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## **Policies Regulating Minority Education: The Case of Slovenia**

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### **Abstract**

In Slovenia, three national minorities are recognized (Italian, Hungarian and Roma), who enjoy different collective rights. However, there are also immigrants or "new" minorities present in Slovenia. The members of this group mainly consist of immigrants from the countries of the former Yugoslavia. They are mostly economic migrants and refugees who came to Slovenia during the war in the Balkans and remained (Ribičič, 2004). In recent years, however, the number of migrants who came to Slovenia from the Middle East has also been increasing (EMN, 2017). Many surveys show that there usually exist differences in school achievements between various ethnic groups or minorities in a country and students belonging to the majority population (Luciak, 2006), therefore countries need to ensure an inclusive and equal educational experience for all students. In the light of these changes, the objective of the article is to analyse and compare the policies in the field of established national minority education and immigrant or "new" minority education and to determine elements of specific policy models used in Slovenia in the field of education for each of the Slovenian minorities.

**Keywords:** *minority rights, Slovenia, "new" minorities, national minorities, minority education policies*

## 1. Introduction

Education of minorities is an important process for the minorities themselves and for the majority population (Rončević, 2009). For minorities, the appropriate educational policies can define their role in the wider society and help them keep their identities. For the majority population and the economy in general well-functioning educational system, which ensures equity in education and inclusion for all, can play an important role in social integration and transition to an innovative society based on knowledge. However, institutional education can have two-fold effect for minorities: on the one hand, it is seen as an opportunity to move upward on the social scale, on the other hand, it can also reproduce the inequality with its discriminatory practices (Bourdieu and Passeron, 1977; Coleman et al., 1966). Many surveys show that migrant and minority students tend to enroll in schools with lower academic demands, they tend to drop out of school and demonstrate lower educational performance (Fekjaer, 2007; Heath and Brinbaum, 2007; Kalmijn and Kraaykamp, 2003; OECD, 2016). On the other hand, there are also minority groups which tend to do much better than the majority population (Heath, Rethon and Kilpi, 2008).

In recent years the European Union has implemented new legislation enforcing equity and non-discrimination, which also covers the field of minority education (Luciak and Binder, 2005). Meanwhile, the picture of regulating minority education across European Union is highly diversified with various more or less successful educational approaches targeting cultural and language diversity, which is believed to be a consequence of different types of minorities existing in the EU (Luciak, 2004; Luciak, 2006; Luciak and Binder 2005). Broadly, we can divide them into two major groups: autochthonous and allochthonous minorities (Menendez and Olsen, 2019; Andreß and Careja, 2018):

1) Autochthonous minorities are minority groups who are either indigenous or have settled in the countries a long time ago and can be referred to also as national minorities, linguistic minorities or ethnic minorities. The status of these minorities varies among countries – they can be officially recognised as a minority group with special rights and privileges, some have certain language rights, others do not have any special rights, the same

minority can be recognised as a minority in one country but not in another (e.g. Roma), also the size of these minorities varies considerably among countries (Luciak and Bidner, 2005).

2) Allochthonous minorities can be referred to as immigrants or “new” minorities. Many EU countries (mainly old member countries) have long-established immigrant communities, on the other hand, there are some countries (mainly new member countries) recently confronted with an increase in migration resulting in higher numbers of immigrants. Again, there are several differences in size, type and ethnic composition of the immigrant groups (Luciak and Binder, 2005; Andreß and Careja, 2018).

All these differences make all comparisons between countries rather difficult. However, there is a trend in the European Union where the differences in regulating autochthonous and allochthonous minority policies are more and more evident (Luciak, 2004; Luciak, 2006; Luciak and Binder, 2005; Rončević, 2009). In his research, Luciak (2006) recognizes three different approaches to the regulation of minority educational policies in the EU (Luciak, 2006), namely:

- minority schooling for established minorities,
- language (and cultural) programs for migrants and descendants,
- intercultural education approaches, which target minority and majority students.

For the purpose of this article, we named these three approaches: 1) the education policy model for autochthonous minorities, 2) policy models that provide targeted assistance and 3) policy models of establishing an intercultural environment, which includes all - the majority students and all minorities (autochthonous and allochthonous).

The education model for autochthonous minorities provides autochthonous minority education, which maintains and supports the learning of minority language and culture and often includes the learning of the majority language and culture (Luciak, 2006). Members of minorities are included in special minority schools, where instruction is conducted in minority language or is bilingual (in minority and majority languages).

Policy models that provide targeted assistance mostly include educational programs for allochthonous minorities (“new” minorities or immigrants), for example, special linguistic (and cultural) programs, and

serve primarily for the integration of migrants and their descendants into a majority society, and offer the learning of the mother tongue as a second language (Kislev, 2016). These programs focus on the specific needs of migrants and directly assist them in the difficulties they face. They include separate language learning lessons and additional classes in subjects, where migrant students face difficulties to reach standards set by the recipient country (Crul, Schneider, and Leile, 2013; Gofen, 2009, Gofen and Blomqvist, 2013).

