EU. The total number of asylum seekers year 2013, 2014, 2015, 2016



Asylum seekers the largest groups



- Nearly 163 000 people sought asylum in Sweden in year 2015. Migration Board can only see how many people applied for asylum in Sweden, that is, registered their asylum here. How many of transit refugees is unknown.

**Source:** *Swedish Migration Board*

- The refugees come mainly from Syria, Afghanistan and Iraq.

*Last updated: 20151008 11:40*

- Of all asylum seekers over half 56 percent remain in Sweden.
- Two of the three who seek protection in Sweden comes from Syria, Afghanistan or Iraq countries of disintegration due to years of war. At the end of the year, Afghanistan has been the first group of refugees but seen throughout 2015, refugees from Syria have been highest.

Our Region Skåne Municipality received as compensation regulation, 2016.

Divided by county / municipality

*Updated 20160301 05:40*

See table below

SKÅNE LÄN	BJUV	11
	BROMÖLLA	6
	BURLÖV	7
	BÅSTAD	4
	ESLÖV	10
	HELSINGBORG	71
	HÄSSLEHOLM	27
	HÖGANÄS	11
	HÖRBY	3
	KLIPPAN	13
	KRISTIANSTAD	47
	KÄVLINGE	10
	LANDSKRONA	7
	LUND	15
	MALMÖ	170
	OSBY	18
	PERSTORP	13
	SIMRISHAMN	13
	SJÖBO	2
	SKURUP	4
	SVALÖV	1
	SVEDALA	4
	TOMELILLA	3
	TRELLEBORG	7
	VELLINGE	2
	YSTAD	2
	ÅSTORP	10
	ÄNGELHOLM	5
	ÖRKELLJUNGA	1
	ÖSTRA GÖINGE	36

## Portrait of our organisation concerning the issue of education and refugees

### Knowledge changes

We believe that knowledge is a value in itself, for the individual and for society in general.

Folkuniversitetet is an educational association that will be a natural meeting point for people's free search for knowledge learning, cultural experiences and the opportunity for reflection.

### Open to all

We believe that it needs many different pathways to lifelong learning to benefit all people.

The popular education idea everyone's lifelong right to freely search for knowledge permeate our education, our organization and our values. Folkuniversitetets starting point is that each person has needs for knowledge and our wide range of courses are available to all. When we plan and execute

our activities we always start from the needs of the individual. Over the years we have worked with different programs directed towards migrants, asylum seekers and refugees together with the Public Employment Service, the Migration Agency and the Social Services. Most of the programs have been directed towards language and labour market education, but also to learn about how the Swedish society works. We have had programs directed to migrant women, such as KIAS (“Kvinnor I Arbete Snabbt”, Women quickly to work) and Grupp 39 (Group 39, still running).

During the autumn 2015 ten study associations have built up the study circles in Swedish and social studies for asylum seekers from day one. A new survey shows that close to 50 000 asylum seekers participated in the study associations study circles to the end of November.

For 2015, the study associations estimates that more than 78,000 asylum seekers will attend workshops in more than 200 of the country's municipalities.

The Swedish language is used as the basis and starting point in all activities, even if they are implemented in different ways in practical workshops such as cooking, knitting, music and pottery. Most study circles are implemented with a focus on everyday social issues to get to know Sweden and to have a civic introduction. Theory is mixed with practical training where interaction with the various social actors and functions are offered to gain insight into, for example, childcare, healthcare, government and other institutions' roles in society. Participants can also get to visit various institutions, organizations and places that are important for newcomers to know reactions within the receiving society to the increased number of refugees. Concerning the refugee crisis there is a growing expectation from politics and the public that although companies should take social responsibility. This can be done in different ways, but a big question of the refugee crisis, it is unlikely to remain neutral all players with ambitions need to be able to report on measures they are taking. General sympathy in social media, many are already tired of this. That which gives respect are concrete solutions and delivery.

The government aims are that more new arrivals should enter the labour market or education during his time in the establishment of the mission, that is, within two years. To reach this goal, the newcomers' knowledge and skills need to be utilized in a better way. The opportunity to have their prior learning assessed, their skills validated and if necessary be able to take part in further training is essential to quickly get a job. Establishment efforts also need to be more effective by increasing the quality and personalization in order to contribute to a shorter establishment time.



## **2. Forms of discrimination**

From which forms of discrimination do refugees suffer the most in Sweden? Following the relative large increase in the number of asylum applicants in the past years, the Swedish authorities have faced the challenge of trying to find enough reception facilities for asylum seekers as well as municipality placements for persons granted international protection and a residence permit. Overall, the Swedish society is open and tolerant towards accepting refugees and migrants, and the right of asylum is respected. However, research has acknowledged that there is evidence of racism, xenophobia and discrimination against ethnic minorities in various spheres of society in Sweden, including on the labour market. It has also been acknowledged that discrimination, as a result, constitutes an obstacle to ‘social integration’, if measured as the interaction between native-born Swedes and immigrant groups. Ensuring that there are effective measures in place against discrimination is one of the officially stated policy priorities of the Swedish Government in relation to integration of immigrants and refugees.

### **Future challenges**

In general, despite sporadic situations of crisis, public discourse in Sweden concerning migration and integration is characterized by a high degree of political correctness. Whenever, for example, the mass media reports on criminal offences, they do not give any indication as to the place of origin or nationality of the alleged perpetrator until the person has been convicted or at least until official charges have been preferred. Extreme right-wing parties that openly stir up public opinion against the government’s immigration and integration policy was in 2009 – unlike in Denmark, Norway and recently also Finland – only a marginal phenomena and far removed from being leaders of opinion. But in the past few years the radical right-wing “Sweden Democrats” (Sverigedemokraterna) are gaining increasing support among the electorate. In advance of the 2009 European election it was widely expected that the party might well gain representation in the European Parliament. However, in the end it received just 3.3 per cent of the votes. In the last parliamentary elections, 2014, the Sweden Democrats got 48 of 349 seats in the national parliament, and they are also well supported in lots of Swedish constituencies, thereby triggering headlines and debates. In addition, there is a (neo) Nazi movement in Sweden that, despite being small in numbers, is particularly active and radical and has in the past committed a spate of attacks and murders on dissenters, migrants, homosexuals and trade unionists.

In order to limit the move towards the radical right and extremists, the established parties are attempting to bolster the high levels of immigration with a functioning integration policy and to correct existing deficiencies. The situation is particularly urgent in the so called “problem suburbs” of the bigger cities. It is true that the social conditions there are still far better than those in the suburbs of Paris. There is, however, considerable unemployment, lack of prospects and hopelessness among the young people in particular and this repeatedly spills over into attacks on the police, vandalism and arson. The current centre-right government hopes to improve the situation by employing more teachers at primary and secondary schools in city suburbs. Ms Nyamko Sabuni, Minister for Integration and Gender Equality, is also of the opinion that for many migrants it is not worthwhile taking on employment, as Swedish state benefits are too high. To break the “outsider ship” of newly arrived immigrants, she wants to ensure that in future it will be more “worthwhile” for migrants to work. They are to be given incentives to accept jobs, including those in the low pay sector. This line means a radical break with the earlier social democratic policy that focused on equality and solidarity in the labour market and, therefore, invested above all in education and further education for disadvantaged population groups. Today it is accepted that certain categories of workers only have access to poorly paid, low skilled jobs. Shortly after coming into office in 2006, the current centre-right government took the decision to significantly reduce unemployment benefits with the aim of increasing the incentive to accept employment. In addition, the policy is intended to ensure that it is easier for immigrants to have foreign vocational training and diplomas recognized in Sweden or, if applicable, to take shorter additional training courses in order to gain recognized academic or vocational qualifications and have better chances on the labour market.

Discrimination against immigrants in the awarding of jobs, in the housing market and in other areas of public life is also to be more vehemently combated by a new antidiscrimination law, which came into force on January 1<sup>st</sup> 2009. There have been intense debates about the Islam and Muslims in Sweden and potential trends towards radicalisation, following the dispute over the JyllandsPosten Mohammed cartoons in neighbouring Denmark in 2006 and a comparable case in Sweden in 2007 that stirred up less national and international attention. Among other actions, the government commissioned a study to establish whether to introduce a state funded training programme for imams in order to increase the religious leaders’ knowledge of the basic principles of Swedish society and help stem extremist teachings. However, the study came to the conclusion that a state

training course was not a solution, partly because it contradicted the principle of Swedish confessional neutrality.

The global economic and financial crisis experienced in most other European countries has had an impact on Sweden, too, despite the economic boom of recent years and the fall in unemployment. Now, unemployment figures are rising and the Swedish currency is losing value. This poses a real threat to social cohesion in Sweden, especially against a backdrop of the decreasing importance of social democratic social policies since the 1980s – policies, which had aimed for a relatively equal distribution of incomes and a comprehensive social security system. Differences between rich and poor were already on the increase before the current crisis. The increasing polarisation of social strata could result in the somewhat cautiously expressed demands for stricter immigration control being heard until now, soon becoming much louder.

### **3. Overview and information on the legal status and national/EU procedures for refugees in Sweden**

The opportunity to seek asylum is one of the human rights. The rules for who has the right to asylum in Sweden are found in the Swedish Aliens Act, in which the UN's Refugee Convention is included. Those who have fled to Sweden and apply for protection (asylum) are asylum seekers until their application is decided. While the application is reviewed, the Swedish Migration Board offers temporary accommodations for those who cannot arrange residence on their own. The county councils are responsible for the health care of asylum seekers.

The Swedish Migration Board makes decisions on work and residence permits, as well as asylum and citizenship. The Swedish embassies and consulates abroad receive applications for visa, work and residence permits. Some applications can be made electronically via the Swedish Migration Board's website on the Internet. The Swedish Migration Board offers asylum seekers who cannot arrange their own residence temporary accommodations while the asylum application is considered. The Board's mission also includes paying compensation to municipalities and local governments for refugees who have received residence permits. People who are denied their asylum application must return home and the Swedish Migration Board helps them return home in

an orderly manner. A person who refuses to voluntarily leave the country may have their freedom restricted and must then live in one of the Swedish Migration Board's detention centres. It is the police's responsibility to ensure that he or she returns home. The Swedish Migration Board's mission also includes economic support to people with a residence permit who want to return to their home.

*Source: [www.migrationsverket.se](http://www.migrationsverket.se)*

Nordic citizens do not need any permit or registration to live and work in Sweden. As an EU/EEA citizen you have the right to work in Sweden without a work and residence permit. If you want to work in Sweden and come from a country that is not a part of the EU/EEA or Switzerland, you must have a work and residence permit. You also need a residence permit to start or run your own business or become a part owner of a company. If you have had a residence permit for at least five years in an EU member state but are not an EU citizen, you may be able to obtain the status of long term resident in that country. Long term residents have certain rights which are similar to those of EU citizens. If you intend to reside in Sweden, you shall register at the local Tax Office. This process is called folkbokföring. Anyone who has made it to Sweden and applied for asylum should have their reasons individually examined. You shall be granted a residence permit if you belong to one of the following groups:

- Refugee Convention. According to the UN Refugee Convention, Swedish law and EU regulations you are a refugee if you have good reasons to fear persecution on account of race, nationality, religious or political beliefs, gender, sexual orientation or membership of a particular social group.
- Subsidiary protection (under EU regulations). For example, if you risk torture or the death penalty, or you are a civilian at serious risk of damage due to armed conflict.
- Others in need of protection (according to Swedish law). Among other things, if you cannot return home because of armed conflict or because of severe conflicts in their home country, the risk of serious abuse or because of environmental disaster.
- Have particularly distressing circumstances in exceptional cases. For example, the extremely serious health conditions, adaptation to Sweden and situation in your home country.

## **Overview on the supply for refugees in the country: specific emphasis on Education**

Films on seeking asylum in Sweden

[https://www.youtube.com/watch?v=bUt50kKAHps&feature=player\\_embedded](https://www.youtube.com/watch?v=bUt50kKAHps&feature=player_embedded)

Day nurseries/schools

[https://www.youtube.com/watch?feature=player\\_embedded&v=0\\_eRU6NK6Ho](https://www.youtube.com/watch?feature=player_embedded&v=0_eRU6NK6Ho)

## **Overview on institutions responsible or active for the supply of refugees**

In Sweden, the Migration Agency is the authority that considers applications from people who want to take up permanent residence in Sweden, come for a visit, seek protection from persecution or become Swedish citizens.

The Swedish Migration Board is responsible for, among other things:

- Investigating and deciding whether you and your family have the right to receive asylum or not.
- Your home – if you live in one of the Swedish Migration Board's flats.
- Financial support – if you do not have any money of your own.
- Appointing a public counsel. This is a person that knows the Swedish laws and who helps you with your application for asylum.
- To help you with your return to your home country from Sweden if you cannot stay here.

The municipality is responsible for, among other things:

- That you go to preschool, school and secondary school.
- Something called the social services. In the social services, the staff work according to a law called socialtjänstlagen, the social services law. The law is about your right to care and treatment. It contains rules for how society should help everyone who needs help and who cannot get it from anyone else.

The medical services are responsible for:

- Providing dental care and health care for you.

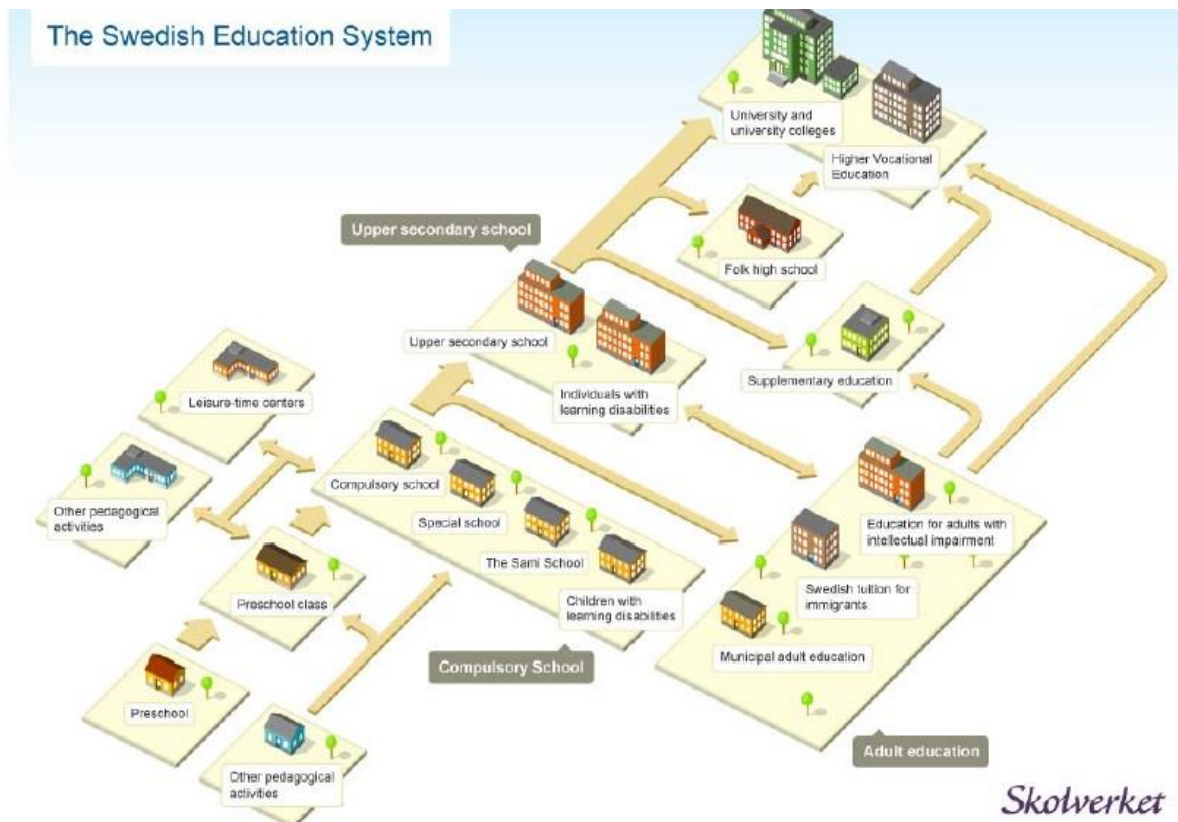
### Further/ Specific problems in the country / city

Just now the Swedish Migration Agency is able to provide accommodation for all new asylum seekers. “But we will still need more than 20.000 new places in accommodation in the spring – providing there is no drastic increase in the number of asylum seekers,” says JanOlov Wallin, Deputy Director of Operations. Employment among immigrants is lower than among native-born.

Employment varies with factors of time in Sweden, the age when the person immigrated, gender and the reason that the person immigrated. Other important factors are where in Sweden you live and the education level.

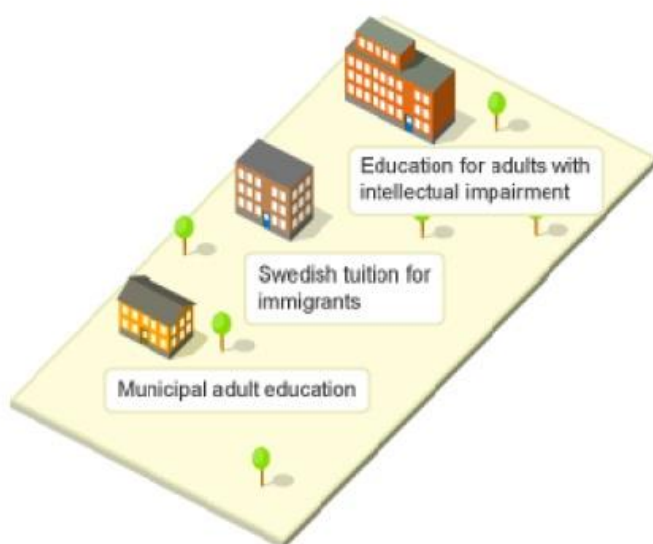
## 4. Overview on structures of adult education in Sweden

### Information and Links of educational institutions national and local



Formal adult education should function as a system for adults to continuously develop and reorient their education on the basis of varying individual needs. Swedish adult education is organized in many different forms. The school system for adults covers:

- Municipal adult education at both compulsory and upper secondary school levels
- Special education for adults with development disabilities or brain impairments
- Swedish tuition for immigrants



### **The Swedish Adult Education Association**

The Swedish Adult Education Association is the interest organization of the study associations and its task is to strengthen the position of the study associations in our society through communication, cooperation, and analysis of the surrounding world. Swedish unformal adult education Folkbildning. Folk means people and bildning means learning. Put them together and you get the word folkbildning, the Swedish form of unformal adult education. In our study associations we define bildning as the opportunity to learn for one's own sake. What matters is the desire to learn rather than demands set by the outside world. Learning is a lifelong process that depends on your own responsibility and your own initiative. And it encompasses so much more than learning in the formal education system, which only covers certain periods of our lives.

## **What is folkbildning?**

Folkbildning is a voluntary and decentralised form of learning which strengthens and enriches people and thereby the whole society. Ever since the first study circle was held in 1901, study circles have been a meeting place for increasing knowledge and involvement. Sweden's ten study associations organize cultural programs and lectures. However, it is the study circle which is the cornerstone of folkbildning. In the circle the participants benefit from their own experiences and knowledge and that of others. The groups share their learning process, build on their own interest and desire to learn. This creates a commitment and a motivation which exceeds that of many other forms of education.

Folkbildning is part of civil society. Most of the major popular movements in Sweden work in partnership with the study associations, which together have approximately 200 member organisations. This gives the study associations access to a unique network, enabling them to engage with people who few other organisations in society are able to reach. The state has provided financial support to folkbildning since 1912. It is generally agreed that folkbildning should be run separately from the state, but be financed by public funds. The importance of folkbildning to Swedish society is recognised by all political parties.

## **FIVE GOVERNMENT AUTHORITIES**

**The Swedish Schools Inspectorate** oversees and examines the quality of schools across the country through regular inspections. The inspectorate monitors compliance with the Education Act.

*[www.skolinspektionen.se](http://www.skolinspektionen.se)*

**The National Agency for Education** provides information about education, promotes understanding, and administers public funding and grants.

*[www.skolverket.se](http://www.skolverket.se)*

**The National Agency for Special Needs Education and Schools** provides children, young people and adults with disabilities with the same opportunities for development and education that everyone in society is entitled to.

*[www.spsm.se](http://www.spsm.se)*



**The Swedish National Agency for Higher Vocational Education** analyses labour market demands for workforce education, decides what programmes are to be included in higher vocational education and allocates public funding to education providers. The agency also assesses and inspects the quality and results of this education.

*[www.yhmyndigheten.se](http://www.yhmyndigheten.se)*

**The Sami School Board** is an administrative agency for public Sami schools and their affiliated activities, which are governed by the Sami School Ordinance.

*[www.sameskolstyrelsen.se](http://www.sameskolstyrelsen.se)*

### **Status Quo of inclusion of refugees in the country and city**

An example of inclusion are sports an arena for integrating new arrivals.

The Government believes that it is particularly important to provide good conditions for new arrivals to participate in Swedish society. The sports movement provides meeting places for everyone and is thus an arena for integration. The government therefore SEK 64 million annually to support the sports movement work with newly arrived in Sweden. The inclusion of refugees is very difficult because of the amount of people that arrives in Sweden. Year 2015 over 160 000 asylum seekers to came to Sweden. And for 2016 they predict that 140 000 – 70 000 refuges will arrive.

Another reason is a financial one.

The prognosis says that the cost of the Migration Board's operations will increase by 420 million during the year 2016. The costs for unaccompanied children are estimated to be 29.5 billion in 2016, which is almost 2 billion more than previously estimated. The cost of payments to local governments, as well as accommodation for asylum seekers is estimated at almost 41 billion.

### **Sources:**

- <http://www.migrationsverket.se/English/About-the-Migration-Agency.html>

Further reading/Information

- <http://www.migrationsverket.se/English/About-the-Migration-Agency.html>

Films on seeking asylum in Sweden

- [https://www.youtube.com/watch?v=bUt50kKAHps&feature=player\\_embedded](https://www.youtube.com/watch?v=bUt50kKAHps&feature=player_embedded)

Day nurseries/schools

- [https://www.youtube.com/watch?feature=player\\_embedded&v=0\\_eRU6NK6Ho](https://www.youtube.com/watch?feature=player_embedded&v=0_eRU6NK6Ho)

## **SWEDEN: Needs Analysis Part B: Empirical Part**

### **1. Interviews with 10 Citizens**

The interviews with the citizens took place in Kristianstad, Karlshamn, Bromölla and Karlskrona in Sweden and were done by Folkuniversitetet in June 2016.

Participants in the interviews:

- Sex: 4 male and 6 female
- Nationality: 10 SE
- Age: Between 25-68 years old
- Working status: 4 Employee, 4 Self-employed and 2 pensioner

### **Summary of the interviews:**

#### **a) Have you heard about the refugee crisis or do you know a refugee home?**

There is a lot of information about the crises in the newspaper and other media, and it is a hot topic in Sweden today with a lot of discussions concerning the refugees and refugee homes. And as one citizens said, this area, the south of Sweden, is crowded with refugees. Some of the citizens are also working with unemployed migrants in integration projects, teaching Swedish at asylum homes.

Everyone knows about refugee homes and homes for unaccompanied youngsters/children, they are located in many cities and small villages. This is also what many said in the interviews: I think that most Swedes want to help refugees, especially unaccompanied children. But because the big refugee crisis is bringing so many people, many Swedes think that we cannot accept any more right now. It costs a lot of money that could be used for something else.

**b) Are there any common characteristics of refugees?**

Some of the most common answers were following:

- Most of them are men.
- Do not respect women
- Parents send their children alone to Sweden so that the rest of the family is allowed to come here later
- Poor, have no belongings.
- They have a strange view of women. Some of them do not look me in the eyes because I am a woman. They have the opinion that women should be at home and should not work.
- They do not want to learn Swedish.
- They left their homes because of poorness or/and war.
- A lot of them have a lack of language skills, they are poorly educated. Many refugee come from war-affected countries, they have often experienced trauma and tragedies. Families are separated from each other.
- They have the same characteristics as the Swedish people, but that many refugees are Muslims with a different cultural background, behaviour and rules can be a problem sometimes, some do not respect the Swedish rules/laws and our culture

**c) What do you think the majority thinks are common characteristics of the refugees?**

This issue received negative feedback probably because Sweden has received many refugees and we did not succeed with the integration and also the information for refugees might have been poor or might have not reached them in a right way.

Most common answers:

- Lack of language skills, do more crime than others, do not respect the culture.
- They come to Sweden because of Sweden's generous 'system'. They do not understand and respect our culture. They have a lot of children. They are Muslims and women do not work. Women stay at home taking care of their many children. They want to live in 'ghettos' such as Rosengård in Malmö and Kungsmärken in Karlskrona.
- The unaccompanied children are actually adults
- A lot of refugees/migrants are criminals
- They are poorly educated
- They do not want to work
- They do not want to learn Swedish
- They have a lot of demands, they know about their rights but not their obligations
- The man decides in the family, do not except Swedish laws, many boy gangs are trouble makers and start up fights, they always haggle

**d) Have you had any experience with refugees? Which ones?**

The younger citizens answered that they only have bad experience and meetings with them, at the pub for example they are trouble makers and they treat the Swedish girls in a bad way.

Then the answers varied, that they meet them in shops and health care but do not have any contact with them and some only know what they write in the newspapers, and that are mostly bad news such as they have committed crimes and that they complain about how they are treated in Sweden.

Three of them have had more contact with the refugees, one works as a volunteer at a refugee home, teaching Swedish and Swedish culture, helps with contacts with the Swedish Migration Board, doctor visits, etc., one of the interviewed gathers/collects clothes, and distributes to the refugees who need it and one visited a language cafe on a refugee home and will maybe be a voluntary at the café.

**e) Would you attend learning courses in adult education with refugees?**

Eight citizens answered no to this questions, because they want to understand the people in the course which is not possible if they do not speak Swedish. The other two thought it would be nice to know new people and cultures.

## **2. Interviews with 20 Multipliers**

The interviews with the multipliers took place in Kristianstad, Karlshamn, Bromölla, and Karlskrona in Sweden and were done by Folkuniversitetet in June 2016.

Summary of the interviews:

### **a) Which teaching material, aids, methods and competences are missing for intercultural educational work?**

A coaching approach is a great asset and Intercultural approach. An intercultural approach involves openness to the diversity of languages and cultures that parents and children represent, therefore, see multilingualism as a skill, a wealth.

Other methods and activities that could be useful are:

- Interactive methods
- Discussion activities
- Activities with video clips
- Ice breaking activities
- PowerPoint presentations with photos and good / simple explanations
- Discussion exercises with different cultural elements
- Different stories that contains various cultural elements
- Role-play exercises
- Interactive exercises

You need to be flexible, open minded and have the competence that you can adapt the material to the group. Teaching materials strongly dependent on the group's background and size. How much of the native language they already know, what educational background they have, how their

language progression looks, their objective of participation. Obstacles / difficulties can in many cases be an opportunity to initiate discussions within the group and involve everyone. The main thing in this case is to be a good moderator. Ideally, he/she comes up with a solution on how language difficulties and cultural differences can be reduced together with the target group and they learn a technique to overcome obstacles - solution-focused thinking.

#### **b) Which barriers can be found and can be determined?**

The language first and foremost, cultural clashes where one does not understand other people's body language or how to interpret certain behaviours / behavioural expression in new social contexts, different expectations about how education should be handled; more difficult to interact in a group in order to facilitate learning.

Planning the time is important, it takes time to prepare a course / training that suits a group of many languages and cultures.

The language and culture can be an obstacles, but they are not always. With the right attitude instead it will be an asset.

A major obstacle may be to assume that there will be problems because of the intercultural group and its possible language difficulties.

Often it is the setting, both individually and in a group, which determines much of the success.

#### **c) Which (missing) support (material & methods) would you need to manage the challenge with intercultural groups?**

There could be the need for an interpreter in the beginning so that everyone understands that there is a mutual responsibility to learn / teach.

A good idea is to have the same material in several languages, it is not necessary that it is the mother tongue. It works to learn via a 'transit' languages. Some refugees that arrive to Sweden understand English / Spanish / French / German and then they manage with this language to understand what to do.

Other useful material and methods:

- It is important to build up a team spirit then they help each other in a good way
- Facts about different cultures
- Material for different language levels
- Different descriptions / glossary of cultural words and different cultures
- Practical exercises and examples taken from real life, which can be implemented in different group constellations

**d) Are you confident with working in the nowadays immigration society with intercultural learner groups?**

All of the multipliers felt confident working with intercultural groups, but they have developed different ways to feel like this.

For example:

- *Developed my teaching methods, found the new material, new literature that are useful in this groups.*
- *Yes but you need to prepare yourself more with this target group and be flexible and manage to handle conflicts that could appear in the classroom*
- *Use humour its universal, all people need to laugh.*
- *You must be able to be more flexible and be able to change the language level and the level of the activities*
- *It is important that everyone feel that they can influence and contribute to the material and the learning process and come up with your own ideas. Tolerance and acceptance of differences must be a fundamental value that can be seen and felt in the "classroom".*

**3. Interviews with 10 Refugees**

The interviews with the citizens took place in Kristianstad, Karlshamn and Karlskrona in Sweden and were done by Folkuniversitetet in June 2016.

## Demography

Age: Between 18-35 years old, from Syria, Afghanistan, Iraq and Somalia

### Summary of the interviews:

Information on general knowledge of adult education and the access/ barriers for refugees to adult education

#### a) Are you acquainted with the adult education offers in the receiving country?

Before coming to Sweden, most of the refugees do not know anything about the educational system in Sweden and courses/education that are available.

#### b) Are you involved in any educational offers?

Nobody is involved in any educational offer.

Sports	Nature	Arts/Painting	Music (Singing, Instruments)	Dance/Movements
Meditation	Handcraft: pottery, bookbinding, wood/iron work, knitting, Weaving, Sewing)	Photography / Film	Food and Health / Cooking Baking	Culture / History
Language	Home / Gardening	Repairing Bicycles	ICT / Computer	Scientific Knowledge / Natural Sciences
Philosophy	Literature			

One comment:

*If we could learn to repair bikes it would be easier for us to come to the city centre, for example come here to the café. We have some bikes (got from Swedes) but they are broken all the time. We also need repairing kits.*



**c) Have you made any experiences with citizens? If you had, what kind of experiences did you have?**

Almost everyone answered that they are living in an area with refugees (other refugees/migrants, who came to Sweden before) and seldom meet other citizens. The refugees that attend the International Café meet Swedish citizens and most Swedes who come to the café speak English (it is an international cafe). You can almost always find someone who can translate and help and explain if needed. This café is very appreciate by the refugees.

One experience is that:

- It seems that the Swedes are afraid of the unknown.
- Those who come from other European countries seems to integrate better into the Swedish society, though they also are / were refugees. We come from Africa and we seems to scare some Swedes.

