

**THE (IN)COHERENCE OF CANADIAN EDUCATION POLICY REGIMES WITH THE
UNITED NATIONS' REFUGEE EDUCATION STRATEGY**

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Preface

The research conducted for this thesis obtained approvals from the University of Ottawa Research Ethics Board, the Victorian Department of Education and Training Research Ethics Committee, and the Victorian Foundation for Survivors of Torture Institutional Ethics Committee. The research project was also registered as an approved project by the Monash University Human Research Ethics Committee.

This thesis is the work of Valerie Schutte. Dr. Peter Milley, Dr. Ruth Kane, and Dr. Emily Wills provided guidance in their capacities as thesis supervisors and committee members. No contributions were made by co-authors or other researchers.

Abstract

This thesis by article contains three chapters. The first chapter provides an overview of recent developments in global refugee education policy to situate *Refugee Education 2030*, the United Nations High Commissioner for Refugees' current international refugee education strategy, within global policy initiatives. It then reviews the literature on refugee education policy that informed the development of a methodology of vertical policy coherence analysis with *Refugee Education 2030* to answer the research questions of the thesis. Finally, it addresses my researcher positionality and journey leading to the thesis.

The second chapter contains the manuscript for an article. The purpose of the article is to analyze the vertical coherence of Canadian policy regimes towards the primary and secondary education of refugee children and youth with *Refugee Education 2030*. The article presents a theoretical framework for policy coherence analysis that combines policy coherence theory, policy attributes theory, and policy behaviour theory, as well as a tri-phasic methodology for vertical policy coherence analysis with an international framework designed to be adapted to different contexts to guide the development of country-specific education policies. The theoretical framework and methodology are applied to determine the categories of needs underpinning Enabling Activities of a Strategic Objective of *Refugee Education 2030*, to assess these needs as presented by refugee children and youth in Canada, and to analyze the coherence of Canadian education policy responses to these needs with *Refugee Education 2030*. The findings indicate that there are five categories of needs inherent in the Enabling Activities of the selected Strategic Objective, specifically access to education, accelerated education, language education, mental health and psychosocial support, and special education; that all of these categories of needs are present in refugee claimant and/or refugee children and youth in all of Canada's educational jurisdictions; and that there are significant gaps in policy responses to these needs. Taken together, the findings permitted a discussion on priorities for the revision and development of refugee education policy across Canadian jurisdictions to ensure greater coherence with *Refugee Education 2030*.

The third chapter summarizes the findings of the contextualized analysis of the vertical coherence of Canadian refugee education policy regimes with *Refugee Education 2030*. Additional findings that could not be incorporated in the article due to the manuscript submission guidelines

of the intended journal of publication are then presented and discussed. The thesis concludes with reflections on my research journey.

Keywords: refugee education, policy coherence analysis, primary education, secondary education, scoping review of policies, Canada, United Nations High Commissioner for Refugees, Refugee Education 2030

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Abbreviations

AB	Alberta
AEP	Accelerated education program
APA	American Psychological Association
AO	Academic organization
ARBEL	Adolescents from refugee backgrounds with emerging literacy
BC	British Columbia
COVID-19	Coronavirus disease 2019
CSO	Civil society organization
DAT	Data abstraction tool
DET	Department of Education and Training of the state of Victoria in Australia
DSM	Diagnostic and Statistical Manual of Mental Disorders
EAL	English as an Additional Language
Global Compact	Global Compact on Refugees
I/D	Insufficient data
IGO	Intergovernmental organization
INEE	Inter-Agency Network for Education in Emergencies
INGO	International non-governmental organization
IRCC	Immigration, Refugees and Citizenship Canada
L1	First language
LEARN	Literacy Enrichment and Academic Readiness for Newcomers
LOI	Language of instruction
MB	Manitoba
N/A	Not applicable
N/S	Not specified
NB	New Brunswick
New York Declaration	New York Declaration on Refugees and Migrants
NGO	Non-governmental organization
NL	Newfoundland and Labrador
NS	Nova Scotia

NT	Northwest Territories
NU	Nunavut
OGM	Other government ministry (than the Ministry of Education)
OHCHR	Office of the High Commissioner for Human Rights
ON	Ontario
PE	Prince Edward Island
PRISMA	Preferred Reporting Items for Systematic Reviews and Meta-Analyses
PSO	Private sector organization
PTSD	Post-traumatic stress disorder
QB	Quebec
Refugee Convention	1951 Convention Relating to the Status of Refugees
Refugee Education 2030	Refugee Education 2030: A Strategy for Refugee Inclusion
SDG4	Sustainable Development Goal 4 of the 2030 Agenda for Sustainable Development
SEL	Social and emotional learning
SK	Saskatchewan
UASC	Unaccompanied and separated children
UIS	UNESCO Institute for Statistics
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
YK	Yukon

Introductory Chapter: Towards a Methodology for Analyzing the Coherence of Refugee Education Policy Regimes with *Refugee Education 2030*

Introduction

An estimated 34 million children under the age of 18 were living as forcibly displaced persons at the end of 2019 as a result of conflict, violence, persecution, human rights violations, or events seriously disturbing public order (United Nations High Commissioner for Refugees [UNHCR], 2020a). Approximately 33% of these children were granted refugee status (UNHCR, 2020). Despite refugees having an internationally defined right to education (Office of the High Commissioner of Human Rights [OHCHR], 1951, 1967), only 63% of refugee children have access to primary education, 24% to secondary education, and 3% to post-secondary education (UNHCR, 2019a). Comparatively, global rates of primary, secondary, and tertiary school enrolment are 91%, 84%, and 37% respectively (UNHCR, 2019a).

The provision of educational opportunities is one of the highest priorities of refugee populations (Morrice, Tip, Brown, & Collyer, 2020; Schneider, 2018). Refugee education is also important to the global community, as evidenced by the inclusion of refugee education as an area in need of support in the *New York Declaration for Refugees and Migrants*, which was unanimously adopted by all 193 Member States of the United Nations (UN) in 2016 (UNHCR, 2016). Article 81 affirms their determination “to provide quality primary and secondary education in safe learning environments for all refugee children” (OHCHR, 2016). *The New York Declaration* also calls on UNHCR to propose a global compact on refugees (UNHCR, 2016).

The ensuing *Global Compact on Refugees* (the *Global Compact*) formalizes refugee education as a global priority. Adopted on December 17, 2018, this non-binding compact “represents the political will and ambition of the international community for strengthened cooperation and solidarity with refugees and affected host communities” (UNHCR, 2018a, p. 2). Article 68 of the *Global Compact* identifies refugee education as an area in need of support:

In line with national education laws, policies and planning, and in support of host countries, States and relevant stakeholders will contribute resources and expertise to expand and enhance the quality and inclusiveness of national education systems to facilitate access by refugee and host community children (both boys and girls), adolescent and youth to primary, secondary and tertiary education. (UNHCR, 2018a, p. 26)

The UN defines quality education as “education that works for every child and enables all children to achieve their full potential” (UNICEF, 2016) and inclusive education as education that “welcomes and supports [all students] to participate and learn, whoever they are and whatever their abilities and requirements are” (UNICEF, n.d.). Article 69 of the *Global Compact* also pertains to education. It advises states to “expand teaching capacities” and to undertake efforts “to meet the specific needs of refugees” in educational contexts (UNHCR, 2018a, p. 26).

The *Global Compact* complements ongoing UN endeavours (UNHCR, 2018a, p. 4). The compact explicitly reminds member states to promote, respect, protect, and fulfill human rights and fundamental freedoms for all; to end exploitation, abuse, and discrimination; and to support efforts to alleviate poverty (UNHCR, 2018a, p. 4-5). The provision of quality and inclusive education for refugees is intrinsically linked with these UN endeavours because education is a human right, serves a protective function, is a dimension of integration, and is a development strategy.

First of all, education is a human right. Though not legally binding, the *Universal Declaration of Human Rights* recognizes that everyone should have the right to primary education (United Nations, 1948, Article 28). Subsequent conventions and treaties, which are legally binding, established the right to education. *The Convention on the Rights of the Child* affirms the right of all children to free and compulsory primary education, to accessible secondary education, and to higher education on the basis of capacity (OHCHR, 1990, Article 28). The right of refugees to elementary education is also guaranteed by Article 22 of the *1951 Convention Relating to the Status of Refugees* (the *Refugee Convention*) (UNHCR, 1951). Further, Article 22 of the *Refugee Convention* requires that states treat refugees as favourably as possible with respect to education other than elementary education (UNHCR, 1951). Education is also an enabling right, a right through which other social, economic, and cultural rights are realized (UNHCR, 2019b).

Second, quality education should serve a protective function for all children: Schools are to be safe and secure places where the wellbeing of all learners and educational professionals is promoted (UNICEF, 2009). The fundamental protections offered by access to quality education are critical for children who have been forcibly displaced, particularly for those who continue to reside in situations of crisis (OHCHR, 2016) because, during crises and displacement, children and youth are at an elevated risk of violence, exploitation, and abuse (UNHCR, 2020a)

Third, education can promote social cohesion and the integration of refugees into the society of their host country or their country of resettlement (Robila, 2018). One of the major impediments to refugees' integration is discrimination (Robila, 2018). Education can facilitate the reciprocal adaptation of refugees to the new society and that of the society in response to the newcomers (Pastoor, 2016).