The model of establishing an intercultural environment is intended for all pupils, with the aim of deepening the understanding and respect for others, for different cultures, reducing prejudices, raising awareness of discrimination and inequality, and promoting debate on different views and practices based on different cultures (Kislev, 2016). This approach promotes the integration of minorities into a majority society, while members of the minority as well as members of the majority learn about and accept the culture of each other.

The research shows that the education model for autochthonous minorities is the central characteristic of minority education policies in new member countries (Eastern European countries) (Luciak and Binder, 2005). The majority of these countries focus on regulating educational policies for their autochthonous minorities and to a certain extent for Roma minority. These minorities are historically present in these member countries, and they enjoy high protection in international and national legislation (Rončević, 2009). At the same time, these countries struggle to establish suitable regulation in the field of allochthonous minority education (Luciak, 2006). On the other hand, the model of targeted assistance in the form of (native and second) language education is more predominant in old member countries (Western European countries) due to long-established immigrant communities present, even though the quality of the programmes and the quality of teacher training in this field differs considerably among countries (Luciak and Binder, 2005). Additionally, the model of establishing intercultural environment through intercultural education has been mostly discussed in the old member countries. However, the approach is not yet adequately implemented (Luciak, 2006). Nonetheless, in order for the educational system to achieve equity and equality for all students regardless of their ethnic background,

it needs to introduce anti-discrimination policies, effective language support programmes, intercultural curriculum and ethnic diversity among the teaching staff (Luciak and Binder, 2005).

### *1.1 Minorities in Slovenia*

Slovenia recognizes three national minorities (autochthonous minorities), namely Italian, Hungarian (which are also autochthonous minorities) and Roma. In terms of individual rights, the Slovenian constitutional arrangement provides every individual with the right to express national affiliation freely, cultivate their own culture and use their own language and script irrespective of their nationality. Besides these collective rights, the Italian and Hungarian minorities have additional special collective rights. They are the free use of symbols as a possibility to develop their own education and to be educated in their own language, they are free to nurture and develop relations with their motherland, they are free to establish self-governing communities, they have representation in different bodies, and they need to give consensus in the adoption of regulations that relate to their rights (Ribičič, 2004). It can be observed that Italian and Hungarian minorities enjoy extensive rights whereas the Roma do not enjoy all of the above-listed special collective rights, but only some of them, for example, representation in municipal councils. Moreover, the special collective rights for the Italian and Hungarian minority are determined by the Slovenian Constitution, whereas the special collective rights for the Roma minority are determined by a special law.

On the other hand, in Slovenia, there are also "new" minorities or immigrants (allochthonous minority), who are predominately immigrants from the countries of the former Yugoslavia. They are mostly economic migrants and/or refugees who came to Slovenia during the war in the Balkans and then remained (Ribičič, 2004). In recent years, however, the number of refugees who are coming to Slovenia from the Middle East (EMN, 2017) has been increasing. Despite the fact that the number of members of the »new« minorities is significantly larger than number of members of the Italian and Hungarian minorities, they do not enjoy any special collective rights as enjoyed by the Italian and Hungarian national communities, and partly by the Roma, however, they do enjoy all individual rights (Ribičič, 2004). There are some aspirations in Slovenia

that the policies regulating the field of allochthonous minorities would be similar to the ones regulating the field of autochthonous minorities. However, this is close to impossible due to several reasons (dispersion of the settlement, inhomogeneity of the group members, etc.) (Komac, 2007). Therefore, there emerges a need to establish a new, successful model of minority education. Based on her research, Vižintin (2014) proposes a model for the implementation of intercultural education in Slovenian schools, which covers seven areas: (1) understanding interculturalism as a pedagogical-didactic principle, (2) development of systematic support for the successful integration of immigrant children, (3) teachers with evolving intercultural competence, (4) the development of a multicultural society awareness in all school subjects, (5) the development of intercultural dialogue at school, (6) cooperation with (parents) immigrants and (7) cooperation with local community.

The objective of our research, therefore, was to analyse and compare the policies in the field of autochthonous minority education and allochthonous minority education in Slovenia, to determine which of the above-mentioned models is in use in the field of education for each of the Slovenian minorities, especially which model is in use for Roma minority and for “new” minorities.