**d) Are there any common characteristics of citizens of this country?**

Some thoughts about the Swedish citizens:

- *I think they are friendly but not so opened, hard to get in contact with them*

*But one positive thing is that many are volunteers now and arrange the language café and other activities*

- *Many Swedes, especially older ones, believe that all Arabs are Muslims. Some speak 'bad' about the Koran but they have never read it. Many in Sweden have opinions about everything, but it seems that they have no real knowledge of the subject.*
- *It is also written much in the newspapers and on social media, which is not true.*

*Certainly there are refugees / immigrants who behave badly. Use violence and destroy things. But most of us are not like that - which some Swedes seems to think.*

Common characteristics of Swedes:

- Swedes are formal, taciturn and hard to get in contact with them
- Swedes will not freeze as easily as soon as the sun comes up they go without a jacket!
- Many families do not eat together, but at different times. (Perhaps because the family members have different times of their activities).
- Swedes like to eat in front of the TV.
- Swedes do not talk to people on buses or trains if they do not know the person.
- Swedes have Friday and Saturday candy!
- Most people speak English, maybe not if they are a bit older.
- Swedes stress a lot. Everything must go so fast.
- Swedes take a lot of coffee breaks “Fika”, at work and as soon as they meet someone or someone comes to visit.
- In the winter time, no one is outdoors.
- They rarely meet spontaneously, they visit each other in the evenings and you have to be invited.
- Children and young people are reading homework after school, and then most of them have activities, such as football, tennis. There is no time for them to meet other people than they already know.

**e) What do you think is the opinion of citizens towards refugees?**

Some of the most common answers:

- *Many people do not like that so many refugees have arrived in Sweden because of the costs and the problems with work and places to live.*
- *But I have met some that appreciate us, they like different cultures and encourage us to be active citizens.*
- *Some stereotypes I have heard are that refugees are lazy and do not want to work.*
- *Some people think that it is good that we have come here. They are happy to volunteer at a refugee accommodation. They donate clothes and other things that we need.*
- *Then there are many who think it costs too much money. That there are too many refugees arriving. They think that it is good that there is now the border control. Some say we do not*

*want to work, we only want money (benefits). Some do not seem to understand that there are other reasons to escape than the poverty.*

- *Some say that immigrants are lazy and do not want to work. They have not understood that it takes time to get all the papers and everything in order before we can start working.*

**f) Do you think citizens might have special pictures of how refugees are?**

Some citizens say:

- Refugees are using the system, they just want apartments and money.
- Women do not work.
- They do not want to learn Swedish.
- Refugees are poorly educated.
- They have a lot of children, or they want to have a lot.
- Some of the migrants do not respect girls and women.
- Girls get married when they 17 – 18 years old, they marry a man from their country, so that he can move to Sweden as well.
- Refugees are lazy.
- They do not respect the new country.
- They do not respect women.

Other citizens say:

- Refugees are nice and very thankful for coming to Sweden.
- They are eager to learn Swedish.
- They cook nice food.

**g) Do/Did you encounter difficult experiences in the (receiving) country?**

Structural?

Due to the high number of refugees coming to Sweden it is hard to find places for refugee homes many are forced to live in the same place. It is often far from the city so it is hard to find something to do. It is also difficult to meet other people than other refugees.

Some refugees want to move to other places in Sweden because of relatives, but are not allowed to do so. It is not so good to separate families.

By Society?

Refugees find it difficult to be accepted, to get a job, to find some activities and almost everything costs money for example activities. Also the Swedish system is hard to understand and there is a lot of paperwork for everything.

The Newspapers and Social Media writes sometimes not so nice (and totally wrong) things about refugees. And if it is written in a newspaper in Sweden a lot of Swedes think it is a true story.

Personal?

- Hard to find Swedish friends, hard to learn the language, hard to not be excluded.
- Hard to find Swedish friends, because it is hard to find places Swedes go to.
- Cannot join activities because almost all activities cost money if you want to join, we cannot afford it.
- Swedes are reserved and look suspicious at you if you start to talk with them without a special purpose.

**h) What are the most difficult situations and challenges that you are facing at the moment?**

- To learn the language and to be more active in the municipality.
- To be accepted in the municipality.
- To find apartments outside “migrant-ghetto”.

*‘In the future we want to be someone else than ‘the poor refugee who need to be cared for’.*

## GREECE: Needs Analysis Part A: Theoretical Study on Refugees and Adult Education

### 1. Information on refugees in Greece

#### How did the situation change in 2015/2016?

Since the beginning of 2015, approximately one million people have passed through the coast of Turkey to the Greek Islands, trying to reach one of the wealthier Northern European countries. As the table with the countries of destination shows below, the majority of the refugees do not want to stay in Greece.

Table 1: Country of destination

Which country do you want to go to?	
Germany	68%
Sweden	5.8%
United Kingdom	4.5%
France	4.1%
Netherlands	3.4%
Finland	2.6%
Austria	2.4%
Belgium	1.9%
Norway	1.5%
Italy	0.4%
Poland	0.2%
Hungary	0.2%
Spain	0.2%
Other	2.8%
I want to stay in Greece	0.4%
No response	1.5%

Association of Regions of Greece (ENPE) research (15-16 March 2016)

This is the main reason why the asylum applications in Greece are so few in relation to the population of refugees that have reached the country. In April 2016 the estimated refugee population in Greece is approximately 58.000 and only 9.296 of them were asking for an asylum in Greece (see Table 2: Asylum applications). Although, asylum applications strongly increased in comparison to 2015, the majority of the refugees wants to continue to other European countries and try to avoid to be registered in Greece as asylum seekers (according to the Dublin III regulation asylum seekers who are lodged in Greece and based in another EU country return to Greece until their application procedure is finalized. Although this procedure of return has been informally stopped, the majority of the refugees avoid starting the asylum procedure in Greece.).

Table 2: Asylum applications



HELLENIC REPUBLIC  
Ministry of Interior

Asylum Service

Statistical Data of the Greek Asylum Service (1.1.2016 - 30.4.2016)

Asylum Applications			
	April 2016	Monthly Average (2015)	Difference (%)
Men	2209	822	168,7% ↑
Women	1491	278	436,3% ↑
Total	3700	1100	236,4% ↑
(Unaccompanied Minors)	128	36	255,6% ↑

Region of registration	January 2016	February 2016	March 2016	April 2016	Total (2016)	Monthly Average (2015)	Difference (%)
Attica	636	905	1356	1337	4234	653	104,7% ↑
Amygdaleza	28	27	43	39	137	49	-20,4% ↓
North Evros	6	18	12	34	70	34	- ↓
South Evros	136	73	157	387	753	118	228,0% ↑
Lesvos	196	206	370	411	1183	58	608,6% ↑
Rhodes	54	57	120	88	319	67	31,3% ↑
Thessaloniki	107	118	646	1080	1951	99	990,9% ↑
Patra	4	14	26	40	84	22	81,8% ↑
Samos	4	47	182	176	409	-	- ↓
Chios	-	4	44	53	101	-	- ↓
Leros	-	-	-	55	55	-	- ↓
TOTAL	1171	1469	2956	3700	9296	1100	236,4% ↑

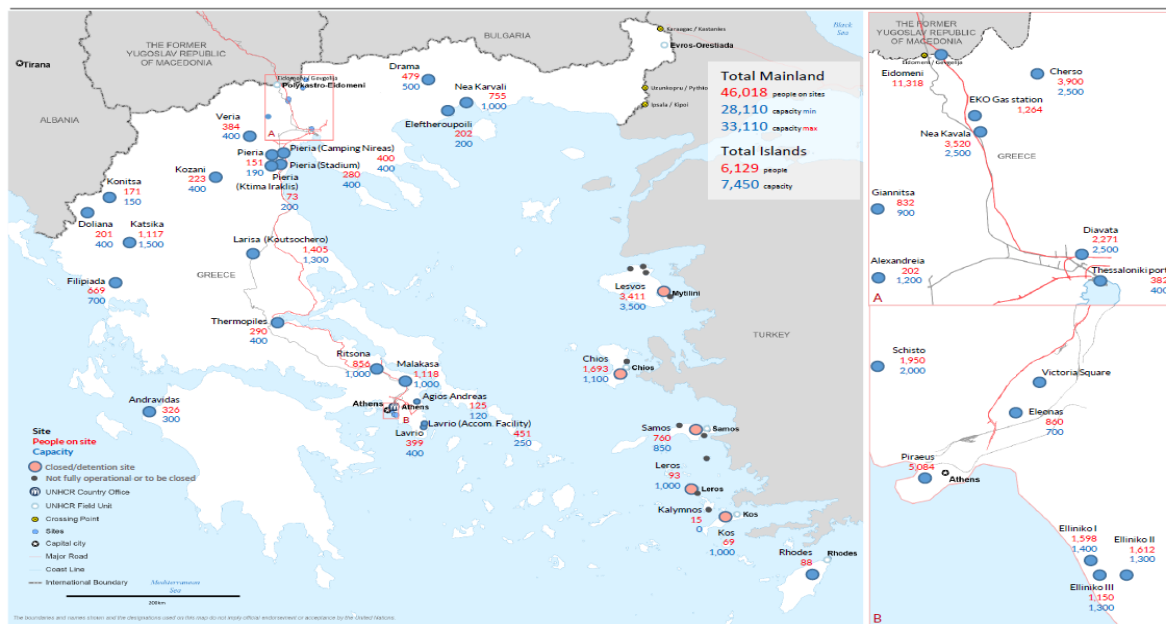
Ministry of Interior (May 2016)

The **main change in the course of 2016** that affected the number of asylum applications and the refugees' population staying informally in Greece is the closure of the northern borders and the

entrapment of those people in Greece. In the end of February 2016, the Former Yugoslav Republic of Macedonia, Serbia, Croatia, Slovenia and Austria have decided to close their borders with Greece after the accusation of Austria government that Greece was failing to police its borders properly<sup>19</sup>. This decision was affected the situation in Greece and turned a refugee crisis into a humanitarian crisis. Thousands of people (men, women and children) experienced a strong frustration and the Greek authorities were pressed to even cope with violent reactions of people who remained for several days in unsuitable accommodations (i.e. makeshift camps in ports and national road parking etc.).

In April 2016 the Greek Ministry of Defence (i.e. the army) together with some NGOs were asked to help and they opened several old military camps in order to cover the urgent accommodation needs of the refugees (see Table 3: Site locations in Greece).

Europe Refugee Emergency  
Site locations in Greece  
As of 02 April 2016 08:00 a.m. EET



Based on figures from the Coordination Centre for the Management of the Refugee Crisis as of 02/04/2016 08:00 a.m. Eastern European Time.  
Online map with additional information: <http://www.unhcr.gr/sites>

At this moment, the situation in Greece is characterized by a variety of factors that causes stagnation.

First of all, the majority of the refugees are unwilling to start the asylum procedure in Greece. As the qualitative research of the Association of the Regions in Greece shows, 54,4% of the refugees

<sup>19</sup><https://www.theguardian.com/world/2016/feb/27/thousands-of-refugees-stranded-at-greece-macedonia-border>

want to stay in a hot spot until the borders will open (Table 4: Staying in Greece or going back to your country).

Table 4: Staying in Greece or going back to your country

In case you do not manage to pass the borders towards Central Europe, are you thinking of staying in Greece or of going back to your country?	
I will stay in a reception area till the borders are open	54.4%
I will manage to pass the borders by my own	13.5%
I will stay in Greece in an organized place	8.6%
I will stay in Greece in a friend/family place	3.9%
I will go back to my country	16.8%
No response	2.8%

Association of Regions of Greece (ENPE) research (15-16 March 2016)

According to the above data, it cannot be accurate estimating the number of people who will receive services on a long term basis (e.g. permanent housing, education, vocational training, etc.).

Secondly, at the moment the refugee flow from Turkey has been stopped because of an agreement between the two countries (Greece-Turkey) as long as the borders toward central Europe are closed. In case that the refugee flow keeps coming due to termination of the agreement between Greece and Turkey, the situation in Greece will change dramatically.

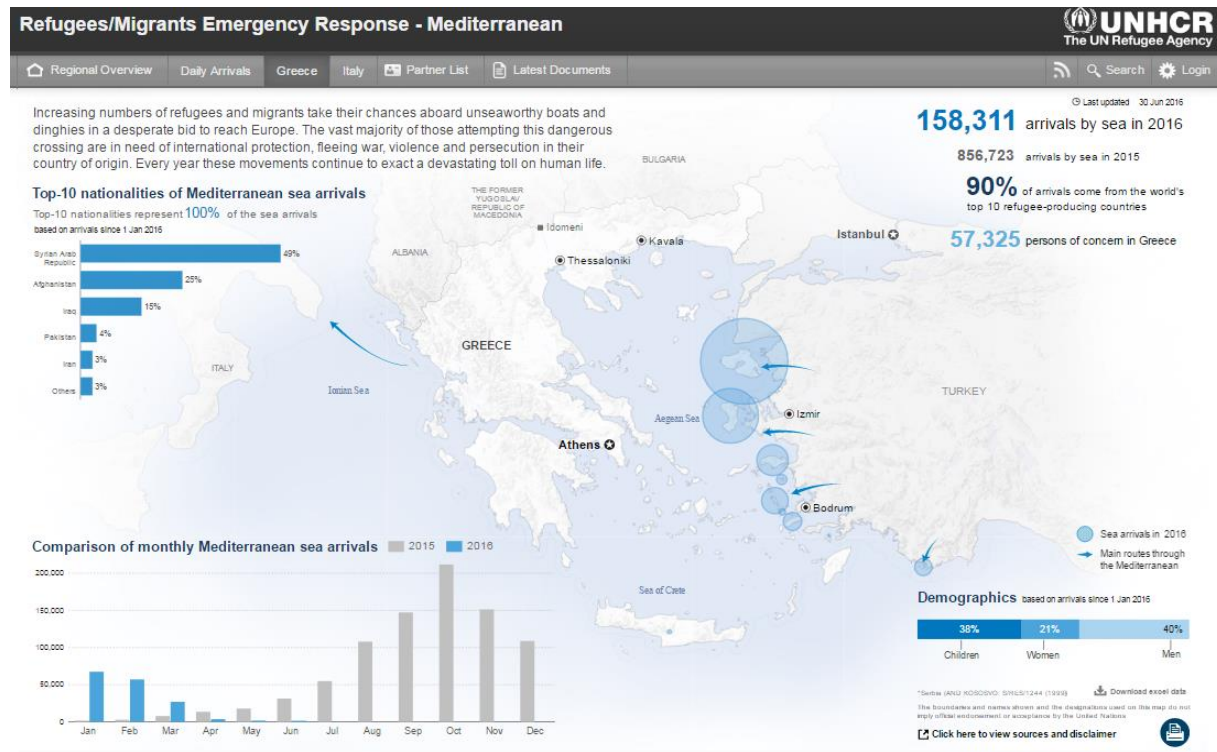
At this moment, a coordinated effort of the 13 regional governments in Greece to create stable accommodation structures is taking place, with professional staff recruitment, recording to the needs of refugees for education (primary for children and language training for adults) and planning of large scale integration procedure on a local, regional and national level.

**How many percent of the refugees do come from which country? Which groups are the strongest represented which are minorities? Overview of countries of origin and spoken languages.**



According to the UN Refugee Agency (Table 5: Refugees/Migrants Emergency Response by UNHCR) the majority of the refugees comes from Syria (46%), Afghanistan (24%) and Iraq (15%).

Table 5: Refugees/Migrants Emergency Response by UNHCR



<http://data.unhcr.org/mediterranean/country.php?id=83>

Quite similar data emerged as well from the qualitative research conducted by the regional administrations in Greece during March 2016 (Table 6: Place of origin/birth). In this research the larger percentage of the people from Syria in comparison to the people from Afghanistan could be interpreted as a result of the fear of people from Afghanistan to be registered with their real origin identity, as the European governments have declared that people from Afghanistan cannot be considered as refugees but as immigrants.

Table 6: Place of origin/birth

Syria	74%
Afghanistan	12.5%

Iraq	11.6%
Iran	0.9%
Other	1.1%

Association of Regions of Greece (ENPE) research (15-16 March 2016)

The main language used by the refugees is Arabic/Syrian and Persian-Farsi but the majority of the Syrian refugees are able to communicate in simple English language.

### **Portrait of the Greek institutions concerning the issue of education and refugees.**

The Synergy of Music Theatre (SMouTh) is a non-profit organization based in Larissa-Greece, created in 2001, by young professional artists in the areas of Theatre, Music, Dance and Media. In its initial stage it was an initiative supported by the Municipality of Larissa and later established its independent legal entity. The primary objectives of SMouTh are: to provide youth and adults opportunities of initiation, training, education, creation, research and professional issues, in the arts that combine Music Theatre, and by this process, to reinvent the means of artistic, cultural and social expression. SMouTh plans and implements regularly workshops for various artistic languages (writing, music, dance, acting, kinesiology, media, photography, film making, development of communication skills, etc.), organises professional and educational performances & cultural productions and is actively involved in European projects & networks. It should be noted that SMouTh is addressed primarily to members of disadvantaged social groups that, because of economic and/or cultural background, have no access to cultural and educational activities similar to those that are implemented by SMouTh.

Due to its competence in the development of communicative skills through the arts, SMouTh will play a crucial role in the educational activities which are supposed to address refugees in Greece as it will provide several educational tools and techniques in order to facilitate the communication between the people of the host country and the refugees who do not necessarily speak the same language.

4ELEMENTS is a Non-Profit and Non-Governmental Organization (NGO) based in the area around Athens and Thessaloniki, certified by both the Ministry of Foreign Affairs and the Ministry

of Health. It is an innovative and pioneering Greek organization that focuses on issues pertaining to:

- Social inclusion
- Gender equality
- Employability and equal opportunities
- Scientific research and the development of know-how in social policy issues
- Education and capacity building
- Media violence

4ELEMENTS acts primarily on prevention, information, planning, evaluation and preparation of studies and sensitising actions in the field of human resources development, environment, health, welfare and culture.

Since its establishment, 4Elements has undertaken numerous projects and programmes, many in collaboration with large well-established organizations both in Greece and abroad, targeting the following societal groups:

- Women and especially women in difficult situations
- Immigrants and refugees
- Elderly
- Children at risk of trafficking and exploitation
- Persons with physical disabilities and mental disorders
- Long-term unemployed and those with low professional qualifications

4Elements staff has advanced degrees and many years of working experience. The organization's personnel have varied educational backgrounds and skills and include a rich combination of sociologists, psychologists, economists, political scientists, specialists in education and engineers. Dynamic, highly motivated and experienced, 4Elements staff operates at various national and local contexts as well as at international level. In addition to the permanent staff, the organisation also cooperates with external specialists and academic institutions on a regular basis for projects and training programmes.

The social and humanitarian values that underpin the organization and form the foundation of its overall mission and strategy are incorporated into the work carried out in each area of activity. Four Elements values (equality and diversity, community involvement, fairness, respect for others) are reflected across activities in all its areas of expertise.

4ELEMENTS has great experience and intends to play a major role in awareness campaigns, workshops, research and assistance in various policy areas (refugees, immigrants, women, children and youth, disability, gender based violence, media violence, etc.). Its objective is to contribute towards the integration and protection of vulnerable groups, including refugees and immigrants through targeted actions in Greece, Europe and the world. Through its involvement in several EU funded projects, 4ELEMENTS has accumulated considerable knowledge and experience in the areas of social responsibility, equality, teacher training, inquiry based learning and assessment methodologies.

## **2. Reactions amongst the receiving society – the citizens**

According to the diaNEOsis research<sup>20</sup> during the February of 2016, the majority of the Greek people underestimated the size of the refugee flows in general, while their knowledge on specific aspects of the problem was limited. This lack of knowledge creates some incorrect impressions in relation to the situation that enhanced the negative stereotypes and discrimination against refugees. On the other hand, the general attitude of the population is characterized by sympathy for the refugees and the majority of the Greek people reward the self-organised and solidarity efforts of several informal groups of citizens and NGOs in supporting the refugees, especially on the islands. In general, the Greek people are disappointed by the European Union and Greek government's response to the problem.<sup>21</sup>

**Which developments in society did emerge towards the refugees since 2015/2016 that raise public awareness (Newspaper, Media)?**

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<sup>20</sup> <http://www.dianeosis.org/research/oi-ellines-kai-to-prosfygiko-provlima/>

<sup>21</sup> <http://www.dianeosis.org/2016/02/oi-ellines-kai-to-prosfygiko-provlima/>

The Greek society was not completely unprepared for the sharp increase in refugee flows in 2015/16. The first shock during the 1990s with the flows from Albania and the second one after the war in Afghanistan and the political instability in Pakistan, Africa and the Middle East during the first decade of the 21<sup>st</sup> century had already developed some attitudes and balances inside the Greek society. The rise of the right-wing populism in Greece (which is against hosting and integration of the refugees and immigrants) and the political opposite anti-racist movements, for example, is a result of the previous experiences of the Greek society in relation to the refugee and immigrant flows.

But, concerning the recent situation (2015-16), the limits of those balances were tested because of the strong economic crisis in Greece. The lack of economical and human resources of the Greek government and society and the general atmosphere of fear of the future created two different attitudes at the same time: (a) a hostile attitude towards the prospect of taking responsibility of the Greek society to meet the needs of the refugees who were arriving and necessarily staying in the country, and (b) a total solidary and willing to give as much as possible; attitude by groups of the general public that recognized in the refugees' faces the victims of a crisis similar to the Greek crisis.

In such a strange situation, the Greek media did not help the Greek people to restore the previous decade balance (which was characterized by negative stereotypes and hostile attitudes against refugees and immigrants as well). For example, during the same TV news broadcast or in the same edition of a newspaper, one could be informed about the tragic situation of the refugees in the camps together also with some outrageous fears about the potential impact of the refugee flows to the Greek/European culture. On the one side, invoking of solidarity and compassion, on the other creating of hostile attitudes.

It is worth mentioning that the media failed to inform the society about the refugees' needs in the near future such as education and well-structured activities in order to be integrated in the Greek society. Almost all the scenarios of permanent establishment of the refugees in Greece were presented with a negative meaning.

The combination of those two facts (ambivalent data on the overall situation and creation of fear for the possible continuous presence of refugees in Greece) has produced a negative attitude against the media by a large amount of Greek people who wanted to see a systematic effort by the Greek

society (state, private sector and autonomous citizens) to cover the needs of the refugees. This large population group helped in various ways and significantly contributed to respond to the humanitarian crisis (according to diaNEOsis research these efforts have been highly positive evaluated by the people), but did not recognize any credibility to information provided by the media.

Thus, the negative nature of the information coming from the media influenced more those parts of the Greek population that were already negatively predisposed or kept until now a neutral attitude regarding the refugees.

**Which different voices can be found within the society? What are the conflictual lines? (NGOs, Pro Contra, Demonstration, different levels of society etc.)**

Main negative:

1. These people, who aim to be treated as refugees and who enjoy the protection through the Greek state, are not from Syria or from war zones (for example, there have been strongly questioned the right to be recognized as potential refugee a person coming from Afghanistan) but are economic immigrants trying to benefit by the overall situation.
2. Refugees could be carriers of diseases and create health problems in the Greek society through infectious illnesses.
3. While they say that they have given thousands of euro to illegal trafficking networks, they *choose* to travel illegally to Europe and claim financial and humanitarian support from Greece.
4. They are fanatic Muslims (aka ISIS, terrorists etc.) who want to expand the jihad to the Europe.
5. Greece is trapped in the economic crisis by Europe and the rich countries of the Western world, which have designed the refugee crisis in order to destroy the country and its history and to sell it to banks and companies from abroad at cheap price.

Main positive:

1. Refugees are victims of a war that did not generate themselves, but the countries that have an interest in war. For this reason, at least European countries should cover refugees' needs in order to continue their life.
2. The refugees are not responsible for the poor health conditions encountered in makeshift accommodation and reception structures. They are not carriers of diseases. Europe and Greece are responsible for damage caused to their health. In particular young children are those who should be vaccinated, not to avoid spreading illness to the country's population but to protect themselves from diseases that threaten them in the reception camps.
3. The people who come as refugees have average high educational level - at least similar to the host society - and can contribute equally to the national economy if someone gives this opportunity.
4. There are not fanatics and do not come to Europe to begin a war, but to escape from the war in their countries.
5. They are victims of the same international system caused the economic and humanitarian crisis in Greece from 2008 till today. For this reason we should show solidarity, as if they are our own people.

As mentioned above, the support received refugee flows from autonomous citizens and informal groups on the islands was great. In some big cities several solidarity demonstrations and events with the aim of gathering of food and relief items were organized. Hundreds of cultural events (concerts, theatrical performances, exhibitions, etc.) organized by artists who did not want a pay and asked for the audience to gather several relief items and food for refugees instead of a ticket, are characteristic of the general atmosphere in Greece.

On the other hand, there were several negative and inhospitable reactions by citizens in various parts of Greece where it was planned to operate hosting structures. Some protests were held outside the camps that were foreseen to provide hosting services and many local government representatives came into conflict with the government's decisions in order to gain political power by the people who feared the consequences of the refugee crisis.

The Synergy of Music Theatre – SMouTh participated in solidarity events offering theatrical shows and musical concerts aimed at collecting relief items and food for about 150 families of refugees accommodated near Larissa. It also facilitated foreign artistic groups who wanted to reach out to

refugee hosting areas in the region to provide entertainment and creative services to young people and children. Finally, SMouTh has coordinated several antiracism workshops in primary schools between September 2015 and April 2016.

### **3. Forms of discrimination**

#### **Which discrimination forms do refugees suffer the most in the country/city?**

First of all, perhaps because of the size of refugee flows and the weakness of the Greek and European authorities to systematically meet their needs, refugees are not served in the manner prescribed by international treaties on human rights. This means that they are not treated as people who are under threat and deserve protection.

In many cases they are not allowed to move freely within the country and are required to stay in makeshift camps.

They are not receiving information about whether to receive authorization to proceed to the European country that was the original destination of their journey and so they do not know how long they need to stay in Greece, in makeshift accommodation facilities before continuing their journey or even if they will be able to continue.

There have been too many cases reported of economic exploitation of refugees in Greece. For example, there have been reported very high rates for traveling tickets from various parts of Greece to the border, four times higher prices than usual for the market of food and water, and even requirements to pay 5 euro in order to charge the battery of a single cell phone or/and laptops from various shops.

The children and families that want to stay in Greece do not know if they are eligible to participate in the primary educational system of the country and those refugees who wish to work do not have legal documents and therefore cannot register to the National Manpower Organisation (OAED) to participate in training and job search programs.

#### **Overview and information on the legal status and national/EU procedures for refugees in the country**



As mentioned above, very few refugees wish to apply for asylum in Greece because they will not be able to continue their trip to Europe, at least until they receive the official decision for their application in Greece. This means that too many people who come to Greece through the recent refugee flows currently have no legal documents and if they will be found outside of the temporary accommodation centres they risk of arrest and deportation.

The temporary asylum request card (pink card) issued by the Greek authorities lasts 6 months. In these six months, the process is rarely completed with a positive or negative response from the Greek state. This means that this card should be renewed several times and someone who has applied for asylum in Greece usually waits for more than two years for a decision.

According to agreements between the Greek government and the countries of the European Union, about 180 000 refugees will be accepted to continue their journey their country of destination in Europe.

At the moment, the refugees who were allowed to continue are a few hundred and no one can guarantee how this agreement will be implemented with closed borders.

### **Overview on the supply for refugees in the country: specific emphasis on education**

With regard to the trainings, the Greek Red Cross educates children and adults in hosting centres in health issues but in the near future, it will start a training in first aid in order to create groups of trained persons within the refugee/immigrant population in each hosting centre.

Besides that, there are no organized education efforts in makeshift camps, other than the mother tongue education courses informally provided by refugees themselves to children of the camps.

### **Overview about institutions responsible or active for the supply of refugees**

The organizations that mainly provide services in temporary accommodation centres in Greece are:

1. Greek Police
2. Greek Army
3. Greek Red Cross

4. International Federation of Red Cross/Red Crescent Societies (IFRC)
5. Doctors of the World / Médecins du Monde – Greece (MdM-Greece)
6. UNHCR
7. Save the Children
8. SOS Children's Villages Greece
9. Germany Red Cross
10. Finland Red Cross
11. Spanish Red Cross
12. French Red Cross
13. International Medical Corps
14. Action Aid
15. Movement of the Ground
16. Drop in the Ocean
17. Greek Navy
18. Refugees welcome to Piraeus!
19. Greek air force
20. International Organisation of Migration (IOM)
21. Lighthouse Relief
22. ECHO100plus
23. Boat Refugee Council
24. Medical Intervention (MEDIN)
25. Samaritan's Purse
26. Hellenic Center for Disease Control and Prevention (HCDCP)
27. FRONTEX
28. European Asylum Support Office (EASO)
29. PRAXIS
30. Norwegian Refugee Council
31. Many informal volunteering groups

#### **4. Overview on structures of adult education**

Greek society has always been characterised by a strong demand for general education and university studies. VET held little appeal for young people and was associated with 'laborious' and 'inferior' manual labour; on the contrary, general education is associated with expectations of improved social standing. Today, young people continue to see vocational education as a last resort, despite unceasing efforts by the authorities to present it as an alternative of equal value with general education. The statistics show that those with technical and vocational qualifications have less trouble finding jobs than those with general education.

The Ministry of Education is responsible for Adult Education. The Ministry of Employment is responsible for training in connection to employment. Under those Ministries there are several types of Institutions such as Second Chance Schools, Centres for Adult Education and Centres for Vocational training, training for unemployed etc. Certain ministries provide training programs as well. Many municipalities offer a wide range of courses. The parents' education is also included as well as language courses for immigrants. The central labour unions have the right to offer such courses as well. For a better coordination of the network, a national continuous forum for General Adult Education has been established with the participation of all the relevant institutions.

The main umbrella public organizations are the General Secretariat for Lifelong learning (Ministry of Education, GSLLL) and the National Organization for the Certification of Qualifications and Vocational Training under the Ministry of Education (EOPPEP). EOPPEP is the responsible institution for the development of LLL, the National Qualification Framework and the relevant recognition of competences of professional qualifications.

General adult education in public institutions include: Centres for Adult Education situated throughout the country (58), parents' schools (55), Second Chance Schools (57). The Centre for distance adult education offers programs as well. The centres for vocational training mainly offer courses for continuous training.

There are several private institutions which offer courses for adults parallel to university courses but they are only recently under the supervision of the Ministry of Education: Non-formal VET: vocational training schools (KEK), post-secondary VET schools (IEK), colleges and lifelong learning centres (LLC).

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- European InfoNet Adult Education, Adult Education in Greece, <http://www.infonet-ae.eu/country-overviews/greece>
- Euridyce: Structures of Education and Training Systems in Europe - Greece

### **Status Quo of inclusion of refugees in the country/city**

According to the EAEA 2015 Statement, “adult education can play a key role in the current refugee crisis”.