Finally, education has positive effects on the various facets of social and economic development (UNESCO, 2012). There are key inter-linkages between education, poverty reduction, gender equality, and health (United Nations Economic and Social Council, 2011). Human capital theory attributes numerous advantages to education as a development strategy, including increased employee productivity, income levels, competitiveness, and economic growth (Bonafant, 2007). A lack of education is often portrayed as preventing progress or leading to backward development (Dryden-Peterson, 2011, p. 9). The failure to provide a quality education to the estimated 10.4 million refugee children of school age (UNHCR, 2020) will impede the development of their countries of origin should they be repatriated and reduce their contribution to the development of their host countries or countries of resettlement. Conversely, the education of refugees is a long-term investment in the various societies in which they will live throughout their lives. Clearly, refugee education must be a priority given the current state of refugee education worldwide and the commitments made in the *Global Compact* and complementary UN endeavours.

To translate the education-related aims of the *Global Compact* into action, UNHCR released *Refugee Education 2030: A Strategy for Refugee Inclusion* in 2019 (*Refugee Education 2030*) (UNHCR, 2019c). The targets of the strategy are to have refugees achieving parity with their non-refugee peers in pre-primary, primary and secondary education, and to boost enrolment in higher education to 15%, by 2030 (UNHCR, 2019c). It aims to ensure that “the particular learning needs of refugee students... are addressed” in national education systems (UNHCR, 2019c, p. 2). The Strategic Objectives of *Refugee Education 2030* are to: 1) “promote equitable and sustainable inclusion in national education systems for refugees, asylum seekers, returnees, stateless and internally displaced persons”; 2) to “foster safe, enabling environments that support learning for all students, regardless of legal status, gender or disability”; and 3) to “enable learners to use their education toward sustainable futures” (UNHCR, 2019c, p. 7). This international reference frame is to be adapted to different contexts in order to guide the development of country-

specific policies and programming for the inclusion of refugees in existing education systems (Dryden-Peterson, 2019).

Refugee Education 2030 calls for governments to "establish dedicated policy regarding refugee-inclusive national education systems" (UNHCR, 2019c, p. 33). Education policy is to be "proactive and explicit on [the] inclusion of refugees" (UNHCR, 2019c, p. 33). It is also to outline approaches to refugee education (UNHCR, 2019c, p. 33).

The purpose of the article that is the main body of this thesis (Chapter Two) is to analyze the vertical coherence of current policy regimes towards the primary and secondary education of refugee claimant and resettled refugee children and youth in Canada with *Refugee Education 2030*. More specifically, it seeks to determine the extent to which Canadian policy regimes for primary and secondary education, which are controlled by provinces and territories, aim to realize Expected Result 1 of Strategic Objective 2 using approaches that are coherent with the Strategic Approaches of *Refugee Education 2030*.

Vertical policy coherence refers to the consistency between the policies and policy agendas of different levels of government (Carbone, 2009). In the context of the present study, it describes the consistency between the international refugee education policy reference frame of UNHCR, a global governance body, and the refugee education policies in effect in Canada, a UN member state. In Canada, education is governed by the ten provinces and three territories.

Strategic Objective 2 of *Refugee Education 2030* is to "foster safe enabling environments that support learning for all students, regardless of legal status, gender or disability" (UNHCR, 2019b, p. 43). The first of three Expected Results, or outcomes, for this objective is that "children and youth are prepared to learn and succeed in national education systems" (UNHCR, 2019b, p. 43). Enabling Activities for the realization of Expected Result 1 of Strategic Objective 2, or steps to take toward preparing refugee children and youth to learn and succeed in national education systems, include ensuring that refugee children and youth:

1. Are supported to make up for missed schooling in preparation for entering formal education at age-appropriate levels
2. Are provided with adequate language training where necessary

3. Will be provided with conditions that foster social and emotional learning (SEL)¹, and where needed, receive mental health and psychosocial support, allowing them to concentrate, learn and develop healthy relationships
4. Receive any supports required to enable their access to the education system, including assistive technology and accessible learning materials
5. Are taught by teachers who have been adequately prepared to include refugee children and learners with diverse learning requirements, including children and youth with disabilities (UNHCR, 2019b, p. 43)

Refugee Education 2030 describes three Strategic Approaches, or “ways of working to ensure that the Strategic Objectives are met”, namely 1) Partnership; 2) Collaborative Learning and Capacity Development; and 3) Innovation, Evidence, and Growth (UNHCR, 2019b, p. 30). Partnership refers to the participatory involvement of organizations and educational stakeholders in responsive planning and programme implementation for refugee education (UNHCR, 2019, p. 30). Collaborative Learning and Capacity Development focuses on “sharing expertise and areas of strength across partners” to increase implementation capacity (UNHCR, 2019, p. 32). Innovation, Evidence, and Growth encourages “evidence-based innovative practices, explorations that test new approaches, and judicious attempts to scale proven innovations” (UNHCR, 2019b, p. 32)

Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030* was selected as the key reference point for the present study because it articulates the core goal of education: for children and youth to learn and succeed. Furthermore, the Enabling Activities for Expected Result 1 of Strategic Objective 2 are the cornerstone for understanding whether and how countries can be or are enacting policy regimes that are coherent with the *Global Compact* and *Refugee Education 2030* because the Enabling Activities align with all of the education-related aims of the *Global Compact*, which the strategy is to translate into action (Table 1).

¹ In *Refugee Education 2030*, a hyperlink is attached to the phrase “social and emotional learning”, which goes to background paper of the Inter-Agency Network for Education in Emergencies (INEE) titled *Psychosocial support and social and emotional learning for children and youth in emergency settings* (INEE, 2016). Social and emotional learning is there defined as “a process of acquiring core competencies to recognize and manage emotions, set and achieve goals, appreciate the perspectives of others, establish and maintain positive relationships, make responsible decisions, and handle interpersonal situations constructively” (p. 10). SEL aims to foster the development of five interrelated sets of competencies: self-awareness, self-management social awareness, relationship skills, and responsible decision-making (p. 10).

Table 1

Alignment of the Enabling Activities of Expected Result 1 of Strategic Objective 2 of Refugee Education 2030 with the education-related aims in Articles 68 and 69 of the Global Compact on Refugees

Education-related articles of the <i>Global Compact on Refugees</i>		Enabling Activities for Expected Result 1 of Strategic Objective 2 of <i>Refugee Education 2030</i>	
Article 68	“Facilitate access by refugee and host community children (both boys and girls), adolescent and youth to primary, secondary and tertiary education...” (UNHCR, 2018a, p. 26)	Enabling Activity 4	“Refugee children and youth... receive supports to enable access to the education system” (UNHCR, 2019c, p. 43)
Article 69	“Expand teaching capacities” (UNHCR, 2018a, p. 26)	Enabling Activity 5	“Refugee children and youth.... are taught by teachers who have been adequately prepared to include refugee children and learners with diverse learning requirements” (UNHCR, 2019c, p. 43)
	“Meet the specific needs of refugees” in educational contexts (UNHCR, 2018a, p. 26)	Enabling Activity 1	“Refugee children and youth... are supported to make up for missed schooling” (UNHCR, 2019c, p. 43)
		Enabling Activity 2	“Refugee children and youth... are provided with adequate language training” (UNHCR, 2019c, p. 43)
		Enabling Activity 3	“Refugee children and youth... are provided with conditions that foster social and emotional learning” (UNHCR, 2019c, p. 43)
		Enabling Activity 3	“Refugee children and youth... receive mental health and psychosocial support” (UNHCR, 2019c, p. 43)

As no methodology had been developed to analyze the vertical coherence of refugee education policy regimes with an international reference frame, despite the contemporary trend of education policy reforms being guided by international reference frames (Steiner-Khamsi, 2012), this thesis also presents a methodology developed to analyze the coherence of a country’s refugee education policy regime(s) with *Refugee Education 2030*. The article describes academically rigorous, systematic methods for mapping the landscape of refugee education policies in educational jurisdictions; contextualizing and prioritizing areas for policy development and

revision; and analyzing the vertical coherence of extant refugee education policies with *Refugee Education 2030* in a country with one or more educational jurisdictions. The methodology was developed in response to “past experiences and new knowledge” (Hall, 1993) of refugee education as praxis and as an academic field since 1985, the epoch of refugee education under UNHCR’s mandate preceding the present epoch and the epoch during which the field of refugee education shifted to become “led by policy” (Dryden-Peterson, 2016, p. 478).

Hall’s (1993) theory of policy change inspired how the methodology was developed. According to Hall, “policy responds less directly to social and economic conditions than it does to the consequences of past policy” (p. 277). He frames policy change as social learning to define it as “a deliberate attempt to adjust the goals or techniques of policy in response to past experiences and new information” (p. 278). It was appropriate to use Hall’s theory of policy change as inspiration because *Refugee Education 2030* itself was developed using this logic: “*Refugee Education 2030* [arose] from lessons learned about parallel education provision for refugees reflected from the 2011 review of refugee education” undertaken by Dryden-Peterson (UNHCR, 2019c, p. 5). The next section discusses the refugee education policy legacies and learnings that informed the development of the methodology used in the article at the heart of this thesis.