## 2. Methodology

The approach chosen to research the policies in the field of minority education in Slovenia was an in-depth document content analysis. Based on the Bengtsoon's (2016) methodology for content analysis, which was slightly adapted<sup>1</sup> for the needs of our analysis, we defined the aims of the analysis, choice of data collection method, and the type of analysis method in the planning phase of the analysis. The aim of our analysis was to answer our four research questions: (1) Which are the rights granted to Slovenian minorities; (2) Are there any special measures connected to learning activities during classes for the members of minorities?; (3) How does the legislation provide for the financing of the minority education in Slovenia?; (4) How do all of the minority education elements mentioned

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<sup>1</sup> Stages of defining the sample and units of analysis and practical implications were left out since we analysed the legal documentation.

in previous research questions of differ between different national minorities in Slovenia? The data collected for the analysis were several legal and non-legal documents, which mention education in general and minority education or education of migrant children, in the field of education and wider<sup>2</sup>, the analysis method chosen was qualitative content analysis.

In stage one of our analysis (the decontextualization phase), we familiarised with the documents, we read them through and marked the parts where different groups of minority students in question were mentioned. In the second stage of the analysis (the recontextualization phase), we reread the documents, with special attention to marked parts and with consideration if the marked text answers our research questions. Afterwards, we divided the marked text based on the type of the legal document it was found in and focused on the minority it refers to. In the third stage (the categorisation), we assigned the common categories to each part of the marked text in the selected documents. We identified several categories: right to develop their own education agenda, right to establish minority schools, right to use mother tongue in the process of education, learning of Slovene language, right to learn about their own (minority) culture, textbooks, the number of students in a class, additional support at learning, grades and national examinations, in-service teacher training, special projects in the field of education and financing. Moreover, we combined these categories into four different themes: legal basis, special rights in the field of education, factors connected to learning activities and system-level resources. At this stage, we also introduced the quantification of qualitative analysis results for the theme legal basis. In the final stage of

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<sup>2</sup> Act on Organization and Financing of Education and other legislation and regulations governing this area (1996), Act on Self-Governing National Communities (1994), Basic School Act (1996), Constitution of the Republic of Slovenia (1991), Foreigners Act (2011), Guidelines for the integration of migrant children (2009, 2011, 2012), Rules on the norms and standards for the implementation of the elementary school program in bilingual basic schools and basic schools with Italian language of instruction (2005), Rules on national assessment in elementary school (2013), Instructions for the implementation of the basic school program for Roma students for the 9-year basic school (2000), Law on Roma minority in the Republic of Slovenia (2007), Law on Special Rights of the Italian and Hungarian National Communities in the Field of Education (2001), National Program of Measures for Roma for the period 2017 – 2021, Program of measures to help Roma in the Republic of Slovenia (1995), Regulation on the Integration of Foreigners (2008), Rules on the assessment, grading and advancement of pupils in primary school (2013), Strategy for the education of Roma in the Republic of Slovenia (2004) and its updates (2011), Strategy for the integration of migrant children and students (2007), Strategy of economic migrations (2010), White paper (2011)

our analysis (the compilation), which will be in detail presented in the following part of the articles (see Results), we were particularly interested in the imbalances between rights provided to different minorities in Slovenia.

### **3. Results**

#### *3.1 Legal basis*

The document analysis has shown that Slovenian Constitution provides free basic education, which is obligatory and publicly financed to everyone (Article 57) and that everyone has the right to freely express affiliation to his/her nation or national community and to cultivate and express his/her culture, use his/her own language and script (Article 61). Regarding the minority education, Article 5 provides and ensures special protection of the rights of Italian and Hungarian autochthone minorities, Article 11 states that beside Slovenian language Italian and Hungarian languages are official languages in the areas where Italian and Hungarian minorities live, and Article 64 states special rights of Italian and Hungarian minorities, which include the right to education in mother tongue and the right to develop education in the mother tongue. The Roma minority is in the constitution mentioned in Article 65, where it states that the position and rights of this minority are determined by a special law. "New" minorities are not directly mentioned in the Slovenian Constitution.

There are two special laws regulating the Italian and Hungarian minority rights, one being the Act on Self-Governing National Communities, which was adopted in 1994 and Law on Special Rights of the Italian and Hungarian National Communities in the Field of Education, which was adopted in 2001, and provides the legal basis for the separate development of education of Italian and Hungarian minority. The Law on Roma minority, which determined the position and the special rights of Roma minority and was mentioned in Article 65 of the Constitution, was adopted in 2007. It mentions the field of education in Article 4, stating that the Republic of Slovenia creates the conditions for inclusion of the members of Roma community in the educational system in order to raise the educational level of members of Roma community, and that it ensures suitable scholarship policy.



