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## Changing modes of Danish governance and practice of education and upbringing for migrant children and family since the 1970's

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*Panel proposal for: Nordic Modes of Bildung, Schooling, and Upbringing - The interplay between individualism, collectivism, and institutionalized lives*

*Theme 4: Nordic school reforms and beyond: Knowledge, governance and areas of tension.*

Jin Hui Li

**Title: Changing modes of Danish governance and practice of education and upbringing for migrant children and families since the 1970s**

**Abstract**

During the 20<sup>th</sup> century, the Nordic educational policies paid attention more explicitly towards equality as a leading principle in terms of class, gender and geography (Buchardt, Markkola, & Valtonen, 2013). As Nordic Welfare models have developed post World War II, with universalistic mindsets, the education system gained a central role in defining social relation and the implementation of social justice across the different groups in the nation-state. The project of mass education across the Nordic welfare states was part of creating the equal access to education, but also a response to the increased need for a formally educated workforce. As the need for a formally educated workforce grew, so did the amount of measures designed to ensure equal access to education for different groups. One of the groups that gained more and more education policy attention was migrant children – namely, the children of migrant guest workers (Buchardt, 2014). Denmark serves as an example of a Nordic Welfare State where the mass education project from 1970 came to include migrant children. The high inflow of immigrants from the early 1960s was caused by increased demand for manual labor in Northern European nation-states, which the work force was insufficient in numbers to fulfill. This was also the case for Denmark. Workers particularly from Turkey, Yugoslavia, Pakistan, and Morocco took part in the so-called ‘guest worker programs’ which ensured that work in the unskilled labor sector was performed (Danmarks Statistik, 2000, p. 52). Rather than leaving Denmark when their participation in the labor market became obsolete, many of the guest worker migrants achieved family reunification with their families and settled permanently (Padovan-Özdemir & Ydesen, 2016, p. 426). This led to children of migrants entering the Danish schools. Alongside the increased numbers of migrant students from the 1970s and onwards, more and more interventions and policies (both national and international) have been targeted at this particular group (Kristjánsdóttir, 2006). Historically, education has, especially since the emergence of the modern nation-states, been linked to the state and the production of its work force and citizenry and thus of belonging to a national space (Popkewitz, 2000). The educational political efforts since the 1970s in Denmark that have been directed toward newly arrived migrants and their children can also be viewed as a means to circumscribe welfare

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distribution (Buchardt, 2018), as a double register of inclusion and exclusion (Popkewitz, 2007), and as a hierarchy of inclusion.

This panel explores the changing modes of governance of national and local education policies and practices aimed at migrant families as a hierarchy of inclusion. Furthermore, we examine how these policies shaped the lives of the migrant children and their families in daycare, kindergarten, and school, both historically and contemporarily. This panel traces the Danish welfare state's efforts with managing the migrants' and descendants' upbringing through their entrance into welfare-state education institutions like nurseries, kindergarten, and school. The panel will address questions such as:

- How migrant students historically became a problem for the regulation of schooling from the 1970s, and how schooling has affected the migrants' lives after schooling
- What kinds of reasoning are behind the different reception models for migrant students, and how municipal autonomy affects variation in reception models
- How the *inclusion* strategies in the recent policies for upbringing and pedagogy by 'Ghettofication' of certain geographical residential areas risk *excluding* migrant parents' and children's democratic rights

Through these studies, we will illustrate the historical and contemporary development of hierarchies of inclusion and exclusion in education and upbringing of children and their families under shifting policies in Denmark from the 1970s to the 2010s. These historical and contemporary developments are analyzed as the process of internal bordering of the nation in the context of the Danish welfare-state model (Kettunen & Petersen, 2011; Suszycki, 2011).

The presentations in this panel build upon policy documents and oral history interviews as the empirical materials. The policy documents are national as well as municipal in nature, and include for instance current preliminary proposals, recently implemented local measures and former historically significant policies. The oral history materials include the accounts of more than 20 former migrant students, who have experienced the Danish education system ranging from the infancy of migrant education in the 1970s to the introduction of integration policies in the 1990s.

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**Keywords: Nordic welfare-state formation, citizens, migration, education and pedagogy**

**Presentations in the panel:**

Fabrication of migrant students as a ‘problem’ in Danish education policy and the lived the consequences by Jin Hui Li

Inclusive intent and excluding consequences of ‘Ghettofication’ – (being?) elements of a Nordic Bildung tradition? By Birthe Lund

Welcoming migrant students: Danish reception models as inclusion or segregation? By Nanna Ramsing Enemark

**Panel organizer: Jin Hui Li**

**Panel participants:** Jin Hui Li, Birthe Lund, and Nanna Ramsing Enemark

Bio:

**Jin Hui Li** is an Assistant Professor and a Master of Pedagogy and holds a PhD in sociology of education and history of education policy. Hui’s dissertation from 2018 investigated the relation between transnational university education, the development of the nation-state, and student identity. Her areas of research are history of education, sociology of education, ethnography, comparative welfare-state studies, and didactics- and curriculum studies with special attention to the relationship between education, migration, and state-citizen relations within the welfare state.

**Birthe Lund** (Master of Arts, PhD, and Associate Professor at Aalborg University) researches didactics and professional development in fields such as pedagogical philosophy, with an emphasis upon citizenship and conditions for democracy development and imagination. She has evolved the field of pedagogical innovation and design of learning processes through a number of years, with a point of departure in entrepreneurship and participation. She takes great interest in the development of creativity tied to professional evolvment and identity.

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**Nanna Ramsing Enemark** has a BA in Political Science and an MA in Learning and Innovative Change and is currently a Research Assistant at the Centre for Education Policy Research (CfU) at Aalborg University. Her research interests include migrant education, international education, education policy, policy formation and enactment and the welfare state.

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