Review of Extant Literature: Refugee Education Policy Legacies and Learnings

The field of refugee education, and the broader field of refugee studies in which it is rooted, had their genesis in the wake of the World Wars (Dryden-Peterson, Adelman, Bellino, & Chopra, 2019; Black, 2001). It was in the aftermath of World War II that the nascent UN expressed a wish to give consideration to “persons who do not enjoy the protection of any government” (UNHCR, n.d.a, p. 10) and to determine the status of such persons and the protections afforded to them by means of international conventions (UNHCR, 1950). Under the resulting *1951 Convention relating to the Status of Refugees* (the *Refugee Convention*) (UNHCR, 1951), refugee status may be conferred to a person who:

owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return. (UNHCR, 1951, Article 1(2), p. 14)

Given that the academic field of refugee studies is based on this legal definition (called the Convention refugee definition), the field has always been intrinsically tied to policy (Black, 2001). This is equally true of the field of refugee education because a right to education is linked to refugee status by Article 22 of the *Refugee Convention*: It guarantees “individuals with refugee status the same treatment [as that] accorded to nationals with respect to elementary education” and “treatment as favourable as possible... with respect to education other than elementary education” (UNHCR, 1951, Article 22, p. 24).

The dependence of the field on policy definitions and concerns has resulted in certain weaknesses. Notably, the absence of a theoretically derived definition of who constitutes a refugee means that the label “refugee” envelopes an infinite number of sociological variables (Black, 2001). Additionally, as a large proportion of the policy-oriented research is commissioned by organizations responding to refugees, there has been an abundance of grey literature in the field of refugee studies since the 1980s limited not only in its academic independence and rigour, but also in its relevance to policy development across a range of contexts due to the geographic, temporal, and organizational specificity of the research (Black, 2001). There has also been minimal impact of research on policy responses to refugees (Black, 2001). These challenges are evidenced in the field of refugee education to varying degrees depending on temporal and geographical contexts.

Policy Learning from Refugee Education between 1985 and 2011

Between 1985 and 2011, UNHCR fulfilled its mandate for refugee education by having policymakers at the headquarters in Geneva, Switzerland articulate “the purposes and mechanisms of provision of refugee education for adoption across all nation-states in which refugees resided” (Dryden-Peterson, 2016, p. 477). With most refugees residing in refugee camps in developing countries neighbouring on their countries of origin and not having the right to access education in national education systems, refugee education policies were primarily implemented by non-governmental organizations (NGOs) hired by UNHCR to deliver educational programming to refugee children and youth in camps (Dryden-Peterson, 2016). As a result of UNHCR outsourcing refugee education to NGOs, much of the literature on refugee education policy and programming published during this epoch is grey literature rather than empirical literature (Mareng, 2010). Much of the data and information on refugee education was only managed and used by humanitarian actors (Dryden-Peterson, 2016), a problem that persists presently (UNHCR, 2019b, p. 37).

An empirical review of the grey literature generated during this period indicates that UNHCR's refugee education policies were "excessive[ly] coheren[t] in codification and doctrine" but developed little capacity and provided minimal guidance for contextualized implementation (Dryden-Peterson, 2016, p. 478). Moreover, empirical literature criticizes refugee education policies of this epoch for being reactive rather than proactive: Policymakers from UNHCR developed policies to address problems as they arose (Zeus, 2010; Oh & Van der Stowe, 2008), primarily through proscription (Dryden-Peterson, 2016).

Empirical literature on refugee education policy in resettlement countries during this period indicates that it was characterized by the absence of an overarching policy framework for refugee education and a lack of policies pertaining expressly to refugee children and youth (MacNevin, 2012; Shakya et al., 2010; Kanu, 2008; Christie & Sidhu, 2006; Yau, 1996). Given the comparatively small number of refugees in such countries (Dryden-Peterson, 2016),² the limited usefulness of the term "refugee" as a sociologically descriptive label (Black, 2001), and the naturalization³ of refugees in resettlement contexts resulting in their loss of refugee status (UNHCR, 2020a), resettled refugees were rarely the sole research population of empirical studies on education in resettlement countries during this epoch (Miller, Ziaian, & Esterman, 2018; Ratković, Kovačević, Brewer, Ellis, Ahmed, & Baptiste-Brady, 2017). They figured instead among other research populations, conflated with and confounded among immigrant students, students learning the language of instruction, and/or similarly racialized students (Miller, Ziaian, & Esterman, 2018; Brewer, 2016; Shakya et al., 2010). A lack of accurate, timely, and meaningful data on resettled refugee students in these contexts (Singh & Taylor, 2007) resulted in "piecemeal" approaches to refugee education (Matthews, 2008, p. 32) as education policies targeted these broader cohorts rather than refugee claimant and resettled refugee students specifically (Miller, Ziaian, & Esterman, 2018). Where refugee education policies were in place, they were unsustainable because they were unresponsive to the ever-changing cohorts of resettled refugee students (Ferfolja, 2008; Brown, Miller, & Mitchell, 2006; Miller, Mitchell, & Brown, 2005). They also developed little capacity to enable teachers and other educational professionals to provide quality education that met the needs of resettled refugee learners (MacNevin, 2012).

² Less than 1% refugees accessed resettlement during this epoch (UNHCR, 2008, 2009, 2010, 2011b, 2012)

³ Naturalization is "the legal act or process by which a non-citizen of that country may acquire citizenship or nationality of that country" (UNHCR, 2020, p. 54).

Policy Learning from Refugee Education from 2012 to Present

Over the last decade, major shifts have marked a new epoch of refugee education. In 2012, UNHCR reformed its policy towards refugee education: Rather than aiming to provide education to refugee children and youth in camps in developing countries, the new policy objective is to have refugee children and youth be included in national education systems (Dryden-Peterson, 2016). To that end, UNHCR released two global refugee education strategies that provide international reference frames designed to be adapted to different contexts in order to guide the development of country-specific education policies and programming that include refugees: the *2012-2016 Education Strategy* (UNHCR, 2012) and *Refugee Education 2030: A Strategy for Refugee Inclusion* (UNHCR, 2019c).

Although the objective of UNHCR's reformed refugee education policy is largely that of refugee education policy in distant resettlement countries in the previous epoch, it is novel in that the settings in which it is to be implemented have changed. The dichotomic characterizations of the contexts in which refugee education is provided as being in a neighbouring host country or in a distant resettlement country is no longer accurate (Dryden-Peterson, 2016). Beginning in 2015, traditional resettlement countries and European countries saw unprecedented influxes of asylum seekers and refugees as individuals sought entry into the country without having been resettled via official or traditional resettlement pathways (UNHCR, 2020a; UNHCR, 2015). While these countries have well-resourced education systems, the "irregular" or "unlawful" mobility of asylum seekers and refugees across the borders of these countries means that individuals may not have a legal status guaranteeing them the right to education in the national education system (UNHCR, 2019c).

The academic field of refugee education has also transformed considerably since 2012. The intense political debate about "the refugee crisis" (UNHCR, 2015) has sparked a global surge of research in migration- and refugee-related fields, including in the field of refugee education. While the field of refugee studies has been largely policy-oriented since its inception, contemporary refugee education research is less so: Despite the increased number of publications on refugee education, there are few focused studies on refugee education policies (Matthews, 2019; Miller, Ziaian, & Esterman, 2018). Furthermore, while the field is evolving, the tendency to publish grey literature continues: Rather than UNHCR and NGOs publishing grey literature, many scholars are publishing research on refugee education policies in edited volumes (e.g., Arar, Brooks, &

Bogotch, 2019; Wiseman, Damaschke-Deitrick, Galegher, & Park, 2019; Naidoo, Wilkinson, Adoniou, & Langrat, 2018).

Much of the empirical literature published recently in traditional resettlement countries and in European countries claims that there is a lack of policy dedicated to refugees; however, this assertion appears most often in literature reviews in which researchers cite articles published during the previous epoch of refugee education (e.g., Matthew, 2019; Miller, Ziaian, & Esterman, 2018; Brewer, 2016). The justification given for this research gap is that “it is difficult to take the discussion of refugee education into the policy realm beyond the observation that education policy rarely mentions refugees” (Matthews, 2019, p. 11). In traditional host countries, more research is policy oriented; yet, the focus of refugee education policy research is on the models of inclusion in policies aiming to provide refugees access to national education systems (Bellino & Dryden-Peterson, 2019; Dryden-Peterson et al., 2019) and on education policies targeting refugees from one country of origin, most commonly those from Syria (e.g., Hamadeh, 2019; Buckner, Spencer, & Cha, 2017; Beltekin, 2016). When researchers undertake analyses of refugee education policies, rather than systematically mapping all of the refugee education policies in the jurisdiction under investigation, they often employ methodologies in which a few refugee education policies are selected (e.g., McIntyre, Neuhaus, & Blennow, 2020). Scholars are therefore calling for national reviews of refugee education policies (Miller, Ziaian, & Esterman, 2018) and for such reviews to guide the development of contextualized refugee education policies that are coherent with UNHCR guidance (Beltekin, 2016).

