National Education Roundtable

Education and students from refugee and migrant backgrounds

Briefing Paper
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Background

National Education Roundtable

In 2018, Multicultural Youth Advocacy Network Australia (MYAN) and the Victorian Foundation for Survivors of Torture (VFST) (Foundation House) established the National Education Roundtable to address an identified gap in national structures to facilitate discussion and inform policy and programming in relation to education for children and young people from refugee and migrant backgrounds, particularly in school settings.

The National Education Roundtable brings together a national, cross-sector group to meet regularly to discuss how primary and secondary school students from refugee and migrant backgrounds are faring and how schools can best support them to achieve their potential. A Steering Group oversees this work, comprised of representatives from states and territories, academia, policy, and settlement services.

Work to date

In 2019, the National Education Roundtable Steering Group agreed to develop a baseline policy paper to outline policy and programming at the national, and state and territory levels, in relation to the educational and wellbeing outcomes of children and young people from migrant and refugee backgrounds in primary and secondary schools. This baseline paper would be the first of its kind and address a gap in the national policy landscape in relation to education for students from refugee and migrant backgrounds. The group engaged a research assistant to contribute to the mapping of state and territory programs and policies, undertake a literature review, and to interview key stakeholders in each state and territory.

During the preparation of the paper, the significant impacts of COVID-19 on school education began to emerge and magnified pre-existing issues affecting the effective and equitable access to education of students from migrant and refugee backgrounds.
This Brief

This Brief has been prepared to provide an overview of the barriers to equitable access and engagement in primary and secondary education experienced by students from refugee and migrant backgrounds in Australia, and outlines how COVID-19 has highlighted and/or exacerbated these barriers. It provides a point in time identification of educational issues faced by students, families, and educators/schools that limits the full participation of children and young people from migrant and refugee backgrounds, as well as new issues and those that have been exacerbated as a result of COVID-19.

In providing an overview of these educational challenges, this Brief is intended to be a tool for educators, policy makers, and service providers to identify measures that will promote more inclusive and targeted education policy and programming for students from refugee and migrant backgrounds at a local, state and national level.

Young people from refugee and migrant backgrounds are a diverse group, due to country of origin, cultural background, migration experience and stream, socioeconomic status, gender, sexuality, faith, age on arrival, level of English proficiency, prior education, family structures, age and developmental life stage, and workforce experience.

The phrase refugee and migrant background denotes both first- and second-generation migrants and refugees, unless otherwise specified. ‘Children and young people’ and ‘students’ are used interchangeably.
Forty five percent of young people in Australia are either first or second-generation migrants. Education is a critical factor in successful settlement outcomes for children and young people, and is identified as a key indicator of active citizenship and successful youth settlement in the National Youth Settlement Framework (NYSF). The engagement of young people as active citizens in Australian society has long-term benefits for individuals and their families, and positively contributes to a diverse and socially cohesive Australia.

Students from migrant and refugee backgrounds have specific educational and wellbeing needs that are distinct from and sometimes additional to Australian-born students from non-migrant backgrounds, because of their or their parents migration journey, language other than English spoken at home, culture and experiences pre-arrival in Australia. Newly arrived students from migrant and refugee backgrounds commonly face more specific challenges related to the challenges of settling in a new country, including learning a new language, navigating a new culture and social systems, building new peer relationships, negotiating grief and loss associated with separation from significant others, and an unfamiliar (and often very different) educational environment - while also navigating the developmental tasks of childhood and adolescence, and establishing their identity and a sense of belonging in an unfamiliar environment.

There is significant diversity within and between the educational experiences and outcomes of refugee and migrant students in Australian schools and a lack of national research into what is working to best support this cohort in educational settings. This includes a lack of analysis of national data, e.g. NAPLAN, which may provide guidance on how this group are performing in schools.

