

Analytical Report on Education

National Focal Point for DENMARK

Documentary and Advisory Center on Racial Discrimination
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1. Executive summary

During the last three years a still stronger focus on the achievements of ethnic minority students compared with students from the ethnic majority population has arisen within both the government and the decentralised Danish educational system. The PISA report by OECD has clearly documented not only that students from ethnic minorities are generally lagging behind their Danish mother tongue speaking fellow students when it comes to academic skills, but also a disturbing absence of progress in maths between first generation immigrants and the second generation descendants. These findings have had a significant impact on the public debate and are beginning to show its impact upon governmental policies.

This competence gap seems to be reflected in the number of youngsters with ethnic minority background, who drop out of secondary schooling. When it comes to higher education the statistic material is more sparse but there is a growing concern that a disproportional percentage of ethnic minority youths achieve a higher education. These pointers - and the general concerns about the emergence of an ethnic disadvantaged social class - have caused an intensified focus on the teaching and learning of Danish as a second language in all tiers of the educational system.

One ongoing discussion is “Who’s fault is it?” Fingers are being pointed at both parents from ethnic minorities, teachers, teacher colleges, and municipal and governmental bodies and policies. The voice of researchers is seldom listened to when it comes to bringing forth and implementing new educational initiatives with the recommended aim of putting all students at an equal footing. This has been the case with the abolition of the right of mother tongue teaching to children from “third countries” – the major change in the legal framework in the years 2000-2003. The argument put forward by the Minister of Education was that the more Danish you are exposed to – and the less of your mother tongue – the better you will be at Danish. This goes contrary to the overwhelming amounts of international research confirming that a strong mother tongue is the basis of a strong second language¹, supported by research in a Danish context.

Emotionally founded argumentation is thus frequent when politicians put forward new initiatives concerning the education of ethnic minority students. This emotional approach is also seen in the raising scepticism or at times downright xenophobia towards the multiethnic segments of the Danish population, reflected in the steep raise in the latter years in support for the right-wing party, Danish People’s Party, which operates with a

1 See for instance, Collier, V.P. & Wayne P. Thomas, (2001) A National Study of School effectiveness for Language Minority Students. www.crede.ucsc.edu
De Cillia, R. (1998) Spracherwerb in der Migration. (Language acquisition under the condition of migration). Informationsblätter des Referats für interkulturelles Lernen, Federal Ministry of Education, Science and Culture, available at:
http://www.bmbwk.gv.at/medien/4424_nr3_2002.pdf, (14.04.2003). Gimbel et al. 2000, Det bedste Københavns kommune har foretaget sig hidtil. Københavnerstudier i tosprogethed 31. Danmarks Lærerhøjskole. Hill, Margareth (1995): Indvandrabarns möjligheter. Om språkutveckling och kunnskapsutveckling I förskola och skola, Göteborg Universitet.

Formatiert: Nummerierung und Aufzählungszeichen

narrow nationalistic definition of Danishness in strong opposition to a multiculturalist paradigm.

Diversity and affirmative action programmes have not been the core of governmental policies. This is partly due to the fact that the Danish educational system is of a decentralised nature. Initiatives of this kind tend to be locally initiated - and therefore not easily documented – but it would be safe to conclude that what the government has considered a priority seems to be the teaching and learning of Danish instead of the promotion of multiculturalism in the education system. It can also be concluded that new and in-depth initiatives to address the recently documented disparities between the educational performance and mobility of ethnic minority students as compared with ethnic majority students are happening on a decentralised, e.g. municipal, level and not on a governmental or Ministry of Education level.

Few cases of discrimination in the education system are documented and even fewer reach the court system. In spite of the fact that the Government set up an organisation to promote equal treatment irrespective of race or ethnic origin in all areas which activities include assisting victims of discrimination², this is not necessarily an indication of no discrimination, rather it might be an indication of the lack of juridical measures to deal with cases of bad mouthing, ex a teacher targeting a student and an absence of public and professional debates and discourses on racism. The general opinion being “we don’t have that here in our country”.

On the positive side there is a growing pragmatism concerning cultural differences that they need not be an overwhelming obstacle but can be addressed and negotiated to the satisfaction of all involved. There are also strong indications that intercultural competencies and multiculturalism have begun to be not only regarded as benefiting all students regardless of ethnicity, but also to be implemented in many layers of education system.

It is recommended to clarify the distinction between professional and political discourses on the education of bilingual students and to use existing research-based knowledge as the basis in the planning of the education of bilingual students. It is also recommended to extend statistics and research on how students from ethnic minorities are performing at all levels of the educational system, to which extent they get a job according to their education, and to document and disseminate good practices on a more widely scale.

² Danish Center for International Studies and Human Rights established by Act No 411 of 6 June 2002.

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3. Introduction

The RAXEN4 report has been commissioned by the National Focal Point established in Denmark under the European Monitoring Centre on Racism and Xenophobia (EUMC) and was submitted to the EUMC on 30th of May 2003.

The report is a substantially revised – based upon peer review - and updated version of the RAXEN3 report submitted to the EUMC in October 2002. The original report was prepared by Pia Nørgård, MSc. The revisions and updates have been made by Karina Kleivan, MA. Both are academic consultants at the Danish *Centre for Bilingualism and Interculturalism*³ under *CVU Copenhagen & North Zealand (Centre for Higher Education)*⁴.

The aim of the report is five-fold:

- to give a descriptive summary of the current situation regarding racism, discrimination and exclusion of migrants and ethnic minorities in the Danish educational sector.
- to give an overview of the legal basis as well as recent policy developments in 2001-2003
- to present an analysis of the situation, their causes and consequences
- to provide an overview of good practices of anti-discrimination measures in the education sector
- to provide substantive recommendations to policy makers as well as formal recommendations for further research in the field.

On an overall level the report focuses on access, performance, and mobility of refugees, immigrants, and ethnic minorities in the Danish educational system, especially regarding primary and lower secondary education, upper secondary education, and – to a lesser extent – higher education and adult education. The report also attempts (*attempts* due to sparse data) to address measures, which reduce racism and support diversity.

It should be explicitly stated that the approach taken in this report is an inclusive one. Ethnic, cultural, religious, and linguistic diversity are regarded as an opportunity for the Danish society at large, not a threat, but also as a challenge to be dealt with according to Danish law and the international human rights conventions signed and ratified by Denmark and on this basis to be negotiated within the civil society.

The belief that all children and all youngsters should have access to the same educational facilities and possibilities – without regard to their ethnic, social, or economic background - is the pillar of the Danish educational legislation, but as the data shows not necessarily the de facto case. It is assumed in this report that this is an issue that needs not only to be addressed but also to be acted upon, and that an equalisation is in the interest of the entire country.

³ An English introduction to the Centre and it's work can be at <http://www.uc2.dk> (22.05.2003)

⁴ An English introduction to the Centre can be obtained at <http://www.cvukbh.dk> (22.05.2003)

The belief that education (from pre-school and up) is one of the most forceful ways to combat racism and discrimination and a mean to support diversity is also at the core of the motivation of this report.

Having stated the above it is of course crucial to underline that we have done our utmost to present a picture of the current situation based upon facts and not presumptions.

The outline of the report is as follows:

First a short overview of the past and current political and cultural situation related to the theme of the study is given, followed by a description and discussion of the current legal situation, and an outline of new policies and initiatives from the government. The theoretical and methodological approach for analysing the data is laid out before the existing data themselves are described and presented in three segments covering: Access, mobility, and performance; discrimination; and inclusiveness. This section concludes with an attempt to narrow down the non-existing data and sources.

On this basis the analysis regarding the state of art as well as strategies and good practices for reducing racism and supporting diversity is carried out..

The report concludes with a summary and a presentation of conclusions.

A bibliography of the cited works is followed by glossary and definitions in Annex 1 and an overview in text and diagram of the structure of the Danish education system in Annex 2.

Various statistic materials referred to in the text are collected in Annex 3.

Please note that an executive summary precedes this introduction.

4. Brief overview of the political and cultural situation

POLITICAL SITUATION

At the latest Danish election for Parliament on November 20th 2001 a coalition of the Liberal Party (*Venstre*) and the Conservative Party (*Konservativ Folkeparti*) came into power after 10 years with the Social Democrats (*Socialdemokraterne*) and the Social Liberal Party (*De Radikale*) in government.

The new government holds the majority in Parliament when co-operating with the right-wing political party Danish People's Party (*Dansk Folkeparti*). The new government has a high profile regarding the field of immigration and integration and has argued that it is necessary to restrict the admission to Denmark to halt an increase in the number of immigrants and refugees. This measure is presented as a mean to avoid further strain on public spending but also, as especially argued by the above mentioned Danish People's party, to avoid that Denmark becomes a multicultural state. At the same time the government has stressed the necessity to treat refugees, immigrants, and ethnic minorities already living in the country with decency, but also the necessity to set up sharper demands than previously done concerning family reunification, social benefits and Danish language skills.

CULTURAL SITUATION:

In the late 1960's labour migrants were invited to Denmark, but in 1973 a stop was imposed for all immigration to the country. Since then only refugees and family members to migrants and refugees already residing in Denmark have been allowed to enter. The "old" migrants mainly came from Turkey, Pakistan and the former Yugoslavia. In the 1970's the refugees mainly came from Chile and Vietnam. In the 1980's they came from Iran and Sri Lanka and some Eastern European countries. In the 1990's the main groups have been Lebanese (including Palestinians), former Yugoslavians, Iraqis, Afghani, and Somali. For the latest statistics showing the changes in distribution over a 10 year interval see Annex 3, table 1: *The number of immigrants, descendants, and refugees⁵ with a residency in Denmark, distributed after country of origin, summed up on the 1st of January 1992 and again in 2002.*

Denmark has traditionally been described as a remarkably homogenous country when it comes to the ethnicity, culture, religion, and language of its citizens. The influx of immigrants representing other cultures and religions and having other mother tongues have thus by many Danes been perceived as a disturbing and potentially dangerous development. This sense of worry has concretely manifested itself in the proportion of voters⁶, who at the November 2001 election, decided to support the right-wing party,

⁵ See Annex 1: Glossary and Definitions for a definition of these terms

⁶ The party received 7,4% of the votes in the 1998 election and 12% of the votes in the 2001 election, making it the third largest party in the Parliament.

Danish People's Party (*Dansk Folkeparti*), which propagates an explicit anti-multiculturalism⁷.

The Danish educational system is presented in Annex 2. Regarding students with an ethnic minority background the following comments sum up the special provisions:

- Bilingual⁸ children are offered Danish language stimulation according to their needs in pre-school-programmes or day-care up to the age of 7. (recently the minimum age was changed from 4 to 3.)
- If a bilingual student in the compulsory education⁹ needs basic instruction in Danish, the student will be referred to a reception class¹⁰. Bilingual students who participate in the ordinary teaching, but who are in need of special support in Danish, are referred to supplementary teaching in Danish as a second language, either individually or in a group.