To date, only two national reviews of refugee education policies have been published and neither analyzes the vertical coherence of the mapped policies with *Refugee Education 2030*. The first is a grey literature publication described by the researchers as a scoping review of policies towards primary and secondary refugee education across Canada; however, the review was not refugee-focused because the primary search phrase was “teaching strategies migrant students” (Ratković et al., 2017, p. 10). Moreover, the search strategy was created *ad hoc* because, in Canada, education falls under the authority of provincial and territorial governments rather than under the mandate of the federal government, and each provincial and territorial educational authority has a differently structured website from which policies can be harvested (Ratković et al., 2017). The second is an empirical review of pre-primary refugee education policy in Tanzania (Ndijuye & Rao, 2018). Given that pre-primary education has only been part of the Tanzanian formal education

system since 2015, there were a limited number of policy documents (n= 7) pertaining to pre-primary education at the time of review (Ndijuye & Rao, 2018). Thus, no systematic method has been developed for mapping the landscape of policies towards refugee education in contexts with more than a handful of policies.

Research Questions and Methodological Considerations

The study was designed to answer three research questions in light of past experiences, new knowledge, and issues canvassed in the previous section, specifically:

1. What categories of needs of refugee children and youth relative to primary and secondary education are inherent in the Enabling Activities for Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*?
2. To what extent are these categories of needs present in refugee claimant and resettled refugee children and youth across Canadian educational jurisdictions?
3. To what extent do Canadian educational authorities respond to these categories of needs through policy approaches coherent with *Refugee Education 2030*?

The methodology was developed in three phases, with each phase corresponding to one research question and addressing key issues of refugee education policies since 1985 (Table 2).

Table 2

Research questions and issues of refugee education policy legacies addressed by each phase of the methodology developed for the present study

Phases of methodology	Description	Issues addressed
Phase 1	<i>Research Question 1: What categories of needs of refugee children and youth relative to education are inherent in the Enabling Activities for Expected Result 1 of Strategic Objective 2 of Refugee Education 2030?</i>	
Step 1	The inductive derivation of categories of needs (policy domains) from an international refugee education framework; and	The absence of an overarching policy framework for refugee education (Christie & Sidhu, 2006)
Step 2	The verification that these categories of needs are coherent with empirical literature	The minimal use of policy-oriented research to develop evidence-based policy responses to refugees (Black, 2001)

Phases of methodology	Description	Issues addressed
Phase 2	<i>Research Question 2: To what extent are these categories of needs present in refugee children and youth across Canadian educational jurisdictions?</i>	
	The contextualization of refugee education policy domains for revision and/or development through analyses of data and information on refugees sourced primarily from governmental databases	• The need for improved global, national, and regional data to measure and inform refugee education policy and praxis (Dobson, Agrusti, & Pinto, 2019) • The management and use of data and information on refugee education primarily by NGOs in developing countries (UNHCR, 2019b) • The scarcity of data on refugees in traditional resettlement countries to inform policy development (Singh & Taylor, 2007) • The reactive approach to the development of refugee education policy in traditional host countries (Zeus, 2010; Oh & Van der Stowe, 2008)
Phase 3	<i>Research Question 3: To what extent do Canadian educational authorities respond to these categories of needs through policy approaches coherent with Refugee Education 2030?</i>	
Step 1	The systematic mapping of the refugee education policy regime(s) in a country through jurisdiction-based scoping review(s) of refugee education policies using a search strategy developed to: • Take into account that the websites of different educational authorities within a country may be organized differently • Yield a manageable quantity of refugee education policies regardless of variance in the size of refugee education policy regimes in different educational jurisdictions	• The absence of refugee education policy regimes in countries around the world (UNHCR, 2019a; Matthew, 2019; Miller, Ziaian, & Esterman, 2018; Brewer, 2016) • UNHCR's refugee education policy reference frame is to be used at the national level (UNHCR, 2019c), but education falls under the authority of sub-national governments in some countries • The differently structured websites of educational authorities within the same country (Ratković et al., 2017) • The variable sizes of refugee education policy regimes in different educational jurisdictions (e.g., Ndiujye & Rao, 2018; Ratković et al., 2017)

Phases of methodology	Description	Issues addressed
Phase 3 Step 2	The analysis of the vertical coherence of refugee education policy regimes with an international framework for refugee education that has Strategic Objectives and Strategic Approaches using a methodology that: • Distinguishes between refugee-focused and refugee-relevant policies • Predicts the effects of the interactions of the attributes of policy on implementation • Assesses the sustainability of refugee education policy regimes in dynamic global contexts • Yields findings that are relevant to not only policymakers in the jurisdiction but also in other jurisdictions	• The view that it is difficult to analyze refugee education policies beyond the inclusion of the term “refugee” (Matthews, 2019) • The lack of refugee focused education policies in traditional resettlement countries (MacNevin, 2012; Shakya et al., 2010; Kanu, 2008; Christie & Sidhu, 2006; Yau, 1996) and European countries (Pastoor, 2016) • The conflation of refugee students and immigrant students, racialized students, language learners, and other cohorts in education research and policy in traditional resettlement countries (Miller, Ziaian, & Esterman, 2018; Brewer, 2016; Shakya et al., 2010) • The excessive coherence of refugee education policies in codification and doctrine yet the limited capacity developed towards implementation in traditional host countries (Dryden-Peterson, 2016) • The unsustainable and potentially exclusionary targeting of refugees from only one country of origin in refugee education policy and research in traditional host countries (e.g., Hamadeh, 2019; Buckner, Spencer, & Cha, 2017; Beltekin, 2016) • The limited transferability of knowledge generated by policy-oriented research conducted in one jurisdiction to inform policy development in other jurisdictions (Black, 2001)

Researcher Positionality and Journey Leading to this Thesis

I decided to undertake research in the field of refugee education after having worked with resettled refugee students in a high school in Ontario. Having had their formal education interrupted and having been displaced multiple times before being resettled to Canada, the students needed to develop foundational literacy skills, learn English as a third or fourth additional

language, and catch up in curriculum content area knowledge to peers who had continuous formal education in one language of instruction in one education system from an early age. The teachers with whom I was working described feeling overwhelmed by the academic challenges that the students faced and by the insufficient time, resources, and expertise that they had to support them. The students, who were optimistic and outgoing when I met them at the beginning of the semester, were beginning to express despair and distress by the end of the semester as they perceived their aspirations for their lives after high school as being out of reach. Finding few resources on supporting adolescent resettled refugee students who were developing literacy skills for the first time in a new language while catching up on content area learning in that novel language of instruction, I decided to pursue a master's degree to undertake research in this area.

While reviewing extant literature for my thesis proposal, it became evident that a comparative study on refugee education in Canada and Australia was required. A grey literature publication indicated that the majority of international references cited in Canadian refugee education policy documents come from Australia (Ratković et al., 2017). However, Australia and Canada have different orientations to asylum seekers and refugees, and different approaches to the education of *adolescents of refugee backgrounds with emerging literacy* (ARBELs). While Australia is consistently condemned by the UN for human rights violations against asylum seekers and refugees (UN News, 2017), Canada has a legacy of exemplary responses to refugees (UNHCR, 2018b). In Australia, refugees are concentrated in Melbourne, Victoria (Fozdar & Hartley, 2013). ARBELs in Victoria attend specialist schools for intensive language and literacy support for up to one year before enrolling in mainstream schools (Victoria Department of Education and Training [DET], 2019). In Canada, 41% of refugees are resettled to the province of Ontario (Open Government, 2019). ARBELs in Ontario are enrolled in English literacy development programs that combine language learning with accelerated literacy and are hosted in mainstream schools so that ARBELs can integrate into some courses with non-refugee peers (Ontario Ministry of Education, 2007).

In light of this learning, I reviewed the Australian references cited in the Canadian policy documents pertaining to refugee education included in Ratković and colleagues' (2017) grey literature scoping review of policies. I found that most were from the state of Victoria. I also learned that the research of one of the foremost scholars undertaking research on the education of

ARBELs, Dr. Jennifer Miller⁴, was conducted in the state of Victoria. I decided to undertake a research project to deepen understanding of the language and literacy education of ARBELs upon resettlement to Victoria, Australia and Ontario, Canada. It was to address the research questions:

1. What gaps exist between empirical literature on ARBELs' literacy learning and policy documents in Victoria and Ontario towards ARBEL education?
 - a. What power relations are manifested in these gaps?
2. What are the policies and practices in programming for ARBELs in Victoria and Ontario?
 - a. What power relations are manifested in policies?
 - b. How do policies and practices in programming for ARBELs in Victoria and Ontario compare?

The research project was to follow a two-part research design. The first part was to consist of a review of empirical and grey literature to map the landscape of research and policy on ARBELs' literacy learning and education across multiple jurisdictions. The second part was to comprise comparative case studies (Seidman, 2013) of the implementation of a literacy program for ARBELs in Melbourne, Victoria, Australia (the first case study), and another in Ottawa, Ontario, Canada (the second case study). I was welcomed as a visiting scholar at Monash University to undertake the first case study.