While there is little current research that focuses on the learning and academic outcomes of students from migrant and refugee backgrounds in Australia, there is a small body of literature addressing emotional and social wellbeing more broadly for this cohort. This research indicates that those from refugee and migrant backgrounds who have positive academic outcomes may not necessarily have high wellbeing outcomes due to existing vulnerabilities. Low wellbeing of people from refugee and migrant backgrounds can be detrimental to settlement.
As at 2016, 45% of young people in Australia were either first or second-generation migrants.\textsuperscript{xii}

In 2018/19, 17,497 school aged children and young people (5-18 years of age) arrived in Australia across all migration streams. As the table indicates, those from the Humanitarian program represented 28.3% (4,952) of these arrivals, and children and young people of school age (5-18) made up 46.65% of all humanitarian arrivals.\textsuperscript{xii}

<table>
<thead>
<tr>
<th>State/Territory</th>
<th>Humanitarian</th>
<th>Family</th>
<th>Skilled</th>
</tr>
</thead>
<tbody>
<tr>
<td>05-18 (Age Band)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australian Capital Territory</td>
<td>26</td>
<td>53</td>
<td>167</td>
</tr>
<tr>
<td>New South Wales</td>
<td>1,706</td>
<td>1,273</td>
<td>2,540</td>
</tr>
<tr>
<td>Northern Territory</td>
<td>46</td>
<td>60</td>
<td>128</td>
</tr>
<tr>
<td>Queensland</td>
<td>1,105</td>
<td>614</td>
<td>1,068</td>
</tr>
<tr>
<td>South Australia</td>
<td>365</td>
<td>361</td>
<td>879</td>
</tr>
<tr>
<td>Tasmania</td>
<td>106</td>
<td>19</td>
<td>162</td>
</tr>
<tr>
<td>Victoria</td>
<td>1,362</td>
<td>1,356</td>
<td>2,444</td>
</tr>
<tr>
<td>Western Australia</td>
<td>236</td>
<td>555</td>
<td>644</td>
</tr>
<tr>
<td>Not recorded</td>
<td>0</td>
<td>35</td>
<td>187</td>
</tr>
<tr>
<td>Total by migration stream</td>
<td>4,952</td>
<td>4,326</td>
<td>8,219</td>
</tr>
<tr>
<td>Total overall</td>
<td>17,497</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
This table indicates that the majority of children and young people in the humanitarian migration stream identify poor or nil English, highlighting the need for strong on-arrival and long-term English language programs.

<table>
<thead>
<tr>
<th>English proficiency</th>
<th>Humanitarian</th>
<th>Family</th>
<th>Skilled</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>05-18 (Age Band)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Very good</td>
<td>28</td>
<td>159</td>
<td>1,744</td>
</tr>
<tr>
<td>Good</td>
<td>164</td>
<td>n.p</td>
<td>0</td>
</tr>
<tr>
<td>Poor</td>
<td>544</td>
<td>140</td>
<td>n.p</td>
</tr>
<tr>
<td>Nil</td>
<td>4,120</td>
<td>n.p</td>
<td>n.p</td>
</tr>
<tr>
<td>Not recorded</td>
<td>96</td>
<td>3,906</td>
<td>6,463</td>
</tr>
</tbody>
</table>
The link between education and settlement outcomes

Settlement is the process of developing skills and social/cultural capital to understand and navigate Australian society. For young people and families more newly arrived to Australia, access to targeted and responsive education and training is one of the most significant factors influencing the settlement process. However, schools are not just centres for academic learning; they are a critical stabilising feature in the lives of students from refugee and migrant backgrounds, commonly providing safe spaces for new experiences, emotional security, the development of peer networks and interactions, and a sense of belonging.

Education systems have a key role to play in ensuring positive settlement outcomes for children and young people, by developing their skills, fostering their social and emotional wellbeing, enabling their future participation in the labour market, and fostering their sense of connection to the broader community. Education also has the capacity to develop positive self-esteem, promote social inclusion, and build social capital and resilience in children and youth.

Education correlates with crucial post-school opportunities and the transition to higher education, training and employment, and young people and their families consistently identify education as a key priority in the settlement journey – the key to realising aspirations, facilitating social, civic, and economic participation and personal wellbeing, and building successful lives in Australia.

However many students from refugee and migrant backgrounds face particular challenges in accessing the support and opportunities they need to remain engaged in and successfully navigate secondary education. When there is a lack of adequate support for the learning needs of children and young people, or when there are significant disruptions to their education that are not addressed, they are at increased risk of disengagement. Disengagement from school, and early school leaving, has significant consequences for a young person’s future social, economic, and civic participation and wellbeing, and settlement outcomes more broadly. These include lower economic growth, higher costs of public services including health care and employment services support, and increased welfare (income support) costs.
Barriers to education, support, and opportunities for students from refugee and migrant backgrounds

Students from refugee and migrant backgrounds are often highly motivated to succeed in their education but can face significant challenges in accessing the support they need to remain engaged in and successfully navigate school.\textsuperscript{xxi} Australia has a strong history of migrant education programs, and specialist English as an Additional Language or Dialect (EAL/D) programs in schools systems. However, major restructuring within education systems across states and territories has seen a decline in centralised specialist EAL/D services, negatively affecting EAL/D service in schools.\textsuperscript{xxii} There is now far greater expectation that schools and classroom teachers respond to the learning context and needs of migrant and refugee students, but limited understanding or support with appropriate strategies to do so.\textsuperscript{xxii} Below is an overview of some of the key challenges and barriers in education for students, parents/carers, and schools.