On the other hand, in the curriculum regulation, specially on optional subjects with reference to Act of The Folkeskole §9, stk.6 (“Bekendgørelse om valgfag i henhold til folkeskolelovens §9, stk. 6.”) “common immigrant languages” are mention among several optional subjects which may be offered to students from 8th to 10th class. However, this curriculum regulation has not yet been followed by a national curriculum plan, which is the common procedure for other subjects. In §9, stk. 6 is stated that the municipalities cannot offer a subject before a local curriculum plan has passed the municipal council. (in Danish: “Det forudsættes, at undervisningen ikke påbegyndes, førend kommunalbestyrelsen har godkendt en læseplan for de enkelte valgfag”.) When no national curriculum plan exists this is an obstacle for the municipalities to offer immigrant languages as a subject.

In youth education¹¹ the only special provision offered to bilingual students is a specially organised Single Subject Upper Secondary Examination (Særligt HF forløb for fremmedsprogede) in Danish and in history for students, who have completed their primary and secondary education in another country.¹² For students who want to enter a medium-cycle higher education a specially organised one year preparation course (forberedelseskursus) is offered for kindergarten teachers, teachers and social workers.¹³

⁷ See the party's web-site for an introduction to its policies in English: <http://www.dansksfolkeparti.dk> (22.05.2003)

⁸ The official term for children and youngsters with an ethnic minority background, please consult Annex 1: Glossary and Definitions.

⁹ To be precise there is no compulsory *schooling* in Denmark. Parents can choose to teach their children at home - which is extremely rare - what is compulsory is receiving nine years of teaching. To ease the readability this is referred to in the report as compulsory education. See Annex 3, table 2 : *Number of students in the primary and lower secondary school.*

¹⁰ Please consult Annex 1: Glossary and Definitions

¹¹ See Annex 3, table 5: *Percentage of 16-19 years old undergoing youth education.*

¹² Offered at Avedøre Gymnasium, Odense Adult Education Centre (VUC) og Århus Adult Education Centre (VUC).

¹³ Offered at 7 kindergarten training colleges, 3 teacher training colleges and 1 social worker training college.

5. The current legal situation, new policies and initiatives

LEGISLATION AND POLICIES

Danish legislation in general¹⁴ and the international conventions ratified by Denmark¹⁵ of course applies equally to the educational sector as to the employment sector, housing, and so forth. Furthermore, some specific measures and initiatives are worth mentioning. The campaign “All young people are needed” initiated in 2002 by the Ministry of Integration aims at getting more young people of another ethnic background than Danish into occupational orientated educations. The Government’s policy paper “The Government’s Vision and Strategies for Improved Integration” include initiatives which aim at adapting the public sector, including schools, to the increasing number of citizens with another background than Danish, for instance, through education in cultural understanding and intercultural competence. Additionally, the Danish Government launched the “Action Plan to Promote Equal Treatment and Diversity and combat Racism”. Among other things, the Government intends to launch surveys in order to promote the participation of ethnic minorities in the educational system.

THE DECENTRALISED SCHOOL SYSTEM

The *Folkeskole* (The national primary and lower secondary school) is centrally regulated by the Act on the *Folkeskole*, which sets the framework for the activities of the school. This means that all municipal schools have common aims, common provisions for the subjects that are to be taught at the different levels, common provisions for the central knowledge and proficiency areas of the subjects and common provisions for the organisation of the school system.

But it is the responsibility of the individual municipality to decide how the schools of the municipality are to function within the framework of the Act. The *Folkeskole* is thus subject to common guidelines but it is possible to give the individual school a local stamp since all concrete decisions regarding the individual school are taken by the local municipality. The schoolbooks and materials (all published by commercial publishing houses) used in the *Folkeskole* are the responsibility of the local schools, formally the School-board, and is in reality mostly chosen by the teachers themselves.

THE ACT OF INTEGRATION

In 1999 Denmark got its first comprehensive integration policy. *Integrationsloven* [The Act of Integration] provides a comprehensive set of rules and measures applying to all

¹⁴ Ex. article 266b of the Danish Criminal Code which prohibits the dissemination of expressions of racial discrimination.

¹⁵ Ex. Denmark’s ratification of the International Convention on the Elimination of all Forms of Racial Discrimination (UN).

aliens lawfully residing in Denmark, including refugees and immigrants united with refugees or other immigrants through family reunification¹⁶.

The Act has been revised in several ways, but for the purpose of this report it is sufficient to mention that the Act of 1999 and the revised Act of 2002¹⁷ both assign newly arrived refugees to a specific municipality for a minimum of three years. When refugees have moved into a municipality chosen by the Danish Immigration Service, they are offered a three-year integration programme prepared by the local authority. Participation in the integration programme is a precondition for receiving an introduction allowance and for applying for permanent residence later on. Consequently, the refugees must remain in the municipality in which they have been housed for the whole three-year integration programme period. The government submitted the revised Act within a year of their accession to power together with a new immigration policy¹⁸.

One significant educational consequence of this fixed settlement of refugees has been that many schools, which have never dealt with bilingual students before, has been receiving from 1999 and onwards a growing number of students with an ethnic minority background. Education authorities in especially small and/or rural municipalities face thus a completely new pedagogical task – teaching Danish as a second language - with no previous experiences, resources or teacher competencies to draw upon.

MOTHER TONGUE INSTRUCTION

Mother tongue instruction has recently been subjected to a major change in policy. Up until 2002 bilingual students in compulsory education (*folkeskole* and in private schools) were offered a few hours teaching per week in their mother tongue (a minimum of 12 attendees were required). The new government has introduced some changes, so now the local municipalities are only obliged to offer students from EU/EEA-countries as well as the Faeroe Islands and Greenland mother tongue teaching¹⁹. In the explanatory memorandum to the law it is stated:

The bill is a part of the government's object about all students getting the maximum professional and social benefit by the education in the *Folkeskole*. Good Danish skills at the beginning of school is a condition for achieving this goal and with the bill the government wishes to move the focus from mother tongue teaching to an intensified language stimulation in the pre-school age.²⁰

The municipalities are however not forbidden to offer mother tongue teaching to all bilingual students, but they no longer receive financial support to the teaching of languages outside of the specified countries' national languages. The consequence has been that most municipalities no longer make the provision. The two largest municipalities Copenhagen and Århus, where a major part of refugees, migrants and

¹⁶ For a short summary of this Act of Integration read ECRI (2001), *The second report on Denmark*

¹⁷ Denmark, The new Act of integration, LBK no. 792 of 18/09/2002

¹⁸ Denmark, The new Aliens Act, LBK no. 608 of 17/07/2002

¹⁹ *Lov om ændring af lov om folkeskolen og lov om friskoler og private grundskoler m.v. (modersmålsundervisning og sprogstimulering) [Act on changes in act on folkeskolen and act on private schools etc. (mother tongue teaching and language stimulation)], 2002*

²⁰ Explanatory memorandum to law 412 of 06/06/2002

descendants are living²¹, are, however still maintaining mother tongue teaching in third country²² languages. Furthermore, in pre-school age bilingual children are offered Danish language stimulation. In 2002 the minimum age was changed from 4 to 3 years.

DANISH AS A SECOND LANGUAGE

In 1995 Danish as a second language was recognised as a subject in its own right. It is well rooted within primary schooling, only tentatively introduced into upper secondary education and not very noteworthy in the rest of the educational system. The exception is informal language teaching for aliens (refugees as well as family reunified). This area has been the target of massive interest by the government and a new act on Danish for adult aliens (*Lov om Danskuddannelse til voksne udlændinge m.fl.*) will come into force on 1st of January 2004 with the intent of easing and supporting the endeavour of labour market integration.

ASSESSMENT OF FOREIGN QUALIFICATIONS

Regarding adult aliens it is also important to mention The Centre for Assessment of Foreign Qualifications (*Center for Vurdering af Udenlandske Uddannelser – CVUU*), which is an administrative unit under the Ministry of Education. The objective of the unit is to make it easier for persons with foreign credentials to enter the Danish labour market and higher education institutions. The Assessment of Foreign Qualifications Act²³ (*Lov om vurdering af udenlandske uddannelseskvalifikationer*) entered into force on 1 July 2001. Further provisions under the Act have been laid down in an Executive Order (*Bekendtgørelse om vurdering af udenlandske uddannelseskvalifikationer*), which entered into force on 15 July 2001.

An educational and employment project for highly educated immigrants and refugees with a natural science background started spring 2002, and will be completed by June 2003. In April 2003 a status report was published²⁴. The aim of the project is to qualify the participants to teach at upper secondary educational institutions and to connect them to the relevant institutions with the additional aim to gather best practice for the benefit of future applicants, since only rarely does ethnic minority from third countries find employment in types of job that require higher education. Their potential as role models for students from third countries is emphasised in the project.

INSTITUTIONAL CHANGES

One of the virtually first decisions of the new government was to set up a new Ministry, namely the Ministry for Refugees, Immigrants, and Integration [*Ministeriet for*

²¹ They constitute app. 10% of the population as compared to app. 4% in the rest of the country.

²² Please, consult Annex 1: Glossary and Definitions.

²³ The Act can be downloaded in an English version here:

<http://www.cvu.dk/pdf/Danish%20legislation%20on%20assessment%20of%20foreign%20qualifications.rtf>

²⁴ MHTCONSULT (2003), *Mangfoldighed i gymnasieskolen*

Flygtninge, Indvandrere og Integration], thereby consolidating the government's profile as being especially concerned about issues regarding immigration and integration. Under the new ministry's resort is the teaching of adult immigrants and refugees, a task that prior to the election was taken care of by the Ministry of Education.

In the first few months of the new government's accession a large number of state subsidised councils, boards and institutions were shut down to "simplify and de-bureaucratise the public sector"²⁵. For the purpose of this report it is central to mention the closing of *Udviklings- og videnscenter for undervisning og uddannelse af tosprogede* [The Development and Knowledge Centre for the Teaching and Education of Bilinguals], *Nævnet for Etnisk Ligestilling* [The Board for Ethnic Equality] and the closing of *Det Danske Center for Menneskerettigheder* [The Danish Centre for Human Rights]²⁶. All three institutions had – from each their viewpoint – worked intensively with education in regard to diversity and discrimination.

Dokumentations- og Rådgivningscenteret om Racediskrimination [The Documentation and Advisory Centre on Race Discrimination], an NGO dealing with a wide range of cases - among them cases of discrimination in the educational system - had all its funds removed (but has managed to survive), and the NGO *Mellemfolkeligt Samvirke* [Danish Association for International Co-operation] had its funds severely cut, which led to the organisation shutting down its office dealing with a plethora of issues regarding ethnic minorities in Denmark, among them diversity education.