In order to conduct research in Victorian government schools, I had to obtain ethics approval from the state Department of Education and Training (DET, 2019a). Policies about conducting research with children required that I lodge my application from within Australia. Based on the experiences of my supervisor at Monash University, Dr. Alexander Kostogriz, I anticipated receiving approval within the first four to six weeks of my fourteen-week visit. However, I received approval from the DET less than two weeks before the end of my visit, at which time the school term was ending.

While awaiting ethics approval from the DET, I attempted to recruit key stakeholders to participate in interviews via two academic organizations and nine civil society organizations. I received approval from one community organization, Foundation House (also known as the Victorian Foundation for Survivors of Torture), in late November 2019 to recruit participants from among the staff members involved in the School Support Program. The School Support Program

⁴ Miller, Mitchell, & Brown, 2005; Miller, 2009; Miller, Gearon, & Kostogriz, 2009; Miller & Windle, 2010; Miller, 2011; Miller, 2013; Windle & Miller, 2013; Miller & McCallum, 2015; Hammond & Miller, 2015

has two components: 1) The Refugee Education Support Program, which aims to improve the responsiveness of the entire school to students and families of refugee backgrounds (Foundation House, 2019a), and 2) professional learning for teachers and other professionals working with children, youth, and families of refugee backgrounds (Foundation House, 2019b). I was not able to begin inviting School Support Program staff to participate in interviews until mid-February 2020 because Foundation House's recruitment protocol required that the program leader disseminate recruitment texts and they were on summer vacation. Although recruitment texts were sent to staff, no staff contacted me to express interest in participating. This may be due to the fact that the coronavirus (COVID-19) pandemic had spread to Victoria by this point.

When I received ethics approval from the DET in December 2019, several principals informed me that it was not possible to access schools at that time because it was the examination period. They expressed interest in having their schools participate in the case studies when the 2020 school term began in late January. In February 2020, the principals contacted me again to inform me that it was not feasible to participate: In response to the COVID-19 pandemic, schools had been closed and on-site learning had switched to online learning. The DET then established policies prohibiting researchers from approaching schools during the pandemic.

I recruited several educational professionals to participate in in-person interviews in December 2019; however, every individual who participated in an interview at this time ultimately withdrew from the study. Although participants had been informed that they could withdraw from the study at any time without providing a reason, each participant explained that they were concerned about their anonymity given the highly specific nature of their work and/or the highly interconnected network of individuals involved in refugee education in Victoria.

It was not possible to undertake the second case study either. My applications to conduct the second case study in school boards in Ontario were repeatedly rejected before the pandemic resulted in the closure of schools for the remainder of the school year. The primary concern cited to justify the rejections was the amount of instructional time potentially affected by the study.

Despite not being able to complete my research project as planned, my time in Australia was an incredible learning experience, particularly about the power of policy. While mapping the policy landscape in Victoria during the document analysis component of the case study, I realized that education policies were directly tied to immigration policies: Legal status in Australia – and the type of visa one holds – determines access to (funding for) education (Morgan, 2019).

My supervisors recommended that I shift my research focus to policy analysis. With Australian and Canadian policymakers expressing interest in my research at conferences, I wished to make the most of the opportunities to dialogue that they were extending to me. Given the body of work that I had produced at that point, I first considered undertaking a critical policy discourse analysis; however, I was concerned that critical analyses might make policymakers unreceptive of the findings. Additionally, although all “policy analysis is a moral activity” (Wagenaar, 2011, p. 5), I thought that a critical policy discourse analysis of refugee education policies in Australia based primarily on my personal values – the values of a Canadian who had never sought asylum nor been granted refugee status, and who was not directly involved in refugee education in Australia – would be representationally unjust (Fraser, 2008).

I then considered analyzing the coherence of refugee education policies with empirical literature to determine whether policies were evidence based and research informed. While developing a framework for this policy coherence analysis, I learned of UNHCR’s international reference frame for refugee education, *Refugee Education 2030*. Rather than developing a framework to determine whether policies were coherent with research, I decided to use that developed by the global governance body with a mandate for refugee education and “70 years of experience developing legal frameworks, policy, guidance, and programming informed by... research about and with refugees communities” (UNHCR, 2019c, p. 5).

I chose to focus on refugee education in only the Canadian context for three reasons. First, I piloted a jurisdiction-based scoping review of policies across Canada to identify education policies pertaining to refugees and it yielded more than 700 potentially relevant policies. Given that the study is for a master’s thesis, it was beyond the scope of the study to analyze the coherence of both Canadian and Australian refugee education policies with *Refugee Education 2030*. Second, given the ongoing school autonomy reform in Australia (Keddie, 2017), I was not confident that searches for policies in Canada and Australia would yield comparable samples. Third, I wanted my study to be student-centred, rather than state-centred, to the greatest extent possible. The findings yielded by a transnational comparative study of policy coherence with this international reference frame would pertain primarily to states and their processes of contextualization and prioritization because UNHCR’s refugee education strategies, including that currently in effect *Refugee Education 2030*, are international reference frames (Dryden-Peterson, 2016) that are “to be adapted to each country... through local processes of contextualization and prioritization”

(Dryden-Peterson, 2019, p. 224). By selecting one country as the context of the study, I could design the methodology in such a way that the findings would focus on policy responses to resettled refugee and refugee claimant children and youth and the discussion would centre on potential implications of the policy responses for these students.

The global nature of the framework meant that developing a methodology to determine the coherence of education policies with the framework could result in my research being relevant beyond the country in which I had chosen to situate my master's research. My hope is that this methodology can be used not only to guide policy reviews, revision, and development in countries such as Canada and Australia with long histories of refugee education and elaborate education policy systems, but also to guide the development of policies in countries in which refugees have not traditionally been included in education systems and in which there are fewer education policies in general.

Directional Statement

The article comprising the main body of the thesis begins by situating *Refugee Education 2030* within the current epoch of refugee education under UNHCR's mandate and by providing a rationale for selecting Canada as the country under investigation. It then presents the theoretical framework for the analysis of the vertical coherence of refugee education policy regimes with the targets, Strategic Objectives, and Strategic Approaches of *Refugee Education 2030*. The theoretical framework was developed using policy coherence theory (Cejudo & Michel, 2017), policy attributes theory (Desimone, 2002; Porter, 1994), and policy behaviour theory (Schneider & Ingram, 1990). Next, the methods of the three phases of the study are described. The findings for each phase of the study are then presented sequentially. In the findings of the first phase, five categories of needs of refugee children and youth with respect to primary and secondary education are derived from the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*. Triangulating sources from the empirical knowledge base are selectively reviewed. For the second phase, the five categories of needs are contextualized within Canada through statistical analyses and reviews of literature in the empirical knowledge base. For the third phase, the refugee education policy regimes of all 13 Canadian educational jurisdictions are systematically mapped. Aggregating the policies of all Canadian educational jurisdictions into domains based on shared objectives, five policy domains of Canadian refugee education policy regimes corresponding to the five categories of needs are then analyzed for their vertical coherence

with the *Refugee Education 2030*. The article concludes by presenting prioritized recommendations for the development and revision of refugee education policies that are coherent with *Refugee Education 2030* and contextualized to the needs of refugee claimant and resettled refugee children and youth in Canadian educational jurisdictions.

The concluding chapter summarizes the findings of the contextualized analysis of the vertical coherence of Canadian refugee education policy regimes with *Refugee Education 2030*. It then presents and discusses additional results and recommendations for future research that could not be incorporated in the article due to the manuscript submission guidelines of the intended journal of publication. Subsequently, limitations of the study are discussed. The thesis concludes with reflections on my research journey.

Article Manuscript: The (In)Coherence of Canadian Education Policy Regimes with the United Nations' Education Strategy

The following article manuscript will be submitted to the journal *Education Policy Analysis Archives*. The journal has specific formatting requirements, including the use of a template, which are not fully reflected here due to thesis format regulations.

Introduction

Refugee education is in crisis (United Nations High Commissioner for Refugees [UNHCR], 2019a). Of the 26 million refugees worldwide, 43% are under the age of 18 (UNHCR, 2020a). Only 63% of refugee children have access to primary education, 24% to secondary education, and 3% to post-secondary education (UNHCR, 2019a). Comparatively, global rates of primary, secondary, and tertiary school enrolment are 91%, 84%, and 37% respectively (UNHCR, 2019a).

Yet, refugees have an internationally defined right to education under the *1951 Convention relating to the Status of Refugees* [the *Refugee Convention*] and its 1967 Protocol (UNHCR, 1951; Office of the High Commissioner for Human Rights [OHCHR], 1967).⁵ The *Refugee Convention* guarantees individuals with refugee status “the same treatment [as that] accorded to nationals with respect to elementary education” and “treatment as favourable as possible... with respect to education other than elementary education” (UNHCR, 1951, Article 22). Furthermore, the *Convention on the Rights of the Child* affirms the rights of all children, including refugee children, to free and compulsory primary education, to accessible secondary education, and to higher education on the basis of capacity (OHCHR, 1990, Article 28).