TABLE 1. LEGAL BASIS

	<i>ITALIAN NATIONAL MINORITY</i>	<i>HUNGARIAN NATIONAL MINORITY</i>	<i>ROMA NATIONAL MINORITY</i>	»NEW« <i>MINORITIES/ IMMIGRANTS</i>
<b>CONSTITUTION OF THE REPUBLIC OF SLOVENIA</b>	2 ARTICLES <sup>3</sup>			
	3 ARTICLES <sup>4</sup>		1 ARTICLE <sup>5</sup>	/
<b>SPECIAL LEGISLATION FOR THE EDUCATION OF MINORITIES (ACTS/LAWS)</b>	1 GENERAL DOCUMENT <sup>6</sup> + 1 DOCUMENT SPECIFICALLY REGULATING THE EDUCATION OF ITALIAN AND HUNGARIAN MINORITY <sup>7</sup>		1 GENERAL DOCUMENT <sup>8</sup>	/
<b>OTHER LEGISLATION (ACTS/LAWS/ REGULATIONS)</b>	2 MAIN DOCUMENTS <sup>9</sup> + SEVERAL OTHERS GOVERNING THIS AREA			
				2 DOCUMENTS <sup>10</sup>
<b>OTHER NON-BINDING DOCUMENTS (WHITE PAPER, INSTRUCTIONS, STRATEGIES ETC.)</b>	WHITE PAPER: 1 SPECIAL CHAPTER		WHITE PAPER: NO SPECIAL CHAPTER – MENTIONED INDIRECTLY	
			5 ADDITIONAL DOCUMENTS <sup>11</sup>	4 ADDITIONAL DOCUMENTS <sup>12</sup>

There are several laws and other legislation and regulations regulating the area of education that also cover minority education, Basic School Act and Act on Organization, and Financing of Education being

<sup>3</sup> Article 57: Education is free, basic education is obligatory and is publicly financed; Article 61: Everyone enjoys the right to freely express affiliation to his nation or national community, to cultivate and express his culture and use his own language and script.

<sup>4</sup> Article 5: The state of Slovenia protects and ensures the rights of Italian and Hungarian autochthone minorities; Article 11: Beside Slovenian language Italian and Hungarian languages are official languages in the areas where Italian and Hungarian minority live.; Article 64: special rights of Italian and Hungarian minority, which include the right to education in mother tongue and the right to develop education in the mother tongue

<sup>5</sup> Article 65: the position and the rights of the Roma minority is determined by a special law

<sup>6</sup> Act on Self-Governing National Communities (adopted in 1994)

<sup>7</sup> Law on Special Rights of the Italian and Hungarian National Communities in the Field of Education (adopted in 2001)

<sup>8</sup> Law on Roma minority in the Republic of Slovenia (adopted in 2007)

<sup>9</sup> Basic School Act, Act on Organization and Financing of Education

<sup>10</sup> Foreigners Act, Regulation on the Integration of Foreigners

<sup>11</sup> Instructions for adapting the basic school program for Roma pupils (1993), Program of measures to help Roma in the Republic of Slovenia (1995), Instructions for the implementation of the basic school program for Roma students for the 9-year basic school (2000), Strategy for the education of Roma in the Republic of Slovenia (2004) and its updates (2011), National Program of Measures for Roma for the period 2017 - 2021 (continuation of the National Program of Measures for Roma for the period 2010 - 2015)

<sup>12</sup> Strategy for the integration of migrant children and students (2007), Guidelines for the integration of migrant children (2009, 2011, 2012)

two of them. The organisation of education for new minorities or immigrants is additionally mentioned also in the Foreigners Act and Regulation on the Integration of Foreigners.

Moreover, White paper on education covers the Italian and Hungarian educational system in separate chapters whereas Roma minority and immigrants are mentioned in parts of the White paper where the respect of different cultures and multiculturalism is mentioned. Often both minorities are mentioned together. Moreover, there are several other documents, such as instructions, strategies, guidelines, etc., regulating the field of Roma and immigrant education.

Table 1 provides the numerical summary of the information on the legal basis set for the education of minorities in the Constitution of the Republic of Slovenia, special legislation regulating the field of minority protection, legislation in the field of education and other binding and non-binding documents (such as the White paper on education, different strategies, guidelines, instructions etc.). As we can see, the education of Italian and Hungarian minorities is regulated principally in Constitution and laws as opposed to education for Roma and “new” minorities, which is regulated mostly through strategies and instructions. Moreover, there is an imbalance in favour of the Italian and Hungarian minorities in the number of mentions of the education of Italian and Hungarian minorities in the legally binding Slovenian legislation.