In 2002 it was announced that *Rådet for Uddannelses- og Erhvervsvejledning* [The National Council for Educational and Vocational Guidance] would be dismantled in 2004 and recreated as partly a reduced ad hoc advisory organ under the Minister of Education and partly a web-based information bureau. Since the Council recently was highlighted as the only Danish guidance institution in an evaluation by OECD²⁷, the step was met with disapproval²⁸. The Council has been a pioneer in focusing on the counselling of youngsters with ethnic minority background and in creating guidance material directed towards this group and their parents²⁹. Whether this work will be continued by the new and much reduced information bureau is not known at present.

In February 2003 The Ministry of Refugees, Immigrants, and Integration announced that *Udrykningsholdet* [National Advisory Centre on Maladjusted Youth] would be closed down by the end of 2003. The centre has had a special focus on maladjusted youth of ethnic minorities, ex. dropouts and students who had difficulties in participating in the existing offers of education. The intention is to continue the work on a municipality level.

²⁵ Explanatory memorandum to the law 412 of 06/06/2002, p. 2

²⁶ However, the Danish Parliament adopted Act No. 411 of 6 June 2002 on the establishment of the Danish Center for International Studies and Human Rights.

²⁷ OECD (2002), OECD Review of Career Guidance Policies. Denmark – country note, pp. 22

²⁸ For an overview of the debate (in Danish), please, consult http://www.r-u-e.dk/om_rue/ (22-05-2003)

²⁹ See the journal *Sprog & Integration* [Language and Integration] (2003), no. 1.

NEW INITIATIVES

Among the new governmental initiatives are in-depth investigations and long-term campaigns dealing with the schooling and education of bilingual students. The Ministry of Refugees, Immigrants, and Integration have initiated a 3 year campaign (2003-2006) called “Brug for alle unge” [All young people are needed]³⁰, with focus on inspiring ethnic minority youth to make education choices outside of the traditional “ethnic niches” using role models with ethnic minority background as campaign lecturers at schools and upper secondary institutions. As part of this campaign an external consultant report was commissioned to investigate the extent of voluntary home-work assistance to ethnic minority students and to identify the needs for further assistance.³¹

The Ministry of Education commissioned an evaluation of the municipalities’ provisions for language stimulation for children from ethnic minorities aged 3-7, which was published February 2003³². The Ministry has also initiated a one year evaluation project (carried out by external consultants) of the teaching of Danish as a second language in the primary and lower secondary schools. The aim is to get an overview of how this type of teaching is organised and carried out throughout the country, how many students attend the various type of offers, to measure the effects and results, and to identify best practice. This report will be submitted in December 2003.

The Ministry of Education has decided to strengthen the supervision with private schools (which all due to legislation get substantial state subsidises) and are apparently concentrating their effort around schools that cater for children of third countries, wanting to make sure that these schools “prepare the children to live in a free and democratic society”³³ implying a concern about the political nature of these schools.

In 2003 the Danish government released “The Government’s vision and strategies for better integration”³⁴. One of the initiatives was the establishment of a hotline housed at the Ministry of Education for immigrants to report cases if they were uncertain whether educational institutions used the opportunities existing in the requirements to take special considerations towards ethnic minorities, e.g. special support or dispensations.

The Complaints Committee for Ethnic Equal Treatment was established at the Danish Institute for Human Rights on grounds of Act. No. 374 of 28 May 2003 on Ethnic Equal Treatment. The object of the Complaints Committee is to hear complaints of discrimination on grounds of race or ethnic origin. The Committee can hear complaints of violation of the prohibition against discrimination within all public and private sectors in relation to e.g. education. But cannot hear complaints of discrimination related to participation in vocational education.

³⁰ <http://www.inm.dk/Index/mainstart.asp?o=95&n=1&s=4> (22.05.2003)

³¹ Denmark, Ministry of Refugees, Immigration, and Integration, *Udredning om frivillig lektiehjælp – til 10-19-årige børn og unge fra etniske minoriteter* [Statement on voluntary home-work assistance – to the 10-19 years old from ethnic minorities], (2003), pp. 30

³² Denmark, Ministry of Education, *Evaluering af sprogstimuleringsindsatsen for tosprogede småbørn – folkeskolelovens §4a* (Evaluation of language stimulation efforts for bilingual infants), 2003

³³ Denmark, The Government (2003) *Regeringens integrations- og udlændingepolitik – status marts 2003* [The integration and alien policy – statement of affairs March 2003], (2003), pp. 37

³⁴ Denmark, The Government, 2003, *Regeringens vision og strategier for bedre integration*

In November 2003 the Danish government released “Plan of Action for promoting equality and diversity and fighting racism”³⁵. Among the planned initiatives regarding the educational system is the study of drop-out rates and to what extent these are caused by experienced discrimination or intolerance at the institutions.

The Ministry of Education has also published a range of materials for decision-takers, teachers, pre-school class teachers, pre-school teachers and parents dealing with different subjects concerning bi-lingual pupils. The following list mentions some of the materials:

- “Rettigheder og pligter i folkeskolen” (“Rights and duties in the Danish Comprehensive Primary and Lower Secondary schools”), 2003, is a parents guide to the Danish school system published in 11 languages.
- “Inspiration til bedre integration i folkeskolen” (“Inspiration to a better integration in the Danish Comprehensive Primary and Lower Secondary schools”) is a publication for decision-takers, teachers and pre-school class teachers. 2003.

Another initiative is easing the admittance to the educational system regarding the transition from Danish language classes to further education. Note, a standardised Danish language test must be passed to be admitted to various educational institutions if you have not achieved your exam of entry in Denmark.

³⁵ Denmark, Teh Government, 2003, *Handlingsplan til fremme af ligebehandling og mangfoldighed og til bekæmpelse af racisme*

6. Theoretical and methodological approach

THEORETICAL FRAMEWORK

First of all a clarification regarding the concept of *integration* is needed, since it is often used in the public as well as political debate as a synonym for *assimilation*. To be integrated into the Danish society is thus understood as conforming to Danish norms. One useful approach is to distinguish between *cultural integration* and *structural integration*.³⁶

The first type of integration implies adopting the norms of the majority population regarding gender relations, religion, moral etc. The second type of integration means being on the same level as the majority population when comparing with the level of education, the rate of employment, and the degree of political participation.

The underlying approach in the education system when it comes to diversity can be looked at as being on a continuum where the poles are cultural integration with assimilation as the goal and structural integration with multiculturalism as the goal:

I-----I

Cultural integration/ Assimilation Structural Integration / Multiculturalism

Assimilation has the underlying goal of monoculturalism, which means that there can not be any specific services and no affirmative actions directed towards bilingual students. Multiculturalism on the other hand is here understood as the opposite of assimilation with structural integration as the formulated goals for the educational system.

In this report we will try and make a general estimate as to where on the continuum the Danish educational system presently is situated and the following questions, which are related, will be addressed in order to evaluate the connected levels of discrimination and inclusiveness:

- Do students from ethnic minorities have equal access to the different educational sectors and do they perform in a similar pattern as the students from the ethnic majority?
- Does discrimination and racism take place within the educational system and what is done to combat it and to promote diversity?
- Is the educational system in general inclusive in regard to addressing the cultural and linguistic background of all students?

METHODOLOGICAL FRAMEWORK

Quantitative data are considered to be the best source when it comes to accessing the access, mobility and performance of ethnic minority students, which are indicators of

³⁶ Schierup, C (1993) *På kulturens slagmark [On the Battlefield of Culture]*, Odense: Sydjysk Universitetsforlag

discriminatory practices and the degree of structural integration, which again point to the degree of inclusion.

There are limits however as to which data are available. The question of non-existing data and sources will be addressed later on, for now it is sufficient to state that the Danish law on registration is rather strict. To register people according to their race, national or ethnic origin, religious belief, or sexual orientation is generally not allowed. It is – however – possible to obtain a dispensation, especially when it concerns a research project and if the full anonymity of the registered persons is guaranteed. But since it is not illegal to register according to language, this is one way to collect education data without violating the law, e.g. in the primary and lower secondary school pupils are registered according to the language spoken at home. This could lead, however, to non-representative data, since the jump from home-language to national or ethnic origin is often attempted but not necessarily an easy correlation to make. But the official statistics presented in this report are estimated as being very reliable sources.

To further explore the field of discrimination and racism – and thereby the lack of inclusion – legal documentation will be presented together with survey material.

Finally material of predominately a descriptive nature will be put forward as indicators of the state of the art regarding the degree of multiculturalism within the Danish education system. Since sources reflecting this state are difficult to come by - they are seldom widely published and distributed being predominately of a local nature - this must be considered as the weakest part of the data presentation, in addition there are no quantitative data to support these trends, but still they are not without merits as markers since they represent a wide variety of initiatives.

The data presentation will be analysed according to the report's overall objective in Chapter 8: Analysis of strategies, initiatives, and good practices.

7. Description of existing and non-existing data and sources

7.1. EXISTING DATA: ACCESS, MOBILITY, AND PERFORMANCE OF ETHNIC MINORITIES

To address this question official educational statistics will be presented together with some reports findings, based upon surveys and testing. It should be noted that these available data give a very generalised picture of the educational performance of migrants and descendants in the educational system and are only showing some major trends. One important thing to notice is that some of the figures are only covering a very small number of people. Especially the numbers covering descendants (ex Annex 3, table 3) are very small, because Denmark only have a very limited number of descendants in the educational system. But the period 2000 up till now has been remarkable regarding the amount of data collected, since more quantitative data about students from ethnic minorities have been published in this period, as regards participation, drop-out rates and mobility, than in the 30 years preceding this period.

After the mandatory 9 years³⁷ of schooling – which virtually all children aged 7 to 16 years regardless of ethnicity attend - 95% of all students continues at a youth education institution (see Annex 3, table 3). For descendants from the Nordic countries, EU and North America 93% continue, and 90% of descendants from third countries continue in a youth education. These are relatively high numbers and almost the same as for the population in general. Immigrants from third countries are less well represented, but still a fairly high number continues (86%). Surprisingly immigrants from the Nordic Countries, EU and North America are continuing at much smaller numbers (only 75%), whereas descendants from these countries have the almost same continuation rate (93%) as the rest of the population (95%). Traditionally this group is very close to the Danish majority population when it comes to the degree of education. No one has been able to come up with a plausible explanation to describe this phenomenon.

It is within the last 10 years that the number of immigrants, who are participating in a youth education has changed dramatically. With regard to immigrants from Former Yugoslavia, Turkey, Morocco and Pakistan 20-30% more students are participating in a youth education in 1999 than in 1990 (see Annex 3, table 4). Interesting changes in the number of students participating in a youth education are also the almost 10% increase in immigrants participating in vocational training from 1990 to 1999 (from 10,9% to 19,8%) and the almost 11% decrease in descendants choosing academically oriented upper secondary education in the same period (from 38,0% to 27,1%). But the percentage of descendants participating in an academically oriented upper secondary education of a commerce/technical nature and in vocationally oriented upper secondary education it is almost the same as for the rest of the population.

In short-cycle higher education (see Annex 3, table 5) descendants participate with a higher rate than the rest of the population. Especially descendants from Poland, Morocco

³⁷ There exists an optional 10th grade

and Pakistan participate with a 3-4% higher rate. Immigrants as a group participate less than average. Immigrants and descendants particularly choose health oriented and technical education, but also social studies and art.