UNHCR is “the ‘guardian’ of the *1951 Refugee Convention* and its *1967 Additional Protocol*”, and these international treaties are the basis of its work (UNHCR, 2020a). UNHCR is mandated to provide international protection and humanitarian assistance to, and to seek

⁵ A Convention refugee is a person who, “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return” (UNHCR, 1951, Article 1(2)). The 1967 Protocol extended the scope of its applicability to individuals forcibly displaced worldwide (UNHCR, 2011).

permanent solutions for, refugees, asylum seekers⁶, returnees⁷, and stateless persons⁸ (UNHCR, n.d.a). In 1967, its mandate was extended to include refugee education (Dryden-Peterson, 2016a).

In September 2019, UNHCR released *Refugee Education 2030: A Strategy for Refugee Inclusion*, a global refugee education strategy that provides an international reference frame designed to be adapted to different contexts in order to guide the development of country-specific education policies and programming that include refugees. The targets of the strategy are to have refugees achieving parity with their non-refugee peers in pre-primary, primary, and secondary education, and to boost enrolment in higher education to 15%, by 2030 (UNHCR, 2019b). The Strategic Objectives of *Refugee Education 2030* are to: 1) “promote equitable and sustainable inclusion in national education systems for refugees, asylum seekers, returnees, stateless and internally displaced persons”; 2) “foster safe, enabling environments that support learning for all students, regardless of legal status, gender or disability”; and 3) “enable learners to use their education toward sustainable futures” (UNHCR, 2019b, p. 7). To ensure that the Strategic Objectives are met, UNHCR describes three Strategic Approaches: 1) Partnership; 2) Collaborative Learning and Capacity Development; and 3) Innovation, Evidence, and Growth (UNHCR, 2019b, p. 30).

Refugee Education 2030 provides an action plan for the *Global Compact on Refugees* (the *Global Compact*) (UNHCR, 2019b). Adopted on December 17, 2018, this non-binding compact “represents the political will and ambition of the international community for strengthened cooperation and solidarity with refugees and affected host communities” (UNHCR, 2018a, p. 2). The *Global Compact* identifies areas in need of support, one of which is education. Notably, Article 68 asserts:

In line with national education laws, policies and planning, and in support of host countries, States and relevant stakeholders will contribute resources and expertise to expand and enhance the quality and inclusiveness of national education systems to facilitate access by

⁶ An asylum seeker is “an individual whose refugee status has not yet been determined by the authorities but whose claim to international protection entitles him or her to a certain protective status on the basis that he or she could be a refugee, or to persons forming part of large-scale influxes of mixed groups in a situation where individual refugee status determination is impractical” (UNHCR, n.d.a, p. 3-4). A refugee claimant is an asylum seeker who has submitted a claim to refugee status.

⁷ A returnee is a former refugee who has returned to his or her country of origin spontaneously or in an organized fashion but who has yet to be fully integrated. (UNHCR, n.d., p. 7)

⁸ A stateless person is “a person who is not considered as a national by any State under the operation of its law” (UNHCR, 1954, Article 1).

refugee and host community children (both boys and girls), adolescent and youth to primary, secondary and tertiary education... (UNHCR, 2018a, p. 26)

Article 69 of the *Global Compact* also pertains to education. It advises States to “expand teaching capacities” and to undertake efforts “to meet the specific needs of refugees” in educational contexts (UNHCR, 2018a, p. 26).

In November 2019, the Global Refugee Forum Education Co-Sponsorship Alliance produced the *Global Framework for Refugee Education* (the *Global Framework*) to guide partners in making pledges to undertake concrete actions to improve refugee education based on *Refugee Education 2030* and the *Global Compact* (UNHCR, 2019c, p. 2). One of the cross-cutting considerations of the *Global Framework* is policy and planning, which would have “national and regional education policies, plans and programmes, as well as data management and monitoring systems, incorporate refugees” (UNHCR, 2019c, p. 6). Policies are to be coherent within and across educational jurisdictions in a given state: “Adopting policy, planning and practices that result in meaningful inclusion... requires coherence” (UNHCR, 2019c, p. 36) because “policy gaps have major, if not irreversible, implications on a refugee’s education pathway” (UNHCR, 2019c, p. 37). Effective policy development for meaningful inclusion of refugees in the education system(s) of a given state requires accurate, reliable, and timely data from which the educational needs of refugees can be assessed and responses contextualized and prioritized; yet, “the current state of data and information on refugee education is fragmented and limited, with data often only managed and used by humanitarian actors” (UNHCR, 2019c, p. 37).

One of the objectives of the *Global Compact* is to expand access to third country solutions (UNHCR, 2018a, p. 4), where education systems are stronger than those in the developing countries in which 85% of refugees are hosted (UNHCR, 2020b, 2019a). Canada is a major resettlement country: 20% of the refugees resettled between 2010 and 2020 were sent to Canada (UNHCR, 2020b). In 2019, Canada admitted the largest number of refugees for third country resettlement: 30,100 individuals, representing nearly one third of the refugees resettled in 2019 (UNHCR, 2020b). As Canada’s refugee resettlement programme gives priority to refugee families with children, particularly during the Syrian refugee resettlement initiative of 2015 and 2016 (Statistics Canada, 2019a), a high number of refugee children and youth are introduced into Canadian education systems. It is critical to investigate policies towards refugee education in Canada (Dryden-Peterson, 2016a).

Purpose Statement

The purpose of this article is to analyze the vertical coherence of current policy regimes towards the primary and secondary education of refugee claimant⁹ and resettled refugee children and youth in Canada with *Refugee Education 2030*. More specifically, it seeks to determine the extent to which Canadian education policy regimes for primary and secondary education, which constitutionally fall under the authority of provinces and territories, aim to realize Expected Result 1 of Strategic Objective 2 using approaches that are coherent with the Strategic Approaches of *Refugee Education 2030*.

Strategic Objective 2 is to “foster safe enabling environments that support learning for all students, regardless of legal status, gender or disability” (UNHCR, 2019b, p. 43). The first of three expected results for this objective is that “children and youth are prepared to learn and succeed in national education systems” (UNHCR, 2019b, p. 43). Enabling Activities of Expected Result 1 of Strategic Objective 2, or steps to take toward preparing refugee children and youth to learn and succeed in national education systems, include ensuring that refugee children and youth:

1. Are supported to make up for missed schooling in preparation for entering formal education at age-appropriate levels
2. Are provided with adequate language training where necessary
3. Will be provided with conditions that foster social and emotional learning (SEL)¹⁰, and where needed, receive mental health and psychosocial support, allowing them to concentrate, learn and develop healthy relationships
4. Receive any supports required to enable their access to the education system, including assistive technology and accessible learning materials

⁹ A refugee claimant is an asylum seeker who has submitted a refugee claim and “whose claim to international protection entitles him or her to a certain protective status on the basis that he or she could be a refugee” (UNHCR, n.d.a, p. 3-4).

¹⁰ In *Refugee Education 2030*, a hyperlink is attached to the phrase “social and emotional learning”, which goes to background paper of the Inter-Agency Network for Education in Emergencies (INEE) titled *Psychosocial support and social and emotional learning for children and youth in emergency settings* (INEE, 2016). Social and emotional learning is there defined as “a process of acquiring core competencies to recognize and manage emotions, set and achieve goals, appreciate the perspectives of others, establish and maintain positive relationships, make responsible decisions, and handle interpersonal situations constructively” (p. 10). SEL aims to foster the development of five interrelated sets of competencies: self-awareness, self-management social awareness, relationship skills, and responsible decision-making (p. 10).

5. Are taught by teachers who have been adequately prepared to include refugee children and learners with diverse learning requirements, including children and youth with disabilities (UNHCR, 2019b, p. 43)

Refugee Education 2030 describes three Strategic Approaches, or “ways of working to ensure that the Strategic Objectives are met”, namely 1) Partnership; 2) Collaborative Learning and Capacity Development; and 3) Innovation, Evidence, and Growth (UNHCR, 2019b, p. 30). Partnership refers to the participatory involvement of organizations and educational stakeholders in responsive planning and programme implementation for refugee education (UNHCR, 2019b, p. 30). Collaborative Learning and Capacity Development focuses on “sharing expertise and areas of strength” to increase implementation capacity (UNHCR, 2019b, p. 32). Innovation, Evidence, and Growth encourages “evidence-based innovative practices, explorations that test new approaches, and judicious attempts to scale proven innovations” (UNHCR, 2019b, p. 32).

In pursuing this purpose, the present study was designed to answer three research questions: 1) What categories of needs of refugee children and youth relative to education are inherent in the Enabling Activities for Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*? 2) To what extent are these categories of needs present in refugee claimant and resettled refugee children and youth across Canadian educational jurisdictions? 3) To what extent do Canadian educational authorities respond to these categories of needs through policy approaches coherent with *Refugee Education 2030*?