### *3.2 Special rights*

The rights that are important for minorities to preserve their identity are defined as special rights in the field of minority education. These include the right to design and develop education, the right to establish basic schools, the right to use the mother tongue in the education, Slovene language learning, and learning about minority culture. The analysis showed that Italian and Hungarian minorities are very much involved in the design and development of their own education, there is a representative of both minorities in the Council of Experts of the Republic of Slovenia for General Education, and both minorities can even establish schools in the areas where Italian and Hungarian minorities live. On the other hand, the Roma national minority cannot establish their own schools. They do however have some say in the design and development of their

own education. Roma Association participated in the preparation of the Strategy for the Education of Roma. The learning language in Italian basic schools is Italian, and the second obligatory language is Slovene. Moreover, also for the Slovenian students living in the area where the Italian minority live, the Italian language is an obligatory second language. On the other hand, the learning languages in Hungarian basic schools are both Slovenian and Hungarian. Regarding the Roma language, the White paper suggests that it should be offered as an optional subject if it is the language of the environment. There is no legal basis for this, only a recommendation. The Strategy for Education of Roma provides two solutions for learning the Slovene language: inclusion of children in pre-primary programmes and a Roma assistant at basic schools. New minorities or immigrants can be provided with the possibility to learn their mother tongue in cooperation with countries of origin. Moreover, there are funds for the organisation of learning the mother tongue and Slovenian language for migrant children in the state budget. Besides, international students are offered additional professional help in basic schools for learning the Slovene language.

Among the aims in the Law on Special Rights of the Italian and Hungarian National Communities in the Field of Education, there is conservation of Italian and Hungarian language and culture. Moreover, the learning about their own culture is embedded in the educational process being conducted in their mother tongues. In terms of learning about the minority culture, schools can offer Roma culture as an optional subject, whereas new minorities or immigrants can be provided with the possibility to learn about their culture in cooperation with countries of origin.

Table 2 provides a summary of the information gathered with content analysis in the field of special rights, such as the right to design and develop an education agenda, establishing basic schools, use of mother tongue in the education, Slovene language learning and learning about a minority culture. Again, the imbalance in favour of Italian and Hungarian minority education is evident. Both minorities have substantial rights in the field of developing their own education agenda and the use of mother tongue. Moreover, for Italian and Hungarian minorities the rights in the

**TABLE 2. SPECIAL RIGHTS**

	<i>ITALIAN NATIONAL MINORITY</i>	<i>HUNGARIAN NATIONAL MINORITY</i>	<i>ROMA NATIONAL MINORITY</i>
<b><i>THE RIGHT TO DESIGN AND DEVELOP AN EDUCATION AGENDA</i></b>		YES	TO A MINIMUM
<b><i>ESTABLISHING BASIC SCHOOLS</i></b>		YES	N
<b><i>USE OF MOTHER TONGUE IN THE EDUCATION</i></b>	YES (LEARNING LANGUAGE IN ITALIAN BASIC SCHOOLS IS ITALIAN.)	YES (LEARNING LANGUAGES IN HUNGARIAN BASIC SCHOOLS ARE HUNGARIAN AND SLOVENE.)	SUGGESTED AS SUBJECT IF IT IS LANGUAGE OF THE ENVIRONMENT
<b><i>SLOVENE LANGUAGE LEARNING</i></b>	THE SLOVENE LANGUAGE IS AN OBLIGATORY SECOND LANGUAGE (IN ITALIAN MINORITY SCHOOLS)	LEARNING LANGUAGES IN HUNGARIAN BASIC SCHOOLS ARE HUNGARIAN AND SLOVENE.	2 PROPOSED SOLUTIONS TO FACILITATE THE LANGUAGE LEARNING - INCLUSION OF CHILDREN IN PROGRAMME - ROMA ASSISTANCE
<b><i>LEARNING ABOUT MINORITY CULTURE</i></b>	LAW ON SPECIAL RIGHTS OF THE ITALIAN AND HUNGARIAN NATIONAL COMMUNITIES IN THE FIELD OF EDUCATION: AMONG AIMS, THERE IS CONSERVATION OF ITALIAN AND HUNGARIAN LANGUAGE AND CULTURE LEARNING ABOUT CULTURE EMBEDDED IN THE EDUCATIONAL PROCESS		SCHOOLS CAN OFFER SUBJECT ROMA

<sup>1</sup> Basic School Act, Article 8

<sup>2</sup> Act on Organization and Financing of Education, Article 81

<sup>3</sup> Act on Organization and Financing of Education, Article 81

<sup>4</sup> Basic School Act, Article 8

field of education are systematically implemented, whereas the rights for Roma minority and immigrants or “new” minorities are mostly set in different strategies and instructions and therefore stay on the level of optional subjects, proposed solutions and possibilities.

### *3.3 Factors connected to learning activities*

In the theme named factors connected to learning activities in the field of minority education, several concepts are included: textbooks used, the number of students to create the class, additional professional help offered, assessment and national examination process, and teachers and their professional training in the field of minority education.