In long-cycle higher education (ibid.) descendants (12,3%) are participating on a level almost the same as the rest of the population (13,0%), but immigrants are very much behind here (7,5% less participation). Some groups are well ahead, ex. Pakistani descendants (14,1%) and Polish descendants (29,1%), which have a participation rate that is 15% higher than the rest of the population. There is a clear tendency that immigrants and descendants choose especially health and technical oriented education.

One thing though is participation rates another is completion rates. The rate is about 10% higher for the population in average than for immigrants and descendants from third countries (see Annex 3, table 6). Immigrants from third countries complete long-cycle higher education with a rate 16% lower than the population in average. The pattern is very clear here, there is a much bigger drop-out rate for immigrants and descendants in the education system as a whole (ibid.).

When it comes down to performance very little data is available. That's why the OECD PISA (Programme for International Student Assessment) report have had such an impact in Denmark.

In 2001 the first report³⁸ (out of three) was published with the results from the first assessment. The results concern three areas (or domains) in the assessment: reading, mathematics and science. From each country approximately 4500 representatively selected 15 year old students have participated. In the Danish report³⁹ it is stated with regard to the mathematical literacy:

Only in Denmark is it characteristic that Danish-born children of foreign-born parents do just as poorly as foreign-born children of foreign-born parents. In almost all other countries, on the other hand, young people born in the country to foreign-born parents do better than foreign-born children of foreign-born parents (p. 271 - English Summary).

Denmark is the only country out of 15 where there is no progression in the test scores from first generation immigrants (in the English report called non-native students) to second generation descendants (in the English report called first-generation students).

Another important issue that only in the last few years have been documented is the apparent overrepresentation of bilingual students being referred to extensive special needs education because of general learning disabilities. The Centre for Equal Treatment of Handicapped (Center for Ligebehandling af Handicappede) published a survey⁴⁰ in 2001, which is the first quantitative survey of its kind. The Centre concluded that there is only a marginal difference in the number of bilingual students in the extensive special needs

³⁸ OECD, The international report: *Knowledge and Skills for Life*, 2001, can be downloaded from: www.pisa.oecd.org

³⁹ Andersen A. et al. (2000) *Forventninger og færdigheder – danske unge i en international sammenligning* [Expectations and qualifications – Danish youth in an international comparison, Copenhagen: AKF/DPU/SFI-Survey

⁴⁰ Center for Ligebehandling af Handicappede (2001) *Vidtgående specialundervisning til handicappede med anden etnisk baggrund* [Extensive special needs education for handicapped students with other ethnic background]

education compared to the ratio of monolingual students receiving extensive special needs education. But the survey also showed that there is a clear overrepresentation of bilingual students, who are referred to extensive special education because of general learning difficulties, whereas the monolingual students tend to have specific disabilities. The Centre's survey has also shown a clear over representation of students from Turkey and Pakistan (ibid.) in special needs classes.

7.2. EXISTING DATA: DISCRIMINATION AND RACISM

Discrimination and racism occurring within the educational system are generally not well documented areas. Why this might be the case will be discussed in the following chapter. First we will look upon a number of reliable sources, which paint a picture of both "discreet exclusion" and blatant racism.

In 2001 the renowned magazine "Monday Morning" conducted a survey of 272 teachers' attitudes to their work and their own abilities. The results about teachers' motivation and competencies was published in the magazine on 6th of August 2001 41. One of the questions was: "Do you feel - through your education and your in-service training – you are capable of teaching bilingual students?"

The following is the distribution of the answers to the question:

N=272	N	%
I am not at all capable of teaching bilingual students	78	29%
It is difficult	85	31%
Neither/nor	60	22%
I am capable	30	11%
I am very capable	19	7%
Total	272	100%

A sizeable share of the questioned teachers considers themselves as lacking abilities/skills to teach minority students. If this in a general tendency does it then lead to involuntary educational discrimination? This has been not only suggested but stated, based on extensive experience with school development programmes in various municipalities. The article⁴² in question lists the overrepresentation of ethnic minority students in special needs education as well as the lack of activating the potentials of bilingual students in general, and the conclusion is that discrimination does take place, but not necessarily on a deliberate basis. The author also states, as indeed all who try to deal with the issue of discrimination, that the lack of data in this field is a major stumbling block in addressing the situation, since it tends to rest upon the observations of individual actors and not on substantial data.

However, we do have some significant data describing discrimination. The three following cases have been collected by *Dokumentations- og Rådgivningscenteret om*

⁴¹ The total survey can be downloaded here: http://www.mm.dk/filer/folke_job.pdf

⁴² Andersen, B. (2003) *Udviklingspotentialer og modstand hos lærere overfor tosprogede elever* [Potentials for development and resistance in teachers towards bilingual pupils], København: ufe-nyt, pp. 3-17

Racediskrimination [The Documentation and Advisory Centre on Race Discrimination]⁴³ and an additional two cases will be presented in this section.

First case: *Romano*, a Danish Roma Association has on behalf of parents of 30 children from Roma descent officially made a complaint in December 2002 to the supervisory committee of Frederiksborg County and asked them to look into the policy of the Municipality of Helsingør of ascribing these children to special Roma classes. No thorough psychological-pedagogical investigation is made as to why the individual child does not fit into the standardised offers of education and whether another offer than placement in the Roma classes would better suit the individual needs of the child. Nevertheless the Municipality has described these children as "being beyond placement in normal classes or special needs classes"⁴⁴. The Roma classes do however show the common signs of being special needs classes (e.g. only 10 children in each of the three classes). But without the official classification as such the requirements for special needs classes concerning visitation procedures, quality of teaching etc. are not fulfilled. The complaint is therefore both connected to the unclear status of what type of class it is (the Municipality has potentially violated the Act on the *Folkeskole*) as well as operating with a type of class that is only based upon an ethnic criteria (seemingly as a consequence of regarding the children's greatest problem their ethnic descent) and thereby practising racial segregation. After the complaint had been processed the practise of the Municipality of Helsingør was deemed illegal and it was decided that the "Roma-classes" should be shut down. However, this has not happened during 2003. In recent time the Municipality has also introduced penalties on Roma parents who did not take care of the children coming to school every day. A complaint about this practice has also been filled by Romano, and this practice was deemed illegal.

Second case: May 2003 the Municipality of Ikast has been sued by a couple of Turkish descent with Turkish/Danish citizenship, parents of two children, who due to the abolition of mother tongue teaching⁴⁵ in Turkish were no longer offered this type of teaching. The plaintiff challenge the legality of the Municipality's decision to abolish mother tongue classes in Turkish based upon the fact that the decision violated "the Ankara agreement"⁴⁶ [*Ankaraaftalen*], the ruling of the Association Board⁴⁷ [*Associeringsrådetsaførelse*], and the UN's Convention of 20 November 1989 on the Rights of the Child, art. 29 and 30. At the time of reporting the case has not yet been

⁴³ <http://www.drcenter.dk/> (22.05.2003)

⁴⁴ In a report from Helsingør Municipality June 2001 (Children with special needs June 2001) it is stated that what they call "F-classes" are for "Romistudents, there cannot be included in normal classes or in special classes"(page 80). In a later letter from Helsingør Municipality to the Council of Supervision in The County of Frederiksborg, dated February 4th 2003, the Municipality of Helsingør state that "The children in these classes are at the moment only children with Romi background as they happen to be the only children with a remarkable absence from school" (page 1). With reference to the Ministry of Education the County Council concluded in a letter to Helsingør Municipality dated 13.09.04 that "When maintaining the special classes for pupils with remarkable absence from school, Helsingør Municipality, is acting against Act of The *Folkeskole*". The Municipal Council is enjoined by the County Council to deal with the Councils decision at their next ordinary meeting.

⁴⁵ Described in Chapter 4: *The current legal situation, new policies and initiatives*

⁴⁶ 64/733/EEC

⁴⁷ nr. 1/80 art. 9

processed by the courts and must therefore be treated as a potential case of discrimination.

Third case: A 9th grade student was in 2002 dismissed from her school related vocational experience in a shop in Copenhagen due to her headscarf. The girl of Iranian-Iraqi descent took the case to The Documentation and Advisory Centre on Race Discrimination, which took the case to court based upon breach of the law against discrimination at the labour market. The girl chose, however, after one year while the case was still pending to make a settlement with the shop, to avoid any further strain⁴⁸.

Downright rejecting students as suitable trainees due to their religion, as in this case, or because of other “ethnic” reasons is one way of practising discrimination, another way is just to avoid accepting trainees with an ethnic minority background all together. The latter has been confirmed as a recurring pattern when it comes to vocational training in the upper secondary education. A survey has shown that students with ethnic minority background seeking a temporary trainee position - which is a mandatory part of their vocational education - have substantial difficulties in convincing suitable workplaces to take them in comparison with ethnic majority students.⁴⁹ Due to this discriminatory practice – not carried out by the educational institutions, but by the labour market - school-based practical training programmes have been established, to ensure that all students get the necessary training to pass their final exam.

A remarkable case of racism came to the attention of the public in 2001 when a school leader reported a poster printed in a school magazine to the police. The poster was a warning to all students about the emergence of a multicultural society in Denmark, showing the picture of 3 young blond girls accompanied by the text “Denmark today” and a picture of 3 hooded, bloodstained men showing the Koran accompanied by the text “Denmark in 10 years”. The poster was made by the youth organisation of the right-wing Danish People's Party (*Dansk Folkeparti*) and the 4 young culprits were convicted after the Danish Penal Code 266b regarding racism on 11th of October 2002 to 7 days conditional imprisonment each. They were convicted for equating the belief in Allah on the one side with mass rape, severe violence, insecurity, forced marriages, oppression of women and gang crime on the other side.

7.3. EXISTING DATA: INCLUSIVENESS

This heading encompasses and presents various initiatives which target equalisation of discrepancies between students from ethnic minority backgrounds and the majority; elimination of discrimination and racism; and making the invisible visible by promoting multiculturalism in the education sector. The distribution of the cases under these three headings could be debated, which proves how closely interwoven they are and how they all contribute to both combating racism and discrimination and promoting diversity and multiculturalism. Together these initiatives and strategies form a growing, decentralised wave of inclusiveness, which will be analysed in the following chapter.

⁴⁸ Politiken, 21.05.2003

⁴⁹ Håndværksrådet [The Board of Crafts] 2002), ”Hvorfor skulle de ikke passe ind?” [”Why should they not fit in?”]

EQUALISATION OF DISCREPANCIES

Majoring in Danish as a second language

From August 2002 it is now possible for teacher students to choose Danish as a second language as one of their 4 Major subjects. Before you could not major in this subject, you could only take additional courses in it. 14 out of 18 seminars offer this subject to their students.