Challenges for students can include:

- Low English and first-language literacy.\textsuperscript{xxiv}
- Limited prior schooling or disrupted schooling.\textsuperscript{xxv}
- Unfamiliarity of Australian education system for students and their parents/carers.
- Trauma and other psycho-social challenges.\textsuperscript{xxvi}
- Separation from family in home or transit countries.
- Additional roles in supporting families in their settlement.
- Lack of social capital and social networks.
- Experiences of racism and discrimination.\textsuperscript{xxvii}
- Attendance issues in response to these challenges.
School-level challenges:

- Variable understanding and training for EAL/D and ‘mainstream’ teachers about language teaching despite expectations that all teachers see themselves as teachers of language/literacy.\textsuperscript{xxvii}
- Variable cultural competency of mainstream teachers and variable knowledge of culturally and linguistically responsive pedagogy.
- Awareness of and planning for transitional needs of students, including explicit teaching of implicit cultural knowledge.
- Teachers in some settings emphasise equality of students over equity.
- Some schools or school staff take a deficits view, which can prevent the school community from supporting student progress that relies on student strengths.\textsuperscript{xxx}
- Students’ needs can be conflated with being strictly EAL/D related.
- Inadequate support for families to engage in their children’s schooling, particularly those not proficient in English.\textsuperscript{xxx}
- Lack of culturally diverse representation within school staff.
- Improper or inadequate disciplinary responses to racism.

Community-level challenges:

- Inadequate community connections to refugee and migrant background families that may relate to communication, trust, and other barriers to meaningful inclusion.
- Increasing emphasis on extracurricular activities for youth transitioning to tertiary study.
- Racism \textit{(individual and structural)}.\textsuperscript{xxxi}
- Isolation.
- Conflicts between children and young people and their parents due to living between two or more cultures.
Institution/system-level challenges:

- Inconsistent programs and policies across schools and sectors.
- Lack of transparency and accountability in the allocation and use of EAL/D resources.
- Lack of evidence base for some programs and policies.
- Insufficient funding and investment in learning support officer/multicultural education aides/bicultural workers as a crucial part of the education workforce.
- Inappropriate learning materials.
- Inability to disaggregate data sets to identify students by ethnicity/cultural background (note: there can be ethics concerns related to this).
- Lack of flexibility and support, in particular, for recently arrived secondary students in some settings.
- Lack of bridging courses to tertiary study for students who arrive later in childhood.
- Lack of a sustained, systemic approach to addressing the education and training needs of students from refugee backgrounds (who may have experienced significant disruptions to formal education).
- Inconsistent legal and policy frameworks for multiculturalism between states likely explain some of the variation between states with regard to laws and policies directly relevant to refugee and migrant background students.

As highlighted in the *National Youth Settlement Framework*, young people are able to navigate these challenges more successfully when there is adequate and targeted support and investment in addressing structural barriers. In education settings, this includes the engagement of multicultural workers in schools, adequate access to English as an Additional Language or Dialect (EAL/D) support and targeted approaches to parent and carer engagement.
The COVID-19 pandemic has affected the lives of everyone in the Australian community in acute and unpredictable ways, and disproportionately so the lives of those most disadvantaged in our community - including children and young people from refugee and migrant backgrounds. It has magnified pre-existing and longstanding access and equity barriers faced by this population group across all aspects of their lives - in education, employment, health and well-being, housing, and income support.

Many of these barriers have become more pronounced, and more visible to schools, school staff, education stakeholders and the broader community during COVID-19, with additional educational challenges for this group of students.

The closure of educational institutions in most states and territories in response to COVID-19 has presented unprecedented challenges for governments, teachers, students, and families to ensure learning continuity. In addition, it has had an enormous logistical and emotional impact on students, their families, and teachers as they navigate significant disruptions in the transition to remote/home-based education - even when this was optional in some states. Many students, families, and teachers remain concerned about how this will affect skills acquisition, including EAL/D, and learning in both the short and long term - particularly for more vulnerable students.