The textbooks for the Italian national minority are provided in the Italian language, whereas the textbooks for the Hungarian minority are provided in Hungarian and Slovene languages. The textbooks for Roma national minority and new minorities are provided only in the Slovene language. The number of students to create a class in Italian basic schools and Hungarian basic schools are 21 students, which is smaller than the number of students to create a regular class in a Slovenian school, which is 28. If there are three Roma students in the class, the number of students falls to 16. If there are members of new minorities in the class the number of students to create, the class stays the same.

Roma students are offered additional professional help through a Roma assistant and Roma educational incubators in Romani settlements. Roma assistant is a person at a school who provides emotional and linguistic support to Roma children, he/she establishes and maintains contacts with Roma parents, cooperates in the design of different measures to increase the Roma students’ achievements, helps school professionals in activities aimed at better integration of Roma students, promotes the importance of education in Romani settlements, organises activities for Roma children and their parents in Romani settlements, etc. (CŠODa). Roma educational incubators, on the other hand, are sometimes organised as spaces with content-based programmes or as programmes that take place at school or at students’ homes. They provide programmes for personal growth in different areas, such as student achievement, informal education, developing personal interests, etc. for Roma youth (CŠODb). Both activities are financed through different projects.

For new minorities or immigrant children who join basic school, an introductory workshop of 20 hours is organised before entering basic school. Moreover, additional professional help for the learning of Slovene language is provided at school.

The assessment at Italian and Hungarian basic schools is the same as at regular schools. However, students at the minority schools can choose to be tested in their own mother tongue (Italian or Hungarian) instead of Slovene at national examinations. On the other hand, modes and deadlines of assessing knowledge, the number of grades etc. can be adapted for immigrant students. There can be no assessment in the first year when the minority student joins the basic school. This is organised in agreement with parents and decided upon by the teachers' council. The adjustment can last up to a maximum of 2 years. Moreover, national examinations are voluntary if migrant children joined the basic school in ISCED 2 and if their mother tongue is not Slovene. For Roma students, the assessment and national examinations are the same as for Slovene students.

Teachers in Italian basic schools need to be fluent in Italian as a language of instruction. On the other hand, the teachers in Hungarian schools need to be fluent in both, Hungarian and Slovene, as languages of instruction. In addition, in the course of recruitment the Hungarian schools must ensure a proportional representation of professional staff from the Slovenian and Hungarian national communities. There are no provisions in terms of language knowledge for teachers who teach Roma students or students who are members of "new" minorities. For teachers, there are various seminars of continuous professional training offered by different institutions, who provide support and training in the field of education of Roma and immigrant students. Similarly, to the aforementioned, also in Table 3, the imbalance in favour of Italian and Hungarian minority is evident. Both minorities can be assessed in their own language. Moreover, for these students the language of instruction is always mother tongue. The rights regulating factors connected to learning activities for Italian and Hungarian minority are systemically implemented (these regulations can be found in different laws and rules), whereas for Roma and "new" minorities these arise from different strategies and instructions, which are not legally binding (are written in different strategies and instructions).

**TABLE 3. FACTORS CONNECTED TO LEARNING ACTIVITY**

	<b>ITALIAN NATIONAL MINORITY</b>	<b>HUNGARIAN NATIONAL MINORITY</b>	<b>ROMA NATIONAL MINORITY</b>
<b>TEXTBOOKS</b>	IN ITALIAN	IN SLOVENE AND HUNGARIAN	IN SLOVENE
<b>NUMBER OF STUDENTS TO CREATE A CLASS</b>	- 21 STUDENTS (AS OPPOSED TO 28 FOR A REGULAR CLASS) - 16 STUDENTS IF THERE ARE 3 ROMA STUDENTS IN THE CLASS		- 21 STUDENTS IF THERE ARE 3 ROMA STUDENTS IN THE REGULAR CLASS - 16 STUDENTS IF THERE ARE 3 ROMA STUDENTS IN THE REGULAR CLASS OR HUNGARIAN BASIC SCHOOL
<b>ADDITIONAL PROFESSIONAL HELP</b>	NO SPECIAL MEASURES	NO SPECIAL MEASURES	- ROMA ASSISTANT - ROMA EDUCATIONAL INCUBATORS IN ROMAN SETTLEMENTS
<b>ASSESSMENT AND NATIONAL EXAMINATIONS</b>	NATIONAL EXAMINATIONS: ITALIAN LANGUAGE TEST	NATIONAL EXAMINATIONS: HUNGARIAN LANGUAGE TEST	THE SAME AS FOR ALL STUDENTS
<b>TEACHERS</b>	FLUENT IN ITALIAN AS A LANGUAGE OF INSTRUCTION	FLUENT IN HUNGARIAN AND SLOVENE AS LANGUAGES OF INSTRUCTION + PROPORTIONAL REPRESENTATION	
<b>ADDITIONAL PROFESSIONAL TRAINING FOR TEACHERS</b>			VARIOUS SEMINARS OF COURSE PROVIDED BY VARIOUS INSTITUTIONS

### 3.4 System-level resources

System-level resources cover special projects in the field of education and sources of financing. Table 4 provides a summary of information on the system-level projects and system-level financing of the minority education.