EAEA stresses that adult learning is a part of the solution both for the refugees and for the host countries. It can help with the integration of refugees in their host countries. Adult education institutions should provide e.g. language and citizenship courses that support refugees upon arrival. They can also play an important role in providing refugees information on their options and rights. Adult education institutions also organise intercultural meetings for new arrivals and locals. It is important that the original population understands who the refugees are, where they come from, why they have fled, what their status as refugees means and entails and what it means for the society to welcome new inhabitants. On the other hand, these meetings allow refugees to understand the local culture better.

EAEA stresses that education for tolerance and respect is very much needed at a time in which messages and acts of xenophobia are increasing all over Europe. Here again, non-formal adult education plays a crucial role. It promotes active citizenship, intercultural competences and fundamental values, and enables people to engage in a social change of society that leads to more solidarity, e.g. by forming civil society alliances and platforms.

In Greece, there are several issues the refugee crisis has raised to the national agenda. Firstly, a common refugee strategy is needed - not simply about registration and documentation but also about providing them with a feeling of safety.

Secondly, refugees need to be counselled of the opportunities they may have in any European country. Greek NGOs have recently launched a platform with an application for mobile phones in order to inform current and prospect refugees on what to expect when they enter the country. A common training strategy that volunteers and NGOs could orientate their activities around, is missing.

Most educational initiatives are organized by NGOs in large cities and are mostly targeting refugee children and less adults.

For example the NGO Civis Plus announced the launch of a program providing supplementary schooling and creative activities in Greek for migrant and refugee children from the age of 7 to 12 years in central Athens. In some cases there are also lessons for parents wanting to learn Greek. Another NGO called PRAKSIS operated a project titled "From Alpha to Omega" for the learning of the Greek language, history and civilization for adult immigrants.

Despite such efforts the adult education field in Greece has no clear agenda or plan regarding this issue. Adult learning communities (including HEIs) do not seem to react promptly to the matter although a certain concern is there. NGOs organising basic adult education on a non-formal basis to refugees in Reception Centres seem to be more active in terms of provision, but more synergies among the NGOs and existing local adult education structures like KDVMs (Local Lifelong Learning Centres) is needed. Resources are currently extremely low.

### **Sources:**

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# ITALY: Needs Analysis Part A: Theoretical Study on Refugees and Adult Education

## 1. Information on refugees in Italy

### Current legislation on refugees

In Italy, in 2015, about 84.000 people applied for asylum. In the same year, on 31<sup>st</sup> of December, the total amount of people living in different kind of reception facilities for asylum seekers and refugees was 114.400.<sup>22</sup>

In Italy, in 2015 there were 78.000 refugees. A limited number compared to other European Union countries, just think of the 571.000 refugees living in Germany or the 193,500 who live in the UK, and even more in countries of first asylum. 1.702.700 refugees are living in Pakistan, 886.500 in Iran and 755.400 in Syria<sup>23</sup>.

During 2015 some changes have been introduced to the legislation related to refugees. First of all, with the Decree 142/2015, Italy tried to regulate with only one legislative instrument all the relevant aspects of the Italian asylum system. The second important new has been the launch of the so called Hot Spot approach, introduced by European Agenda on Migration of May 2015. The Agenda established the necessary measures to govern migration flows to Europe with a short, medium and long term perspective. These include the opening of hotspots located in the landing sites (in Italy in January 2016 those in Lampedusa, Trapani and Pozzallo, all of them in Sicily Region), were declared active, where rescued migrants should be registered and identified (through the release of fingerprints) and as they disembark there. The idea driving the Hot Spot approach is the possibility to distinguish at the moment of their arrival in Italy between “forced” and “voluntary” (economic) migrants. Those recognized as belonging to this second group must be repatriated as they do not meet the requirements to remain legally in Europe<sup>24</sup>. After the identification in the hotspots, people who require international protection will be transferred in different kinds of reception facilities spread all over on the national territory. People who fall in the relocation process will be transferred

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<sup>22</sup> ANCI *et al.* Rapporto sulla protezione internazionale in Italia 2016

<sup>23</sup> UNHCR

<sup>24</sup> Report on immigration identification and expulsion in Italy. Parliamentary Commission for the protection and promotion of human rights. February 2016

to the regional dedicated hubs; people staying illegally and who do not require international protection will be transferred to the Centres for Identification and Expulsion (CIE) "before being repatriated"<sup>25</sup>.

## **Hotspot operation**

These are the procedures expected by the Ministry of Interior in structures identified as a Hotspot:

- a) All landed people are subjected to medical screening in order to immediately remedy any potential health problems of each individual.
- b) They are subsequently interviewed by officials of the immigration office that issues the migrant's "news-sheet" containing particular and background information as well as pictures of the person and a statement about his intention or not to apply for international protection. Migrants who can join relocation program are informed about the procedures and their effects.
- c) Immediately after pre-identification procedures, migrants are recorded as "CAT 2" (illegal entry) or as "CAT 1" (asylum seekers and possible relocation). Those migrants which express they intention to apply for asylum, are required to formalize their intention by completing the "C3" form in the structures for asylum seekers (the regional hubs existing in Italy) where they will be transferred after the conclusion of the mentioned registration activities<sup>26</sup>.

According to the parliamentary commission this step of "a first differentiation between asylum seekers/potential applicants for relocation and those staying illegally" - as written in the Roadmap of the Interior Ministry - takes place when migrants rescued at sea and just landed, are often apparently still in shock because of a long and risky journey. Not all foreigners, in fact, are able to understand what is required because they come from different areas and sometimes they do not know any of the four languages (English, French, Arab, Tigrinya) for which translation is granted. Moreover, the presence of people who are illiterate or little literate is very high. These aspects

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<sup>25</sup> Ministry of Interior Roadmap, September 2015

<sup>26</sup> Report on immigration identification and expulsion in Italy. Parliamentary Commission for the protection and promotion of human rights. February 2016

represents a big issue also for the reception facilities we will see in details later: CARA, CAS and SPRAR.

After have been registered at the Hotspots, asylum seekers are transferred in governmental reception centres (called “CARA - Reception Centre for Asylum Seekers” until the Decree 142/2015) destined to first reception.

The maximum stay in this kind of facilities should be 20 days for those asylum seekers who do not have travel or identity documents, who have false or counterfeited documents or 35 days in the other cases. Anyway, the actual stay is extended systematically to 6 months and more because the asylum procedure lasts several months, and the asylum seekers have the right to stay in this centre for the whole time of procedure.

Beside CARA in the first reception system, we find also CAS<sup>27</sup> (Extraordinary Reception Centres). In December 2015 in CAS there were 70.918 asylum seekers, the 72% of total presences in the reception system<sup>28</sup>. CAS were imagined during Mare Nostrum operation, in 2014, in order to compensate the lack of places in the ordinary reception facilities or services established by local authorities, facing the high number of arrivals of asylum seeker. Currently they are part of the reception system, representing the most common way of reception. These structures are identified by prefectures through public tenders (to which can take part also private owner of structures (such as hotels) in agreement with NGOs, heard the local authority in whose territory the property is situated. The stay should be limited to the time necessary to transfer the applicant in the second reception facilities (SPRAR), even if this transfer rarely happens, for the reasons we will see now.

The Protection System for Asylum Seekers and Refugees (SPRAR) is a network of projects of "second reception" addressed to applicants and beneficiaries of international protection. The law 189/2002 has created SPRAR, which is based on a joint effort by central and local authorities: municipalities in collaboration with civil society organizations run SPRAR projects at local level in order to realise projects of “integrated reception”. At local level, people included in the SPRAR system should receive not only a primary assistance, but also support, information and orientation to realize individual paths of social and economic inclusion. It is financed through the National

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<sup>27</sup> The C.A.S have been activated following the circular of 8 January 2014 from the Interior Ministry in view of the large influx of foreign citizens requesting international protection,

<sup>28</sup> <http://openmigration.org/analisi/la-malaaccoglienza-di-migranti-e-rifugiati/>



Fund for Asylum Services and Policies, whose resources are devoted to the reception of asylum seekers and their families, as well as the protection of refugees and of those entitled to subsidiary and humanitarian protection. SPRAR project usually hosts small numbers of people. In practice, asylum seekers are referred to second accommodation centres (SPRAR) and they are transferred there depending on the availability of places, the urgency and the vulnerability of the case. Asylum seekers stay in the SPRAR generally until their application is analysed by the Territorial Commission, and for other 6 to 12 months after the decision of the Commission. Asylum seekers who lodge an appeal against a negative decision on their asylum application are allowed to remain on the national territory and have access to accommodation only in case they are not allowed to work or their physical condition that prevents them from working.

There are several obstacles which affect and hamper the access of asylum seekers to material reception conditions. The main negative aspect of the Italian reception system consists in the reduced number of seats in the ordinary reception system (the SPRAR) and the consequent difficulty in providing to all asylum seekers an adequate reception. The conditions of arrival by boat of thousands of asylum seekers that require a prompt and immediate response in terms of rescue and reception makes this scarcity of seats more problematic<sup>29</sup>.

### **The numbers of asylum seekers and the countries of origin**

According to data from the Ministry of Interior, Italy in 2015 received 71.117 asylum applications, compared to 63.456 in 2014. The requests came especially from citizens of Nigeria, Pakistan, Gambia and Senegal; whereas migrants from Turkey, Iran, Sudan and Palestine were the ones who made up a minor number of request for a refugee status. The following table shows the results of asylum applications examined in 2015, irrespective of the year in which the requests have been submitted.

	2015	%
Refugees Status	3.555	5

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<sup>29</sup> AIDA, Asylum Information Database Country Report, Italy, 2015

Subsidiary <sup>30</sup>	10.225	14
Humanitarian	15.768	22
Denial	41.503	58
Other	66	0
Total examined	71117	100

*Source: Ministry of Interior*

In 2016 the situation is more or less the same, according to the data of the Interior Ministry for January and February, the applications have been 15.198, primarily from citizens of Pakistan, Nigeria, Gambia and Afghanistan; while migrants from Turkey, Iran, El Salvador and Albania were the ones who made up a minor number of requests for a refugee status.

As for 2015 the following table shows the results of asylum applications examined in January and February, irrespective of the year in which the request was submitted.

	<b>January '16</b>	<b>%</b>	<b>February '16</b>	<b>%</b>
Refugees Status	190	3	298	4
Subsidiary	698	11	941	12
Humanitarian	1.352	21	1.414	17
Denial	4.266	66	5.457	67
Other	1	0	5	0
Total examined	6.507	100	8.115	100

*Source: Ministry of Interior*

## **Main countries of origin of asylum seekers in Italy**

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<sup>30</sup> The subsidiary protection status, like that of a refugee, is recognized by the competent Territorial Commission following the submission of the application for international protection. If the applicant can demonstrate a personal persecution within the meaning of the Geneva Convention, which defines who is a refugee, but it is believed that the risk of suffering serious harm (death penalty, torture, threats to life in the event of internal or international war) if returned to his country, it can obtain subsidiary protection.

From this data it is clear that in Italy, between 2015 and mid-2016, the majority of requests for refugee status has been received from citizens of “West African countries” (particularly Nigeria, Gambia and Senegal) and Pakistan. For the three West African countries the reasons for emigration are interwoven between wars, terrorism, authoritarian regimes, climate change and poverty, while Pakistani experienced a situation of low-intensity regional conflicts and a general impoverishment. In particular, the emigration from the Gambia is driven both by poverty and the presence of the bloodiest dictatorship in Africa; this situation causes a migratory flow that embraces different social groups (from farmers to university graduates). Many migrants from rural areas of Gambia only speak their native language, mainly Wolof and Mandingo, and do not know English nor Arabic, hence, there are communication difficulties when they arrive in Italy.

In Senegal half of the population still lives below the poverty threshold and the nation still remains among the twenty-five worst in the world, according to the Human Development Index. In the southern region an armed clash between the MFDC<sup>31</sup> separatists and the government force is taking place, a further element which increases the intensity of migration flows. Italy, for West African citizens, is often a country of secondary migration: many migrants arrived during the last year and a half were living and working in Libya before, but decided to leave the North African country because of the war and the violence under which many of them suffered in the context of generalized chaos that has plunged Libya. Precisely, because of this stay in Libya, many migrants coming from sub-Saharan Africa know Arabic, in addition to French. In Nigeria, the main issue is represented by the Boko Haram terrorists. Especially the northeast of the country is affected by the conflict between Boko Haram and the government’s forces. However, terrorism is only one of the problematic aspects in the state, which is also plagued by hunger, diseases and environmental disasters. The Niger Delta is affected by the spills of crude extracted from local deposits, which is severely damaging fishing and agriculture. Nigeria is also an extremely complex country, given a great deal of ethnic groups and languages, although almost all the Nigerian migrants speak English, in its local version of *Pidgin English*<sup>32</sup>.

### **Portrait of the own institution concerning the issues of education and refugees**

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<sup>31</sup> Movement of Democratic Forces of Casamance

<sup>32</sup> Eurostat

By law, asylum seeking unaccompanied children and children of asylum seekers have the right and the obligation (until 16 years old) to take part in the national education system maximum three months into the asylum application<sup>33</sup>. This principle gives equal rights of education to foreign children as to Italian children, even when they are in an irregular situation. They are automatically integrated in the obligatory National Educational System. No preparatory classes are foreseen at the national level, but since the Italian education system envisage a sort of autonomy in the organisation of the study courses, it is possible that some institutions organise additional courses in order to assist the integration of foreign children.

In practice, the main issues concerning the school enrolment are: (1) the reluctance of some schools to enrol a high number of foreign students; (2) the refusal from the family members and/or the child to attend classes; and (3) insufficient places available in schools located near the accommodation centres and the consequent difficulty to reach the schools if the centres are placed in remote areas<sup>34</sup>.

## **2. Reactions amongst the receiving society**

### **Refugees and media**

The public debate on refugees is practically on the daily agenda of the Italian media, both traditional (television, radio etc.) and social media. For over twenty years, Italy has been crossed by massive migration flows and the discussions around the theme of acceptance of migrants (and consequently of refugees) is now at least a common heritage of the majority of the Italian population (where it is possible to find different points of views). Over the past two years, the specific issue of refugees, and the existing difference at the legal level with the so-called economic migrants, became central because of the war in Syria and the consequences of the Libyan crisis, and also because at the European level the issue of the reception of refugees became central.

Regarding the specific issue of refugees, we can certainly say that in Italy, with the exception of experts and people particularly attentive to the issue, there is no adequate knowledge about the rights that the status of refugee or asylum seeker entail. The reasons can be attributed to several factors but it is certain that the moments of greater media attention on the issue of migrants are

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<sup>33</sup> Article 10(2) of the Legislative Decree No. 140/2005 on reception conditions

<sup>34</sup> AIDA, Asylum Information Database Country Report, Italy, 2015

generally consequent to landings (often occurring with tragic consequences), or to some crime episodes in which some non-EU citizen or simply foreigners are involved. It is barely possible to find further information related to the status of applicants for asylum or migrants in the media.

This fact has as a main result a distorted perception of the numerical presence of refugees and migrants in our area, almost as if Italy was swept by a wave of migration, when in fact the number of non-EU citizens and refugees in Italy is well below the average of major European countries (France, Spain, Germany, United Kingdom)<sup>35</sup>.

Furthermore, Italy is a country of immigration only since the 70s and only now in the kindergartens and primary schools a considerable number of migrant pupils or second generation immigrants is present<sup>36</sup>. This factor, together with those previously mentioned, can cause a situation of distrust towards migrants, although, in the new generations, the habit of a multi-ethnic context is certainly greater.

### **Society, politics and refugees**

At political level, the Italian scene sees the presence of political parties, especially the Lega Nord, who, as centrepiece of their program, have the partial or total closure to migration<sup>37</sup>. Lega Nord is also characterized by a heated negative propaganda against Roma. Lega Nord's propaganda has its foundations in a discriminatory widespread feeling in Italy. For example, according to the study of the Association July 21, presented during the International Day of the Sinti and Roma in April 2015, the Roma population in Italy is 170-180 thousand units corresponding to 0.25% - 0.28% of the total Italian population. Over 60% of Roma in Italy are minors and 50% of Roma people have the Italian citizenship. Despite this objective data the perception of many Italians is to be surrounded by Roma and, above all, that most of the episodes of violence and theft can be traced back to them. In fact, according to the Pew Research Centre, Italy is the European country where

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<sup>35</sup> To give just one example. If we take the case of Italy and Spain, two recent immigration countries, we can see how on the 1 January 2015, in accordance with the respective National Statistical Institute (ISTAT and INE), non-EU citizens resident in Italy are 3,521,825 out of a population of about 60,674 003, while those residing in Spain are 2.7 million out of a population of 46,439,864.

<sup>36</sup> According to the report of ISMU foundation: "Pupils with non-Italian citizenship. Between difficulties and successes", referred to the school year 2013/2014, one pupil in ten in Italian schools is a son of immigrants. But in one out of two was born in Italy - in kindergartens are even nine out of ten were born here - so for just accomplished the legal age to have citizenship

<sup>37</sup> In the last election of 2013 the Northern League has reached 10% of the votes.

intolerance against Sinti and Roma is considered the highest. A US research institute examined the hostility against Roma in seven European countries in 2014, and in Italy 85 % of respondents expressed negative feelings towards them. In 2014 the Observatory July 21<sup>38</sup> reported 443 incidents of verbal violence against the Roma, of which 204 are considered high severity, and 87% of these incidents can be attributed to politicians.

The episodes of intolerance and racism are not addressed only to Roma; in recent years, especially since the economic crisis of 2008 and the increase of unemployment, tensions have increased and have encountered different situations difficult to manage. The Third White Paper on racism in Italy highlights that discriminatory acts increased from 156 in 2011 to 998 in 2014, for a total of more than 2,500 incidents recorded along the four years of the study<sup>39</sup>. The episodes are diversified between verbal and physical violence, insults on social networks, but overall show that in the Italian society racism is by no means a marginal factor.

Inside the discrimination due to ethnicity, there are also more conflicting and discriminatory lines, such as gender and the one linked to religion. From the point of view of gender discrimination suffered by migrant and refugee women, the issue has several aspects to consider. From a certain point of view the gender discrimination of migrant women replicates those related to the female population in general (thus lower income, scant presence in decision-making etc.) as well as gender violence. At the same time, migrant women have sometimes more chances to enter in the labour market than migrant men, given the opportunity to undertake care work in Italian families.

However, Italy in recent years has not only seen episodes of racism or discrimination. The presence of volunteers is in fact widespread and the activation of the civil society with solidarity actions towards refugees and migrants is constant and numerically significant though certainly disorganized and fragmented. One example is the experience of a reception centre called Baobab in Rome. The Baobab is a reception centre for migrants, self-managed by volunteers near the Tiburtina train station. The Baobab centre has been the symbol of a united and untiring Rome. For much of last year, in fact, Baobab has been the beating heart of hospitality without precedent, which saw the spontaneous mobilization of many citizens. It is estimated that, between June and

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<sup>38</sup> The Observatory 21 Luglio is a project of the Association July 21 which aims to protect minorities, with a special focus on the Roma and Sinti communities (<http://www.21luglio.org/osservatorio>)

<sup>39</sup> "Cronache di ordinario razzismo. Terzo Libro bianco sul razzismo in Italia", Lunaria 2015

September 2015, the centre has welcomed 30,000 migrants in transit<sup>40</sup>: a very important presence for a city that suffers from the lack of adequate shelters. In December of the same year came the eviction order of the Special Commissioner of Rome. In an emergency situation, faced by Italian institutions in the management of flows of migrants and in the reception of refugees, the work of volunteers often becomes decisive. While this fact is certainly positive, from another point of view, the question arises of how institutions often rely on voluntary associations to cover some systemic deficiencies, often avoiding to take action on the root causes.

Another field in which the issue of refugees, and in general of migration flows, is particularly developed, is arts and especially the cinema. For example *Fuocoammare* (“fire on the sea”, which was the title of a traditional Sicilian song of sailors), the latest film directed by Gianfranco Rosi, won the Berlin Film Festival in 2016 for Best Picture. The film was very successful, and describes the plight of refugees, the disastrous conditions of the reception centres and the situation which the island of Lampedusa is facing, one of the greatest places of arrival of migrants from North Africa. There is a movement intended to promote the island of Lampedusa nomination for Nobel Peace Prize.

Moreover, within the political framework it must be considered that in Italy, above all, the Vatican's voice has a significant importance and Pope Francis I showed a particular interest to the issue of refugees. The statements in favour of reception and against the rejections were in fact many during the last two years and, in a country where the Catholic associations are very strong, the positive consequences in terms of active solidarity have been evident.

### **Interculturality vs Transculturality**

The approach of the Italian institutions to the emergence of a society in which different ethnic groups, languages and religions coexist has been based mainly on the emergency situation and not on a shared planning of competences and responsibilities. Even from a purely theoretical point of view, we can say that public policies are very tied to an outdated conception of confrontation between different cultures, tied to the concept of interculturalism rather than the more modern transcultural approach. According to Wolfgang Welsch, the concept of interculturality premises

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<sup>40</sup> La Repubblica. 28/4/2016

the idea that cultures, constituted as spheres or islands, must inevitably clash. It tries to find a way of interaction between cultures in spite of this collision. A vision of this type is likely to exacerbate the existing false dichotomies in the Italian society, skin colour (white vs black) or religious affiliation (Catholic vs Muslim) remain latent dividing lines among the population, although, in general, we can say that an explicitly racist discourse is no longer accepted. This image of cultures as solitary spheres no longer applies today: “*The old concept of culture misrepresents cultures' actual form, the type of their relations and even the structure of individuals' identities and lifestyles.*”<sup>41</sup> Their present form is *transcultural* in that it *transcends* classical cultural boundaries. Nowadays, mixes and permeations constitute the main characteristics of culture. The concept of transculturality aims at depicting this modified nature of a culture. Transculturality produces diversity. While the traditional diversity provided in the form of single cultures disappears, a new mode of manifoldness, the diversity of different cultures and life-styles, emerges from transcultural permeations. Because it partly overlaps it is easier to affiliate one another with transcultural networks than it was for the old cultural identities. By adopting a transcultural approach immigration public policy could break the deadlock in which they are located, starting first of all from the field of education, understanding that the problem of lack of funding remains central.

### **Speha Fresia against discrimination of refugees**

Speha Fresia has recently changed its mission to orientate its intervention and practices in an even more explicit way against racial discriminations. This decision was taken as a result of a Grundtvig Learning Partnership (called “FILE – Framework for Intercultural Learning in Education” (2010-2012)).

The cooperative through all its activities is in charge to fight against all possible forms of discrimination based on gender, ethnic origins, sexual orientation, and religions in order to valorise the potential of diversities and to empower individuals through a transcultural perspective. The decision to devote even more depth to this topic is given by the knowledge that the issue of discrimination, and intermeshing of different types of discrimination, is now an integral part of a complex society like ours. The cooperative works with the UNAR, the National Bureau Against

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<sup>41</sup> Wolfgang Welsch, *Transculturality – the Puzzling Form of Cultures Today*, From: *Spaces of Culture: City, Nation, World*, ed. by Mike Featherstone and Scott Lash, London: Sage 1999, 194-213.



Racial Discrimination in defence of differences, being included in the short lists of the Ministry of Labour and Social Welfare to work with people with migrant background, and of the Ministry Council Presidency – Equal opportunity Department to fight against all forms of discrimination.

### **Pavia and the role that Universities can play in refugees' reception and education**

Since 2015, Pavia University and SPRAR cooperate in a project for refugees' inclusion in higher education. The University has received 15 students with an international protection status for the Academic Year 2015/2016 and other 5 for the a.a. 2016/2017. Refugees have the opportunity to attend a bachelor or a master course with the total exemption from the tuition fees for the legal duration of the course and, for the same period, the free stay in boarding schools. While the tuition fees are covered by Pavia University, the board and the lodging are offered thanks to an agreement with some public and private donors. The national SPRAR have informed the local realities of SPRAR spread in various Italian regions of this initiative in order to fill in an initial list of possible candidates, it works as a *trait d'union* between University and students of the SPRAR projects and, finally, includes a monthly pocket money for the students for their private needs. The project is gathering consensus and significant contributions not only from the University staff, but also from University students, student associations and the civil society of Pavia in order to help these young refugees in the process of really becoming part of the student community and of the town.

## **3. Forms of discrimination**

### **Forms of discrimination in Italy**

To analyse the discrimination suffered by refugees in Italy we should consider these few lines written by journalist Francesca Spinelli: *"If refugee status would serve to provide care to those who need it when they arrive in a new country, while other people were given the option to enter freely and lawfully in that country, the term "refugee" would pose no problem. Today, however, it is used to distinguish who exists by whom, to a state of eyes, it doesn't exist. The rejected asylum seeker is no longer anything. It must agree to be repatriated or in clandestinely. The European Union doesn't offer many other avenues of legal access so the application for asylum has become a way of*

*justifying their arrival, or their presence in Europe. There are the "fake asylum seekers", of course: have they perhaps an alternative?"*<sup>42</sup>

The discrimination from which refugees suffer in their daily life is no different from the one suffered by migrants who do not have their own status. These are discrimination in the field of employment, access to public services and education. Added to these there are incidents of racism, of a different type (linked to skin colour or religion), which feed the climate of discrimination in the society. We can say that the only advantage over other non-EU migrants for those who have a refugee status is the fact that they are not likely to be deported if they do not find a job or if they lose it, the rest of the discrimination suffered is more or less the same of common migrants. In addition, as discussed in the first chapter, because of delays in the recognition of refugee status, asylum-seekers are often forced to wait for over a year the judge's ruling. Everything forces the applicants to live in a kind of limbo where they have the opportunity to use the services of SPRAR, but rarely gain access to active policies for employment or education theoretically envisaged by the legislation on asylum.

Having said that, we can see that, according to the "Immigration Statistical Dossier 2015", produced by UNAR<sup>43</sup>, the cases of actual racial-ethnic discrimination that occurred in 2014 were 990. Since the geographical distribution point of view, the reports come mostly from Northern Italy (almost 55%, divided equally between North West and North East), then from the Centre (about 34%) and finally by the South (about 11%). It is a response that seems to reflect the different presence of migrants on the Italian territory. As for the fields which have manifested discriminatory conduct, there is a strong impact of the media (more than a third of the cases, 34.2%), followed by public life (just over 20%), leisure (11.4%), delivery of services by public bodies (7.7%), work (7.5%), housing policy (5.1%), school and education (4.1%)<sup>44</sup>.

For the fifth consecutive year the mass media represent the area of greatest relative frequency, with 291 occurrences, equal to 29.4% of the annual total<sup>45</sup>. A fact that leads to detect the need to correct information, even on the part of political class. Signals made from UNAR in 2014 attest to the persistence, and sometimes the resurgence, of xenophobic attitudes and expressions, and

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<sup>42</sup> Francesca Spinelli <http://www.internazionale.it/opinione/francesca-spinelli/2015/09/30/rifugiati-discriminazioni>

<sup>43</sup> UNAR Immigration Statistical Dossier 2015

<sup>44</sup> "Racism in official statistics" Lunaria 2014

<sup>45</sup> UNAR Immigration Statistical Dossier 2015

discriminatory behaviours, not only for the difference in treatment resulting from it, but also for the abuses and injuries of fundamental rights that have their origin in the different "ethnicity", linguistic affiliation, nationality, culture or religion. Also increasing the social tensions and the episodes of real xenophobic violence against migrants, asylum seekers and refugees, the Roma and Sinti minorities, even the contestation of services dedicated to their reception.

## **Legal status and national procedures for Refugees in Italy**

### **Procedure for applying for refugee status**

The stranger who flee persecution, torture or war and enter Italy irregularly without documents, may apply for international protection recognition. The applicant must justify in the application the circumstances of persecution or serious harm, which have led to the escape. The causes of this persecution or serious harm include the State, parties or organizations controlling the State or parts of its territory or non-State actors where the State, or who controls it, do not want to provide protection for victims of persecution or serious harm. The question will be verbalized by police officers using a template, called C3, which contains a lot of information of identity character and few questions about the causes that led the applicant to move away from their own country and seek protection. Therefore it is advisable for the applicant, at the time of the asylum request, to deliver together with the acts a written statement in their own language and/or with translation. If available, it is important to submit evidence of persecution (newspaper articles, photos, official documents such as reports or medical reports, etc.). The lack of evidence is not a reason for the exclusion from the procedure.

If the stranger is in possession of passport, s/he will have to deliver it to the police, with four photos, and will have to submit his/her fingerprints. In case the applicant does not have a passport because it was dangerous for him/her to contact his/her government, a situation that is not unusual among asylum seekers, a birth certificate may help. However, under the law a birth certificate cannot replace the passport, but it can help in the process as it is a legal document which could serve to check the person's identity.

At the time of application it is advisable to request to be heard in person by the Territorial Commission for the recognition of the competent international protection. The applicant has the

obligation, if convened, to be present in the Commission. In the days immediately following the request, the Police should issue a nominal certificate, waiting for the residence permit for asylum request, which should be released within 30 days. The permit request for asylum happens if the police, after having carried out investigations, has verified that Italy is the country responsible for examining the application for international protection. The Prefect establishes a geographical place of residence or area where applicants can stay. The competent authority to decide on the application for international protection is the Territorial Commission for the recognition of international protection. Currently there are twenty commissions.

### **What are the possible outcomes of the hearing at the Territorial Commission?**

The Territorial Commission may recognize a form of international protection (asylum or subsidiary protection), not recognize any form of protection, rejecting the application as manifestly unfounded, assess the application inadmissible (if it has already been examined by another European country), or, for reasons not related to security of the person but for serious humanitarian reasons, may ask to the Police Headquarters to issue a permit of humanitarian protection.

The law is very precise about the definition of: a) Acts of persecution and reasons for persecution which, if approved, will allow the applicant to be granted the refugee status<sup>46</sup>; b) Serious damage that, if recognized, allows the applicant to obtain recognition of subsidiary protection<sup>47</sup>.

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<sup>46</sup> Refugee status is recognized in presence of persecution on certain reasons: the acts of persecution must be related to reasons of: a) race; b) religion; c) nationality; d) particular social group ;e) political opinion. The recognition of refugee status allows: The issuance of a residence permit for political asylum with a duration of five years; The issuing of a trip permit for refugees to be able to go abroad; The granting of refugee card allowing more renewals and practices; To make application for citizenship by naturalization after only five years; To reunite his family, or make a cohesion, based on the requirements provided by law (art.29 bis of Legislative Decree no. 286/98), but without showing housing and income, and facilitation with regard to the documents attesting to the family tie; access to employment; education; health and social care

<sup>47</sup> Subsidiary protection is recognized in the presence of serious harm to the person's damages. For granting subsidiary protection, they are considered serious damage: the death sentence or execution of the death penalty; torture or other form of penalty or inhuman or degrading treatment to the detriment of the applicant in his country of origin; serious and individual threat to life or person of a civilian by reason of indiscriminate violence in situations of international or internal armed conflict. Granted subsidiary protection allows: the issuance of a residence permit for subsidiary protection the duration of 5 years; the issuing of a journey to be able to go abroad, when there are founded reasons that do not allow the holder to subsidiary protection to demand their passports at the diplomatic or consular post of the country of origin; to reunite his family, or make a cohesion, based on the requirements provided by law (art.29 bis of Legislative Decree no. 286/98), but without showing housing and income, and facilitation with regard to the documents attesting to the family ties; access to employment; access to education; health and social care

Both forms of protection, unlike what happens with the preceding provisions, are a kind of international protection.