Intercultural teacher training

The two biggest municipalities in Denmark have decided to allocate a substantial amount of resources in bringing the staff from primary and lower secondary education up to date in teaching Danish as a second language and generally in improving their competencies in dealing with an increasingly multiethnic student group.

In 2002 the Municipality of Århus started an extensive project called "Intercultural education", which is developed in co-operation with The Danish University of Education and the Regional Centre for Higher Education in Århus. The project is highly extensive with a duration of 3 years. After that period a "dissemination strategy" is developed for the rest of the schools in the area. The activities in the project are in-service training of teachers and developmental guidance for the schools in the project.

The Municipality of Copenhagen has decided to offer all teachers (app. 1000) extensive in-service training in Danish as a second language. The purpose of the training course is to give all teachers a basic introduction to teaching bilingual children and to give all teachers the basic knowledge of how to tailor their teaching to the linguistic, pedagogical, and cultural needs of bilingual students. The programme will commence in the autumn of 2003 and last one year.

Home-work assistance

Both of the above-mentioned municipalities are also about to initiate programmes to offer especially ethnic minority students – but potentially all students - assistance with home-work in school-hours and outside of the school day. These initiatives are driven forward by the – few but significant - research results showing the gap in academic skills between ethnic minority and ethnic majority students. The effect of this concentrated effort is expected to be evaluated after a couple of years.

Higher education

Very little has been published with regard to higher education and ethnic minorities, but in 2000 the Danish Rectors' Conference (*Rektorkollegiet*) received the "Baton" against discrimination [described in the following section] and subsequently took the initiative to analyse the conditions for the group of students, who have received their primary and secondary education abroad. Among the recommendations – based upon interviews with students - were: Improved counselling specially aimed at this group; short, efficient courses in Danish; a clear and visible policy on racism; heighten awareness of the staff on how "the typical Danish sarcasm" may be negatively perceived; heighten awareness of the staff on differences in knowledge and culturally-bound knowledge; the institutions must actively help students to socially and academically connect with Danish mother

tongue speaking students⁵⁰. No follow-up study has been made, so it is not known whether the recommendations have been implemented.

ELIMINATION OF DISCRIMINATION AND RACISM

Affirmative action

One profession has decided to target adults with an ethnic minority background to compensate for the tendency of an “Danish-only” environment. One of the three colleges for journalism (*Danmarks Journalisthøjskole*) has in the spring 2003 advertised for adult immigrants/refugees with an academic education and good skills in Danish to join a one-year supplementary course to qualify them for a career in journalism, a profession virtually only practised by Danish mother tongues speakers, which, as has been well documented, strongly affect the choice and angle of topics.⁵¹

School project on racism and conflict management

One 8th grade and four 7th grade classes from inner Copenhagen worked for two years on a EU-financed project on conflicts, prejudice, xenophobia, and racism. The project, which got much media attention, dealt with studying prejudice; looking at causes and effects of xenophobia and racism; and learning conflict management. The internal evaluation showed significant progress in improved relations among the students and increased awareness of how to tackle racism in and outside of the school environment.⁵²

The ”Baton” against discrimination

In connection with the European Year against Racism (1997) the concept of “The Baton against discrimination” was developed by the now abolished Board of Ethnic Equality (see, The current legal situation, new policies and initiatives). The goal was to mobilise the Danish population indicating that the work to counteract discrimination and encourage ethnic equality only will succeed, if people in general seize a ”Baton” and thereby in their everyday context, take action themselves. The ”Baton” was until March 2002 handed out at an annual conference to various actors in the Danish society and had much media attention.

In 2000, 2001 and 2002 institutions or schools in the educational area that have received the ”Baton” are: the Danish Rectors' Conference (Rektorkollegiet), The Danish Teachers Union (Danmarks Lærerforening), a school in the municipality of Hvidovre (Enghøjskolen), a kindergarten teacher training college (Gentofte Seminarium) and the parent association (Skole og Samfund). They all made a plan for action in relation to reducing racism and promoting diversity and some subsequently published groundbreaking new surveys and programmes due to the obligation of the ”Baton”.

PROMOTING MULTICULTURALISM

The Danish Teacher Union

During the last couple of years – and as consequence of the above mentioned “”Baton”” – the Danish Teacher Union has taken a number of initiatives. Most important is the policy-

⁵⁰ Rektorkollegiet (2001)

⁵¹ Jensen, I. (2000) and Hervik, P. (2002).

⁵² Ahmad, A. (2003).

paper adopted by the Congress of the Teacher Union in October 2002 called “ The public school in a multiethnic society”. The paper is the result of a large-scale discussion in the regional departments of the union. Some of the important statements and points in the paper are: The *Folkeskole* see diversity as a resource, the school should make visible the children from ethnic minorities both in the teaching and in the local guidelines, all ethnic groups should have the opportunity to influence boards and schools, the mother tongue teaching should continue and should be connected to the general curriculum.

The National Museum

The National Museum on history, archaeology, and anthropology has in the last five years begun to direct their tours for schools to have a deliberate intercultural perspective, making historic and cultural comparisons to make the students (mostly from primary and lower secondary education, but in limited numbers also from upper secondary education) aware of how cultural meetings have taken place at all times and that the concept of “pure cultures” is nonsense, since the history of mankind is one long history of exchange. Special educational services are also offered to latecomers with little knowledge of Danish history and culture⁵³

Religious education

One *folkeskole* at the outskirts of Copenhagen, Ålholm Skole, applied in 1999 to the Ministry of Education for permission to change the name of the religious education classes. The official name is Knowledge of Christianity (*Kristendomskundskab*), a non-confessional subject which also involve the teaching of other religions⁵⁴. The school wanted to call it Study of Religion (*Religionsundervisning*) both to emphasise the *de facto* multicultural aspect and to avoid – based upon experience - that Muslim parents for fear of confessional teaching pull their children out of this optional subject. The school deems it crucial that all students have both a knowledge of religions in general and of Danish Christianity, which is the basis for understanding Danish literature, fine art, and history, which is part of the curriculum at the level of upper secondary education and higher education. The Ministry rejected the application in 2000 on the grounds that Christianity is at the centre of this subject and that is the signal that should be emitted.⁵⁵

Arabic and Turkish as resources

The Association of Danish Upper Secondary Students (*Danske Gymnasieelevers Sammenslutning*) proposed January 2003 that Arabic and Turkish become included in the optional subjects to be chosen at the upper secondary education level. Their argumentation went as follows: “The future of Denmark is multicultural, the future of the world is multicultural. Therefore the amount of languages will be huge. It ought to be possible to for immigrants to study the mother tongue of their parents at an academically high level, and it ought to be possible for Danes to learn these new global languages from scratch”⁵⁶. The National Association of Upper Secondary Headmasters has reacted favourable to the proposition.

⁵³ Kleivan, K. (2000).

⁵⁴ The subject *Kristendomskundskab* is a compulsory subject. However, it is possible for pupils to be exempted from the subject.

⁵⁵ <http://www.aalholm-skole.dk/kristendom.htm> (22.05.2003)

⁵⁶ Quoted in the national newspaper Politiken, 23.01.2003.

Intercultural pedagogic development

The second largest municipality in Denmark, Århus, initiated this year a 4 year process to develop an intercultural pedagogic to be subsequently applied in all schools. 8 *folkeskoler* are participating in actively developing methods to make them genuinely inclusive not only on paper but in reality as well. The general aim of the project is to ensure that “All children in the *folkeskole* of Århus receive knowledge of and respect for their own and others’ cultures, so they can function in the modern diversity”⁵⁷ and more specifically to “connect cultural and linguistic diversity to an international and global dimension, so students meet the international dimension in teaching” (ibid.).

Internationalisation

There is hardly any data on how the international and the intercultural dimensions are incorporated in the educational sector, neither of a quantitative, nor of a qualitative nature. There exists however substantial data referring to the crucial importance of internationalism within the educational system⁵⁸, among them the legal framework for the *folkeskole* and the upper secondary education. The sources show an awareness of the fact that Denmark might not be able to compete internationally if its citizens don’t achieve a higher degree of intercultural and linguistic competencies. Paradoxically, citizens with ethnic minority background are seldom mentioned in this context⁵⁹.

In 2002 Cirius [The Danish Centre for International Cooperation and Mobility in Education and Training] published the first extensive report⁶⁰ describing activities in the field of internationalisation within the various educational sectors in Denmark. The descriptions are mainly qualitative in that there is only limited information and data on the quantitative aspects of the internationalisation of education. The report includes an executive summary in English including recommendations for actions and can be downloaded from the Internet⁶¹. The findings say – with regard to the theme of this report - that “there is an insufficient use of the big potential right outside the door”, e.g. using the resources of bilingual students. Cirius recommends “The employment of bilingual teachers with another ethnic background will be able to promote the internationalisation, just like students who have another ethnic background. They can contribute with different point of views, attitudes and values which can throw the Danish cliquishness into relief. There is still an non exploited potential in this field”(ibid.).

⁵⁷ Halbirk, V. (2003)

⁵⁸ Based on a search and study of the word “internationalisering” [internationalisation] at the web-site of the Ministry of Education: <http://www.uvm.dk> (22.05.2003)

⁵⁹ For example in an in-depth article in a renowned weekly newspaper, where the term “internalisation at home” is discussed from the sole perspective of attracting foreign students on a temporary stay. Eiby, T. (2003) Now, listen..., in: *Weekendavisen*, (15.05.2003), frontpage. An exception is the three pages on the potential contributions of bilingual students to the internationalisation process in *Holm-Larsen, S. et al (2002) Udblik og indblik: Internationalisering i folkeskolen [Outlook and Insight: Internationalisation in the public schoolsystem]*, Vejle: Kroghs Forlag, pp.118.

⁶⁰ Cirius (2002) *Internationalisering af de danske uddannelser - Statusrapport 2002* [Internationalisation of the Danish education – Statement of affairs 2002]

⁶¹ <http://www.ciriusonline.dk/visdownloads.asp?id=1360> (22.05.2003)

7.4. NON-EXISTING DATA AND SOURCES

When searching for available data within the theme of the report - of both a qualitative and quantitative nature - one discovers more blank areas than well described ones. An attempt will here be made to state the most apparent wants. The term *study* is used to cover both the quantitative and the qualitative aspects, thereby signalling that it is a combination of the two that is needed to give a full description and to make a substantiated analysis.