Rationale

The decision to analyze the coherence of Canadian refugee education policies using *Refugee Education 2030* as the key reference point is based on a number of considerations. Most importantly, there is an absence of overarching policy frameworks for refugee education in traditional resettlement countries that has resulted in piecemeal approaches to refugee education policy (Miller, Ziain, & Esterman, 2018; Matthews, 2008; Christie & Sidhu, 2006). In this regard, UNHCR’s current global education strategy provides an international reference frame for the development of country-specific education policies and programming to include refugees based on “70 years of experience developing legal frameworks, policy, guidance, and programming informed by... research about and with refugees communities”, and 53 years of experience doing so for refugee education (UNHCR, 2019b, p. 5). Using *Refugee Education 2030* as the key reference frame thus ensures that the analysis is systematic and draws on the deep expertise of

UNHCR's decades of research and practice. Using the same reference frame for all Canadian provincial and territorial policy regimes also means that the analysis and recommendations for policy revision and development will be consistent horizontally across Canada. Furthermore, from a normative standpoint, Canadian refugee education policy regimes should be coherent with *Refugee Education 2030* because this strategy is inscribed within the *2030 Agenda for Sustainable Development*, which Canada and 192 other United Nations (UN) member states adopted in September 2015 (Government of Canada, 2018). Sustainable Development Goal 4 (SDG4) of the 2030 Agenda is for free primary and secondary education for all (UNGA, 2015). By virtue of the *Incheon Declaration for the Implementation of SDG4* (UNESCO, 2016), refugee children and youth are included among the "all boys and girls", "all youth", and "all men and women" targeted by SDG4 (UNGA, 2015, p. 17). Moreover, Canada is legally obligated to provide education to refugee children and youth: It acceded to both the 1951 Refugee Convention and its 1967 Additional Protocol in 1967 (UNHCR, n.d.b) without making reservations with reference to Article 22 (UNHCR, n.d.c.), and ratified the *Convention on the Rights of the Child* in 1991 (Government of Canada, 2017). Moreover, *Refugee Education 2030* calls for governments to "establish dedicated policy regarding refugee-inclusive... education systems", and for such policy to be "proactive and explicit on [the] inclusion of refugees" (UNHCR, 2019b, p. 33) and to address "the particular learning needs of refugee students (UNHCR, 2019b, p. 2). Canada should thus have education policy explicitly dedicated to refugee claimant and resettled refugee children and youth.

The implementation of general education policies in which refugee claimant and resettled refugee populations are conflated with other cohorts results in systemic barriers to the learning and success of refugee claimant and resettled children and youth as responses are inappropriate to the particular experiences, strengths, and needs of these students (Brewer, 2016; Shakya et al., 2010; Kanu, 2008; Wilkinson, 2002). Some concrete issues that have historically emerged in Canada when refugee claimant and resettled students are covered by general education policy and when such policy is enacted include the placement of refugee claimant and resettled refugee children and youth in grades and/or academic streams inappropriate for their ages, maturity levels, capabilities, and aspirations (Shakya et al., 2010; Wilkinson, 2002; Yau, 1996). Language learning needs, accelerated education needs, and special education needs have frequently been misinterpreted in refugee populations in Canadian schools, resulting in refugee claimant and resettled refugee students with language learning needs being placed in lower academic streams

and those with missed education in special education programs (Wilkinson, 2002; Kaprielian-Churchill, 1996; Yau, 1996). When general language education policy covers refugee claimant and resettled students in Canadian education systems, refugee claimant and resettled refugee youth who have missed schooling and who typically have had less formal literacy instruction are placed in language education programs that assume that students have already developed robust literacy skills that can be transferred to the learning of the novel language and that are taught by teachers who are unprepared to teach beginner literacy skills using appropriate resources (MacNevin, 2012). A lack of policy dedicated to refugee claimant and resettled refugee children and youth obstructs these students from completing secondary school before they age-out of Canadian public education systems, being eligible for higher education, and using their education to pursue livelihoods and their desired futures (Shakya et al., 2010; Wilkinson, 2002). Policy expressly dedicated to refugee claimant and resettled refugee children and youth is therefore an integral component of the equitable inclusion of refugee claimant and resettled refugee children and youth in Canadian education systems.

Table 1

Alignment of the Enabling Activities of Expected Result 1 of Strategic Objective 2 of Refugee Education 2030 with the education-related aims in Articles 68 and 69 of the Global Compact on Refugees

Education-related articles of the <i>Global Compact on Refugees</i>		Enabling Activities for Expected Result 1 of Strategic Objective 2 of <i>Refugee Education 2030</i>	
Article 68	“Facilitate access by refugee and host community children (both boys and girls), adolescent and youth to primary, secondary and tertiary education...” (UNHCR, 2018a, p. 26)	Enabling Activity 4	“Refugee children and youth... receive supports to enable access to the education system” (UNHCR, 2019b, p. 43)
Article 69	“Expand teaching capacities” (UNHCR, 2018a, p. 26)	Enabling Activity 5	“Refugee children and youth.... are taught by teachers who have been adequately prepared to include refugee children and learners with diverse learning requirements” (UNHCR, 2019b, p. 43)
	“Meet the specific needs of refugees” in educational contexts (UNHCR, 2018a, p. 26)	Enabling Activity 1	“Refugee children and youth... are supported to make up for missed schooling” (UNHCR, 2019b, p. 43)

Education-related articles of the <i>Global Compact on Refugees</i>	Enabling Activities for Expected Result 1 of Strategic Objective 2 of <i>Refugee Education 2030</i>
	Enabling Activity 2 “Refugee children and youth... are provided with adequate language training” (UNHCR, 2019b, p. 43)
	Enabling Activity 3 “Refugee children and youth... are provided with conditions that foster social and emotional learning” (UNHCR, 2019b, p. 43)
	“Refugee children and youth... receive mental health and psychosocial support” (UNHCR, 2019b, p. 43)

Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030* was selected as the key reference point for the present study because it articulates the core goal of education: for children and youth to learn and succeed. Furthermore, its Enabling Activities align with all of the education-related aims of the *Global Compact*, which the strategy is to translate into action (Table 1).

The essential premise of this study is that, because *Refugee Education 2030* seeks to ensure that “the particular learning needs of refugee students... are addressed” in national education systems (UNHCR, 2019c, p. 2), Canadian education policies must respond to the needs identified in *Refugee Education 2030* that are present in refugee claimant and resettled refugee children and youth in Canada to be coherent with this framework. As UNHCR describes the Strategic Approaches of *Refugee Education 2030* as necessary to achieve the Strategic Objectives (UNHCR, 2019b, p. 30) and as aligning with global SDG4 commitments (UNHCR, 2019b, p. 15), the approaches of Canadian education policy responses to refugee claimant and resettled refugee children and youth should be coherent with the Strategic Approaches.

Theoretical Framework

The theoretical framework for this policy coherence study combines policy coherence theory, policy attributes theory, and policy behaviour theory. This combination reveals how *policy coherence* can be examined and assessed through the *attributes* of the policies of themselves. The framework draws on Cejudo and Michel’s (2017) model that conceives the coherence of policies within a domain as being a function of 1) coherence among policies’ objectives; 2) coherence among policies’ targeted populations; and 3) coherence among policies’ instruments (Cejudo &

Michel, 2017). It also uses Desimone's (2002) and Porter's (1994) observations that successful policy implementation depends on the interactions of five interrelated attributes of the policy, namely consistency, specificity, stability, power, and authority (Desimone, 2002, p. 438). Consistency refers to the extent to which a policy calls for the same response as other policies in effect in a policy domain within a jurisdiction; specificity to the precision of a policy; and stability to the constancy of people, circumstances, and policies over time (Desimone, 2002; Porter, 1994). A policy has power when it provides for tangible incentives, like rewards and punishments, to promote policy-compliant behaviour (Desimone, 2002). A policy has authority when it involves persuasive mechanisms other than tangible incentives to motivate policy-compliant behaviour, such as using expert knowledge or recommendations from leaders to lend policies credibility or ensuring that they are consistent with social values and norms (Desimone, 2002, p. 439).

Table 2

Definitions of Schneider & Ingram's (1990) types of policy tools

Types of policy tools	Definition
Authority tools	"Statements backed by the legitimate authority of government that grant permission, prohibit or require action under designated circumstances" (p. 514)
Incentive tools	"Tools that rely on tangible payoffs, positive or negative, to induce compliance or encourage utilization" (p. 515)
Inducements	Incentive tools that "offer positive payoffs to encourage participation in policy-preferred activity" (p. 515)
Charges	Incentive tools that are "associated with standards or guidelines that define permissible limits and specify monetary charges for those who do not meet the standards or who want to exceed their quotas" (p. 515)
Sanctions	Incentive tools that are "associated with standards or rules that prohibit or require certain activities but [that] imply disproportionately severe penalties for failure to comply" (p. 516)
Force	Incentive tools that "physically produce desired actions" (e.g., the physical removal of non-compliant educational professionals from the school premise by police officers) (p. 516)
Capacity tools	Tools that "provide [objective and factual] information, training, education, and resources to enable individuals, groups, or agencies to make decisions or carry out activities" (p. 517)
Symbolic and hortatory tools	Tools that seek to "alter perception of policy-preferred activities" to "encourage compliance, utilization, or support of policy" (p. 521, 519)
Symbolic pronouncements	"Statements seeking to convince people of the importance and priority government is associating with certain activities or goals, even though actual commitment of resources or development of programs may not be underway" (p. 520)

Types of policy tools	Definition
Rationales	Tools that “elaborate explanations or justifications that associate the policy-preferred activities with positive values” (p. 520)
Labels	Tools that use “images, symbols, and labels to associate the preferred activities with positively valued symbols” (p. 521)
Learning tools	Tools identifying open-ended purposes and objectives and encouraging or requiring target implementation agents to 1) devise approaches and undertake activities towards the desired objectives, and 2) formally evaluate progress towards the desired objectives (p. 521)

Coherence among objectives is a function of the *consistency* between the *specific* objectives of the individual policies coexisting within the same policy domain with the overall objective of the policy domain itself. Second, coherence among targeted populations stems from the sum of all of the populations targeted by *specific* policies being *consistent* with the entire targeted population of the policy domain and the population being targeted in a *stable* manner. Third, coherence among instruments arises from the complementarity of all the types of policy instruments within the same domain.