As we can see, there are four different projects in the field of Roma education and seven different projects in the field of immigrant education that are financed by the Ministry of Education, Science and Sport and that provide support for all – Roma and immigrant students and teachers. Besides financing through projects, additional learning support for Roma and immigrant students, 20-hour introductory workshop for immigrant students, as well as in-service training for teachers are financed or co-financed by the ministry. On the other hand, the education for Italian and Hungarian national minorities is financed from the state budget.

**TABLE 4. SYSTEM-LEVEL RESOURCES**

	<i>ITALIAN NATIONAL MINORITY</i>	<i>HUNGARIAN NATIONAL MINORITY</i>	<i>ROMA NATIONAL MINORITY</i>	<i>»NEW« MINORITIES/ IMMIGRANTS</i>
<i>SPECIAL PROJECTS IN THE FIELD OF EDUCATION</i>			4 DIFFERENT PROJECTS FINANCED BY THE MINISTRY OF EDUCATION, SCIENCE AND SPORT	7 DIFFERENT PROJECTS FINANCED BY THE MINISTRY OF EDUCATION, SCIENCE AND SPORT
<i>FINANCING</i>	FROM THE STATE BUDGET		MOSTLY THROUGH PROJECTS, TO A LESSER EXTENT ALSO FROM THE STATE BUDGET	

## 4. Discussion

As can be seen, the Italian and Hungarian national minorities in Slovenia have a rather similar regulation of educational policies. The rights of both minorities derive from the Constitution, where both minorities are specifically protected, moreover, the Constitution gives both the right to use mother tongue in education. In the area of special rights in education, it can again be seen that Italian and Hungarian national minorities enjoy high protection – they can develop their own educational agenda, they can establish their own schools, they are allowed to use their mother tongue in



the classroom, they have the right to participate in the Council of Experts on General Education and learn about their culture during their basic education. There are no specific recommendations or instructions in the field of inclusion or promotion of the Italian and Hungarian national minorities to attend basic schools, as there is no need for this. In the field of the language of instruction, teachers in Italian schools have to master Italian as the language of instruction, and teachers in bilingual schools have to master both languages as languages of instruction, Slovene and Hungarian. Based on the theory presented at the beginning of the article (Luciak, 2006) the policy model in use for regulation of Italian and Hungarian minority education in Slovenia is the model for autochthonous minorities, where the education maintains and supports the learning of minority language and culture and often includes the learning of the majority language and culture. The model is systemically well-regulated, mostly financed from the state budget and thus reaches the highest standards of minority protection (Rončević, 2009).

On the other hand, even though the Roma national minority is mentioned in the Constitution, it does not enjoy the same rights as the Italian and Hungarian national minorities. The education in general, learning of Roma language and learning about Roma culture for Roma minority in basic schools is regulated within different strategies, recommendations and projects (eg Roma language as an elective subject, if it is the language of the environment; recommendation on the inclusion of Roma children in the pre-primary education for learning the Slovene language; Roma assistant at basic schools). In the integration and participation of Roma pupils in basic schools, assistance is provided in the form of Roma assistants and Roma educational incubators in Roma settlements. Both forms of assistance are not foreseen within the system and are financed through various projects, although they have proved to be very successful (Vonta et al., 2011).

The "new" minorities and immigrants (allochthonous minorities) are not even mentioned in the Constitution. The learning of Slovene language and additional professional assistance is offered to members of "new" minorities, which is financed by the state budget. In addition, the Elementary School Act provides for learning about the immigrant culture and language, but in cooperation with the country of origin. In order to

integrate immigrant children into basic schools, the Ministry of Education, Science and Sport recommends a two-stage model with an introductory workshop and a follow-up workshop.

Teachers, who teach Roma pupils, do not need to speak or understand Romani or the languages of immigrant children if they are in their classrooms. Teachers, however, have a wide range of additional in-service training programs in the field of Roma education and in the field of immigrant and/or "new" minority education. It can be seen from the analysis that there are many different projects funded by the Ministry of Education, Science and Sport in the field of education of Roma children and immigrant children, which in some ways regulate both areas and offer assistance to both pupils and teachers.