- After 9th (or 10th – optional) grade the huge majority of all students (aged 15-17) pass their Final Exams (*Folkeskolens Afgangsprøve*). There is however no study on how the bilingual students are doing in these exams – and on test scores during their primary and lower secondary education - compared to the monolingual students. We don't know for example if bilingual students generally are doing less well than their monolingual classmates or if they are doing better or worse in certain subjects and to what extent it effects their future education career.
- Denmark has statistics on national origins but not on ethnicity. Therefore, we cannot know if there is a discrepancy between students of ex. Turkish origin and students with Kurdish-Turkish origin, because in the statistics they will both be presented as Turkish.
- Generally very little material regarding the differences in mobility and performance between different ethnic minority groups is available. Since these limited sources point at substantial inequalities and disparities studies focusing on possible explanations such as migrants vs. refugees; social class; gender roles; racism; culturally based tradition for education etc. are very much needed.
- There exist no studies as to how many students or teachers with an ethnic minority background have experienced discrimination and racism and whether any action were taken - and if so - by whom and how.
- There exist no studies as to how ethnic minorities are described and presented in textbooks and other materials.
- Hardly any studies have been made as to how the educational process is experienced by the group described in this report.
- Further studies are needed to explain both the overrepresentation of ethnic minority students with general – and not specific – learning disabilities in the extensive special needs education and the overrepresentation of particular ethnic groups.
- There exists no study as to which extend ethnic minority representatives get a job that suits their education and if not whether this pushes ethnic minorities with higher education to emigrate (as has been suggested with regard to dentists and doctors).

Nevertheless, when it comes to the possibility of some of these studies to be carried out there are reasons to be optimistic 1st of January 2001 a consortium consisting of researchers at research centres representing three institutions of higher education and two research institutes was granted DKK 20 million by the Danish Research Agency to establish a new Danish centre for migration studies, the Academy for Migration Studies in Denmark (AMID) for a period of five years.

The prime objectives of the Academy are to push research on migratory issues forward in order to better understand and cope with social, cultural and political problems of integration, exclusion and co-citizenship, and to provide an informed knowledge base for political decisions, public debates and popular perceptions on migrants and immigration. The theme of education has been dealt with by several of the associated researchers⁶², but so far almost exclusively as a matter of summing up the contributors' previous research. Presumably the academy will also produce new substantial research on education, thereby hopefully shedding light on some of the above identified blank spots.

⁶² Jakobsen, V. (2002); Nielsen, H. (2002); Mehlbye, J. (2002); Holmen, A. (2002); Røgilds, F. (2002); Moldenhawer, B. (2002); Nielsen J. (2002); Seeberg, P. (2002).

8. Analysis of strategies, initiatives and good practice

To what extent can the hypotheses that the Danish educational system could either be moving towards cultural integration or structural integration (as defined in Chapter 6: Theoretical approach) be verified? On the one hand there are many non-documented areas, which speaks against making any verification at all. On the other hand we are not without reliable data and sources of a varied nature, which speaks in favour of attempting a verification.

The statistic material shows few discrepancies regarding continuation to secondary schooling, but clear discrepancies when it comes to completion rates when comparing the ethnic minority population with the majority. The statistical material is sparse when it comes to the differences among ethnic minority groups but indicate that there are indeed disparities. One plausible explanation as to why there is almost no record of how the different ethnic minority groups are doing compared to each other is that in the name of equality and avoiding stigmatising certain ethnic groups as to who is “better equipped culturally for education” no one has dared to explore this field.

The OECD PISA findings regarding mathematical literacy among immigrants compared with descendants is at odds with the above presented statistical material, where the conclusion was that that descendants are doing better than immigrants. One possible explanation (apart from blaming it on faulty methodology) is that the rising number of bilingual students in the folkeskole has led to less focus on the needs of the individual child. But on the same time the awareness of teachers in regard to teaching mathematics through the means of Danish as a second language is on the increase. The explanation might also be rooted in the differences between ethnic groups, social class, and/or cultural/linguistic closeness vs. distance to the host society. The contradiction between the findings is puzzling and more research is needed to give a substantiated explanation.

The overrepresentation of children from ethnic minorities with general learning disabilities in the extensive special needs education has initiated an ongoing professional debate focusing on whether culturally biased and linguistically Danish-only procedures create the discrepancy. If this is the case it violates the legal framework for special needs education which stresses the necessity to assess the needs of the individual child according to this child’s abilities.

As the data shows there are only few documented and known cases of discrimination and racism related to the education sector. Some might find it tempting to conclude that this proves that there is almost no racism and discrimination related to the educational system. But another explanation might be the strong tendency in the public debate and in the media to define the concept of racism as discrimination based solely upon biological differences. Other kinds of discrimination (ex. because of ethnicity, culture, language, religion etc.) are - following this logic - not defined as racism. And because race is no longer considered an adequate category to use, racism as a phenomenon is rejected at the same time. So why allocate resources to combat something which doesn’t exist?

Researcher at the Danish Human Rights Centre Pia Justesen is one of many who has emphasise the importance of recognising racism as a phenomenon:

*The first step on the way to actively combating discrimination and xenophobia is a public recognition of the existence of these phenomena in the Danish society. But neither the Danish government nor the parliament has expressed such recognition.*⁶³

The understanding of what racism is must be broadened to include not only the blatant, visible, intentional, action oriented individual racism but also the “discreet”, hidden, invisible, unintentional, attitude oriented cultural and institutional racism. Recognising not only these forms of discrimination as racism but also recognising that the distress of the inflicted party is no less due to the hidden or maybe unintentional nature is an important step to face this crucial but not easily addressed issue.

The initiatives concerning the process of an increased awareness of the importance of inclusiveness are closely connected to strategies of combating not only discrimination and racism but also to ensure a structural integration. The described initiatives are of a varied nature and no doubt a multitude similar initiatives and strategies are taking place all over the country, but the lack of dissemination makes it difficult, if not impossible, to get either a quantitative or a qualitative overview.

This general lack of publicising or otherwise sharing methodologies, experiences, and evaluations carries the risk of each educator or each educational institution re-inventing the wheel again and again and thereby unavoidable also repeating the same mistakes over and over again to the disadvantage of the involved students.

It also makes the identification of best or good practices almost impossible. Unsatisfactorily regarding the aims of this report, we can only conclude that many interesting and possible good practises take place at various levels in the education sector, but very little is well documented not to mention externally evaluated.

However, it is important to draw the attention to the tendency in many of the described initiatives of not only directing special offers towards ethnic minority students but towards all students, which entails a broadening of the concept of inclusion. This growing sense of awareness that intercultural competencies and multiculturalism in general are benefiting all students, seems to indicate that a process of normalisation has begun as to how ethnicity and cultural differences are looked upon and which significance ethnic markers have within an educational system that has it as its explicit aim to deal with each student as an individual.

It must also be mentioned - based upon the experience of the compilers of this report as well as our colleagues' experiences with intensive in-service teacher training courses - that there are strong indications that a new pragmatic tolerance has arisen in the last few years when it comes to cultural/religious issues in the educational institutions such as clothing (scarves, gym-clothes, swimsuits), food (pork-meat, halal-meat, alcohol), nudity (bathing after gym-classes) etc. These issues were in the forefront of the public and professional debate a few years ago, but have presently a much less prominent position.

⁶³ Justesen, P. (2001)

This development seems not to be a sign of assimilation but rather of a growing ability to negotiate differences on both the institutional and the teacher level.

Data which also need to be addressed are governmental policies. Among them is the abolition of mother tongue instruction to children with a background in third countries. Amongst researchers there is no doubt – and an overwhelming amount of data document this - that the best educational results are reached when there is a coupling between the language the student already know, and the new language the student is about to acquire⁶⁴. So if we are to make these students as academically successful as possible bilingual education must be promoted, which not only in an international but also in an Danish context have proven most efficient (ibid.).

Maybe the acceptance of mother tongue teaching becomes the visible symbol of acceptance of ethnic minorities right to be as they are, as opposed to a group of aliens in a transition process towards becoming “Danish”. No one would object to the fact that learning Danish in the pre-school age is a very good idea, and the government has indeed intensified the policy in this area. But it is a problem if mother tongue teaching is perceived as a contradiction to learning Danish.

There seems to be a certain paradox in the efforts on making the Danish population sufficiently intercultural and linguistic competent to enter the world arena and at the same time not only not taking into consideration the intercultural and linguistic competencies of the ethnic minority population, but actually avoiding positive attention in the educational setting towards the existing wealth of this kind. It is difficult not to look upon this process as a deliberate exclusion of certain languages and cultures, thereby implying an underlying hierarchy of useful and non useful languages and cultures. One can only wonder why so many resources are allocated to making bilingual students monolingual instead of making bilingualism a target for all students.

A tentative answer to the initial question would be: With regard to abolishing mother tongue classes, we are presently close to the pole of cultural integration. With regard to the many initiatives all over the country from educators and institutions alike we are slowly but steadily moving towards the pole of structural integration. It must however be stressed that both strategies have the aim of improving the access, mobility, and performance of ethnic minority students, the first by making students of ethnic minorities Danish monolinguals, the second by making the educational system more multicultural. It must also be concluded that only the second strategy has an implicit understanding of discrimination, racism, and inclusiveness as areas to be tackled not ignored.

⁶⁴ Ex. Cummins, J. (2000); Hauksdóttir, A. (2003); Holmen, A. (2003)

9. Summary and Conclusions

The years in focus of this report have been somewhat turbulent in relation to the education of bilingual students, some positive tendencies as regard to inclusiveness and anti-discrimination have appeared:

- further consolidation of the field Danish as a second language through offering Danish as a second language as a Major subject on the teacher training colleges
- adoption of the policy paper “The public school in a multiethnic society” by the Congress of the Teachers Union
- initiatives to large-scale in-service training in two large cities (Copenhagen and Aarhus)
- the publication of a lot of new statistics on educational patterns of bilingual students
- the many local initiatives regarding anti-discrimination and inclusion
- the preparation of action plans in relation to reducing racism by many important institutions as a result of receiving “the ”Baton””
- the establishment of an Academy for Migration

Some negative tendencies have also been seen:

- the abolition of mother tongue teaching as a right for all children
- the closing of the Development and Knowledge Centre for Teaching and Education of Bilinguals and of the Board for Ethnic Equality, the removal of funds from The Documentation and Advisory Centre on Race Discrimination and the attempt to close the Centre for Human Rights
- the documentation of low completion and performance levels for some ethnic minority groups

Overall there are some major problems symbolised by the drop-out rates, the overrepresentation in special needs education, and the difficulties in finding practical training places, indicating that there is not equal access and performance for bilingual students in the educational system in Denmark. It is also alarming that so many teachers feel that they are not capable at all of teaching bilingual students.

Interculturalism and diversity are not centralised educational goals in Denmark. But they might be on a decentralised level. There are also healthy indications – at a local level - that pointing fingers at the parents of ethnic minority children is not the preferred strategy any more. That a joint effort is needed to enhance the educational possibilities of all children and that is a vital task and responsibility for the educational system.

The locally administered *folkeskole* has negative as well as positive consequences. On one hand the regional context plays an important role in the schools and good ideas can fairly easily be implemented. On the other hand, the absence of centrally set standards can lead to very different results.

So far there is a fair amount of data on the quantitative aspects of participation in the different kinds of education and on the transition from one kind of education to another, but we have no quantitative data on the actual performance of bilingual students and there is a huge need for qualitative data on practically all aspects concerning bilingual students in the education system.

It continues to be a major problem that the education of bilingual students is politicised instead of professionalised. Legislation in relation to education must build on knowledge about learning and how to achieve the best results. There is a big need for discussing how to develop central basic competencies in all subjects for all groups of students.