Early research suggests that COVID-19 interruptions to education will have long-term implications - especially for the most vulnerable students. There appears to be a risk of regression for students whose basic, foundational learning (such as languages, reading and maths) was not strong to begin with. While all students have had their schooling disrupted, early research suggests this has been more of an adjustment for older students who already have a codified view on schooling and how learning happens.

While transitioning to online learning has been a significant disruption for students and their families who are well equipped with the technological and other resources to adapt, for others, the transition will further magnify their educational disadvantage. Research proposes that current remote learning arrangements have the potential to result in poorer educational outcomes for almost half of Australian primary and secondary students if continued for an extended period.
Students identified as being at particular risk of poorer learning outcomes include those from low socio-economic backgrounds, those with English as a second language, those with special learning needs, and children and young people living in rural and remote areas. In addition, the social and emotional impacts have the potential to be more long term.

Broadly, COVID-19 has exaggerated the socioeconomic divide, highlighted the ‘digital divide’ for both students and teachers, and put students at risk of learning loss. Below outlines some of the specific impacts of COVID-19 and school closures/home-based learning that have exacerbated pre-existing educational challenges for students from refugee and migrant backgrounds and their families and further limited access to equal opportunities.

**Individual and family challenges:**

- Significant requirements on parents/carers to assist, monitor, oversee, and participate in learning activities, particularly for primary school aged children. This is particularly difficult for parents not proficient in English or not literate in their own language; those who may have limited formal education; those who have a history or torture and other traumatic events; and/or those unfamiliar with technology devices and apps.

- Difficulties monitoring learning when there are multiple children at home, in different year levels with different learning requirements. Primary school aged children are less able to be self-directed. Also difficult when families also have small children/toddlers at home.

- Overcrowding, lack of privacy and inadequate housing to support home learning needs, particularly for senior students.

- Parents not being able to work from home — there were difficulties accessing school on-site for parents who could not work from home as a result of government messaging and lack of clear guidance around ‘essential/permitted workers’ in some states.

- Parents’ lack of English proficiency and subsequent inability to access communication and home learning materials from schools.

- Parents not equipped to provide additional support needed for particular learning and behavioural needs.

- Students, particularly young women, missing classes due to increased caring responsibilities in the home.

- Students prioritising the educational and technology needs of younger siblings and parents before their own.

- Students disengaging with online learning.
IT devices and data issues:

- The lack of appropriate devices and data in many families.
- Family may be sharing a single device, but have several family members with learning/technology/data needs.
- Delays in supply of internet dongles as well as postage delays in getting devices/SIMS/dongles to students in some states.
- Unfamiliarity of parents using devices, apps, and programs used by schools.
- Assumptions that all young people are digitally connected and thus equipped with all technological skills needed to adapt to working online.

Increased mental and emotional strain:

- Home isolation amplifying existing family difficulties and previous history of trauma.
- Parents managing mental ill health.
- Managing behavioural issues.
- Worries about educational disadvantage.
- Worries about spread of COVID-19 and transmission to older family members living in same household by children attending school.

Increased household financial stress:

- Sudden loss of income.
- Limited access to safe and secure housing, food, and clothing.
- Increased pressure on students/families to find work in order to support themselves/their families.
- Lack of access to Commonwealth supports for people seeking asylum and those on temporary visas.
School-level challenges:

- A wide variation in interpretation and implementation of guidelines for facilitating on-site attendance at schools.
- Inconsistent and lack of clear government messaging about on-site attendance at schools in some states.
- Variable competence and confidence of teachers who are more digitally skilled and better equipped to transfer to online learning.
- The closure of many educational support programs (such as homework clubs) and loss of access to additional in-school supports and services, or barriers to accessing these if they have shifted online (i.e. online homework clubs, Multicultural Educational Aides (MEAs)/bicultural workers employed in schools and other supports working from home etc.).
- Some schools sending parent’s information in English with no follow up,
- Wide variation in how schools are implementing and communicating about home-based learning.
- Limited understanding by schools as to the specific barriers to home learning. Schools who employ bicultural workers/MEAs benefited from these existing relationships with students and their families.
- MEAs/bicultural workers are not able to be employed in all schools; and are highly in valued in some schools, but in others left out of planning processes with their expertise underutilised.
- MEAs/bicultural workers are increasingly relied on to support students, families and other school staff. Many of these workers are part-time or casual workers, often working additional unpaid hours to meet the needs of students and families often from their own communities. There are often not enough resources to respond and there are not enough opportunities to network, debrief, share practice, and receive professional development.
- The nature of online interaction affecting the capacity for children and young people to improve English language skills, or receive more personalised attention.