It could be observed that the field of education of Roma and "new" minorities is less regulated than the field of education of the Italian and Hungarian national communities. In this area, however, several strategies and instructions have been adopted for both groups, which are not legally binding. It is evident from the document analysis that the policies in the field of education for the Roma national minority and immigrants or "new" minorities are poorly regulated, with diffuse and incomplete legislation. The area is regulated through different measures targeting both groups in different fields and financing through various projects. This is in line with Kislev's (2016) description of policy model that provides targeted assistance, which includes special linguistic (and cultural) programs, and serve primarily for the integration of migrants and (in the Slovenian case) Roma pupils, and offers the learning of the mother tongue as a second and (in case of Slovenia for Roma pupils) elective language. Moreover, additional professional help offered to immigrant children, Roma assistant and Roma educational incubators in Roma settlements are a different type of targeted assistance in other subjects, where these students face difficulties to reach learning standards, which also confirms that this approach towards regulating minority education is in line with the model of targeted assistance (Crul, Schneider, and Leile, 2013; Gofen, 2009, Gofen and Blomqvist, 2013).

We can conclude that Slovenia is a clear example of East European EU member states, where autochthonous minorities enjoy the highest protection of minority rights, which includes minority schooling.

Moreover, as all new member states, Slovenia similarly struggles with the recent increase in migrant population (EMN, 2017) and therefore is trying to establish a suitable approach to include migrant students in education. As already stated, the chosen approach at the moment is the model with targeted assistance. Unfortunately, in the documentation analysed for this research, there is no trace of implementing an intercultural environment, no broader attempts at introducing intercultural education in schools on a system-level or creating an intercultural curriculum. Nevertheless, there are some attempts of implementing intercultural education within some smaller-scale national projects, which are co-funded by the Ministry of Education, Science and Sport (Ministry of Education, Science and Sport, 2019; Vižintin, 2017). Moreover, there is the question of Roma minority, which is mentioned in the Constitution as an established minority, but which does not enjoy the same level of rights in the field of education as Italian and Hungarian national minorities.

## **5. Conclusion**

The article's main objective is to analyse and compare the policies in the field of minority education in Slovenia and to determine which of the three models, identified in the research literature (Kislev, 2016; Luciak, 2004; Luciak, 2006; Luciak and Binder, 2005; Rončević, 2009) is in use in the field of education for each of the Slovenian minorities. We can conclude that Slovenia is the typical representative of Eastern European countries, where the most prevalent minority education model is the education model for autochthonous minorities - for the Italian and Hungarian minorities. Both of these minorities were historically present in Slovenia and additionally enjoy high protection in all areas of national legislation (Rončević, 2009). On the other hand, Roma minority does not enjoy the same rights as Italian and Hungarian minority, even though it is recognised as a national minority in the Slovenian Constitution. The policies regulating Roma education are more similar to policies regulating the education of "new" minorities, where the targeted approach is implemented. Moreover, all measures taken in this area lack systematical support.

With this in mind, we need to be aware that the education for children belonging to “new” minorities and Roma minorities are not just the learning of Slovene language and providing learning support, but also successful inclusion of these students in the school environment and the development of intercultural dialogue at school (Vižintin, 2014, 2017). It is of utmost importance that Slovenia starts to adapt to new circumstances in the field of education caused by the increasing migration and consequently, a more and more intercultural environment. Slovenian educational policies should promote contents related to ethnic minorities and inter-ethnic relations, which should become part of the learning content of the majority population as well. Moreover, they should strive to enhance equity and equality, to preserve the diversity and at the same time reduce discrimination and other forms of segregation on the system level. Policies in the field of education should support anti-discrimination and should ensure positive protection of the collective rights of all minorities, thus creating a multicultural and inclusive educational environment.

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## Politike reguliranja obrazovanja manjina: slučaj Slovenije

### Sažetak

U Sloveniji su priznate tri nacionalne manjine (talijanska, mađarska i romska) koje uživaju različita kolektivna prava. Međutim, u Sloveniji postoje i imigranti ili "nove" manjine. Članove ove skupine uglavnom čine doseljenici iz zemalja bivše Jugoslavije. Uglavnom su to ekonomski migranti te izbjeglice koje su došle u Sloveniju tijekom rata na Balkanu te ondje i ostali (Ribičič, 2004). Posljednjih godina broj izbjeglica koji su došli u Sloveniju s Bliskog istoka također je u porastu (EMN, 2017). Mnoga istraživanja pokazuju da obično postoje razlike u školskim postignućima između različitih etničkih skupina ili manjina u zemlji i učenika koji pripadaju većinskom stanovništvu (Luciak, 2006), stoga bi zemlje trebale osigurati inkluzivno i jednako obrazovno iskustvo za sve učenike. U svjetlu tih promjena, cilj je članka analizirati i usporediti politike na području obrazovanja nacionalnih manjina i useljeničkoga ili "novoga" manjinskog obrazovanja te odrediti elemente specifičnih modela politike koji se koriste u Sloveniji na području obrazovanja manjina.

**Ključne riječi:** *manjinska prava, Slovenija, "nove" manjine, nacionalne manjine, politike obrazovanja manjina*