At last the need for disseminating research results, methods, materials, and inspirational cases must be stressed, since there is both a tendency not to base the educational policy on well founded research results and a tendency that every educator reinvents the wheel.

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11. Annex 1: Glossary and definitions

Bilingual [tosproget]

This is the official term used in the educational sector. The official definition is “A bilingual student is a student, who has another mother tongue than Danish, and who first by contact with the surrounding community learns Danish”. The term seems to be selected (in 1996) to indicate resources rather than disadvantages. The previous official term was “foreign speaking students” (*fremmedsprogede elever*). It should be noted that the term “bilingual” is not used strictly according to its definition neither by officials, practitioners nor researchers. Descendants with little knowledge of their parents’ mother tongue will also be described as “bilingual”. The term has thus also become a synonym for “ethnic minority background”.

Danish as a second language [dansk som andetsprog]

Indicates – according to international linguistic terminology – that the acquisition of Danish has begun after the acquisition of the mother tongue. It signifies the sequence of languages learned and not the state of competency.

Descendant [efterkommer]

A person born in Denmark is a descendent, if none of the parents are Danish citizens born in Denmark. The person might or might not be a naturalised Danish citizen.

Ethnic minority [etnisk minoritet]

The part of the population living in Denmark who has an ethnic, cultural, religious and/or linguistic background that differs from the Danish majority population. Previously only the term “ethnic” was used – and it still is in many instances by the media and at times by the Ministry of Refugees, Immigrants, and Integration.

The national primary and lower secondary school [folkeskole]

Literally “The People’s School”. The Folkeskole is centrally regulated by the Act on the Folkeskole, which sets the framework for the activities of the school. This means that all municipal schools have common aims, common provisions for the subjects that are to be taught at the different levels, common provisions for the central knowledge and proficiency areas of the subjects and common provisions for the organisation of the school system. But it is the responsibility of the individual municipality to decide how the schools of the municipality are to function in practice within the framework of the Act.

Immigrant [immigrant]

A person born outside of Denmark is an immigrant, if both of the parents are foreign citizens or born outside of Denmark. The person might or might not be a naturalised Danish citizen.

Latecomers [sent ankomne]

Used in connection with children or youths who have arrived in Denmark before the 18th year but after the beginning of compulsory education (age 7).

Monolingual [etsproget]

Sometimes used by researchers or practitioners – but not politicians - about Danish mother tongue speakers, see bilingual.

Mother tongue [modersmål]

The first language that the child encounters and not necessarily the native language of the mother or the language that the child commands the best.

Reception class [modtageklasse]

Basic teaching in Danish and other subjects up to two years in a separate group for students who are late-comers or have no previous knowledge of Danish.

Refugee [flygtning]

In a Danish context predominantly used to denote refugees who have obtained residency in Denmark. Otherwise “asylum seeker” [asylansøger] will be used. The latter are not enrolled in the official educational system.

Second generation immigrant [andengenerationsindvandrer]

Previously standard term used about the children born in Denmark with immigrant parents, but also as a derogatory term for maladjusted youth with ethnic minority background. *Descendant* has now become the official term, but *second generation immigrant* continues to be used by the public and parts of the media.

Third countries [tredje lande]

All other countries but the Nordic Countries, the countries in the European Union, and North America. Basically an euphemism for “Third world”.

12. Annex 2: The Danish Educational System

SOURCE: [HTTP://WWW.UM.DK/ENGLISH/DANMARK/DANMARKSBOG/KAP3/3-8.ASP](http://www.um.dk/english/danmark/danmarksbog/kap3/3-8.asp) (22.05.2003)

Basic, compulsory education

The basic education is provided either by the local authority *folkeskole* or the private elementary schools, which have the same structure, and which are also known as "free elementary schools". The present law on primary education (1993) obliges schools among other things to "familiarise pupils with Danish culture and contribute to their understanding of other cultures and of mankind's interaction with nature". The cost of teaching is met by the local authorities. Private schools are obliged to provide teaching that is comparable with that in the *folkeskole*.

The *folkeskole* comprises a one-year nursery class, a nine-year basic school and a one-year 10th class. The nursery class and the 10th class are not covered by the compulsory education requirement, but almost all children attend nursery classes, and about half of all pupils in the 9th class go on into the 10th.

The *folkeskole* is a unified school in which there is no streaming at any level. The curriculum is determined by the Primary Education Act, while regulations concerning the aims of the different subjects, etc. are drawn up by the Minister in accordance with the law. On completing the 9th and 10th classes the pupils can, if they so wish, take the final *folkeskole* examination.

The local authorities have the ultimate responsibility for the *folkeskole*, including appointments, financial frameworks and curricula. Every school has a board of governors in which parent representatives are in the majority. The board of governors determines the principles for the school's activities, draws up proposals for curricula and approves teaching materials that are made available to the pupils without payment. The head teacher has the educational and administrative responsibility for the school, while the teachers enjoy a considerable degree of freedom concerning contents and teaching methods. Since 1791 teachers have been trained in training colleges, originally state-run and since 1860 also in some cases privately run. There are 18 training colleges. Teachers' in-service and further training takes place primarily in The Royal Danish School of Educational Studies, which also offers graduate courses.

The private elementary schools teach c. 13.5% of all children (1998). The State and local authorities cover about 75-80% of the expenditure of private schools. As an alternative to the top classes of the *folkeskole* pupils can choose to go to *efterskoler* (continuation schools), which are private boarding schools for 14-18-year-olds. In 1998, these schools were catering for 28% of pupils in the top two classes. As a supplement to the *folkeskole* pupils in this age group can also attend local authority day continuation schools for a general training with its emphasis on practical and social subjects.

Post-Compulsory Education

Post-compulsory education can be either general or vocationally oriented, and pupils are normally aged 16-19. *General upper secondary education* can comprise three years at a

gymnasium (upper secondary school) or two or three years attending a further education course leading to the *Studentereksamen* (upper secondary school leaving examination) or a two-year course leading to the *Højere Forberedelseseksamen* (HF - Higher Preparatory Examination). They do not provide vocational qualifications, but they qualify for further training. The *Studentereksamen* was introduced by the University of Copenhagen around 1630 and in 1850 was delegated to the individual grammar schools. In 1871, the increasing number of subjects brought about a division into a mathematical-scientific side and a language side, which in 1903 was divided into a classical language side and a modern language side. From 1875 girls were allowed to take the *Studentereksamen*. In 1958 the middle school section of the grammar schools was abolished, and the three-year upper secondary school was supplemented with a division into different "lines" in the second and third years. The increase in numbers of pupils was followed by an upper secondary school building programme throughout the country and the introduction of HF in 1967. In the school reform of 1987 "lines" were replaced by a system of optional subjects within a language or mathematical side.

Post-compulsory education also includes 2-3-year *vocational training at upper secondary school level*: *Højere handelseksamen* (HHX - Higher Commercial Examination) and *Højere teknisk eksamen* (HTX - Higher Technical Examination), which normally presuppose a one-year vocational training or a completed apprenticeship. These examinations qualify for both the labour market and further training.

Vocational education and training (EUD), which is of 3-4 years' duration, prepare students through alternating school tuition and practical training for skilled work in the labour market. There are just under 100 individual courses covering some 200 special subjects, and these have since 1991 replaced both the older basic vocational training courses (EFG), which were introduced in 1978, and traditional apprenticeships. The new structure, which among other things contains rules for credit transfer, covers e.g. business and clerical training, trades and agriculture. In 1956 business schools and technical schools, which had so far all been evening schools, were turned into day schools. A new type of youth training is the two-year vocational basic training introduced in August 1993 and designed specially for the individual. 1995 saw the introduction of the two-year free individually organised youth education, which is composed by the young person concerned from a minimum of three different elements in established or new courses of training and education.

Further and Higher Education

These branches of education are divided into short, medium and long- term courses of further and higher education, lasting for up to 3 years, 3-4 years and more than 4 years respectively.

The *short duration further education courses* include such things as training as laboratory technicians, training in market economy and as computer specialists. Entrance requirements are schooling up to upper secondary school level or vocational training.

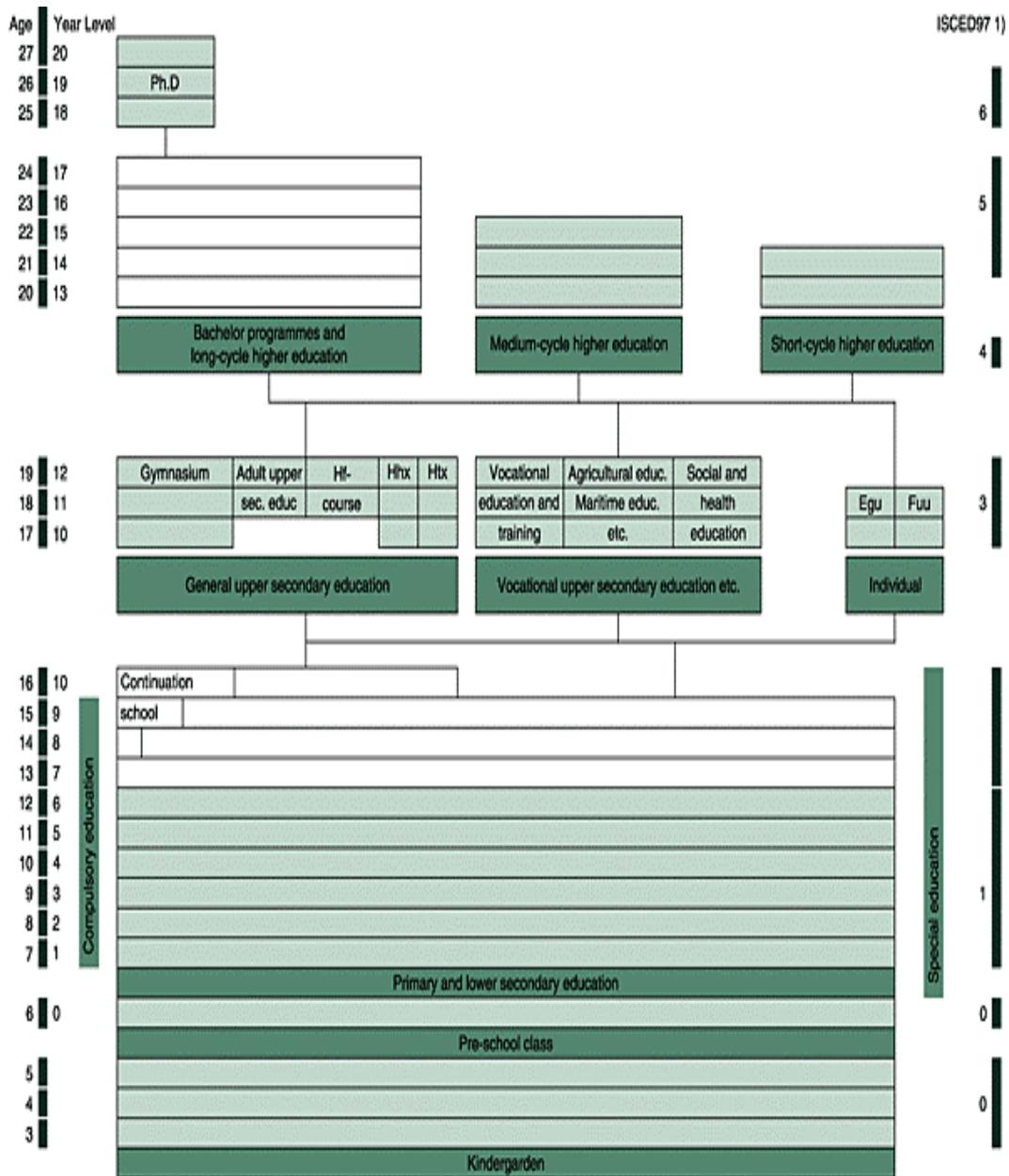
The *medium duration further education courses*, which in most cases presuppose an upper secondary level education, include training as journalists, teachers in the folkeskole, educationalists, librarians and nurses. The universities' 3-year bachelor courses (B.A. and B.Sc.) are included in this group. Most of the short and medium-term further and higher education courses have been established in the 20th century.