### **Overview on the supply for refugees in the country: specific emphasis on education**

The refugees or asylum seekers guests of the Italian reception system should be provided with certain services which include also those related to education and training for adults. The legislation provides for the integration of refugees in the Provincial Centres System for Education of Adults (CPIA), where you will also develop learning paths of Italian language. The adult education courses of the CPIA, including those taking place at the prevention and penal institutions, are organized in the following paths: a) first-level education courses; b) literacy and learning paths of Italian language; c) second-level education paths (Technical Institute, Professional and Art School).

The first-level education courses and the paths of literacy and learning of Italian language are realized by the CPIA, while the second-level education courses are made by schools of technical, professional and artistic education. Specifically, the promotion of literacy and learning of the Italian language to foreigners adults, are designed to achieve a title that is certifying the attainment of a level of knowledge of the Italian language not lower than level A2 of the Common European Framework for Languages, developed by the Council of Europe.

Regarding to this issue, under the Framework Agreement of the 07.08.2012, signed by the Ministry of Education, University and Research and the Ministry of the Interior, the guidelines for the elaboration of courses for achievement of B1 and A2 Level of knowledge of Italian language in addition to those regarding the criteria for the conduct of tests of knowledge of civic culture and civic life in Italy have been drafted. All part of the mentioned ministerial agreement on the linguistic and social integration of foreign adults.

Despite the efforts to make the quality of the reception in the CAS and in the SPRAR homogenous, many differences remain among them in ensuring access to language courses and vocational training.

### **Overview on institutions responsible or active for the supply of refugees**

Among the public institutions involved in the provision of language courses and Italian culture for foreigners (which includes the paths for Refugees), there are also the Universities for Foreigners of Siena and Perugia in addition to the CPIA. The Italian language and culture courses, open to foreign citizens and Italians living abroad, are structured in elementary course (A1-A2), Intermediate courses (B1-B2) and advanced ones (C1-C2).

Beyond the institutional actors, however, in the field of education for refugees, the presence of the third sector and voluntary sector is very important. Everywhere on the national territory there are associations, NGOs, cooperatives, volunteer centres that have as main activities the teaching of Italian language and culture to migrants and refugees. A significant example is that of Migrant Schools Network, which brings together associations that teach Italian for free L2 <sup>48</sup> to adult migrants and children in Rome and in Lazio region. In addition to the training of volunteers, Migrant Schools network also provides to promote the courses leading to the A1-A2 and B1 levels of Italian language and culture.

In general, in Rome and in Lazio region the importance of associations can be seen in statistics as well: between the 1st June 2013 and the 31st May 2014 there were 12,826 foreign the students who attended schools in voluntary and private organizations to learn Italian. The countries of origin of the members were 133 different states. Those most represented were Bangladesh (17%), Egypt and Ukraine (6%), Peru (4%), Romania (3.7%) and Sri Lanka (3%). Among those enrolled in the Italian courses, the men outnumber women (56.7% versus 43.3) and almost half of the students were under thirty. Members in possession of a higher education, diploma or degree, drop by 18.4% over the previous year, while the number of people who is illiterate increased (+7%). The holders of a residency permit for work reasons felt to 8.8%, while the number of forced migrants has increased: persons seeking international protection or who are already recognized as protection holders (+4.5%). The number of people arriving in Italy for family reasons (14.5%) and citizens of the European Union (9.7%) remain stable<sup>49</sup>.

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<sup>48</sup> This training is aimed at: strengthen the knowledge and know-how of the volunteer teachers, with a focus on trainees and those who come for the first time in our schools; structuring the learning in educational settings that support the reconstruction of the subjective identities of migrants; promote in the Network schools the comparison between languages, dialects, cultures and religions that belong to migrants; Investigate, assess and promote the circulation of innovative methodologies of teaching experience in schools of the Network ; reinforce the Italian school system, from primary school education of adults, even with training seminars held together with professional teachers and volunteer teachers. Source: <http://www.scuolemigranti.org/formazione/>

<sup>49</sup> <http://www.scuolemigranti.org/13-000-partecipanti-corsi-italiano/>

These latest data referring to voluntary induce to a reflection about the system of education for refugees; as we said in the first chapter it is in fact clear that in Italy the weight of these forms of support for the integration of refugees is remarkable. This item is not in itself negative, but poses problems when it becomes a structural solution to plug the deficiencies of the public system of reception. From this point of view, it would be important to strengthen the overall process of governance of education for refugees, integrating and connecting mostly the public actors with those of the third sector.

#### **4. Overview on structures of adult education**

The Italian refugee protection system hence emphasises a combination of language courses and vocational training courses as a tool for either re-qualification or updating skills, or familiarisation with the work environment. The goal is to increase employability. Internships and other forms of training for a job are efficient tools for that. Information and professional guidance services are also an important part of the programme for refugees' socio-economic integration<sup>50</sup>.

A localized model combining language and vocational training seems to be an effective tool for integration. Vocational training is a foremost strategic tool to give refugees and migrants general and professional skills that are a key element to integrate them here. Training is also key in breaking the segregation mechanisms of the job market. Nevertheless, refugees still face specific problems due to their lack of language skills. The language gap, together with an uncertain legal status and a lack of a local social network, puts the migrant in a difficult position without social mobility opportunities.

According to the guidelines of the model, local authorities have to:

- Take into account the previous experience and expectations and wishes of the refugees in planning training and employment paths;
- To support refugees in developing flexible training and labour market participation targets. These should consist of pre-vocational training courses, labour market orientation, career advice and the development of job search skills;

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<sup>50</sup> <http://www.elmmagazine.eu/articles/from-cargo-ship-to-catering-feasible-integration-paths-in-italy>

- To find solutions to help recognition of previous qualifications and experience.

According to the SPRAR's Central service, which monitors progress, local good practices seem to be spreading among stakeholders and services have been of high quality. The majority of local projects (82 %) have provided Italian language courses for 10 or more week hours for each beneficiary and 92 % of beneficiaries have attended those courses regularly. Concerning access to the labour market, around 90 % of the projects made a local map of job needs and after this mapping 73 % of the projects planned vocational training paths, internships and training on the job. Catering and tourism account for most training-on-the-job activities, followed by farming and handicraft fields. For the year 2014 we have exact data: during that year the SPRAR projects facilitated around 600 job market insertions; almost one third of the projects registered at least one job insertion in the aforementioned economic fields<sup>51</sup>.

### **National and local institutions for adult education**

The national and local institutions involved in the education adult for refugees are essentially of two types:

- The CPIA (Provincial Centres System for Education of Adults)

[www.istruzione.it/urp/cpia.shtml](http://www.istruzione.it/urp/cpia.shtml)

- The University for Foreigners of Siena and Perugia

Siena: [www.unistrasi.it](http://www.unistrasi.it)

Perugia: [www.unistrapg.it](http://www.unistrapg.it)

As mentioned in the previous chapter refugees can attend a course of language and Italian culture at both institutions.

Locally in Rome services for migrants and refugees concerning information about adult education and active policies of employment are managed by the Civic Centre for Migration, asylum and

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<sup>51</sup> <http://www.interno.gov.it/it/ministero/dipartimenti/dipartimento-liberta-civili-e-limmigrazione>



social integration of Roma Capitale <sup>52</sup>. The centre works with various networks and associations <sup>53</sup> for the teaching of Italian language and culture to refugees and provides a guidance service on support services to job search, information on the recognition of degrees, about starting entrepreneurial activities and training opportunities in the area, support the writing of curriculum vitae.

Other regions in Italy are developing adult education programmes for refugees as well, always focusing primarily on language teaching and vocational training. Vocational training can play an important role to strengthen social inclusion: many of the Regions have promoted assistance co-financed by the ESF <sup>54</sup> in order to reach these two complementary objectives, enhance human capital and foster social integration of immigrants.

According to the Italian legislation the support for inclusion in vocational training is referred to as preparatory phase for all beneficiaries who wish to embark on a path aimed to the acquisition of new skills, or upgrading of existing skills in the country of origin but not recognized or hardly employable in Italian territory.

In professional training we can distinguish the following types of courses:

**a. Courses co-financed by the European Social Fund (ESF).** The European Social Fund finances along with Regions vocational training courses organized by public vocational training centres, by contracted private organizations and by companies. The courses are organized at all levels: post-compulsory education, post-diploma and university degree, post graduate (courses and Masters). These courses, mostly free for the participants, allow to gain skills and qualifications required on the labour market.

**b. Courses run by the National Lifelong Training System (Law No. 236/93).** In addition to the training activities under the European Social Fund, there is a national system of lifelong education regulated by Law No. 236 of 1993 and aimed to the adjustment of the professionalism of workers to industrial changes.

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<sup>52</sup> It is a multifunctional space dedicated to the themes of migration, international protection, social inclusion and acceptance. It was established in 2005 at the behest of the Department of Social Policy with the aim of uniting the inside activities and services for citizens in social marginality conditions to facilitate the integration processes in the territory

<sup>53</sup> Some examples are the network Migrant Schools and the Program Integra

<sup>54</sup> European Social Funds

**c. Courses of residential vocational training.** These courses take particular interest in view of gradual leakage from reception centres. In fact, unlike the others, these courses provide hospitality for the duration of the training (usually six months) and the reimbursement of expenditure provided is used to cover the costs of accommodation.

**d. Courses aimed at the fulfilment of the compulsory education.** As already mentioned, these are the courses for children up to 18 years and are made by vocational training centres. The minors who have completed compulsory education and who choose not to continue their studies can access to these courses.

Moreover, the **National Fund for Migration** is providing grants for the labour market inclusion, as in 2015 with the Call INSIDE, asking for the provision of targeted paths for refugees, including:

Guidance through a “competence balance” and Individualised Action Plan (10 hours)

Meetings among users, potential receiving enterprises, social workers of the SPRAR system, counsellors and trainers

Active guidance: coaching cross-cutting the whole path (40 hours)

Internship: €500/month per 6 months

Enterprise: coaching cross-cutting the whole path (16 hours)

Job club cross-cutting the whole path (14 hours)

### **Status quo of inclusion of refugees in the country and city**

To make a balance of the policies of inclusion of refugees, and in particular those related to adult education, in Italy and in Rome, must begin first of all with the fact that, as we have shown in this study, all the hospitality system is in a situation in which priority is given to the emergency intervention rather than to structural changes.

According with the Report 2015 of Centro Astalli nothing new has been done regarding measures to accompany and integrate international protection seekers into the host society. There have been some positive trial attempts, but there has not yet been a determined effort to rethink the issue as a whole. The opportunities for job training, provided by SPRAR through contributions to specific

projects, have been used sometimes also with positive results. These programmes can make a difference in the lives of individual refugees involved, but these cases are isolated events; they do not change the larger picture. The matter of introducing refugees into the workplace and actually enforcing social rights, especially during the initial period of the stay in Italy, cannot be resolved by a third party; it requires the reflection and commitment of all relevant institutions who must coordinate their efforts to build concrete and accessible solutions. At the end of the initial reception period, refugees find themselves having to face the harsh reality of procuring basic necessities such as finding work and a home. All these difficulties are made more difficult by the current economic crises and the virtually inaccessible housing market. Even people who can count on an income must resort to makeshift solutions: sublets or renting informally without a lease. A current trend among refugees in Rome is living in large occupied buildings, without proper hygienic or sanitary conditions, a concern that cannot be addressed with one-off interventions<sup>55</sup>.

## Conclusion

Wanting to outline the considerations and analyses made in this study we can say that Italy would need a structural intervention to radically improve the following aspects of the reception and adult education programmes for Refugees:

- Excessive length of time for examining asylum requests.  
On average it requires 12 months in Italy (without considering the appeal practices in case of refusal, which on average double the duration of stays), while in the rest of Europe the times are much faster, in some cases two or three months. This situation places the asylum seeker in a situation of limbo and dependence on the host system to an excessive period, slowing the transition to the phase of inclusion in the socio-economic Italian context.
- The policies for integration and inclusion are based primarily on language learning and on employment policies (internships, training courses etc.).  
What seems to be missing is actually an overall adult education programme, including issues such as the enhancement of formal, informal and non-formal learning of refugees and the possibility to adapt to the receiving society.

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<sup>55</sup> "Summary Annual Report 2015" Centro Astalli

- The weakness of the housing policy, particularly hot in Rome, for those who get the refugee status and leave the first and second reception centres is a very serious problem. The difficulty, or near impossibility, to bear the costs of rent often brings refugees to the social marginalization and to the shadow economy.
- The migration crisis has triggered a short circuit of ideas, projects and initiatives that have created deep divisions in the population and have led many third sector organizations to expand their social interventions in the reception of refugees and asylum international protection. Many associations and social cooperatives have been active in experimenting, in collaboration with the receiving communities, innovative ways of welcome and inclusion attentive to the impact on the community. However, the selection mechanisms of these custodial institutions have also helped fuel a real "welcome business", which has enabled many social enterprises, interested mainly to increase their revenues, to jump in this new area of activity, improvising and without being equipped with employees trained for this purpose.

The ability to derive significant profits has also favoured the setting up of ad hoc social cooperatives, with doubtful competence and inexperienced, although very good examples are also going on around Italy<sup>56</sup>.

- From the fifth poll<sup>57</sup> realised by IPSOS for ISPI (Institute of International Political Studies) and RAI TV (the national broadcaster) we can confirm the contradiction between some visions of the Italian citizens, when referred to our country, and when they are related to other countries (e.g. about how to cope with the refugees' emergency in Italy for almost the 80% of respondents they must be "rejected" in different ways, while assessing the building of the wall in Hungary, the 60% consider this decision as the wrong one).

In any case, in the last 6 months of the last year (December 2015), the main concerns for Italians are, respectively, (1) the economic crises, (2) the terrorism threat, and (3) immigration. For most of them the immigration and the refugees' flows, beyond any evidence, are linked to terroristic threat. Unfortunately, only the 2% consider immigrants as resource.

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<sup>56</sup> <http://www.euricse.eu/it/sfida-migratoria-e-imprese-sociali-tra-ambiguita-e-innovazione/>

<sup>57</sup> <http://www.ispionline.it/it/multimedia/immigrazione-analisi-di-paolo-magri-del-sondaggio-ipsos-ispi-e-rai-news>

## ITALY: Needs Analysis Part B: Empirical Part

For the empirical part of the needs analysis planned in OUT-SIDE-IN Project we proceeded in two main ways.

The first one was organised to share with the participants of a complex<sup>58</sup> training course at Speha Fresia and to address the upskilling of 13 social workers of three roman cooperatives, in the stage of diversification of their activity fields, for the acquisition of the qualification of “Intercultural Mediator”. Beyond a first presentation of the field research during the classes, Speha Fresia staff engaged in OUT-SIDE-IN participated in the 3 focus group meetings realised within this training pathway.

The second modality was applied through the submission, in different occasions, of the targeted questionnaires for our three key stakeholders:

- The field workers (teachers, trainers, social workers), the so-called multiplier agents;
- The persons arrived in Italy and requiring international protection (refugees and asylum seekers);
- The citizens of the receiving society.

### **Feedback of the focus group meetings**

As illustrated in occasion of the focus groups organised within the framework of Foncoop Project “The competences and the network for the welcoming”, OUT-SIDE-IN project is committed to qualify multipliers for the inclusion of refugees in adult education, offering new opportunities of interacting and channels of communication between these groups aiming to soften prejudices and to promote awareness and respect of multiple perspectives in today's immigration societies.

For this purpose, OUT-SIDE-IN developed a 5-module program for multipliers qualifying them for inclusive adult education with refugees:

#### A. At the micro level of the class:

1. Background knowledge and self-reflection to the target group refugees (cognitive, affective Level)

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<sup>58</sup> The inter-professional funds allow the organisation of training courses, multi-company and “complex” when the training is integrated to a market research and networking activities, generally targeted to market diversification.

2. Exercise instructions for new anti-discriminative learning together in groups including refugees (behavioural)
3. Guide for group reflections for prejudice reduction and awareness in groups including refugees (cognitive, affective)
4. Inclusive communication skills through innovative creative methods

B. Meso level of structural organization of education:

5. Sustainable outreach strategies for the target group of refugees

For the modules development we proceeded through the submission of questionnaires for a first training needs analysis and, mainly, to shot the mutual “vision of the Other” and allow a deeper understanding of the potential exchange.

With a thankful feeling for those who provided their considerations in the collected questionnaires, below we report the results summarised per recipients’ typology.

This introduction to the questionnaires is related to the issues emerged during three focus group meetings, organised by Speha Fresia for the training course FonCoop particularly closed with OUT-SIDE-IN topics, and for this reason the we took part in these meetings for integrating information on the field by the direct stakeholders engaged with refugees.

The three meetings were organised respectively on 14<sup>th</sup> and 28<sup>th</sup> of June, and the third one on the 5<sup>th</sup> of July in order to face together three key topics:

1. From the welcome services to the autonomy, with a strengthens a weaknesses analysis of the current system;
2. The welcome and the devoted services for refugee people with vulnerabilities;
3. The competences and the necessary professional profiles.

The whole feedback of the three focus groups will follow just after the summer, with the results presentation in occasion of a public event planned for the next October for the FonCoop project.

In the meantime, and consistently with the presentation of the questionnaire results collected for OUT-SIDE-IN, we would like to anticipate in this report some considerations discussed mainly

during the third meeting, focused on the professionalism of the social workers and the necessary competences to cope with these emerging needs.

Considering the overall frame of professional profiles included in the welcome system, beyond the health staff clearly identified, the “social domain” continue to remain in the shadow, or it is characterised by administrative rigid rules, not really consistent with the current needs.

The explicit case is related to the professional profile of “Intercultural Mediators”, whereas the regional vocational qualification courses, for instance, are addressed exclusively to foreign citizens. This data is confirmed by the last Informative Note delivered by the Municipality of Rome (Social Policy Department) about the registration in the Register of Intercultural Mediators where at the 18<sup>th</sup> of February 2016 a total number of 805 recorded mediators, of which only 4.2% are Italians and the others are of 82 other national backgrounds.

This prospect and the presence of these professionals, obviously, influences the request of the type of mediation, too often related to a “linguistic intermediation” and “social interpretation”.

Moreover, it underlines the difficulty of foreign mediators to acquire the knowledge of the territory (which requires a lot of years of field work), recalling the necessity of “team work” in the welcome services and in the coaching the guests of the refugees centres into pathways towards the autonomy.

This horizon, quite narrow, is clearly rejected by social operators and researchers, who highlighted the following issues and key factors to take into account in the “train the trainers/operators”:

- The two summits to be considered in "cultural mediation" are: the receiving citizenship and citizenship of forced migrants;
- "Mediation" is understood as a creation of culture and therefore applies a "cross-cultural/transcultural" approach;
- Develop sensitivity and cross-cultural skills such as soft skills, for all involved;
- There is a strong need for training also by workers of the public administration (Ministry of Interior, Labour, Health Agencies, etc.), a kind of "education of the client" on the real conditions of the beneficiaries;
- Professionalization regarding the risk of burn-out, with a need to continue training and specialization;
- The specialized training is needed in all segments of social work;

- Learning from successful experiences (or inefficient) of other European countries is crucial, because Italy is a neophyte in this field, the need to act on the basis of the knowledge, skills and competences (formerly known as: knowing, knowing how to be, know-how);
- There is need for "social policies of the community" and the role of adult learning is essential;
- Training must evoke "Innovation in social policy";
- Training programmes should be flexible and adaptable to the real dynamics.

Some potential risks have been highlighted:

- Rather than develop effective responses, there may be a concentration on the "standardization of profiles", with the risk of having a plethora of professional qualifications (or a plurality of definitions) that overlap or that might generate a "market of professionalism" to win public tenders;
- The regions have no competence in welcoming refugees, operators feel the administration is "disconnected" from the training needs of those involved, while you feel the need for greater involvement of these government bodies, especially for sighting social inclusion through local networks and institutional support;
- People notice little attention to the "mediation" in service and system.

Some critical issues relate both to the current training offer, and to the process of recognition of qualifications of refugees and migrants in general:

- Although the EU orientation and certain policies at regional level have their central role in the so-called "smart economy", and therefore the use of new information and communication technologies, distance learning (ODL) is not allowed in the qualifying paths of the Lazio Region.
- The setting of the qualification courses of the Lazio Region have a structure that requires the presence in the classroom and an internship in a company in the sector, without any consideration of the participants who are already working, they cannot carry out the practical part in their organization.
- In the certification of skills of workers, the role of business should be central.



- It lacks the recognition of the role played by "reception/welcome operators", which include within them different profiles, which do not have a reference book, and now that qualification is not in the Regional Directory of Lazio.
- For citizens of third countries, given the complexity of the path to the recognition of educational qualifications obtained in a third country, we expect the definition of the competent bodies, the process of validation, recognition and certification of skills acquired in areas non-formal and informal, to mitigate this condition among the citizens of third weights.
- For citizens of third countries the private training courses are very expensive and the access to university courses is very difficult too.

Some interesting proposals have emerged for the system of reception of refugees and operator training:

- Basic consideration: "the cultural difference is not an emergency";
- Recognition of the peculiarities of the "reception centres for refugees" and of the professionals involved;
- Need to rewrite the reception practices.

Need for a paradigm shift in educational planning:

- From the "professional profiles" to the "functions", according to the activities that an operator of a refugee reception centre has to perform;
- Consider the National Directory (National Repertoire), produced by Isfol and Istat, with reference to the international NACE codes, and the Regional Repertoires to rebuild what is already provided by these instruments in terms of "cross-cultural skills";
- The need to rationalize the regional qualifications present aligning them as much as possible at national level.

By analysing the National Repertoire tools, updated to 2011 and referring to the international coding ISCO-08, the term "intercultural" is associated exclusively to the profession of

"Intercultural Mediator" (3.4.5.2.0), technic profile engaged in public services and the person care for the "rehabilitation and social integration" of adults, and corresponding to EQF 5<sup>59</sup>.

By ISFOL platform, on the other hand, we can get qualitative information collected for the analysis of the training needs related to the qualification of the "Technical for reintegration and social inclusion", where among different example of employment, there is the profile of the "Intercultural Mediator".

In the Region of Lazio the qualification of Intercultural Mediator, regulated by a Regional Council Resolution, can be obtained through courses lasting at least 450 hours (shared between classes and internship). The professional qualification includes 4 Competence Units (linguistic/cultural mediation, analysis of needs and resources of the beneficiary of the mediation, guidance related migrant user / services; cultural mediation). The knowledge purely related to the various aspects of inter-culturalism (pedagogy, sociology, anthropology and psychology) appear to be minor compared to those concerning linguistic and legal subjects (immigration law and immigration policies) and history<sup>60</sup>.

Useful for the aim of our project, in terms of further sustainability and replicability of the OSI training proposal, is the recent publication (2016 July 15<sup>th</sup>) of the regional Guide Lines for the "proposals of new professional profiles and for the revision of the existing ones" by the Region Latium (DGR 273/2016).

Interesting, and useful to be explored for a further exchange, the presence of two European Erasmus projects dedicated to the training of trainers / operators in the field of social inclusion of migrants. In fact, in addition to our OUT-SIDE-IN, in which Speha Fresia is partner, also the cooperative "Programma Integra" informed us about a Strategic Partnership that is ending and called "TIME - Train Intercultural Mediators for a Multicultural Europe".

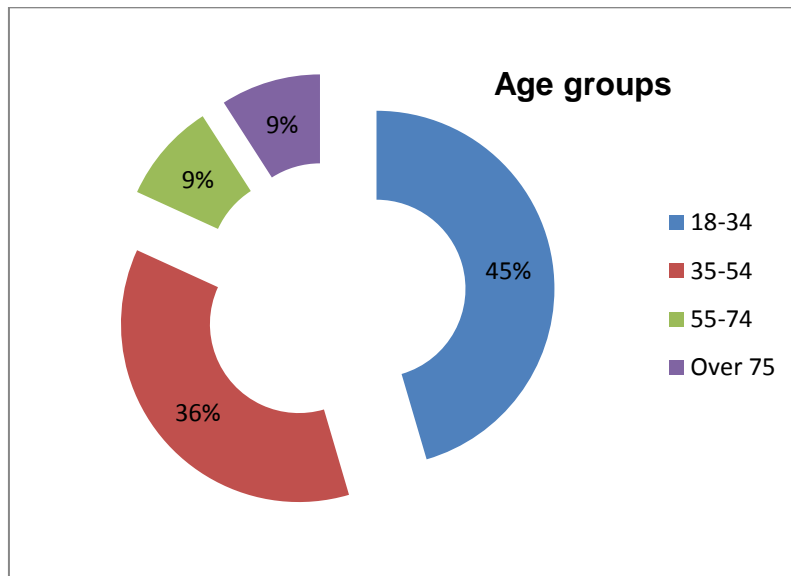
## **1. Interviews with 22 Citizens**

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<sup>59</sup> [http://fabbisogni.isfol.it/scheda.php?id\\_menu=11&id=3.4.5.2.0&limite=1](http://fabbisogni.isfol.it/scheda.php?id_menu=11&id=3.4.5.2.0&limite=1) (consulted on July 26<sup>th</sup>, 2016)

<sup>60</sup> Approval of the professional profile and training of Intercultural mediator. Establishment of the Commission for the definition of the criteria for the recognition of credits. Regional Council of Lazio (DGR 321/08)

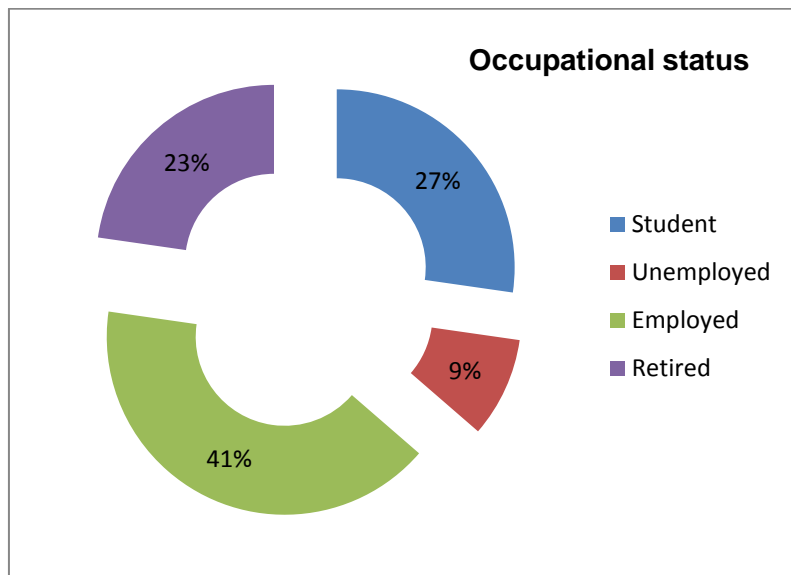
We collected 22 questionnaires among citizens, 12 women (55%) and 10 men (45%), from whom 22% have a migrant's background. They are of the following age groups:



All of them (100%) know about the refugees' crises and/or know a refugees' centre.

The 68% of them had direct experiences with refugees and the 77% would like to attend an adult education course with them.

Most of the interviewed citizens are employed (41%), while the 27% are students and the 23% pensioners, and 9% unemployed, as showed in the next graph:



**Summary of the interviews:**

The following are the answers to the open questions.

**a) Are there any common characteristics of refugees?**

Different participants highlighted that all of them are coming from situations characterized by economic difficulties, violence, wars and lack of rights. Others wrote:

- The traumatic experience of the escape, the abandonment of the affections and the barriers that they find when they arrive in Europe.
- Even if they migrate for various reasons they are all fleeing conflict and persecution and have in common the traumatic experience of travel and the condition of discrimination when they arrive in our country.
- No, they come from terrible experiences, but different.
- They turn away from contexts partly similar and they seek better opportunities to live elsewhere but their hopes and needs are different.
- They escape from situations characterized by economic difficulties, violence, wars and lack of rights.
- They have experienced traumatic events and situations.
- In general I think not but the political and economic problems of the countries of origin make similar the difficulties of the various refugees' communities.
- They escape from difficult situations but they fail to integrate.
- The long journey (twice).
- I do not know, maybe the poverty (twice).
- Yes, they need to feel "people" as the others, to have a document, a job and a normal life.
- They escape from their countries and they arrive in Italy with the barges.
- They need a normal life.

**b) What do you think the majority thinks are common characteristics of refugees?**

- I think that the most widespread opinions are two: the first that sees the refugees as victims to help; the second one that sees the refugees as executioners, people who create problems and are not available to make a "cultural exchange".
- I think the conventional opinion is that refugees are labelled as "economic migrants" and therefore they are invading our country to look for work.

- I think that prevails a racist view of refugees.
- In the past the public opinion seemed more tolerant with refugees compared to other migrants, today there is much more concern and little understanding of the refugees' situation. It is thought that the refugees are a damage in a situation of economic crisis like the one that is experiencing Italy.
- Public opinion is divided. Some think that we are facing a humanitarian emergency and we have to help the refugees; others react with racist sentiments.
- The prevailing opinion is that they should be helped, but only if they are "real refugees" (twice).
- The prevailing view is that for cultural reasons they can't integrate into our society and that their presence increases the risk of terrorist attacks.
- The public opinion thinks that not all refugees are entitled to stay in Italy and that they should be distributed in all European countries.
- I think it is widely believed that refugees are an economic and social burden that prevents governments to care for their citizens.
- The common opinion is that they "steal work" to Italians and that they commit crimes.
- I think that the conventional wisdom is contradictory, in part for refugees and partly against.
- The majority thinks that they escape from their countries to arrive in Europe
- The widespread opinion is that the government "gives" refugees 35 € per day
- The majority thinks that they are people who need to have a dignified life (home-work-family).
- The majority of Italians thinks that refugees are violent people that receive €35 per day without doing anything.
- The common opinion is that not all the people that arrive with the barges are "real" refugees.
- The majority thinks that we need to help them but also that they are a problem (twice similar).
- The majority thinks that Italy has to help refugees but our government doesn't have enough resources
- We need to help them but just if they really need help.