COVID-19 has thrown a spotlight on disadvantage within and across Australian schools and compounded the urgency for targeted interventions to ensure equitable access to education and educational outcomes. It has provided an opportunity to raise the profile of longstanding inequities and focus this increased attention on those who face multiple disadvantage, including the needs of students from migrant and refugee backgrounds.
Conclusion and next steps

This Brief has outlined the educational barriers for students from migrant and refugee backgrounds, including those more newly arrived, at the individual, community, and systemic level. Access to, engagement, and success in education is one of the most significant factors influencing the settlement outcomes of young people. However, this requires both an understanding of the specific context, needs, and challenges for this population group, and targeted responses in policy and programming at the state/territory and national levels that are implemented by schools, government, and community services.

Overall, there is a need for stronger resourcing and greater accountability to ensure education settings and systems are accessible and responsive to the education and wellbeing needs of children, young people, and communities from refugee and migrant backgrounds. This includes, but is not limited to: investment in data collection and analysis relating to educational and wellbeing outcomes to provide a clear evidence-base to best understand, measure and direct current and future investment, increased funding transparency, accountability, and utilisation for schools with EAL/D students, and increased investment in programs in and outside the school setting including programs that support parent/carer engagement.

The profound educational challenges arising from COVID-19, and the resultant spotlight on educational inequity and disadvantage presents a significant opportunity to examine current systems and practices, capture and implement lessons learned, and address the persistent, pre-existing barriers to educational engagement and success for students from refugee and migrant backgrounds.

A strategic, coordinated approach between all levels of government and educational stakeholders is required to increase the effectiveness, reach, and suitability of policies and programs aimed at supporting migrant and refugee students. This investment will contribute to addressing structural disadvantage and drivers of inequality in education and contribute to a fairer, more equitable society.

MYAN is hosting a national webinar in November 2020 focusing on education for young people from refugee and migrant backgrounds. This will inform broader policy and advocacy work in this area, as well as the work of the National Education Roundtable Steering Committee in 2021.
Endnotes

i In line with the United Nations definition, a migrant has come to a country by choice (e.g. for educational, employment or other opportunities) whereas a refugee has been forced to migrate to seek protection from persecution (United Nations Educational Scientific and Cultural Organisation).


iii A first-generation migrant is someone born overseas but who lives primarily in Australia, regardless of nationality, citizenship or legal status. A second-generation migrant is someone born in Australia, but who has one or both parents who were born overseas.

iv The term ‘people from refugee backgrounds’ is used throughout this report to refer to those who: have arrived in Australia with, or who have subsequently been granted, permanent or temporary humanitarian visas; people seeking asylum; and those who come from refugee backgrounds who have another visa type, including family migration and skilled migration.

v While some educational barriers are youth specific, most can relate to primary school aged children as well.


viii Ibid.


xii The information presented here is derived from statistics collated by the Department of Home Affairs based on the records of people arriving in Australia under the Humanitarian Programme.


Multiple references including Joint Standing Committee on Migration, Inquiry into Migrant Settlement Outcomes, Parliament of Australia, Canberra, 2017, p.65 indicate that it may take up to 10 years to achieve literacy proficiency required.

Multiple references including Joint Standing Committee on Migration, Inquiry into Migrant Settlement Outcomes, Parliament of Australia, Canberra, 2017, p.65


Experiences of discrimination in Australia were significant predictors of secondary school completion. Older refugee youth (on arrival) and those who reported experiences of discrimination over the first 8 to 9 years in Australia were significantly less likely to complete secondary school. Correa-Velez, I.; Gifford, S.; McMichael, C. & Sampson, R. (2016). Predictors of Secondary School Completion Among Refugee Youth 8 to 9 Years After Resettlement in Melbourne, Australia, Journal of International Migration and Integration, DOI 10.1007/s12134-016-0503-


Australian Curriculum and Reporting Authority (n.d) Meeting the needs of students for whom English is an additional language or dialect. Australian Curriculum Available at: https://www.australiancurriculum.edu.au/resources/student-diversity/meeting-the-needs-of-students-for-whom-english-is-an-additional-language-or-dialect/


Ibid.


The National Education Roundtable welcomes increased government funding for education in the 2020 Budget, including additional funds to improve educational outcomes, particularly for disadvantaged students.