Long higher education courses, which include courses leading to the degree of *kandidat* (roughly equivalent to M.A or M.Sc.) in i.a. arts, social studies, science, medicine, food sciences, technology, theology and business economics, are taken in universities and other institutions of higher education. As a supplement to the courses leading to the degree of *kandidat*, there is now a three-year research training leading to an academic degree; from the 1960s this was the degree of Licentiate, but since 1992 it has been the Ph.D. degree. The courses leading to the *kandidat* degree are traditional courses. Oldest among them, dating from 1629 is the examination in theology; this was followed by that in law from 1736 and medicine from 1788.

In the case of both youth and further and higher education courses there is provision for scholarships and study loans from the State Education Grant and Loan Scheme (SU). Students are entitled to support when they have reached the age of 18, are of Danish nationality and are actively engaged in studies. In 1998 the State granted SU to just over 285,000 persons, amounting to a total of about 8.4 billion kroner.

Table 1: Diagram of the Danish Mainstream Education System

Source: <http://eng.uvm.dk/education/General/diagram.htm> (22.05.2003)



13. Annex 3: Statistics

Table 1. The number of Immigrants, descendants, and refugees⁶⁵ with a residency in Denmark, distributed after country of origin, summed up on the 1st of January 1992 and again in 2002.⁶⁶

Country of origin	1992	2002
All together	239 241	415 331
EU-countries:	63 751	74 672
Finland	3 763	3 827
France	2 561	3 606
Holland	2 633	5 185
Italy	2 260	3 198
Great Britain	9 611	11 798
Sweden	13 637	14 455
Germany	23 715	25 289
Other EU-countries	2 922	3 610
The rest of Europe:	81 006	146 410
Bosnia-Herzegovina	-	20 328
Island	3 345	6 206
Yugoslavia (former)	11 950	17 602
Yugoslavia, Federal rep.	-	1 718
Lithuania	68	1 554
Macedonia	-	2 217
Norway	13 190	14 999
Poland	10 457	12 624
Rumania	1 185	2 223
Russia	-	2 722
Soviet Union (former.)	2 102	1 625
Turkey	34 078	52 159
Other European countries	1 847	7 436
Africa:	13 770	40 783
Morocco	5 176	8 404
Somalia	1 395	17 299
Other African countries	5 888	13 347
North America:	7 068	8 085
Canada	1 508	1 796
USA	5 560	6 289
South- & Central America:	4 835	7 187
Asia:	66 689	134 530
Afghanistan	612	7 901
Philippines	2 464	4 323
India	2 414	3 397
Iraq	3 393	21 555
Iran	10 033	13 625
Jordan	1 152	1 748
China	1 831	4 550
Lebanon	11 381	20 566

⁶⁵ See Annex 1 for a concise definition of these terms

⁶⁶ *Befolkning og valg [Population and election] (2002)*, Copenhagen: Danmarks Statistik, no. 5, Table 9, p. 16

Pakistan	13 160	18 623
Sri Lanka	5 621	9 997
Syria	959	2 646
Thailand	2 108	5 985
Vietnam	7 230	11 834
Other Asian countries	3 152	4 948
Oceania	966	1 485
Stateless	500	477
Origin not known	656	1 702

Table 2. Number of students in the compulsory primary and lower secondary school from 1997-2002 in absolute number and percent, divided in ethnic majority students (Danish mother tongue speakers) and ethnic minority students (Danish as a second language speakers)⁶⁷

Categories	1997/98	2001/2002
All students	600.653 (100%)	651.101 (100%)
Ethnic majority students	553.855 (92.2%)	591.005 (90.8%)
Ethnic minority students	46.798 (7.8%)	60.096 (9.2%)

⁶⁷ Denmark, The Ministry of Education, Folkeskolen i tal [The National primary and lower secondary school in numbers], 2003.

Table 3. The percentage of a cohort who continues in the education system after having finished the compulsory education, distributed after countries of origin in 1998⁶⁸

Countries of origin	Percentage who continues in the education system
Immigrants from the Nordic Countries, EU and North America	75%
Descendants from the Nordic Countries, EU and North America	93%
Immigrants from third countries	86%
Descendants from third countries	90%
The whole population	95%

⁶⁸ From: *Immigrants and descendants in the educational system*, Statistiske analyser af uddannelserne 9-2001, The Ministry of Education, 2001, Table 8.1, p. 52

Table 4. The percentage of the 16-19 year old immigrants and descendants who are undergoing – and percentage not undergoing - a youth education (upper secondary education and vocational education and training) in 1990 and in 1999 compared with the rest of the population⁶⁹

	Almengymnasial uddannelse		Erhvervgymnasial uddannelse		Erhvervsfaglig uddannelse		Ikke i gang med uddannelse		Total	
	1990	1999	1990	1999	1990	1999	1990	1999	1990	1999
Indvandrere										
Jugoslavien	4,2%	11,5%	1,7%	5,1%	10,3%	30,2%	83,8%	53,2%	359	374
Polen	29,3%	31,6%	3,7%	17,3%	19,4%	17,5%	47,6%	33,6%	191	399
Tyrkiet	4,6%	8,2%	1,5%	4,2%	8,1%	21,3%	85,8%	66,3%	1.987	1.168
Marokko	3,9%	15,8%	1,3%	4,2%	16,4%	27,5%	78,3%	52,5%	152	120
Pakistan	14,5%	19,5%	2,2%	5,7%	13,2%	23,0%	70,1%	51,7%	365	261
Øvrige befolkning	27,9%	33,3%	7,0%	14,2%	33,0%	24,9%	32,1%	27,5%	238.595	176.702
Efterkommere										
Jugoslavien	18,4%	19,0%	3,2%	13,9%	28,2%	31,3%	50,2%	35,8%	277	483
Polen	63,5%	51,0%	3,8%	13,3%	18,3%	7,0%	14,4%	28,7%	104	143
Tyrkiet	26,1%	18,6%	3,5%	12,6%	22,6%	31,1%	47,8%	37,8%	115	1.658
Marokko	12,9%	23,1%	0,0%	10,8%	45,2%	31,4%	41,9%	34,7%	31	277
Pakistan	47,1%	32,4%	3,9%	15,2%	23,5%	22,7%	25,5%	29,6%	102	854
Øvrige befolkning	27,9%	33,3%	7,0%	14,2%	33,0%	24,9%	32,1%	27,5%	238.595	176.702
Alle										
Indvandrere	12,4%	18,2%	1,5%	6,5%	10,9%	19,8%	75,1%	55,5%	6.174	10.009
Efterkommere	38,0%	27,1%	3,9%	13,3%	22,4%	24,5%	35,7%	35,1%	1.377	4.615
Øvrige befolkning	27,9%	33,3%	7,0%	14,2%	33,0%	24,9%	32,1%	27,5%	238.595	176.702

	Academically oriented -	Academically oriented (comm./techn.)	Vocationally oriented -	Not undergoing youth education	Total
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⁶⁹ From: *Immigrants and descendants in the educational system*, Statistiske analyser af uddannelserne 9-2001, The Ministry of Education, 2001, Table 6.1, p.38

Table 5. The percentage of immigrants, descendants and the rest of the population between 20 and 24 years of age distributed after ongoing higher education in 1999⁷⁰

	Kort videregående uddannelser	Mellemlange videregående uddannelser	Lange videregående uddannelser	Total*	
Indvandrere					Immigrants
Jugoslavien	0,7%	1,6%	1,1%	752	Fr. Yugoslavia
Polen	1,5%	5,1%	9,0%	681	Poland
Tyrkiet	0,7%	2,2%	1,1%	3.790	Turkey
Marokko	1,0%	3,3%	2,5%	393	Morocco
Pakistan	2,4%	2,9%	4,0%	849	Pakistan
Efterkommere					Descendants
Jugoslavien	2,8%	8,3%	3,5%	542	Fr. Yugoslavia
Polen	6,4%	13,3%	29,1%	203	Poland
Tyrkiet	2,2%	5,8%	5,7%	993	Turkey
Marokko	6,8%	6,8%	5,4%	222	Morocco
Pakistan	5,8%	9,0%	14,1%	1.052	Pakistan
Samlet					All
Indvandrere	1,3%	4,8%	5,5%	22.576	Immigrants
Efterkommere	4,0%	8,5%	12,3%	4.266	Descendants
Øvrige	2,8%	11,7%	13,0%	196.328	Other
	Short cycle higher educ.	Medium cycle higher educ.	Long cycle higher educ.	Total	

*The "total" covers the total amount of young students in the higher educations + the students who are not participation in any kind of education. The number of 20-24 years old who are participating in a youth education are not included. It must be noted that on certain higher educations there is a high percentage of students from other Nordic countries.

⁷⁰ From: *Immigrants and descendants in the educational system*, Statistiske analyser af uddannelserne 9-2001, The Ministry of Education, 2001, **Table 7.1, p. 45**

Table 6. Completion rates in percentage in 1998⁷¹

	The whole population	Immigrants from third countries	Descendants from third countries
General upper secondary education	84%	73%	73%
General upper secondary education (commercial/technical)	80%	69%	71%
Vocational upper secondary education and training - basic courses	85%	76%	69%
Vocational upper secondary education and training - main courses	86%	76%	77%
Short-cycle higher education	73%	66%	59%
Medium-cycle higher education	74%	67%	53%
Long-cycle higher education Bachelor education	46%	31%	39%
Long-cycle higher education Master education	71%	55%	62%
Average completion rates	75,9%	64,1%	62,3%

⁷¹ From: *Immigrants and descendants in the educational system*, Statistiske analyser af uddannelserne 9-2001, The Ministry of Education, 2001, Table 8.4, p. 57