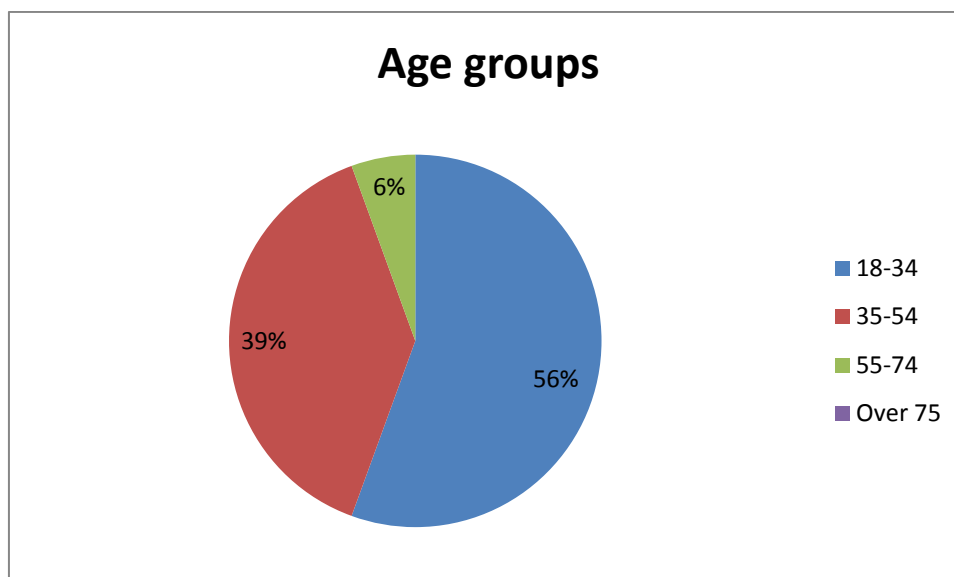
**c) If you had any experiences with refugees, which ones?**

- I know a tailor shop managed by refugees and an Italian language school for refugees
- A host project linked to work experience based on the start-up of a small tailoring managed by refugees.
- My partner is a lawyer specializing in immigration law, this fact gave me an experience of reception centres.
- I met some refugee guys from Senegal, Gambia and Mali who worked as a dressmakers. The refugees produced African clothing and crafts of their countries.
- I know the operation of a SPRAR (Reception Centre for Refugees) through a refugee boy that I know.
- I met some refugee guys from Senegal, Gambia and Mali who worked as a dressmakers. The refugees produced African clothing and crafts of their countries.
- Yes, in the informal Reception Centre for refugees called Baobab.
- I live near a SPRAR centre (three times).
- I am a friend of a Palestinian guy and an Eritrean guy.
- Yes I meet them in the streets.
- Yes, during some football matches.
- Yes, I attend a course with some refugee guys.

## **2. Interviews with 18 Multipliers**

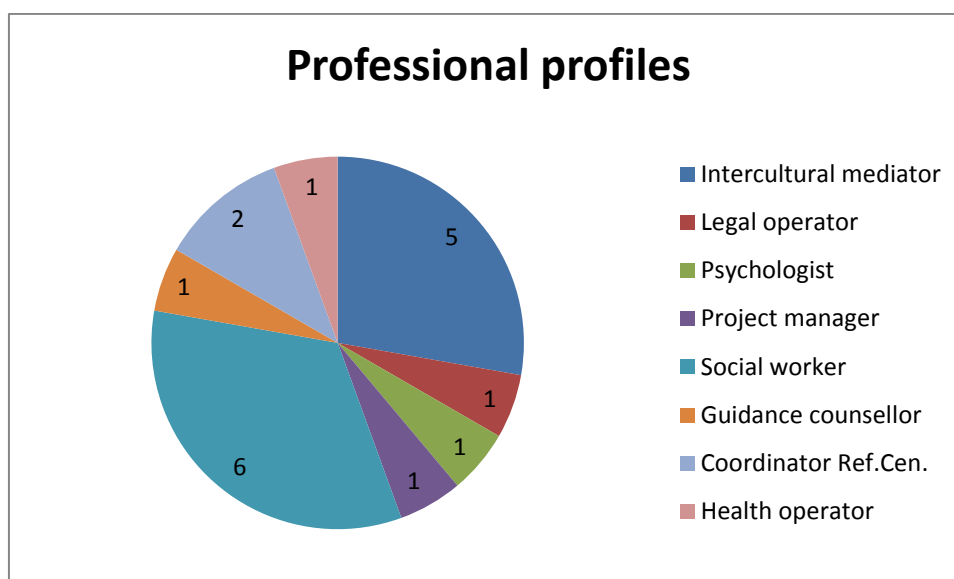
Globally we collected 18 questionnaires among the professionals committed in welcome, guidance, training and coaching for the labour market inclusion and the autonomy of refugees.

All of the interviewed social works are Italians, the majority is female (83%) versus only 17% male participants, in the following age groups:



The majority of respondents are young professionals.

The professional representation is very variegated, with a preponderance of social workers with 6 participants, and intercultural mediators (5).



In this research field it has been not possible to involve teachers of adult education public centres, or participants of adult education courses, because their activities are suspended during the summer months.

### Summary of the interviews:

The following are the answers to the open questions.

**a) Which teaching materials, aids, methods and competences are missing for intercultural educational work?**

- An intercultural educational work must aim to meet the essential needs of the beneficiary. The teaching of the host country's language is one of the key priorities, as well as computer literacy, the ability to upgrade their skill set through computerized aids. The people of reference are the trainers, those who guide and accompany the beneficiaries in achieving their goal. Human resources must be encouraged to develop their knowledge, theoretical and practical.
- While considering the structural importance of education linked to content, legislation, concepts, I think that in an intercultural environment a key is the experiential approach.
- IT tools, use of the Internet. Competence in managing diversity and conflict. Educational skills and insights for adult education.
- New methodologies, including through new technologies and video projections. Relational methods and animation.
- Definitely a method based on the centrality of the relationship, effective communication and active listening to the person, including through the support of a cultural mediator, to facilitate the exchange.
- Participatory methods: game - technologies - audio-visual aids. Skills in intercultural relations, assistance from mediators.
- Everything that promotes the "decentralization of perspective": work on the concept of identity and belonging.
- Participatory methodology agreeing with refugee's texts and support activities.
- Using documentary film: "As the weight of the water"; "18 Ius Soli"; personal relationship meetings with the "living library" method.
- Necessary tools are related to the narrative and the comparative method that offer a platform for meetings in the space of storytelling and listening. The competence of cultural mediation is crucial during the reception phase.
- Focus groups, multimedia, cultural mediators and exchange of educational practices in different countries.
- Formal and informal education. Education projects organized in the local community. Exchange and training in schools.



- The school plays a key role in the integration process, for the knowledge and the inclusion in the target community. This through the knowledge of the operators also about the culture of origin of the guests of the centres.
- Economic subsidies and access to mobility. Internet.
- Illustrated and multilingual manual about relevant aspects: medical, social and legal.
- Italian teachers and compulsory Italian courses for all foreigners.
- Multimedia and multilingual tools. Presence of cultural mediators.
- Producing films, audiobooks.

**b) Which barriers can be found and can be determined?**

- For the beneficiary the barrier is made on social, cultural and religious beliefs. If these differences are emphasized negatively by the society, the recipient has a negative impact, creating a barrier that is difficult to enter.
- Cultural diversity is an asset if you evaluate the implicit and explicit potential at the base of the encounter. The barriers fall through a non-dogmatic approach, but challenged.
- Low-skilled trainers. Lack of innovative training skills.
- Unavailability of professionals and / or lack of resources.
- The absence of a social network that speaks the same language only (AUSL, Municipalities, Prefectures, cooperatives, associations ...). Do not relegate the third sector to "a foreign country", in a land of "theoretical welcome".
- Language barriers. Different meanings attributed to the course, the role of trainers, different expectations.
- Closing positions, unwittingly, base their identity on stereotypes and prejudices. Not conceive identity as "experience", but as static and monolithic reality.
- A first barrier is the language, then there are cultural and religious differences.
- Language difficulties and therefore possible misunderstandings. Only through a real dialogue people can overcome barriers.
- Linguistic and cultural barriers that may cause cognitive apartheid.
- Linguistic and recognition of competences between groups from different backgrounds, gender issues.
- Fear of difference and financial support for trainers.

- Mainly linguistic.
- Foreignness. Fear of others. Communication and cultural barriers.
- Lack of: qualified interpreters for language translation, competent operators, and structured time to devote to integration activities.
- Cultural and linguistic barriers.
- Language difficulties and different approaches due to the tradition.
- Poor schooling of the refugees' centres guests.

**c) Which (missing) support (material & methods) would you need to manage the challenge with intercultural groups?**

- The teaching methods can help to build a common project: an internship, for example, can be a great way to create a professional project. Concerning the method we can also work with the group, different for ethnicity, but cohesive (e.g.: cooperative learning).
- Provide to the social workers an informal space (time) which might facilitate the relationship. Make available to the operator's information and reports about the culture and country of origin.
- Skilled trainers and knowledge of methods and techniques for adult education.
- Linguistic and cultural mediation skills.
- Need of trained operators, but they should be mainly open and willing to work in this field. 360 ° communication throughout the territory. Support from the central service (listening).
- Working with documents that represent the life experience.
- Informal physical spaces where people can express themselves culturally (theatre, music, etc.). Methodologies that help the person to build their own career plan.
- Use of public spaces to create workshops, to organise seminars and knowledge sharing; encounter and awareness of the stories and people. Even equipment such as video projectors, screens, gazebo etc.
- Linguistic-generational support. New additions to the classic texts.
- Concrete support for beneficiaries such as, mobility cards, agreements with libraries, Internet access and Skype.
- Economic supports; networking and meetings/round tables; Internet and exchanges.

- Audio-visual materials to facilitate the process of learning the Italian language; Funds for the construction of laboratories to facilitate the aggregation of guests through the stimuli proposed as part of shared activities.
- Presence of cultural mediators.
- The presence of a regional network (municipalities, organizations, associations) for the planning and management of projects in favour of the integration.
- The closeness and support of the public administration.
- Multilanguage materials.
- Greater knowledge of customs and traditions.

**d) Are you confident with working in the nowadays immigration society with intercultural learner groups?**

- Many operators have shown to feel confident in their professional field, and some specified the following issues:
- Often cultural differences can represent barriers. In my case they act as a stimulus, create positive relationships. The knowledge allows me to work within the context of the project in full harmony, especially in the educational context.
- Immigrants live a condition of subordination with respect to our system. This determines or an attitude of fear or defiance that do not facilitate the construction of an equal and open relationship.
- Yes, I feel safe! But in an existing network and / or in a deficient one you feel alone, and then fails safety.
- I feel safe just because I am aware that the path that I assumed could change during its development. We should be guided by the group and its needs.
- Yes, I am, as on determines an inclusive space starting from the principle of welcome.
- I feel very safe. I work with them for some time. The knowledge and the direct relationship removes barriers and diversity.
- Yes, I am, inside the refugees' centre.
- Yes, thanks to a good experience of working.

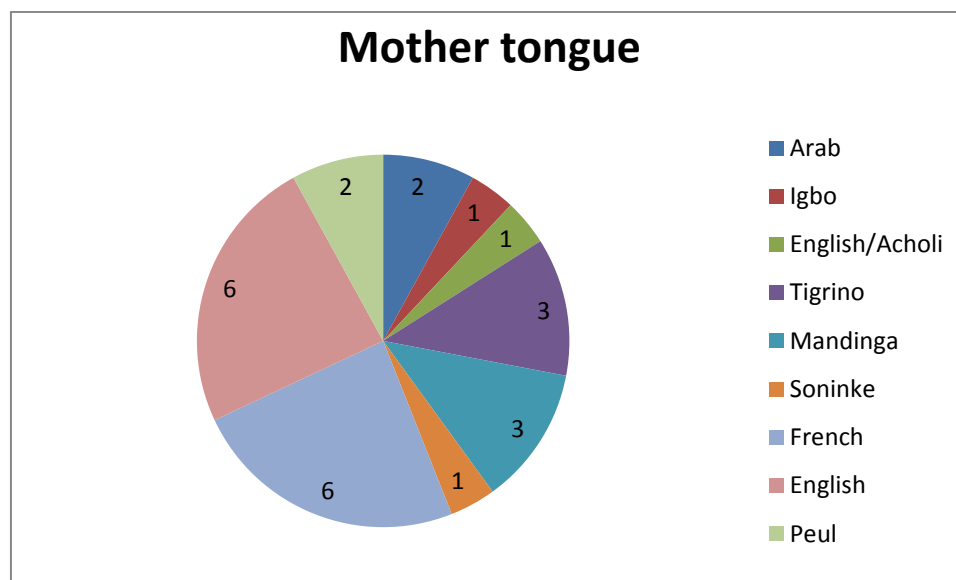
**e) Other comments**

- Cooperative learning is a useful technique to develop individual skills in relation to the group, the group can be a valuable support for common problems that can occur in a new social context.
- Foster best practices exchanges.
- The upper bodies (e.g. The Ministry) are expected to fall in the field and communicate with operators to understand the pros and cons of this sector, to make reforms and / or regulations appropriate to the situation. Propose to the media to participate in these types of meetings (focus groups) to "pass" a correct information of reality, and not distorted, and create "media-terror" on immigration.
- Need of places and networks to exchange good practices.
- A good practice is to make visible intercultural indicators in the normal teaching instrumentation.

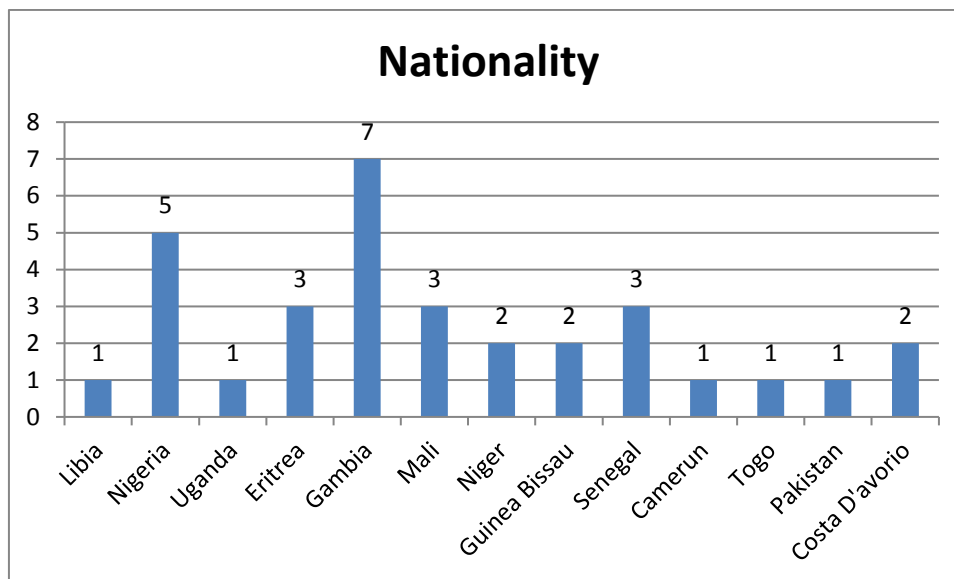
### **3. Interviews with 32 Refugees**

We collected 32 questionnaires among refugees, only 6 from women (19%) and the others from men: all of them very young, the 84% are in the age group from 18 to 34 years.

Some of them answered about her/his mother tongue:

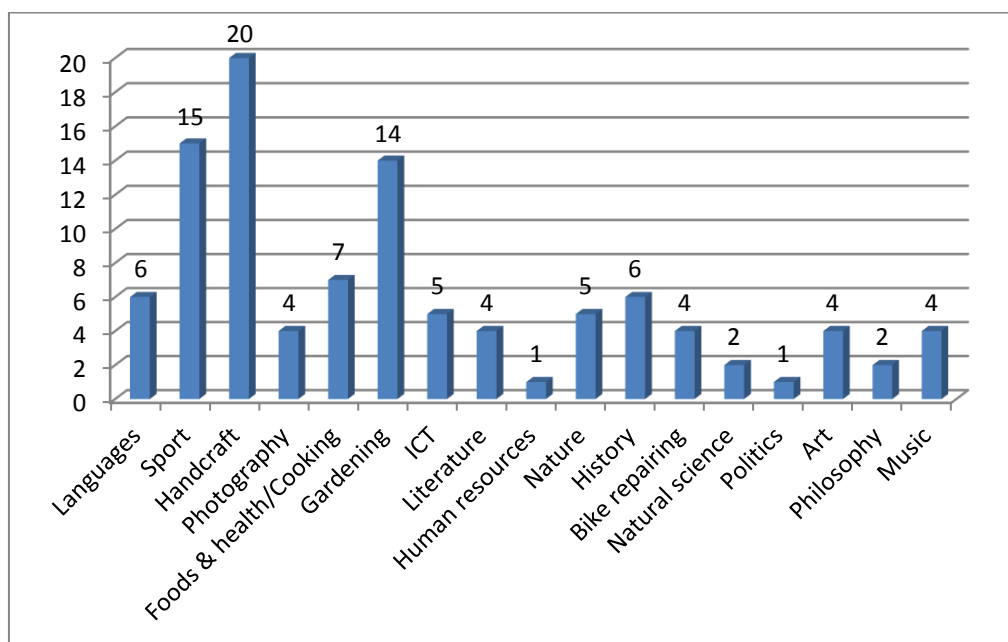


With the exception of one person from Pakistan, their countries of origin are in Africa, as showed in the next graph:



Most of them know about the educational provision addressed to refugees (68%), and the 56% of them attends/attended a training path.

Going into depth about their preferences on educational subjects, to the question “**which topics would you be interested in**” their answers are the following:



The highest preferences are assigned to handcraft, sport, gardening and housework, followed by food/cooking, languages and history. It seems to be that their preferences orientation is mainly

influenced by the vision of themselves in the labour market, and which kind of training course could be useful for this scope.

### **Summary of the interviews:**

The following are the answers to the open questions.

#### **a) If you had any experiences with citizens of the receiving society, which ones?**

Six refugees (c.a. 19%) of the 32 interviewed persons answer “NO” to this question, while the others pointed out in which kind of situation:

- With the workers of the reception centre for refugees and in the migration offices (8 respondents) and at school or in the street (3 of them).
- I work with Italian people in the supermarket (4 times) and in a shop (1 person)
- I attended some vocational training courses to be an intercultural mediator and some Italian language courses to learn the language.
- Sometimes we play football together.
- I speak with some people in the bus and they ask me about my country. I have an Italian friend and we run together.
- I knew an Italian guy when I went to his restaurant to find a job but he didn't recall me.
- I worked in a reception centre for refugees and I made the intercultural mediator in a public office for migrants.
- I knew the doctors in the hospital.
- When we arrived in Sicily people who helped us and in the reception centre Italians dealing with us.
- In my classroom I have a lot of Italian classmates.
- I worked in the National Centre For Research (CNR).
- I worked in the countryside in Sicily and Apulia (two South Italian regions).

#### **b) Are there any common characteristics of citizens in this country?**

- A good number (8) of considerations are related to the same concept: There are good people and bad people, some are good and some are not, or racists and anti-racists, or “The Italians aren't all the same”.

- Other common items are concerning too.
- They speak a lot (3 times)
- Yes, they are always on the move, they laugh a lot, they are friendly and talkative people.
- The Italians are good people and they use their hands to describe their ideas (6 times).
- They are always on the mobile phone (twice).
- They always smile and they eat pasta every day.
- The Italians are open mind people.
- Italy is my host country and I feel well here.
- Here is very different from Africa, I notice that when I try to speak with someone that I don't know usually nobody want to speak with me. The people are wary. Maybe in all the world is like here.
- Generally they are kind people.
- They are all a bit hypocritical and discriminatory.
- They are stylish, they are always well dressed.
- They are smiling and friendly (twice).
- They speak a lot and they move too much and very fast. Generally they are lovely people.
- When they eat together usually each parson pay for itself.
- The beauty of the historical city.

**c) What do you think is the opinion of citizens towards refugees?**

- Italians think that refugees are good people.
- Many want to help refugees and donate food, clothes and money.
- Italians have trouble with immigration because it is not easy to accommodate so many people at once.
- They are kind and they help us.
- They are suspicious but when they know you, they help a lot.
- I think that my religion, Islam, doesn't like Italians (twice).
- I don't know but maybe they are a little bit racist.
- They are afraid of us (twice) and they are a little bit racist.
- They think that is difficult to live like us.

- I think Italians are afraid of us because they think that we bring diseases. This vision, however, there is not only here, but all around the world.
- I think that there are racist people and anti-racist people (4 times).
- Some are convinced that we are here, others do not want.
- When I arrived in Italy in Lampedusa many people of the Red Cross have helped me and I thank them.
- I think that there good people and bad people.
- They think that refugees are invaders and that Italy has to admit them for humanitarian reasons but they think that refugees have no future.
- They are nice and cosy.
- They are good, they were kind with me.
- Italians are comfortable with us.
- Some are afraid to touch us, but others are friendly (twice).
- Some Italians think that refugees are good people, others don't like refugees.
- They think that refugees are here to steal work to Italians.
- I think that they should help refugees more but they aren't rich enough (the crisis).
- The majority have a good opinion of refugees (3 times).

**d) Do you think citizens might have special pictures of how refugees are?**

- Some of the interviewed people did not answer to this question (10) or wrote “NO” (7) or had some doubts (“Maybe yes”). Other reflections were related to:
- They want to rehabilitate the refugees but their capacity is limited.
- Some Italians think that refugees are here to look for work, others believe that they are terrorists and criminals.
- They don't want us.
- They understand that we suffered a lot.
- When they read something about refugees they understand better many things.
- They thnik that we take money from the government.
- Yes, they look at me badly.
- Also Italians were migrants in the past so they can have a special view of us.
- They are afraid of terrorism.



- They are afraid of illnesses (twice).
- They think that refugees have economic problems.
- In general they have a positive vision of refugees (twice).

**e) Do/Did you encounter difficult experiences in the receiving country?**

The majority (81%) of the interviewed refugees answered “YES” to this question, clarifying in the next answers which kind of difficulties they experienced (or are experiencing) in Italy.

**f) Which are the most difficult situations and challenges that you are facing at the moment?**

For most of the refugees the key difficulties are related to:

- The language knowledge (to learn Italian) and to go to school.
- The difficulties and the long waiting for the document.
- The difficulties to find a job, a house, for a “normal life”; to “build a family”, or to send money at home.
- The difficulties to live in the refugees’ centre, because the rules are very strict; because it’s hard to stay alone without a partner for a long time; because it’s difficult to live with other guys in the same house; because I cannot go away for more than three days (twice).
- The first problem is to have a document, than to learn Italian and finally to find a job. I went also to the hospital many times but I didn't solve my health problems.
- I've a little baby and I need clothes and milk.
- The bosses don't pay regularly.
- In the reception centre we have to eat italian food and not everyone likes it.
- I'm worry because in three months I have to leave the reception centre.
- For someone it is “very difficult to integrate and have equal opportunities” and for somebody else “It is very difficult to find a job. I don't like the way how the people look at me”. Also health problems were cited different times (3).

## SLOVENIA: Needs Analysis Part A: Theoretical Study on Refugees and Adult Education

### 1. Information on refugees in Slovenia

#### How did the situation change in 2015/2016?

Although around 500,000 refugees went across Slovenia, the situation in 2015 did not change in the number of asylum seekers. As previous years, they were approximately 300 of them.

Year	Number of applications	Re-applications	Repeated procedures	Considered applications	Asylum/ Intern. protection given	Turned down procedures	Stopped procedures	Abandoned procedures	Safe third country
1995	<b>6</b>	/	/	17	<b>2</b>	4	10	1	/
1996	<b>35</b>	/	/	26	<b>0</b>	0	5	21	/
1997	<b>72</b>	/	/	51	<b>0</b>	8	15	28	/
1998	<b>337</b>	/	/	82	<b>1</b>	27	13	41	/
1999	<b>744</b>	/	/	441	<b>0</b>	87	237	117	/
2000	<b>9244</b>	/	/	969	<b>11</b>	46	831	0	81
2001	<b>1511*</b>	/	/	10042	<b>25</b>	97	9911	9	0
2002	<b>640</b>	/	60	739	<b>3</b>	105	619	12	0
2003	<b>1101</b>	35	45	1166	<b>37</b>	123	964	17	25
2004	<b>1208</b>	35	70	1125	<b>39</b>	317	737	20	12
2005	<b>1674</b>	77	160	1848	<b>26</b>	661	1120	38	3
2006	<b>579</b>	61	339	901	<b>9</b>	561	228	43	0
2007	<b>434</b>	39	56	576	<b>9</b>	276	238	53	0
2008	<b>260</b>	18	52	325	<b>4</b>	145	164	12	0
2009	<b>202</b>	15	22	228	<b>20</b>	89	96	23	0
2010	<b>246</b>	35	31	239	<b>23</b>	55	120	27	14
2011	<b>358</b>	51	19	392	<b>24</b>	78	177	40	73
2012	<b>304</b>	43	21	328	<b>34</b>	75	110	57	52
2013	<b>272</b>	31	23	374	<b>37</b>	82	177	59	19
2014	<b>385</b>	27	23	360	<b>44</b>	51	216	49	0
2015	<b>277</b>	18	22	265	<b>45</b>	87	89	44	0

Data: Ministry of the Interior, Republic of Slovenia,

[http://www.mnz.gov.si/si/mnz\\_zas\\_vas/tujci\\_v\\_sloveniji/statistika/](http://www.mnz.gov.si/si/mnz_zas_vas/tujci_v_sloveniji/statistika/) (1.4.2016).

In 2015, some refugee centres were established on the borders between Slovenia-Croatia

(Dobova) and Slovenia-Austria (Šentilj), and some inside the country (Vrhnika), where refugees were accepted, given the food, medical care and their documents were controlled. Volunteers played an important role in those centres. But most of the refugees just crossed Slovenia and wanted to go to Germany, Sweden etc. Only 141 of them asked for international protection in Slovenia, as it is described below.

### **Asylum seekers in 2015 in Slovenia**

There were 277 asylum seekers in Slovenia in 2015, 231 were men and 46 were women.

Only 141 people from other countries who came to Slovenia in 2015 filed an application for asylum. Most of them came:

48 from Afghanistan (17.3%)

43 from Iraq (15.5%)

34 from Iran (12.2%)

28 from Kosovo (10%)

25 from Pakistan (9%)

17 from Syria (6%)

14 from Ukraine (5%)

<b>Country</b>	<b>Men</b>	<b>Women</b>	<b>Together</b>
AFGHANISTAN	46	2	<b>48</b>
ALBANIA	9	0	<b>9</b>
ALGERIA	3	0	<b>3</b>
BANGLADESH	1	0	<b>1</b>
BIH	5	0	<b>5</b>
EGIPT	2	0	<b>2</b>
GEORGIA	3	0	<b>3</b>
GUINEA	1	0	<b>1</b>
GUINEA BISSAO	1	0	<b>1</b>
IRAQ	38	5	<b>43</b>
IRAN	25	9	<b>34</b>
CAMEROON	0	2	<b>2</b>

KAZAHSTAN	5	2	<b>7</b>
KOSOVO	25	3	<b>28</b>
MOROCCO	3	0	<b>3</b>
NIGER	1	0	<b>1</b>
NIGERIYA	5	0	<b>5</b>
PAKISTAN	19	6	<b>25</b>
RUSSIA	3	4	<b>7</b>
SYRIA	15	2	<b>17</b>
SOMALIA	4	3	<b>7</b>
SERBIA	5	2	<b>7</b>
TURQEY	3	0	<b>3</b>
UKRAINE	8	6	<b>14</b>
UNKNOWN	1	0	<b>1</b>
<b>Together</b>	231	46	<b>277</b>

By the end of December 2015, The Ministry of the Interior, Republic of Slovenia, dealt with 265 requests. 45 people (17%) got the asylum in 2015.

87 people were turned down. For 89 people the procedures were stopped, for 44 people procedures were abandoned.

In **January and February 2016** there were already 287 asylum seekers in Slovenia (10 more than in the whole year 2015), 215 men and 72 women.

Most of them came from the following countries:

103 from Afghanistan (36%)

55 from Syria (19%)

51 from Iraq (18%)

37 from Iran (13%)

13 from Morocco (4.5%)

<b>Country</b>	Men	Women	Together
AFGHANISTAN	81	22	<b>103</b>
ALBANIA	1	0	<b>1</b>

ALGERIA	7	0	<b>7</b>
EGYPT	1	0	<b>1</b>
IRAQ	32	19	<b>51</b>
IRAN	27	10	<b>37</b>
KOSOVO	5	0	<b>5</b>
CUBA	1	1	<b>2</b>
MOROCCO	12	1	<b>13</b>
NIGERIYA	1	0	<b>1</b>
PAKISTAN	6	1	<b>7</b>
SYRIA	37	18	<b>55</b>
TUNISIA	3	0	<b>3</b>
UNKNOWN	1	0	<b>1</b>
<b>Together</b>	215	72	<b>287</b>

In 2016, Slovenia will also gradually accept around 600 refugees that came into European Union.

- Data: Ministry of the Interior, Republic of Slovenia,  
[http://www.mnz.gov.si/si/mnz\\_zavaz/tujci\\_vsloveniji/statistika/](http://www.mnz.gov.si/si/mnz_zavaz/tujci_vsloveniji/statistika/) (1.4.2016).

### **Our institution and the issue of education and refugees**

Slovenian Migration Institute (SMI) at the Research Centre of the Slovenian Academy of Sciences and Arts (ZRC SAZU) is very involved in the issues of education, refugees, economic migrants, emigrants and active citizenship in Slovenia. The researches not only publish their results in international scientific journal Dve domovini/Two Homelands and the monograph series Migracije (Migrations), etc., but also lead and cooperate in many Slovenian and international projects (<http://isim.zrc-sazu.si/en/programi-in-projekti#v>) as:

- Interculturality as a new way of coexistence
- EDUKA – Educating for Diversity
- SEEMIG – Managing Migration and its Effects in SEE - Transnational Actions towards Evidence Based Strategies
- Step in! Building Inclusive Societies through Active Citizenship
- Miracle: »Migrants and Refugees – A Challenge for Learning in European Schools«

- Professional Bases, Strategies and Theoretical Frameworks of Education for Intercultural Relations and Active Citizenship, etc.

Slovenian Migration Institute ZRC SAZU cooperates with the Ministry of Education, Science and Sport, Republic of Slovenia. They co-organize many round tables (topics: migrants, refugees, inclusion), cooperate with schools, educate teachers during projects and conferences, involve migrants and refugees themselves in our projects, when it is possible. The researchers also cooperate with media (national and regional televisions and newspapers) when they are invited to participate with their knowledge, best practices and experiences in the field of education, refugees and active citizenship.

## **2. Reactions within the receiving society to the increased number of refugees (Sept. 2015 – March 2016)**

In the period from the closure of the Hungarian border until the closure of the “Balkan corridor”, Slovenia was **the transition country**<sup>61</sup> and refugees did not apply for the asylum (only a few) and explicitly did not want to stay. Those who applied were accommodated in the asylum centre in Ljubljana but the numbers were less than 100 (they were changing all the time). At the beginning of March 2016, approximately 300 asylum seekers have been accommodated in Slovenia. Therefore, the reactions of people have to be divided into two categories: one for the refugees in general and the other one for the specific intentions of the state and local authorities to accommodate some refugees in Slovenia.

### **2.1 The reactions to the refugees passing the Slovenian territory**

The Slovenian society, politics and academia have been divided into two opposing blocks since the beginning of the massive arrivals of the refugees on the Croatian - Slovenian border and passing the Slovenian territory to the Slovenian - Austrian border (around half a million).

One block has been strongly **against** the refugees on the basis of fear, racism and the general moral panic. It has been strongly supported by some media, political leaders, and mildly by the

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<sup>61</sup> See, Neža Kogovšek Šalamon, Veronika Bajt (eds.) (2016) *Razor-Wired. Reflections on Migrant Movements through Slovenia in 2015*, Ljubljana: Mirovni Inštitut.

government rhetoric (how Slovenia cannot accept refugees due to the lack of resources) and chaotic management of the crisis. The other block is strongly **pro-refugees** on the basis of humanitarianism, multiculturalism, solidarity and anti-discrimination. It has been strongly supported by several NGO's, some media, most of the academia and the newly established grass-roots organizations.

**The block against the refugees** is led by the opposition parties and organized several anti-refugees demonstrations – the last one on April 2 at the centre of Ljubljana. The last demonstration was organized by all opposition parties and the main message was not to be against the refugees and migrants but against those in Slovenia who favour the rights of refugees and migrants “more than the rights of the Slovenian citizens” (meaning the Slovenians in the ethnic “pure” sense). It is obvious that the anti-refugees campaign define those who are pro-refugees as “the traitors of the nation”.

The rhetoric against refugees has been in general hate speech *in extremis* and it caused a public and political debate about the limits of the fundamental human right – the freedom of speech and expression – and if and when it should be limited.

**The pro-refugees block** is more civil society grounded and does not have such a strong support of the political parties. The most important actors in the civil society to raise public awareness about refugees has been so far the established and newly established organizations and groups of citizens, NGO's, research institutions<sup>62</sup>, some very active individuals like journalists and researchers.

Many important events (conferences, round tables, presentations) were organized by The Peace Institute, Slovenian Migration Institute at ZRC SAZU and Slovenian Educational Institute; Faculty of Social Sciences in Ljubljana, cultural organizations, NGO's, public libraries.

The public demonstrations against racism, nationalism and wide-spread intolerance were organized by many different groups, NGO's and self-organized citizens, who also demonstrated against the barbed wire on the border with Croatia.

The volunteers who were in an extremely needed in the reception centres at the borders were organized by Slovenian Red Cross, ADRA Slovenia, Slovenian Philanthropy, Caritas, and Amnesty International. Some of them posted daily reports from the reception centres about the situation of the social media and raise awareness about the real dynamic and the treatment of the

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<sup>62</sup> See one example of a project, conducted by the Peace Institute: <http://www.mirovni.institut.si/en/projects/refugeeaction-monitoring-of-refugee-policies-provision-of-information-and-tackling-xenophobia/>

refugees. There were petitions against the bad treatment of the refugees and appeals to the government to improve the conditions in the reception centres. The NGO's established a platform SLOGA (the national platform for NGO's) to act together and they have coordinating meetings every week.<sup>63</sup>

During this period, The Peace Institute conducted a project "Against the hate speech" with many events, strong presence on the social media and in the media in general.

## **2.2 The reactions to the specific intentions of the state and local authorities to accommodate some refugees in Slovenia**

There were several demonstrations of the local population against the intentions of the authorities to accommodate refugees on different locations (Kidričevo, Šenčur, Logatec). One especially problematic case happened in February 2016 in Kranj where the intention to accommodate 6 unaccompanied minors (age 10-15) in an empty dormitory failed. The plan failed due to the incompetency of the state and local authorities to define the arrangement and because of a group of parents was against it. The authorities reacted to the protest of 22 parents with the withdrawal of the plan. The protest against accommodation was signed also by 24 professors of one of the gymnasium in Kranj. The whole affair stirred massive public outrage by many stake-holders, civil society, academia and even the trade union of Slovenian teachers. The outcome of the outrage was a slight change in the media where the moral panic approach is now complemented with the occasional presentations of the good practices of the integration of the migrant children that have been going on for two decades in Slovenian school system. It is important to mention that there was a pro-refugees demonstration in Kranj where 400 people participated. It took the Ministry of Education almost a month to react to the events in Kranj with a press conference on the integration of migrant children in schools. The trade union of teachers also organized a conference on the integration of migrant children into educational system at the end of March.

Hopefully, the Kranj affair will have a positive impact on the future accommodation of (children) refugees since there are now more people aware of the legislative and practical sides of the integration process. The children were accommodated in Ljubljana, the capital city, where the mayor and his team is openly pro-refugees. On February 27, 2016 there were two demonstrations on Kotnikova Street in the centre of Ljubljana, where some adult refugees were accommodated.

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<sup>63</sup> See: [http://www.eesc.europa.eu/resources/docs/slovenia\\_migration-mission-report\\_en.pdf](http://www.eesc.europa.eu/resources/docs/slovenia_migration-mission-report_en.pdf)



Around 1000 people demonstrated in favour of them and around 600 hundred demonstrated against them. The police put a barricade between them. In the group of pro-refugees demonstrators were the mayor, the former president of Slovenia, many politicians, opinion makers, cultural activists and artists.

### **The position of Slovenian Migration Institute during the increased number of refugees**

Slovenian Migration Institute played a significant role in the pro-refugees campaign and its researchers had many interventions in the media, public and academia space. In raising public awareness, we use the comparative perspective of the history of European and national migration and refugee flows; our knowledge about the integration and good practices in Slovenian school system and local environment and integration and multicultural models in Europe; many researchers volunteered in the transit camps on the borders and shared their experiences; we organized three conferences “How to think refugee crisis”<sup>64</sup>; we published a thematic section “Migration and control” in our scientific journal *Dve domovini / Two Homelands* 44/2016<sup>65</sup>; and participated at countless public events in different parts of Slovenia.

### **3. Forms of discrimination**

#### **Which discrimination forms do refugees suffer the most in the country/city?**

Although Slovenia is a multicultural society, in October 2015, only 5% of its inhabitants (2.064.632) did not have Slovene citizenship, but a foreign one. Also for this reason, some Slovene nationalists try to portray our society as a homogenous one, although no society in the world is homogenous, because there are many differences among people besides the ethnic ones, such as differences between genders, age groups, personality traits of people, social background, differences in educational levels among people, in sexual orientation, religious differences, economic differences etc. Despite these facts, discrimination in our country exists, especially towards the members of various ethnic groups. By discrimination we mean »unequal treatment of the individual or a group of people on the basis of certain personal characteristics« (Žagar, 2007: 44), as for example, ethnicity.

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<sup>64</sup> [http://novice.pei.si/?page\\_id=1532](http://novice.pei.si/?page_id=1532)

<sup>65</sup> [http://twohomelands.zrc-sazu.si/uploads/issues/1453566381\\_DD\\_TH\\_43%20WEB.pdf](http://twohomelands.zrc-sazu.si/uploads/issues/1453566381_DD_TH_43%20WEB.pdf)

In describing the Slovene context, let us mention that in 1992, 41,000 refugees from Croatia and mostly from Bosnia-Herzegovina lived in Slovenia (Vrečer, 2007). Although they were allowed only a temporary status and prohibited their right to work until August 2002, some of them stayed in Slovenia permanently. The public opinion research of Toš and others (Toš, ed., 1999) revealed that even if Slovenes thought that those refugees were entitled to a certain quality of life, the vast majority of the Slovene interviewees were against the idea that refugees would permanently settle in our country. Žagar (2007) did the research in 2007 and interviewed employers and politicians about their opinions on the existence of discrimination in the Slovene society and found out that among 101 employers, many of whom were members of vulnerable groups, nearly half of them had already been discriminated on the basis of various personal characteristics including their belonging to an ethnic group. The research of Vrečer et al. (2008) confirms these results. The authors interviewed 110 migrants from different regions in Slovenia and found out that nearly half of them had already felt discriminated at the workplace (Vrečer et al., 2008).

In 2016, we can state that the situation regarding the discrimination of refugees in Slovenia is similar. Refugees and asylum seekers face various forms of discrimination. The most exclusionary discrimination is the one in the labour market. Namely, many refugees and asylum seekers remain excluded from the labour market, although they are allowed to work by the law. As the economic integration is a precondition for other integrations such as sociocultural, political, psychological etc. (more in Vrečer, 2007), unemployed refugees and asylum seekers are at risk of social exclusion. The research among Afghan refugees and asylum seekers who attend primary school for adults revealed that if they get a job, these are mainly temporary and low paid jobs (Vrečer, 2014). Very often they earn only 4 EUR per hour. As they do not have many chances to find a job due to discrimination, they very often have to work during the weekend and long working hours, very often 12 hours, sometimes they are called to work only a couple of hours in advance, thus they face various forms of exploitation (ibid.). Although the research was done two years ago, such harsh working conditions for asylum seekers and refugees still persist in Slovenia. Slovenia is not yet fully recognizing refugees and asylum seekers as economic capital, very often they are also not recognized as social and cultural capital either.

The members of vulnerable groups of refugees and asylum seekers are at risk of »intersectional discrimination, which is the discrimination on the basis of several personal characteristics« (Kuhar 2009:23), as for example, if they are ill, women and unemployed at the same time, or for example, older illiterate men etc. If refugees and migrants are handicapped, they are especially prone to

experience discrimination and especially intersectional discrimination. Sometimes refugees and asylum seekers are also discriminated, because of their gender, political opinion and belonging to a religious group. In the refugee situation at the beginning of 2016, among some members of the Slovene population, especially right wing extremists, the anti-Muslim sentiment increased, however, there are also many Slovenes who are in favour of refugees and welcome them.

### **Overview and information on the legal status and national/EU procedures for refugees in the country?**

Slovenia is a signatory to the so called Geneva Convention - The Convention about a Status of a Refugee from 1951 and New York Protocol from 1967 from 1992. Therefore, Slovenia adopted some articles of the Geneva Convention into its International Protection Act from 2007. The rules of Schengen and the Dublin Convention also apply to Slovenia, namely the latter is considered a safe third country, although those rules were not strictly followed during the refugee situation in the 2nd half of 2015 and the beginning of 2016, when this report is being written due to larger numbers of refugees coming to Slovenia.

According to the International Protection Act from 2007, international protection refers to the status of a refugee or a subsidiary protection. Refugee status grants more rights than subsidiary protection. Slovenia joined the trend that started in the nineties of the previous century, when several countries started to grant subsidiary protection even in cases when persons who fled the persecution were entitled to a refugee status, because in the country of origin they experienced a well-founded fear of being persecuted due to their belonging to an ethnic group, or a social group or due to their political opinion etc. While refugees and persons with subsidiary protection can get employed immediately after the status of international protection is granted to them, asylum seekers are entitled to work 9 months after they filed an application for a refugee status. Besides, full medical care is available to refugees and persons with subsidiary protection only, while asylum seekers are entitled only to urgent medical care, the scope of the latter is much narrower and directed to the maintain of mainly their vital functions. In the case of unemployment, refugees and persons with subsidiary protection are entitled to the unemployment benefits, while asylum seekers do not have these rights. The members of all these three groups are, according to the above-mentioned law, entitled to housing and education. Asylum seekers are entitled to the services of refugee counsellor. At the end of March 2016, the public debate of the new amendments to the International Protection

Act has just ended, while the final version of the law has not been disclosed yet, however, there is a danger that the law will become more restrictive regarding refugee rights.

In case of mass influxes of refugees, the Temporary Protection of Displaced Persons Act from 2005 is applied. Article 3 of this Act defines »»displaced persons« as the citizens of third countries or persons without citizenship, who had to leave their country of origin or region or they were evacuated, especially following the appeal of international organisations who cannot safely and permanently return due to the prevailing condition in that state or region and can be included among those persons to whom The Convention about the status of a refugee enables international protection«. Among displaced persons are also the persons to whom human rights were systematically or generally abused, vulnerable groups of people and unaccompanied minors. Displaced persons are granted temporary stay in our country, housing, urgent medical care directed to the maintenance of mainly their vital functions, education, free legal help, low money allowance for those who decide for private housing, and family reunion.

### **Overview on the supply for refugees in the country: specific emphasis on education**

The Ministry of Education, Science and Sport is responsible for the inclusion of refugees into education system of the Republic of Slovenia. It issued the guidelines for the inclusion of refugee children into the Slovene school system. They are available on the website of the above-mentioned ministry.<sup>66</sup> However, the guidelines are written only for children and not for adults. See point four of this report Overview on structures of adult education (especially adult education institutions on a national level, adult education institutions on a local level) for further overview on the supply for refugees in the country: specific emphasis on education.

Besides national organisations that deal with adult education and also pay attention to refugees and economic migrants (the Ministry of Education, Science and Sport and the Slovenian Institute for Adult Education), 34 folk high schools in different Slovene regions, which provide educational programmes for adult migrants, some NGO also provide educational programmes for adult refugees and economic migrants such as Slovene Philanthropy, there are also various NGO-s which provide support to refugees not necessarily in the form of educational programmes for them.

### **Further/specific problems in the country/city**

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<sup>66</sup> The Ministry of Education, Science and Sport

[http://www.mizs.gov.si/si/vkljucevanje\\_priseljencev\\_v\\_sistem\\_vzgoje\\_in\\_izobrazevanja/](http://www.mizs.gov.si/si/vkljucevanje_priseljencev_v_sistem_vzgoje_in_izobrazevanja/) Retrieved on 26. 3. 2016.

One problem that remains unsolved in Slovenia is the institutional housing that is offered to asylum seekers and persons with international protection. The results of the interviews with asylum seekers and refugees show that they prefer to be housed in private accommodation (see also Vrečer, 2014). Many of them cannot afford to be housed in private accommodation, because the financial means provided by the state for private housing is very low.

Another problem that refugees face in Slovenia is the absence of effective durable solutions. As the founder of refugee studies Barbara Harrell-Bond emphasizes the issues of refugees should not be approached as temporary issues, but long-term ones (Harrell-Bond, 1986), therefore the effective solutions for the integration of refugees should be sought. Namely, long-term unemployment causes various human costs (social exclusion, psychological trauma, health problems...) and should be avoided. Refugees should be considered a vulnerable group and as such should also be in certain respects protected by the positive discrimination measures.

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#### **4. Overview on structures of adult education**

Information and links of educational institutions national and local

##### **Adult education institutions on a national level**

On the national level one of the main institutions, which deals with adult education, is the Ministry of Education, Science and Sport<sup>67</sup>, namely its Directorate for the Secondary, Post-Secondary Education and Adult Education. In its scope, the department on adult education is responsible for developing and adopting the legislation on adult education (Adult Education Act from 1996) and adopting the national strategies (currently the Resolution on the national programme on adult education of Republic of Slovenia from 2013 until 2020). This ministry also funds the primary school for adults, which is implemented by various folk high schools in Slovenia (folk high schools will be described more in detail below, when we will describe adult education institutions on a local level). In managing adult education issues, the Ministry of Education, Science and Sport cooperates with other ministries, especially with the Ministry of Labour, Family, Social affairs and Equal opportunities, and the Ministry of Finances, as well as with the Employment Service of the Republic of Slovenia.<sup>68</sup>

The Ministry of Education, Science and Sport also funds partly the Slovenian Institute for Adult Education (SIAE)<sup>69</sup>, which is another institution in the field of adult education on a national level. It is an implementing partner of the above mentioned ministry, although it strives to maintain an autonomous and as independent position as possible. The SIAE deals exclusively with adult education, namely with research, education, validation and recognition of non-formal and informal learning, quality of adult education, counselling in adult education, intercultural adult education<sup>70</sup>,

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<sup>67</sup> The Ministry of Education, Science and Sport <http://www.mizs.gov.si/en/> Retrieved 15.3.2016

<sup>68</sup> See above.

<sup>69</sup> Slovenian Institute for Adult Education [www.acs.si](http://www.acs.si) Retrieved 15.3.2016

<sup>70</sup> If we use the definition of intercultural education by Banks (2009), which was written from the point of view of the school system, than intercultural adult education is the approach to educational reforms with which we want to achieve equality in education for all ethnic, cultural and language groups and for all social classes (James A. Banks (ed.) (2009). The Routledge International Companion to Multicultural Education. London: Routledge).

the promotion of adult education in the scope of the implementation of the Strategy for lifelong learning from 2007 etc. The SIAE also participates in domestic and international research and applied projects, its members write the foundations for the legislation and policies of the Ministry of Education, Science and Sport in the field of adult education. Besides, this institute cooperates with the network of folk high schools in Slovenia and trains their employees regularly in the field of adult education.

### **Adult education institutions on a local level**

The Ministry of Education, Science and Sport issues the annual programme on adult education and thus funds also many programmes of folk high schools, which implement the large part of adult education in Slovenia. In our country, there are 34 folk high schools in different Slovenian regions, which are partly funded by the programmes of the Ministry of Education, Science and Sport, and partly their funding depends on the market, they get their funds by organizing the courses and they also participate in domestic mainly development projects (they apply to tenders by other ministries etc.), they also participate in international projects (Erasmus, European Social Fund etc.). The main problem of folk high schools is sustainable funding, the number of their permanent employees is low, so many of their collaborators are self-employed and dependent on temporary contracts with folk high schools.

Another organisation that connects folk high schools is the Association of Slovenian Adult Education Centres (ZLUS in Slovene), which is a voluntary, non-governmental and non-profit organization of **19 member organizations** which are among the most important folk high schools, located in different regions of Slovenia. The vision of the Association of Slovenian Adult Education Centres is as follows: »to strengthen its cohesive and representative role in order to meet its members interests and improve its recognisability and reputation at home and abroad and contribute to raising the significance of lifelong learning with the emphasis on adult education«. <sup>71</sup> There are some other institutions that deal with adult education: various NGOs, trade unions, secondary schools with the adult education departments, and universities which beside pedagogy also focus on andragogy. Occasionally, also some research institutes focus on the topics related to adult education.

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<sup>71</sup> The Association of Slovenian Adult Education Centres <http://zlus.si/eng/vision.aspx> Retrieved 15.3.2016

## **Status Quo of the Inclusion of Refugees in the Country and City**

The Ministry of Education, Science and Sport funds by its annual programme some adult education programmes that focus on refugees and migrants, mostly folk high schools implement these programmes.

Another activity of the Slovenian Institute for Adult Education is also writing adult educational courses, among them it is also the certified course **Early integration of migrants**<sup>72</sup> (60-hour and 120-hour course), which is intended for economic migrants and refugees, which is currently implemented by folk high schools and their collaborators in 28 Slovenian towns. This programme enables economic migrants and refugees to learn the Slovene language, learn to write CVs and applications for jobs, they also learn about adult educational opportunities in Slovenia, about health and social issues, public administration, about family issues, the Slovenian history, tradition and constitution etc. The preparation of the educational programme Early Integration of Migrants was funded by the Ministry of Education, Science and Sport, while its implementation is funded by the Ministry of the Interior, therefore, it is free of charge for economic migrants and refugees. The SIAE also developed 24-hour training course for the teachers **of the Slovene language and cultural mediators** who teach in this course. Besides this training, the SIAE also developed training in intercultural competences for adult educators including guidance counsellors, employers who employ economic migrants and refugees, teachers etc. At this institute, they also deal with the research on intercultural adult education and develop some other foundations for its development in Slovenia. Besides the SIAE, folk high schools and occasionally some research institutes including ZRC SAZU also develop intercultural adult education in Slovenia.

Most of the folk high schools in Slovenia also deal, besides organising adult education courses, with validation of non-formal and informal learning and guidance counselling for adults. Regarding the latter two activities, the guidance counsellors pay special attention to the members of vulnerable groups including refugees and economic migrants, Roma etc. The employees of folk high schools also design educational programmes for refugees and economic migrants, which are not certified, but implemented on the local level. They also develop the programmes, the main goal of which is to enhance intercultural dialogue.

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<sup>72</sup> The educational programme Early Integration of Migrants was written by the employees of the SIAE together with the collaborators from the Centre for Slovene as Second/Foreign Language, Faculty of Arts, University of Ljubljana.



Centre for the Slovene as the second/foreign language developed another certified educational programme for economic migrants and refugees entitled Slovene as the second/foreign language. The goal of this programme is to enable refugees and economic migrants to learn the Slovene language. The programme is older than early integration of migrants, it has recently been developed, however, it is based on the older programme Slovene for foreigners.

In 2011, the results of the Migration Integration Policy Index III<sup>73</sup> (MIPEX III) were published by the British Council and Migration Policy Group. The results for Slovenia showed that in our country we still need to do a lot in the field of education of adult migrants, besides, we should develop this field systematically. Namely, Slovenia was on the 18th place among 33 countries regarding the integration policies of migrants and on the 24th place regarding the inclusion of migrants in the educational system. However, it has been emphasised that migrants do not have equal access to adult education and that intercultural education had not been properly developed in Slovenia until 2011. After 2011, the activities in education of adult refugees and migrants continued further on in Slovenia. The situation has slightly changed at the beginning of 2016. »If some years ago, we could speak only about some foundations of intercultural adult education in Slovenia, we can state that at the beginning of 2016, the foundations for intercultural adult education have already been fully developed in our country and that despite shortage of funds, this field is being developed further on«. <sup>74</sup>

**Some recommendations for multipliers** (adopted from the Codex of multicultural dialogue for adult educators Vrečer, Kucler, 2010):

- Multipliers should unravel their stereotypes and prejudice and try to eliminate them, at the same time they should encourage the participants of adult education to eliminate their stereotypes and prejudice, they should also encourage them that they do not act in a discriminatory way.

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<sup>73</sup> Migration Integration Policy Index III [www.mipex.eu](http://www.mipex.eu) Retrieved 15.3.2016

<sup>74</sup> Natalija Vrečer (2016). The presentation entitled Intercultural adult education at the international scientific symposium The Coexistence between cultures – the ways to intercultural dialogue, Faculty of Arts, Maribor, 14.1.2016

- Multipliers should deal with the participants as individuals, they should not attribute group characteristics to individuals and in this way approach those in a stereotypical way (cf. Ule, 2004).
- Multipliers should develop curricula, which are sensitive to various cultures (Banks, 2001).
- Multipliers should ensure that intercultural contents are added to every subject such as literature, history, geography, arts, language teaching, maths, physics and other subjects of science, as well as gymnastics (Nieto, Sonia in Bode, Patty (2008, 1992)).
- Multipliers should constantly develop their knowledge of intercultural competencies, because the enhancement of intercultural competencies is a process of life-long learning (cf. Deardorff, 2009).
- Multipliers should express intercultural sensibility and solidarity in a way that new opportunities are created and that migrants should express their migration experiences and cultural identity (cf. to Van Eyken, Hilde; Farcasiu, Andrea; Raeymaeckers, Marianne; Szekely, Radu; Wagenhofer, Ingrid (2003)).
- The same authors state that multipliers should take into consideration various points of view, they should not judge other cultures.
- Multipliers should negotiate their values with the values of others. They should not be ethnocentric and consider their values as more valid than the values of other cultures.
- Multipliers should develop empathic attitude towards migrants. If one does not develop empathy, he/she may experience difficulties to understand them.
- Multipliers should be aware (and transfer that awareness to other participants of education) that all cultures are equal and an enrichment for each community and that we can learn from all cultures (Parekh, 2000). In this way multipliers should empower migrants to become aware of their diversity as quality, they should also be empowered to become aware that they can belong to two or more cultures at the same time (more in Vrečer, Kucler, 2010).

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## **SLOVENIA: Needs Analysis Part B: Empirical Part**

The following is the report on the empirical part of the needs analysis: the results of the interviews with refugees from various countries of origin who live in Slovenia (10), with multipliers: adult educators (11), and citizens from different Slovene regions (10), altogether 31 interviews.

### **1. Interviews with 10 Citizens**

Demographic data: Four of them were male and six of them were female, living in different parts of Slovenia. The interviewed citizens are (except 1) employed, coming from different educational and occupational backgrounds. The age of interviewed citizens differs from 26 to 62 years.

#### **Summary of the interviews:**

##### **a) Have you heard about the current refugee situation or do you know a refugee home?**

They have all heard about the current refugee situation and almost all – except one – know a refugee home or more than one in Slovenia and one knows a refugee home in Austria.

**b) Are there any common characteristics of refugees?**

Most of the respondents think that the common characteristics are that they all flee from the dangerous and devastating life conditions and seek a safer and better life. One respondent thinks that the main characteristic is that they are not received well by the receiving countries and one respondent thinks that the common characteristic is their protection status and not knowing the language of the receiving country.

**c) What do you think the majority thinks are common characteristics of refugees?**

Most of the respondents listed the prejudices that were produced by political and media “campaigns of fear” between September 2015 and March 2016: the refugees pose a threat to “our” culture, societal norms and values, jobs and welfare system; they think they are all Muslims, terrorists and “different” from us. A teacher and a professor mentioned that there is also a lot of positive thinking in the Slovenian society and the refugees are regarded by many as brave people who fled terrible situations and are in need of help. One citizen pointed out that it is very difficult to answer this question without a survey or a research, which could give a more precise picture of the attitudes of people in Slovenia toward refugees.

**d) Have you had any experience with refugees? Which ones?**

Most of the respondents (except 2) have had experiences with refugees during the last situation, when refugees fled in higher numbers and some during the refugee situation in the 1990 after the break-up of Yugoslavia. Some worked with the refugees, one attended the celebration of the international day of refugees, one’s family has offered housing to a refugee from Syria, one respondent just talked to them, and one respondent had two class mates in 1990 that had fled the war in Bosnia and Herzegovina. Almost all have pleasant or non-problematic experiences with them.

**e) Would you attend learning courses in adult education with refugees?**

Most of the respondents would attend and two would not attend learning courses in adult education with refugees, one did not understand the question, one respondent sees no need, since he teaches about refugees at the university, and one respondent thinks it is important only for those who work with refugees in the institutions or NGOs.

## **2. Interviews with 11 Multipliers**

11 interviews with multipliers (adult educators) were made between 27. 6. till 12. 7. 2016 in various Slovene regions.

Demographic data: The questionnaire was distributed electronically to adult educators at folk high schools and their collaborators who implement educational programmes for adult refugees and migrants. All adult educators were women, because in Slovenia there are mostly women who teach refugees and migrants. Adult educators were from different age groups, the youngest was 31 years old and the oldest was 51 years old.

### **Summary of the interviews:**

#### **a) Which teaching material, aids, methods and competences are missing for intercultural educational work?**

The adult educators use the existing material for adult migrants and refugees, they explained that they need more material for teaching adult refugees and migrants, because, in Slovenia, there is not enough such material developed, so teachers have to prepare it themselves. Sometimes the teachers adapt the existing material for the target group, for example, from the handbooks for learning foreign languages. Among the methods they recommend are role plays, team work, work in smaller groups, pair work, independent learning (also in independent learning centres, which in Slovenia operate in the libraries), they also recommend the use of films, videos, commercials, interactive methods, as well as speech performances, writing texts, reading texts...

A 36 years old teacher of adult refugees and migrants from Nova Gorica stated: »I use the internet a lot and other computer tools, such as power point. I also use radio, posters, newspaper articles, postcards, flyers, brochures, menus etc. The method that I use most frequently is a conversation, which develops gradually from some isolated words at the beginning to the combinations of words, and later on sentences and dialogues. I view all the methods which enable the participants to communicate a lot as positive«.

Another method which is recommended for teaching migrants and refugees were study circles, which is a method developed in Scandinavia, which spread to other countries including Slovenia. In a study circle, a mentor organises a group of participants according to their educational needs, the topics are chosen according to their interests.

Teachers recommend that the contents are related to everyday life, therefore, they also take migrants and refugees to visit important institutions in a town or a city. It is also recommended that the groups of migrant and refugee participants are small.

One of the teachers recommends the inclusion of migrants and refugees into voluntary work as a method of teaching, which enables the participants to practice the linguistic, social and other competencies.

A 51 year old adult educator from Črnomelj wrote: »We approach teaching of migrants on the basis of project learning. We consider as successful those projects of intercultural dialogue, where we encouraged the transfer of knowledge and experience among the majority population and migrants, as well as intergenerational learning. The actions for the promotion of lifelong learning into which migrants were included as examples of good practices and ambassadors of learning could also be considered as successful«.

#### **b) Which barriers can be found and can be determined?**

The most frequently enumerated barriers reported by adult educators were migrants' and refugees' lack of knowledge of the Slovene language. It was also emphasized that teachers need to know the language of their participants, if a teacher lacks that knowledge, it is important that intercultural mediator is present in the learning environment, namely, he or she knows the language and the culture of a participant and of the receiving country as well.

It is recommended that the groups are organised according to the same levels of literacy of learners, similar educational levels, experiences, prior knowledge, expectations and countries of origin, because too big diversity of learners in one group can sometimes be considered as a barrier for effective teaching.

Another barrier that was mentioned was that the staff of administrative units does not always inform migrants or refugees on the possibilities for learning the Slovene language.

According to the opinion of a 35 years old teacher, those employers who have a negative attitude towards migrants, represent another obstacle, the consequence of this is that they view migrants as less competitive in the labour market.

#### **c) Which (missing) support (material & methods) would you need to manage the challenge with intercultural groups?**

- As the group of migrants and refugees is very heterogeneous regarding their educational needs, learning styles etc., the material and methods should be adapted to this diversity of learners.
- The individualistic approach is needed, as well as the holistic approach towards learners.
- Adult educators who teach migrants and refugees stated that they need the exchange of experience, if possible in a form of discussion groups, where they could meet, exchange their views and debate.
- They also need exercise notebooks for the development of migrants' and refugees' key competencies. It is also recommendable that some material should be bilingual: in the language of the receiving country and the country of origin.
- Teachers would also need guidelines, which would help them to motivate some migrants for learning.

**d) Are you confident with working in the nowadays immigration society with intercultural learner groups?**

Many adult educators explained that they need continuous training in order to meet the challenges of teaching in intercultural learner groups.

One of the topics for such a seminar, which was recommended, was about the topic of intercultural competencies in order to gain the knowledge about the culture of the participants, about the characteristics of learners etc.

A 32 years old teacher of adults from Ljubljana stated: »The main principle of a teacher, who teaches in intercultural groups, should basically be that every human being has the right to knowledge and a teacher can only be a bridge and an important person who contributes to a better society and world«.

A 33 year old adult educator from Žalec thinks: »We need more knowledge about intercultural competencies and more knowledge about creating good environment and about plays and activities which are intended to soften the stereotypes«.

### **3. Interviews with 10 Refugees**

10 interviews with the asylum seekers were performed in Ljubljana on the 9th, 10th and 12th of July.

Demographic data: Seven of them were male and three of them were female. The interviewed asylum seekers come from different countries: male asylum seekers come from Afghanistan (1), Kosovo (1), Egypt (1), Syria (3), Morocco (1) and female asylum seekers come from Pakistan (1) and Iran (2). The age groups of interviewed asylum seekers differ: 2 asylum seekers belong to 18 – 25 age group, 6 belong to 26 – 35 age group (2 of them are female) and 2 asylum seekers are in the age group 35+ (1 of them is female).

### **Summary of the interviews:**

#### **a) Are you acquainted with the adult education offers in the receiving country?**

Most of the asylum seekers knew two educational courses for adults in Slovenia: the Slovene language course and the English language course. One of the male asylum seekers from Syria only mentioned the English course. Those courses are intended for asylum seekers. The rest of the educational offer for adults in Slovenia is not known to them.

#### **b) Are you involved in any educational offers?**

5 of the asylum seekers attend the Slovene course once or twice a week, 3 of them are women. Those asylum seekers would like to stay in Slovenia and integrate into our society. 4 asylum seekers attend the English classes, 2 of them are women.

#### **c) Which topics would you be interested in? (Multiple choice possible)**

	Sports		Nature		Arts/ Painting		Music (Singing, Instruments)		Dance/ Movements
	Meditation		Handcraft: pottery, bookbinding, wood/ iron work, knitting, Weaving, Sewing)		Photography/ Film		Food and Health/ Cooking Baking		Culture/ History
	Language		Home/ Gardening		Repairing Bicycles		ICT/ Computer		Scientific Knowledge/



							Natural Sciences
	Philosophy		Literature				

Among the topics asylum seekers would be interested in, if they enrolled in educational programme, male asylum seekers enumerated: the Slovene culture and history (4 men, 3 women), sewing (1 man, 3 women), knitting, weaving (3 women) the Italian language (1 man), photography, film (1 man, 1 woman), computer course (3 man, 2 women), repairing bicycle (1 woman), meditation (2 women), health (2 women), cooking (2 men, 2 women), home/gardening (2 women), scientific knowledge (natural sciences (1 woman), philosophy (1 woman), literature (1 woman).

The asylum seeker who is interested in fashion designing is interested in different courses related to fashion. Two female asylum seekers stated they would be interested in a course for swimming. One asylum seeker is interested in the topic of construction, because he is an engineer. A female asylum seeker from Iran has a zest for learning, she was interested in all the topics.

**d) Have you made experiences with citizens? If you had, what kind of experiences did you have?**

All of the interviewed asylum seekers have experiences with Slovenes. They meet them as the teachers of the courses they attend (the Slovene language course, the English language course), one female asylum seeker meets Slovenes in church<sup>75</sup>, some of them meet them at non-governmental organisations, one of them met Slovenes in a fashion show, some of them have Slovene friends, most of them also meet them as the staff of the Asylum home.

**e) Are there any common characteristics of citizens of this country?**

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<sup>75</sup> In Slovenia there are plenty of churches, where Christians can meet, however, the mosque is still in construction in Ljubljana, the capital. There was a mosque in the village Log pod Mangrtom during the first world war, however, toward the end of the world it was burnt down.

When they describe common characteristics of Slovenes, most of the interviewed refugees see them as good and nice people, one refugee thinks that they do not like foreigners, one refugee thinks that some of the Slovenes are open and some are not.

A male refugee stated: »They bring refugees things, when they need something.

Slovenian people are kind«.

However, some of refugees are disappointed in government's decisions regarding refugees, because many asylum applications are rejected and asylum seekers only get 18 EUR of allowance per month.

**f) What do you think is the opinion of citizens towards refugees?**

Most refugees think that Slovene citizens have good experiences with refugees, however, they are aware that there are some who are xenophobic.

**g) Do you think citizens might have special pictures of how refugees are?**

In describing citizens' attitude toward refugees, most of them explained that Slovenes are people who like to help refugees. (See also point e and f). Two of them said that the attitude of the Slovene people towards refugees differs, some are prone to hate other people, while some of them have a positive attitude towards them. One male asylum seeker explained that Slovenes seem to fear foreigners and they do not like them.

**h) Do/Did you encounter difficult experiences in the (receiving) country?**

Among the difficulties they encountered in the receiving country, they explained that asylum procedures take too long in Slovenia (many months) and many asylum applications are rejected, because refugee recognition rate is low in Slovenia (approximately 40 statuses of international protection: a refugee status or a subsidiary protection are granted per year).<sup>76</sup> Most of them do not have bad experiences with the Slovene people.

**i) What are the most difficult situations and challenges that you are facing at the moment?**

Among the most difficult things they are facing in Slovenia, they mentioned that asylum procedures take too long and that asylum seekers are receiving just 18 EUR of allowance per month. One

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<sup>76</sup> Source: The Ministry of the Interior [www.mnz.si](http://www.mnz.si) (10. 7. 2016)

female asylum seeker mentioned that at the beginning it was difficult for her in the Asylum home, because there were many people in the room, however, she is alone in the room now and she feels better.

A male asylum seeker stated: «I could not bring some documents with me. In my country, it is difficult situation for gay people, I feel safer in Slovenia».

An asylum seeker from Syria stated: »When you want to do something, but you can't«.

Another asylum seeker from Syria stated: »Life without money«.

## **TURKEY: Needs Analysis Part A: Theoretical Study on Refugees and Adult Education**

### **1. Information on Refugees in Turkey**

#### **Performance of Services for Refugees under Temporary Protection**

Republic of Turkey Prime Ministry Disaster & Emergency Management Authority (AFAD) is responsible for ensuring coordination and cooperation between related government agencies, carrying out emergency response actions in the event of asylum and large population movements.

#### **General Considerations**

In cities, governors are primarily responsible for carrying out services for refugees under temporary protection.

With the aim of carrying out services efficiently and managing resources effectively, AFAD offers its consideration about national and international protocol and cooperation for refugees under temporary protection.

#### **Official Transactions related Temporary Asylum**

Registration procedures of refugees are performed and kept up-to-date by Ministry of Interior Directorate General of Migration Management.

AFAD leads the registered refugees through temporary asylum centres in case of emergency at the request of governorship of the city.

#### **Health Care Services**

Those who do not complete their registration procedures cannot benefit from health care services apart from emergency and preventing epidemics health care services.

#### **Educational Services**

The refugees under temporary protection benefit from educational services in the city where they are registered.

Educational services given to refugees do not conflict with the curriculum of our education policy.

With the aim of providing continuance and integrity in course of education, provided educational services should comply with education terms of our country.

Procedures for diploma equivalency certificate of refugees under temporary protection are performed by Ministry of National Education.

### **Obtain Work Permit**

Those who will work in areas such as education and health services should obtain prior authorization before applying for work permit. Procedures related prior authorization performed by government institutions and organizations.

### **KONYA METROPOLİTAN MUNICIPALITY GRANTS AND AIDS RECEIVED BY SYRIANS**

<b>KONYA METROPOLİTAN MUNICIPALITY HEALTH AND SOCIAL SERVICES DEPARTMENT RELIEFS RECEIVED BY SYRIANS</b>				
Aid type	MONTHLY DECEMBER			
	FAMILY	NUMBER OF FAMILY MEMBERS	FIGURE/ AMOUNT	AMOUNT PAID MONTHLY
SOCIAL CARD (Food, stationery, cleaning products)	2303	15500		460.600 TL (142,857 Euros)
BREAD BACKING(Daily 8442)	1466	9533		124.097.040
DRUG AID	287		635	0
COAL AID	1000	7000	500 TON	0

**T.C. KONYA VALİLİĞİ (THE GOVERNORSHIP OF KONYA)**

**Provincial Disaster and Emergency Directorate**

**NUMBERS OF REFUGEES RECEIVING SOCIAL AID**

<b>ANNOTATION</b>	
Syrians escaping from war in their country immigrate to other countries. Turkey is the most preferred country. The number of Syrian refugees in Konya is below.	
The number of registered Syrian refugees (14.01.2015)	
<b>TOTAL NUMBER OF REGISTERED SYRIAN REFUGEES</b>	<b>31.653 KİŞİ (51.578 persons 07.03.2016)</b>
The number of Syrian refugees receiving health services	
<b>Types</b>	<b>The number of persons</b>
The number of refugees receiving health services from public and private hospitals	<b>50.000</b>
The number of refugees vaccinated through Salk vaccination campaign	Salk vaccine: <b>5164</b> , measles-rubella-mumps vaccine: <b>5153</b>
The amount of health expenses paid for Syrian refugees being in Konya	
<b>Information</b>	<b>Amount</b>
Amount paid	<b>1.937.582,88</b>
<i>Amount paid by AFAD</i>	<b>806.053.14</b>
<b>TOTAL AMOUNT</b>	<b>2.743.636,02</b>

**T.C. KONYA VALİLİĞİ (THE GOVERNORSHIP OF KONYA)****Provincial Disaster and Emergency Directorate****NUMBERS OF REFUGEES RECEIVING SOCIAL AID**

<b>Educational Services</b>	
Information	Number of persons
Total number of Syrian students	1148
Pre-school	67
Primary education	1023
Secondary education	58
Refugees attending public education courses (literacy course, learning Turkish and general courses)	582
Temporary education	583
KMM KOMEK (Vocational courses)(Learning Arabic, Turkish and English languages, Maths)	641
Refugees receiving educational aid from public institutions and NGOs	31200

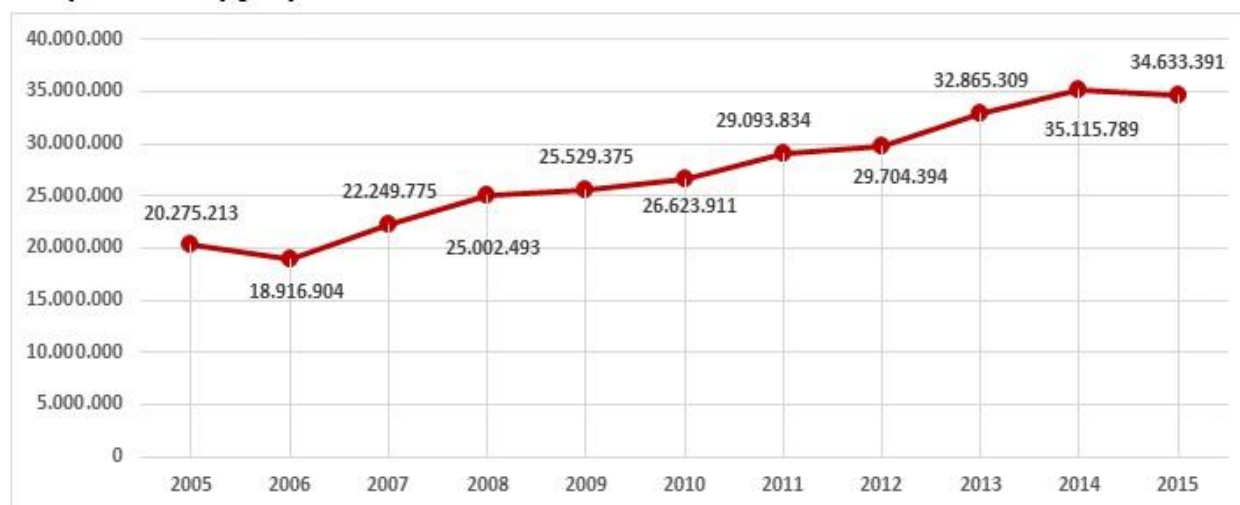
Social aid		The number of beneficiaries	
Institutions		Number of persons	
SYDV (11 and 31 provinces)		1208	
Municipalities		11666	
KMM		Education grant for 320 refugees (5-12 aged children) 14245 persons benefit from monthly food aid	
Karatay Municipality		554 persons benefit from various aids.	
Meram Municipality		50 persons received food aid.	
NGO	Number of articulated lorries sent to Syria	Aid for Syrian refugees being in Konya	
		192	13000 persons, 660 family receiving aid services
İHH-AYDER (Foundation)	117	2000 persons received food aid until today. 200 families benefit from food aid monthly. All costs of 40 families are monthly covered and home furniture was given to 50 families. 200 persons had new clothes.	
RAVZA EĞİTİM VAKFI (Foundation)	-	1800 persons benefit from public soup-kitchen of this foundation.	
DOSTELİ (Foundation)	32	3231 persons received reliefs	
BÜYÜK SELÇUKLU VAKFI (Foundation)	-	800 persons got new clothes and shoes.	
MERKEZ SELÇUKLU AŞEVİ (Food Bank)	-	4000 persons received new clothes and daily food.	
TÜRK ANADOLU VAKFI (Foundation)	-	518 persons benefit from its food bank.	
RİBAT EĞİTİM VAKFI (Foundation)	33	158 families received food aid, 400 persons had new clothes.	



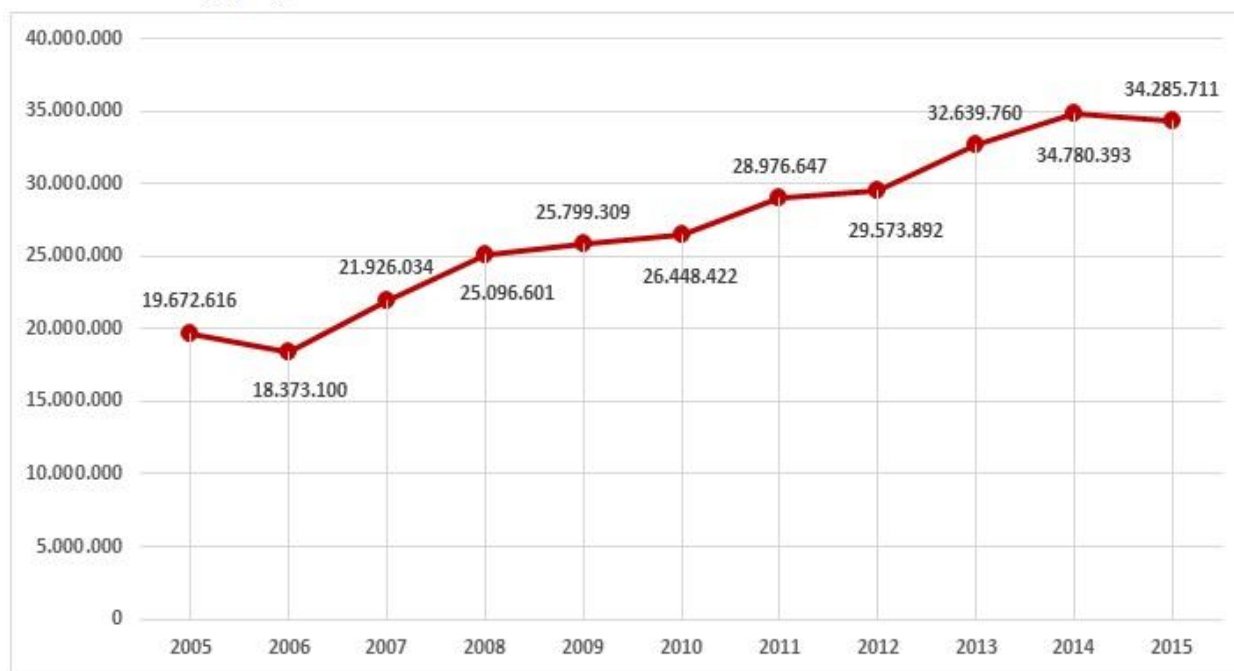
CANSUYU DERNEĞİ (Organization)	-	150 persons received clothing and food aid.
KANDİL DERNEĞİ (Organization)	-	1628 persons get daily food.
BOZKIRLILAR VAKFI (Foundation)	-	4 families received food and clothing aid
RİDA DERNEĞİ (Organization)	10	-
ELBİR DERNEĞİ (Organization)	-	5000 families received home furniture aid.
KIZILAY (The Red Crescent)	-	820 persons benefit from various aids.

**Republic of Turkey Ministry of Interior Directorate General of Migration Management**  
**Migration Statistics**  
**ENTRY – EXIT**

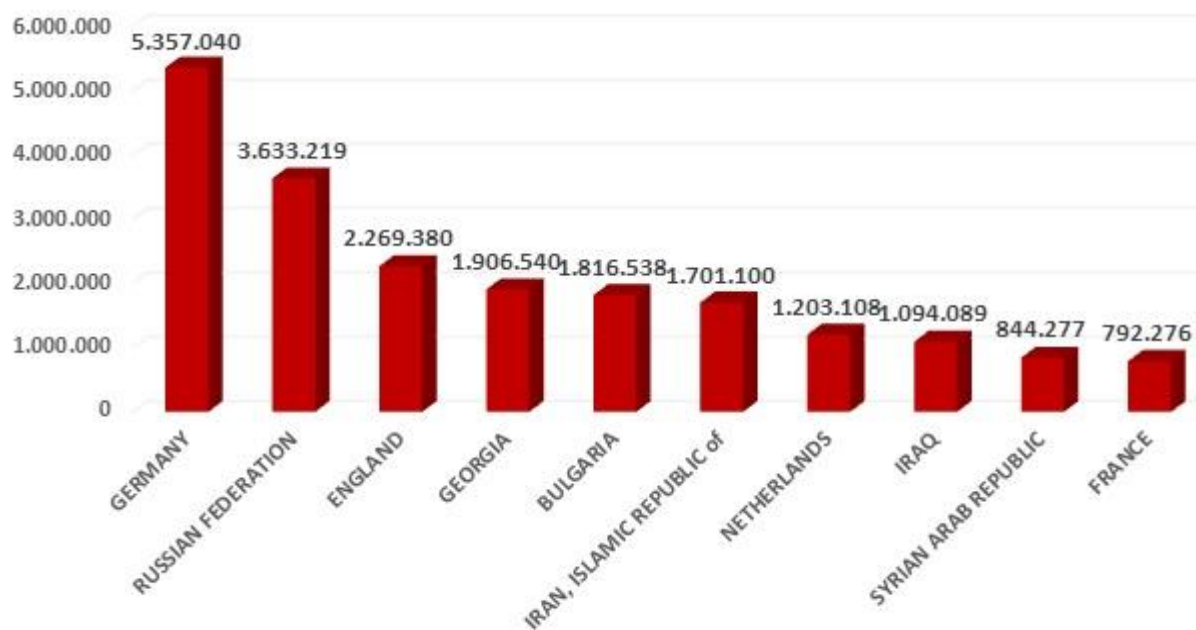
**Entry into Turkey per year**



### Exit from Turkey per year

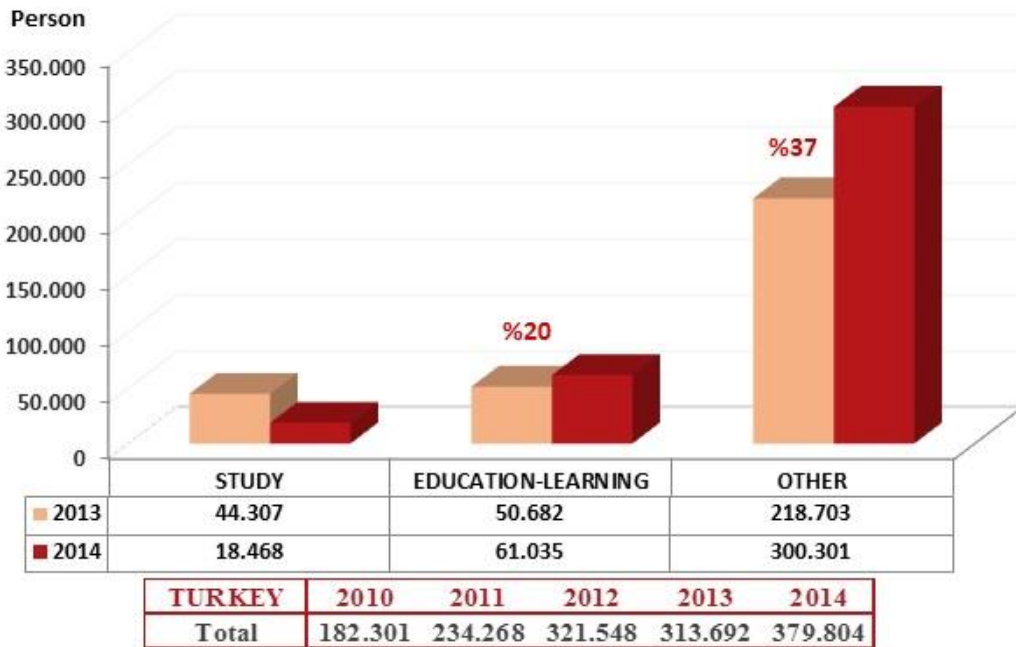


### Entries from Border Gates in 2015 (Top 10 Nationalities)

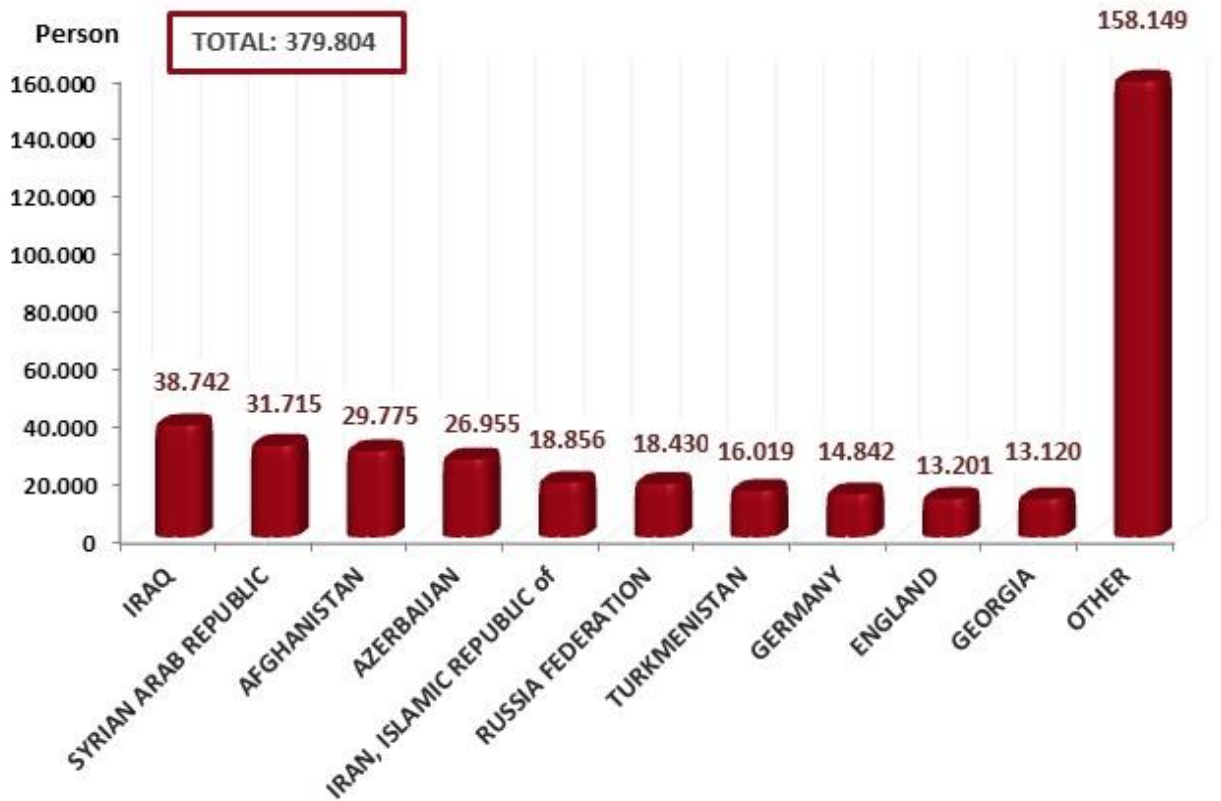


## RESIDENCE PERMITS

### Types of Residence Permits of the Foreigners in Turkey

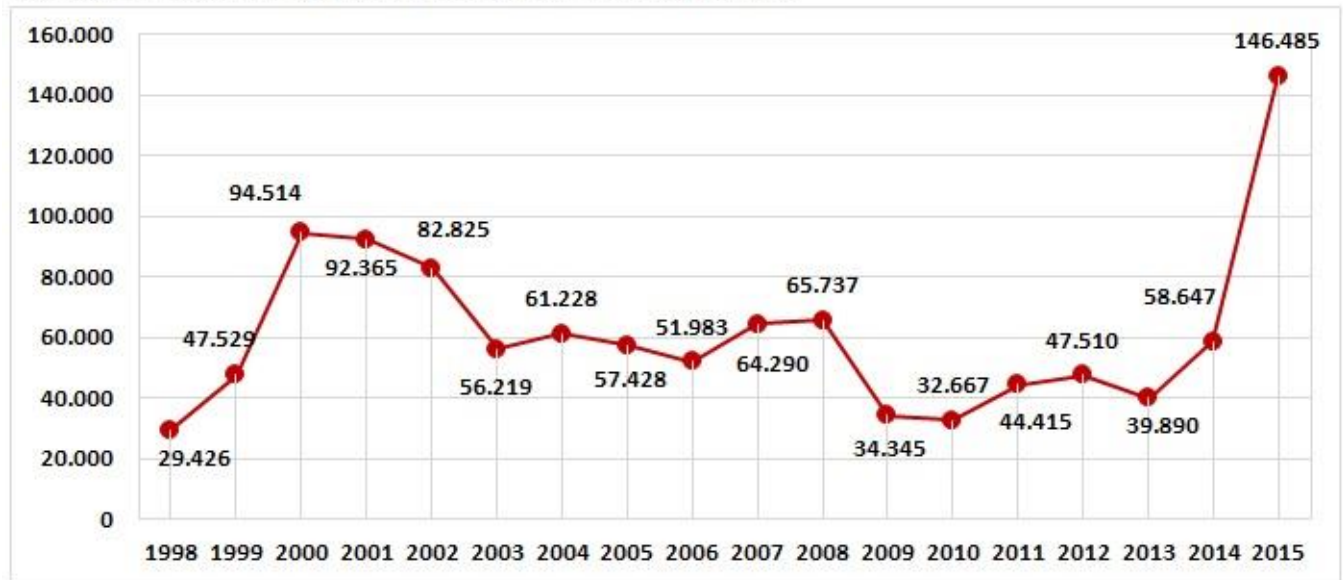


### Residence Permits Granted to the Foreigners in 2014 – Top 10 Nationalities

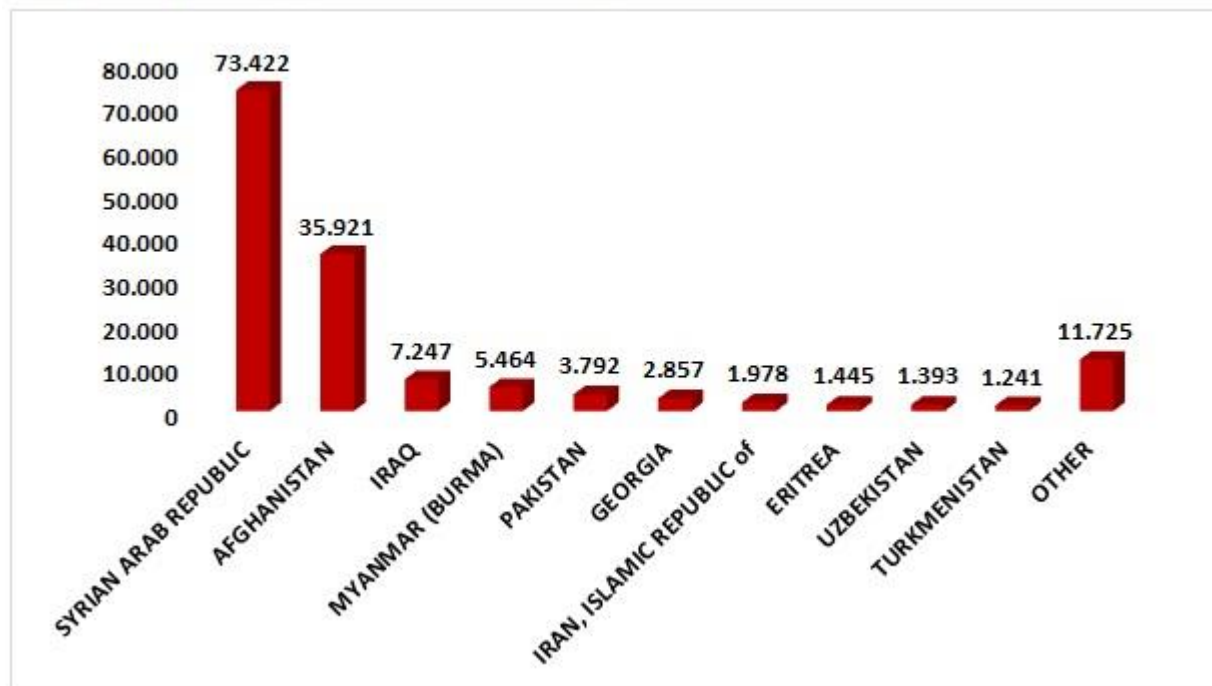


## IRREGULAR MIGRATION

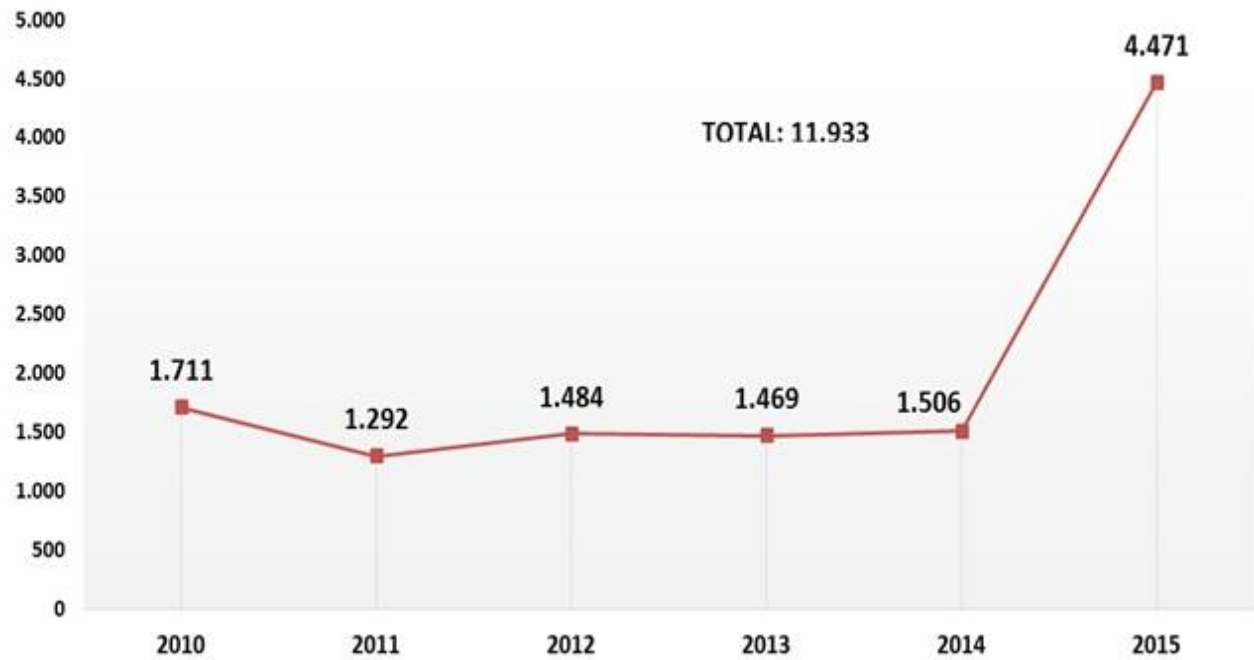
Number of Irregular Migrants Apprehended in Turkey per Year



Irregular Migrants Apprehended in 2015 – Top 10 Nationalities

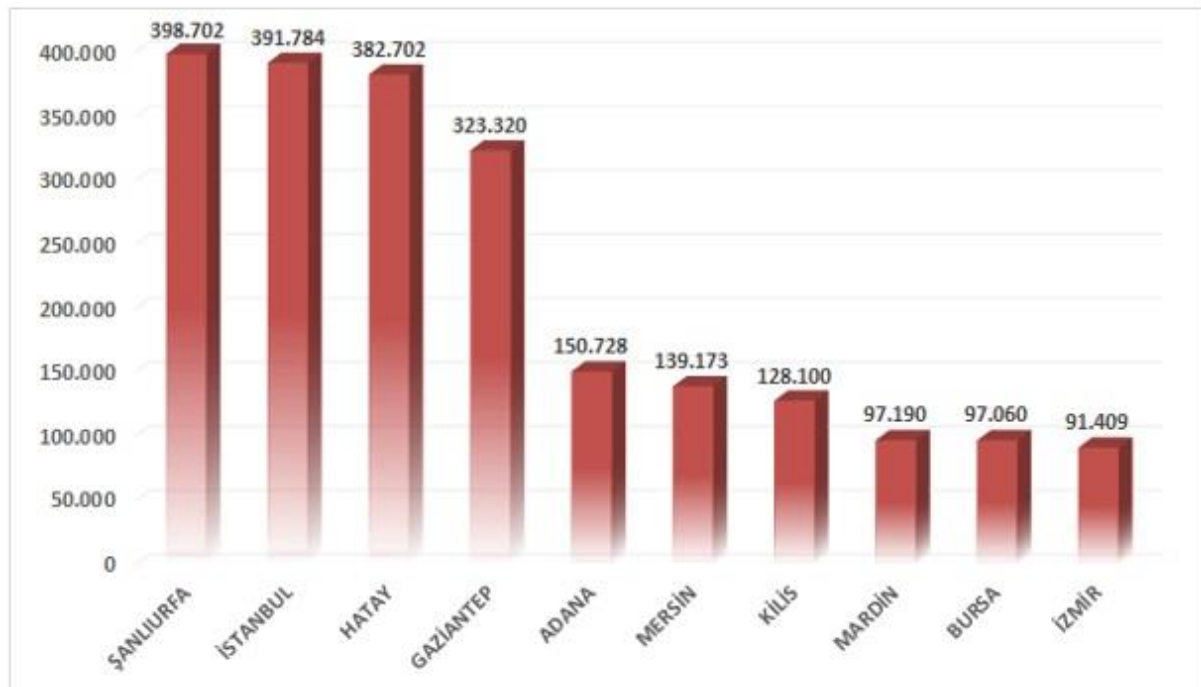


## Migrant Smugglers per Year

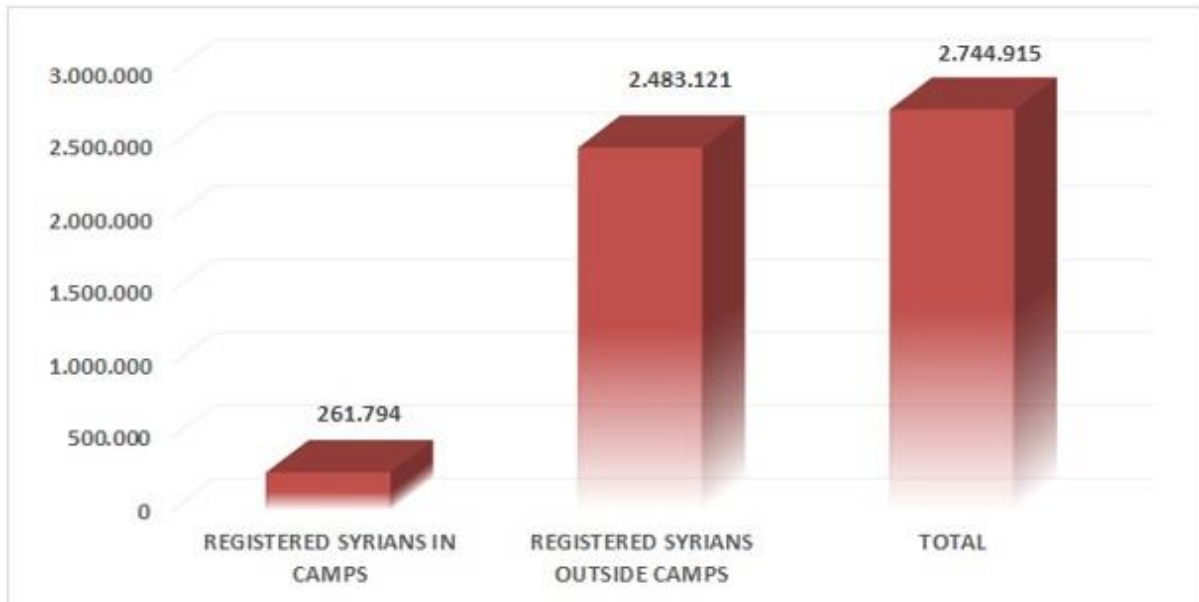


## TEMPORARY PROTECTION

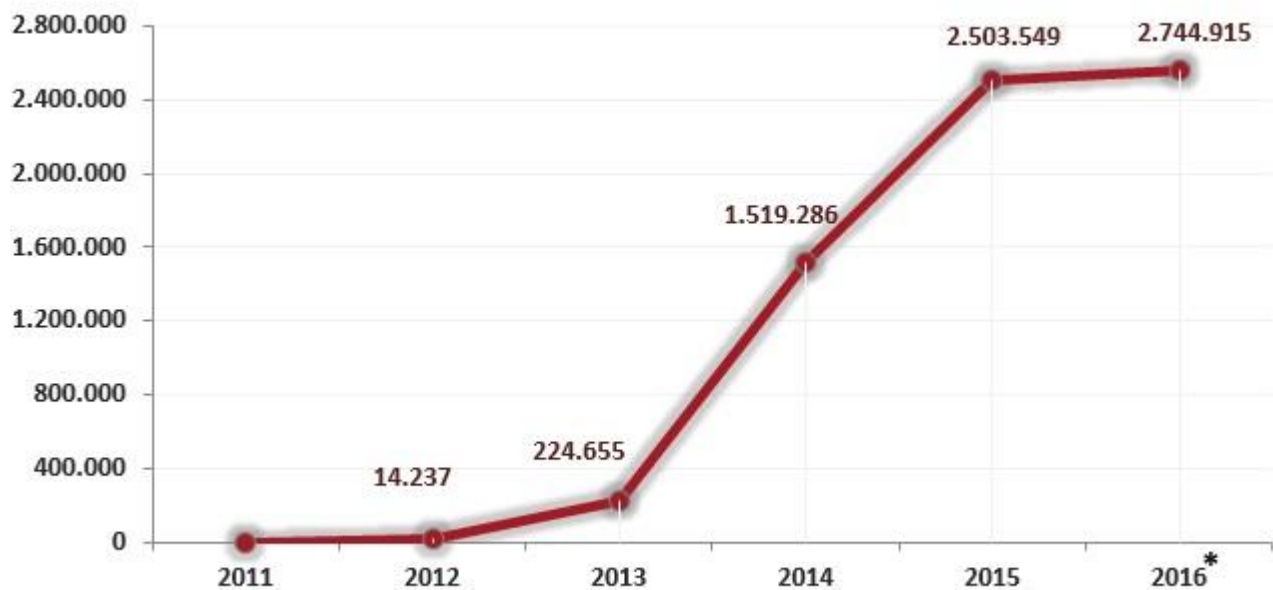
### Syrians under Temporary Protection (Top 10 Provinces)



### Syrians under Temporary Protection staying in and outside of the Accommodation Centers



### Syrians under Temporary Protection per year



\*By 19.05.2016



### Syrians under Temporary Protection by Accommodation Centers

ACCOMMODATION CENTERS (26 ACCOMMODATION CENTER IN 10 PROVINCES)*		
SYRIAN ARAB REPUBLIC	ŞANLIURFA	103.187
	GAZİANTEP	39.542
	KİLİS	33.121
	KAHRAMANMARAŞ	18.410
	MARDİN	12.002
	HATAY	18.587
	ADANA	10.287
	ADİYAMAN	9.663
	OSMANİYE	9.202
	MALATYA	7.793
	<b>TOTAL</b>	<b>261.794</b>
	REGISTERED SYRIANS OUTSIDE CAMPS	2.483.121
	REGISTERED SYRIANS IN TURKEY	2.744.915

\*By 19.05.2016

### The Distribution of Age and Gender for Registered Syrians Under Temporary Protection As of 19.05.2016

AGE	MAN	WOMAN	TOTAL
<b>TOTAL</b>	<b>1.461.180</b>	<b>1.283.735</b>	<b>2.744.915</b>
0-4	187.636	175.204	362.840
5-9	198.319	187.387	385.706
10-14	151.308	138.492	289.800
15-19	172.265	143.230	315.495
20-24	181.065	143.291	324.356
25-29	148.332	115.628	263.960
30-34	121.169	96.926	218.095
35-39	86.810	74.167	160.977
40-44	59.923	56.540	116.463
45-49	48.336	44.492	92.828
50-54	37.678	36.437	74.115
55-59	25.464	25.588	51.052
60-64	17.672	18.234	35.906
65-69	11.489	11.845	23.334
70-74	6.242	7.186	13.428
75-79	3.835	4.574	8.409
80-84	2.060	2.611	4.671
85-89	1.118	1.284	2.402
90+	459	619	1.078

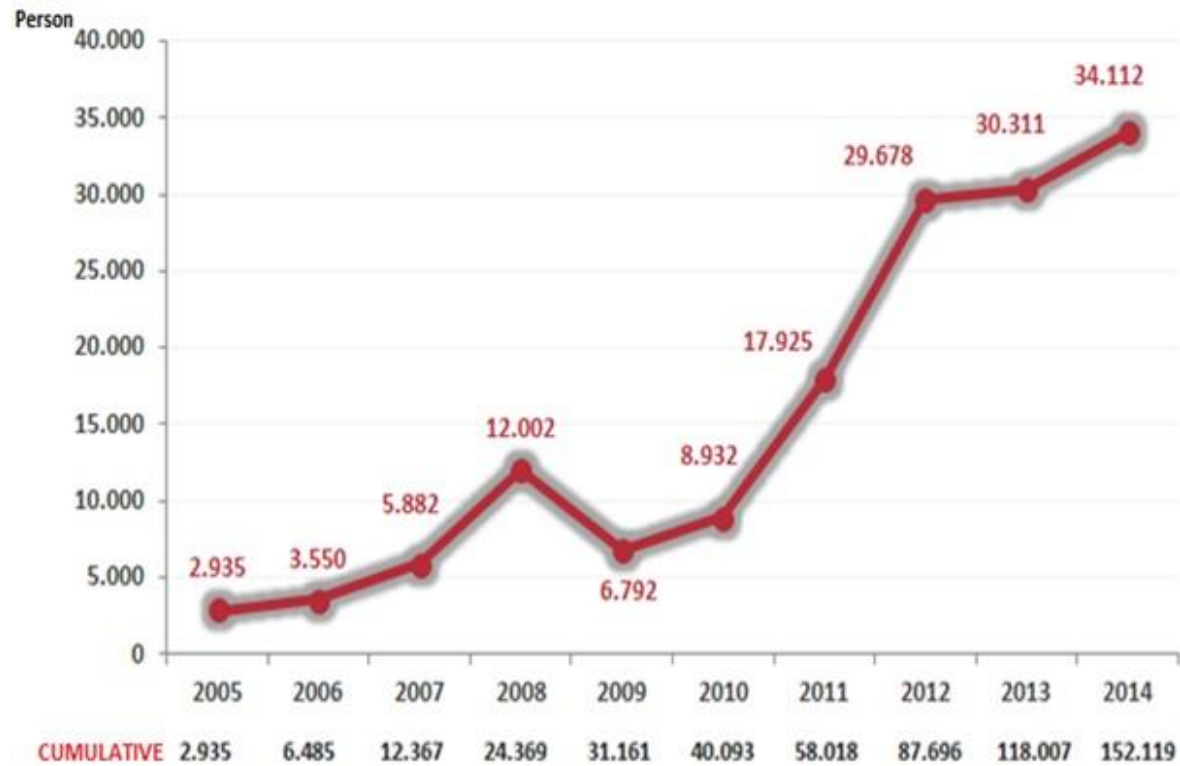
### Syrians under Temporary Protection by Provinces

ADANA	150.728	KAHRAMANMARAŞ	84.182
ADİYAMAN	24.351	KARABÜK	267
AFYON	3.201	KARAMAN	418
AĞRI	826	KARS	126
AKSARAY	956	KASTAMONU	574
AMASYA	166	KAYSERİ	50.230
ANKARA	59.701	KIRIKKALE	458
ANTALYA	161	KIRKLARELİ	2.070
ARDAHAN	52	KİRŞEHİR	548
ARTVİN	42	KİLİS	128.100
AYDIN	6.525	KOCAELİ	23.280
BALIKESİR	1.663	KONYA	68.929
BARTIN	26	KÜTAHYA	273
BATMAN	17.958	MALATYA	18.081
BAYBURT	26	MANİSA	5.654
BİLECİK	482	MARDİN	97.190
BİNGÖL	689	MERSİN	139.173
BİTLİS	548	MUĞLA	8.179
BOLU	885	MUŞ	725
BURDUR	7.836	NEVŞEHİR	4.895
BURSA	97.060	NİĞDE	2.641
ÇANAKKALE	3.363	ORDU	619
ÇANKIRI	271	OSMANIYE	40.513
ÇORUM	1.271	RİZE	512
DENİZLİ	6.282	SAKARYA	5.872
DİYARBAKIR	29.096	SAMSUN	3.246
DÜZCE	449	SIİRT	2.844
EDİRNE	6.507	SİNOP	71
ELAZIĞ	4.614	SİVAS	1.389
ERZİNCAN	163	ŞANLIURFA	398.702
ERZURUM	448	ŞİRNAK	14.740
ESKİŞEHİR	1.670	TEKİRDAĞ	5.282
GAZİANTEP	323.320	TOKAT	643
GİRESUN	132	TRABZON	1.653
GÜMÜŞHANE	58	TUNCELİ	97
HAKKARİ	950	UŞAK	1.055
HATAY	382.702	VAN	1.556
IĞDIR	77	YALOVA	2.450
ISPARTA	6.164	YOZGAT	2.777
İSTANBUL	391.784	ZONGULDAK	289
İZMİR	91.409	<b>TOTAL</b>	<b>2.744.915</b>



## INTERNATIONAL PROTECTION

### Number of Applications for International Protection per Year



## 2. Reactions within the receiving society

### Basic data about Syrian refugees in Turkey:

- According to the official numbers, there are 1,645,000 Syrian refugees in Turkey as of November 2014. Unofficial numbers are estimated at around 2 million. These numbers mean that Turkey hosts a Syrian refugee population of 2.1% (officially) and 2.5% (unofficially) of its population.
- 1.2 million people have been included to the 10 million already residing in cities near the Syrian border.
- With the Interior Ministry's decision in October 2011, registered Syrian refugees are given "temporary protection status." Under the temporary protection regime, protection and aid

is provided to Syrians, covering regulations on indefinite residence, protection against going back under coercion, and responding to emergency needs.

- 85% of the Syrians live outside of refugee camps.
- 500,000 Syrian patients have been sent to the hospitals from the camps.
- Syrians working in Turkey have reached 200,000 individuals.
- According to Ministry of Health data, 35,000 Syrians have given birth in Turkey.
- Turkey has spent 4.5 billion dollars on Syrian refugees between April 2011 and November 2014.
- According to official numbers, aid from the UN and European countries is approximately 246 million dollars.

#### **Social effects of Syrian refugees on Turkey:**

- Differences in cultures, languages and life styles make social integration more challenging.
- Polygamy among local communities is spreading as a result of an increase in divorce rates.
- Child labour is spreading.
- A suitable environment for ethnic and sectarian polarization can be observed at present.
- Uncontrolled urban development is on the rise.
- In some bordering cities, there has been disturbance due to changing demographics.
- There has been a change in demography (fertility rates, population increase, etc.).
- The challenging living conditions and lack of educational opportunities for Syrian refugees might worsen certain social issues in the long term. However, there have not been any serious law and order issues as of December 2014.
- Even if there are some issues between locals and refugees, both sides have developed some mechanisms that help keep social peace. The fact that there have not been many social issues thus far shows the capacity of the receiving and guest communities in dealing with social problems.
- Even if it is still problematic, the integration process has started. There have been 35,000 Syrians born in Turkey. Marriages between Syrians and Turks might cause some issues, but they have also helped with the integration of refugee communities. Many investors and small businesses have moved their funding to Turkey. A large portion of the Syrians in

Turkey are made up of children or youth. Even without proper schooling, these young people have been learning Turkish.

### **Economic effects of Syrian refugees on Turkey:**

- If the effect of the Syrian refugees on the Turkish economy is examined in detail, it is apparent that risks and opportunities are closely intertwined.
- There has been an increase in rental prices and, as a result, it is often difficult to find affordable rentals.
- There has been an increase in inflation in border cities.
- Hiring illegal workers is spreading, especially among small businesses.
- There is unfair competition between businesses that hire illegal workers and companies that do not employ illegal workers.
- Locals believe that job opportunities have been taken away from them. However, when investigated, the effect is not existent. People who might lose their jobs under normal circumstances believe that they have lost their jobs because of Syrian refugee workers. In reality, Syrians are generally employed in areas that locals are not willing to work in. Thus, Syrians meet the demand in unskilled labour.
- Syrians filling a demand for labour creates a suitable environment for investment.
- There has been an important decrease in wages in areas with Syrian refugees.
- The fact that humanitarian aid material distributed to the Syrians in Turkey and Syria are supplied from local Turkish firms creates an opportunity for many of them, especially those involved in the food and textile industries.
- Investors and merchants have moved operations from Syria, especially from Aleppo, to Turkey. Mersin's harbour and sea access make it a top choice for Syrians. Another city attractive to the Syrian investors is Gaziantep.
- The number of Syrian companies registered with the Gaziantep Chamber of Commerce was 60 before the Syrian crisis. By the end of October 2014, the number rose to 209.
- It has been suggested that a large business opportunity has been lost in channelling Syrian investments to Turkey.
- Syrian investors and merchant who have good relations with the Middle East contribute to the commerce and investments in the region.

- Syrians contribute to production related to the smaller businesses (bakery, shoes making etc.). However, since most of these small shops are unregistered and they also escape legal responsibilities, they result in losses in tax revenues. Both situations cause unfair competition.

#### **Effects of Syrian refugees on Turkish politics and security:**

- There are rumours among the public that Syrians disturb law and order. However, this is not a correct assumption. The number of criminal cases in which refugees are directly involved are very low and, in most cases, Syrians living in Turkey are the victims.
- The most serious security threat is a risk of violent mass reaction, caused by the provocations capitalizing on anger towards Syrian refugees.
- The biggest concern among people living close to the borders is their perceived vulnerability to terrorist attacks.
- The fact that Syrians live together in the ghettos is a challenge to the integration process. This situation may cause security problems in the future.

#### **Effects of Syrian refugees on public services in Turkey:**

- Hospitals in border provinces offer approximately 30% to 40% of their services to Syrian refugees. Thus, there are capacity issues in the hospitals.
- Municipality services (garbage collection, cleaning, public transportation, water distribution, controls, etc.) are planned according to the population. Thus, the services are not sufficient because of the rapid influx of refugees.
- Municipalities receive their budget according to their population. But the actual population of bordering cities increased critically. Therefore these municipalities are forced to serve people with limited supplies and budgets.

#### **Conclusion and recommendations:**

- The initial presence of Syrian refugees on Turkish territory, which was considered temporary at the beginning of the crisis, has now become a permanent one. The permanent nature of the situation is now affecting the psychology and reactions of both the host community and the Syrians.

- Syrians will stay in Turkey for an extended period of time, and some might spend their whole life in Turkey. If Syrian refugees are to become permanent and a reality for Turkey, measures that will minimize the negative consequences and maximize the benefits need to be introduced.
- It is crucial to create an immigration policy that includes the prevention of reactions from the local communities. The issue should be considered as a social integration problem. There should be a holistic policy covering education, working conditions, accommodation, social services and improving the receptivity of the host community.
- If the integration process works effectively, the Syrian refugee situation might contribute to the diversity and the development of a multicultural structure in Turkey in the long run. In addition, the presence of Syrians can strengthen bonds with neighbouring countries and help provide a better environment for economic and political cooperation in the future.
- With the above realities in mind, many points of action need to be taken into consideration: officially registering all Syrians, increasing the capacity of local hospitals and educational facilities, facilitating work permits, providing more authority to local administrations, coordinating between local and central authorities, generating extra capacity and budget for municipalities, creating community leader groups among Syrians, preparing booklets and webpages in Arabic, opening up new living areas in the border cities, increasing international aid, increasing border security, fairly sharing or distributing the refugee burden, developing programs for Turkish people to accept Syrian refugees, correcting the Syrian stereotype, creating a database to understand refugee movements, looking at the issue objectively without political concerns, preventing begging, bolstering the efficiency in law and order, building a capacity for Syrian refugees are the main points of action that should be considered carefully by the authorities.

### **3. Forms of Discrimination**

#### **General Form**

**Source: DOGUS SIMSEK 27 January 2015/Open Democracy:**

‘Suriyeli’ (Syrians) is a name given to people escaping from the civil war in Syria. Called ‘Suriyeli’, they are seen as criminals, beggars, burglars and prostitutes, unable to adapt to Turkish culture. They are numbers, devoid of their unique stories. Some have crossed the borders

individually, some with family members, some with a baby to live in a safe place. They did not have much choice about where to go. They crossed the border without knowing what was waiting for them. The only thing they have left is hope.

Since the outbreak of the Syria uprising in March 2011, over 1 million Syrians have crossed into Turkey. According to the Director General of Migration Management in Turkey, 1 million and 450 thousand Syrian refugees are registered in Turkey. Turkish authorities take them to refugee camps; there are 22 refugee camps in the cities of south-eastern Turkey alone. The recent AFAD report (The Disaster and Emergency Management Presidency) shows that more than half of Syrian refugees live outside the refugee camps—choosing to live in the cities and towns of Turkey because the camps are overcrowded. Camp life is tough, and there is a limited freedom of mobility.

### **Unwelcomed 'guests'**

In Turkey, Syrian refugees are taken in as 'guests', not as 'refugees', as a result of Turkey's asylum policy—not to be polite. Due to the 'geographical limitation' that Turkey bears to the 1951 Geneva Convention and its 1967 Protocol, it only accepts European asylum seekers as refugees. Turkey has implemented a 'temporary protection scheme' for Syrian refugees, which maintains an open door policy, a non-refoulement principle, and humanitarian assistance, including supports inside the borders of the camps. 'Guest' status implies ambiguity about their presence, safety and rights in Turkey. Realistically, Syrian refugees in Turkey will not go back to Syria anytime soon; they are not 'temporary' in Turkey. Within this unpredictable situation, many Syrian refugees use social networks to shelter in cities and towns and work under exploitative conditions.

Due to the increased number of Syrian refugees scattered across the cities and towns of Turkey, xenophobia has raised its head in Turkish society. Perceptions about Syrian refugees highlight the fear of living with 'foreigners'. The main native concerns are the economic situation and social tension, as many Turkish citizens accuse 'Syrians' of 'taking our jobs and our homes', 'Syrians do not adapt to our culture', 'crime in Turkey increases because of Syrians'. As a result of this negative labelling, many local people do not want Syrian refugees to live in 'their' cities; nor do they want them to be visible in the public sphere. Many people I spoke to in Istanbul would like Syrian refugees to stay in the camps; they do not want to live among them. Anti-immigrant and discriminatory discourse became popular among the local people. There began to be demonstrations against Syrian refugees and physical attacks on them.

#### **4. Overview on Structures of Adult Education**

Konya Metropolitan Municipality is a public institution. It gained the status of Metropolitan Municipality in 1982, it has 18 departments, 75 branch offices and approximately 8000 employees. It is the largest municipality in Turkey covering an area of over 2.200.000 population and 42.000 km<sup>2</sup>. It serves 31 regions with both social municipal mentality and technically. In 2014, with its 1 Billion TL budget, it was one of the municipalities with the highest budget. Our mission is to serve with a participant, transparent administration understanding without making compromises in justice and honesty and to use resources planned, programmed, effective and beneficial to satisfy the needs of the city and city population and provide high quality living standards for the population to reach historical, cultural and financial prosperity. Konya Metropolitan Municipality took remarkable steps in health and social fields with understanding of social municipality. Two departments, Health and Welfare Department and Cultural and Social Affairs Department, provide service in this field accordingly to the needs of the city.

As Konya Metropolitan Municipality we aim to raise our city to the level of developed world cities. For this reason, one of our priorities is to make investment materially and morally to individuals who want to receive education in our city without discriminating among them. The important investment which we made is opening vocational courses. KOMEK education institutions which was founded with the aims of raising wealth level, improving the quality of life and giving education for all ages and levels of public were opened under the roof of Konya Metropolitan Municipality in 2005. KOMEK has been giving free education with the objectives of lifelong learning, bringing individuals in problem solving, thinking logical, learning and life skills. KOMEK has been providing service to 181.177 trainees in 175 branch courses up to now (2015). Turkish language courses were opened for Syrian refugees within KOMEK. Turkish teachers collaborate with Syrian teachers for teaching math, Arabic, Turkish and English languages etc. We want to continue education activities for Syrian refugees as Konya Metropolitan Municipality. Education of orientation and acculturation especially will be given in the future.

## **TURKEY: Needs Analysis Part B: Empirical Part**

### **1. Interviews with 20 Citizens**

The questionnaire has been conducted with 20 Turkish citizens, the age of participants ranged from 20 to 48. 17 of them are employees, 1 of them is a student and 2 of them are housewives. In terms of gender, 8 of them are female and 12 of them are male.

#### **Summary of the interviews:**

All of the respondents reported that they are all have communicated with refugees and have some refugee houses around their society. In addition to that they have emphasised refugees' bad living condition.

Refugees do not have permanent work and no pension rights. A minority of them has got work according to their qualification and majority of them receive donation from charity organizations. Another common feature of the refugees in Konya is that almost all of them are from the Middle East and Africa and are Muslims.

When citizens were asked about their consideration of refugees, a variety of answers have been received. It has been indicated that refugees increased the unemployment rate of citizens. On the other hand, one part of community thinks that some citizens receive benefits from refugees and it is really unfair. One part of community has serious prejudices regarding refugees and they do not love refugees.

Only two of participants have no experience with refugees. Some participants have participated in some organizations/events for refugees such as the 18<sup>th</sup> December International Migrants Day and organized fast-breaking meal during the Ramadan. Most of citizens expressed that their children have spent lots of time and have fun with refugees' children.

Three of participants do not want to have courses or training with refugees, the rest of them feel confident to take course or training with refugees.

### **2. Interviews with 17 Multipliers**

The questionnaire has been conducted with 17 educators. Educators, who work for Konya Metropolitan Municipality vocational courses (KOMEK) and provide training in various branches of the refugees living in Konya.



The questionnaires were answered face to face with teachers. All of them are Turkish citizen and 3 of them are male, 7 of them are female. Their specialities are in the fields of computer training, music education, Turkish language, crafts and foreign language. The age of participants ranged from 20 to 50 and their education level is a university degree.

### **Summary of the interviews:**

In terms of recommended methods and materials, each participant has given different answers. In order to improve intercultural connection, art activities have a major potential to increase performance and common language of art will ease communication between different nationalities. Panoramic sight of all participants, it is more efficient to use visual materials for adult education for refugees. Methods of language teaching has been an important matter.

It has been reported that educators have faced many difficulties to communicate with refugees and they have solved the problem with translators.

In addition to that common education materials can be created to help solving other problems. Personal differences in language learning skills of people is causing difficulties with the language barrier. Because of those reasons, it would be very beneficial to focus on language learning in the beginning then work on the other issues later on.

The biggest problem encountered in an intercultural group is listed as language. Articles and conferences are thought important methods in group communication. In addition, educators should be received training formation.

It has been reported that educators feel confident when working in intercultural group. However, if they receive training regarding refugee education in details and share experiences, they will feel more secure and confident.

### **3. Interviews with 20 Refugees**

Although, the questionnaire has started with the idea of taking 20 participants, it has been managed to conduct only 13 participant because refugees were unwilling to answer questions also most of them did not want to give her/his name. Interviews have been done with an interpreter by writing. Three of them were done in English, the rest in Arabic. The age of the participants ranged from 20 to 50. During the questionnaires, some of the refugees were not willing to answer questions at all.

**Summary of the interviews:**

Two of the refugees have no idea about adult intercultural education training. Those who have information about training are mainly aware of language and handicrafts courses. Participants are the most attracted to language learning, computer and handicraft courses.

Refugees are informed by municipalities, foundations, and educational institutions. Only two of the respondents did not have remarkable experience with citizens and the rest of them have been in contact with citizens through going to school, working, attending a variety of course, and being in the same neighbourhood. Some of them have complained about the complexity of the procedures in public institutions and had some difficulty to have an identity card. In addition, they were disturbed by someone who is not from Konya.

As a result of this questionnaire, it can be seen that citizens' consideration of refugees is very positive. The most important trouble is the language barrier for refugees, and furthermore, two complained about the leering at refugees while walking on the road.

Refugees have faced an unusual problem as requested annual house rent payment instead of monthly payment. They are having some difficulties to find interpreters in hospitals.

The questionnaire shows that after the language barrier refugees have difficulties to find a house for rent. They are complaining about the rents and have difficulty in renting a house without Turkish warrantor. The minority of the society wants to exclude refugees from society and tries to damage their properties. There have been some other complains for example about the heavy working conditions, long working hours and low salaries.