Policy instruments are defined as techniques that a government uses to motivate actions towards an objective that it aims to achieve (Schneider & Ingram, 1990). The premises of this definition are that, through policy, a government seeks to prompt targeted implementation agents to act in ways they might not otherwise act, and that a large number of implementation agents must act in ways that are consistent with the policy objective for policies to have their intended effect (Schneider & Ingram, 1990). To prompt and enable heterogeneous individuals in different situations to take a range of actions that address the same policy objective, instruments in the same domain must use different yet complementary motivational strategies (Schneider & Ingram, 1990). Five categories of tools can be distinguished in policies to support motivation strategies: authority tools, incentive tools, capacity tools, symbolic and hortatory tools, and learning tools (Schneider & Ingram, 1990) (Table 2). While certain policies may exclusively include tools from only one category, others may incorporate tools from several categories (Schneider & Ingram, 1990).

The theoretical framework is applied in this study to assess the coherence of Canadian refugee education policies with *Refugee Education 2030*, specifically the vertical coherence of these policies. Vertical policy coherence is one of the four types of policy coherence identified by Carbone (2009) (Table 3). Although vertical policy coherence typically refers to coherence of

policies at different levels of government within a country (Steiner-Khamsi, 2012), the definition was extended in this study from the level of the nation state to the level of global governance, which has the UN at its pinnacle. It was extended because the UN has governed refugee education since the global governance institution was created and the field of refugee education emerged at the end of World War II:

The United Nations Educational, Scientific, and Cultural Organization (UNESCO) was initially the global institution to hold the mandate for refugee education. However, the UNHCR quickly took on this responsibility... in an ad hoc manner and then in a more formal way with the signing of a memorandum of understanding with UNESCO in 1967 (Dryden-Peterson, 2016a, p. 476-477)

The study is therefore concerned with the vertical policy coherence between the international refugee education policy reference frame of UNHCR, a UN agency, and the refugee education policy regimes in effect in Canada, a UN member state.

Table 3

Carbone's (2009) four types of policy coherence

Types of policy coherence	Definition
Vertical policy coherence	Coherence between policies and policy agendas of different levels of government
Horizontal policy coherence	Coherence between policies of different ministries or entities at the same level of government within a country
Multilateral policy coherence	Coherence between policies in different countries and organizations
Donor-recipient policy coherence	Coherence between a donor country's foreign development policies and a recipient country's domestic policies

For constitutional reasons, Canada does not have a centralized, national system of education or a federal department of education. Rather, Canada's 10 provinces and three territories have responsibility for education, and each has its own department or ministry of education that establishes policies for primary and secondary education (Council of Ministers of Education, Canada, 2020). As each of Canada's 13 educational jurisdictions has its own education policy regime for primary and secondary education, vertical policy coherence with *Refugee Education 2030* is specifically defined in the context of the present study as the vertical coherence of each of

the 13 Canadian education policy regimes with the Enabling Activities of Expected Result 1 of Strategic Objective 2 and the Strategic Approaches of *Refugee Education 2030*.

The foregoing theoretical inputs are used in this study to assess the vertical coherence of refugee education policy regimes with *Refugee Education 2030* in the Canadian context. The three elements of policy coherence are defined as follows. First, coherence among objectives refers to the consistency of the objectives of policies in a given Canadian educational jurisdiction with the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*. As subsequently explained in the methods, in each Canadian educational jurisdiction, policies that have objectives of responding to one category of need of refugee students derived from the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030* are aggregated into one policy domain. Coherence among objectives is therefore primarily concerned with the consistency of the objectives of the policies comprising a jurisdiction's policy domain with the corresponding Enabling Activity.

Second, coherence among targeted populations addresses the consistency of the populations targeted by a policy domain in a given Canadian educational jurisdiction with the populations targeted by *Refugee Education 2030*. Foundational to *Refugee Education 2030* is the idea that there are three populations that policies should address, namely those who benefit, those who implement, and those who partner. In *Refugee Education 2030*, the targeted benefiting populations are refugee and refugee claimant children and youth of primary and secondary school age (UNHCR, 2019b, p. 7). The targeted implementation agents are government agents, such as teachers, administrators, and support personnel, working in education in the Canadian context (UNHCR, 2019b, p. 33). The targeted partners include two cohorts: organizational partners (UNHCR, 2019b, p. 33) and partners from "a whole of society" perspective (UNHCR, 2019b, p. 15). Organizational partners may include intergovernmental, international non-governmental, civil society, private sector, and/or academic organizations (UNHCR, 2019b, p. 33-37). Partners from "a whole of society" perspective (UNHCR, 2019b, p. 15) was interpreted as being educational stakeholders, including students, parents/guardians, families, and communities.

Third, coherence among instruments is defined as the consistency of the tools in a policy domain in a given Canadian educational jurisdiction with *Refugee Education 2030*'s Strategic Approaches of Collaborative Learning and Capacity Development and Innovation, Evidence, and Growth (UNHCR, 2019b, p. 30). Two of Schneider and Ingram's (1990) five types of policy tools

are the focus of this analysis: capacity tools and learning tools. Tools coherent with the Strategic Approach of Collaborative Learning and Capacity Development, which is an approach that entails “sharing expertise and areas of strength” to increase implementation capacity (UNHCR, 2019b, p. 32), are capacity tools, or policy instruments that provide information and resources to enable implementation agents to behave in policy-consistent ways. Tools coherent with the Strategic Approach of Innovation, Evidence, and Growth, which is an approach that promotes “evidence-based innovative practices, explorations that test new approaches, and judicious attempts to scale proven innovations” (UNHCR, 2019b, p. 32), are learning tools that encourage or require targeted implementation agents to both 1) devise approaches and undertake activities towards an objective, and 2) formally evaluate progress towards the objective.

That said, the analysis also involves a more holistic analysis of the overall coherence of an educational jurisdiction’s refugee education policy regime with Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*. Each of the policy domains analyzed during this study responds to a single category of needs of refugee students derived from one Enabling Activity and all of the Enabling Activities are for one common Expected Result for refugee students. The holistic analysis is concerned with whether there is a balance between the independence and the intersectionality of the policy domains comprising a jurisdiction’s refugee education policy regime so that the targeted benefiting population of policies in each domain are inclusive of refugee children and youth demonstrating any variation of one to all of the categories of needs. For example, there should be policies in the domain of special education that respond to refugee youth with special education needs who are highly proficient in the language of instruction and to refugee youth with special education needs who need to learn the language of instruction.

Methods

The study was conducted in three phases, with a view to answer the three research questions in sequence. The first phase served to determine the categories of needs underpinning the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*. The second phase assessed these needs as presented by refugee claimant and resettled refugee children and youth in the Canadian context. These two phases then enabled the contextualized analysis of the coherence of Canadian education policy responses to the needs in the third phase. Taken together, the findings permitted a discussion on priorities for the development and revision of refugee

education policy across Canadian educational jurisdictions to establish or increase coherence with *Refugee Education 2030*.

Phase 1

The first phase consisted of two steps. First, five categories of needs of refugee children and youth in educational contexts were inductively derived from the discussion of the five Enabling Activities of Expected Result 1 of Strategic Objective 2 in the *Refugee Education 2030* document. Second, a selective review of empirical literature on the needs of refugee children and youth pertaining to education in countries of asylum and countries of resettlement was used to triangulate these categories of needs.¹¹ Sources were found by searching “refugee” AND a category of needs derived from an Enabling Activity in the databases of ERIC, Education Source, PsycINFO, and LearnTechLib. To be included, an article had to address one or more of the categories of needs derived from the Enabling Activities and have been published since 2012, the start of the current epoch of UNHCR’s refugee education policy (Dryden-Peterson, 2016a).

Phase 2

To assess the extent to which the categories of needs found in the first phase are present in refugee children and youth across Canadian jurisdictions, the second phase used two methods. First, analyses were conducted of publicly available statistics about refugee claimants¹² and resettled refugees in Canada. Second, where statistical data were not available for a category of needs, empirical studies were sourced and analyzed. For the first method, datasets on the refugees resettled to Canada were sourced from Open Government, a website that makes data and information collected by the Government of Canada publicly available (Open Data Charter, 2020a). Datasets on refugee claimants in Canada were sourced from Open Government and from the website of the Immigration and Refugee Board of Canada (IRB) (IRB, 2020a). The Canadian datasets were limited to the period of January 2015 to March 2020 because Canada, adopting the Open Data Charter in 2015, made all data collected by the federal government as of January 2015 publicly available (Open Data Charter, 2020a, 2020b). March 2020 was selected as the cut-off

¹¹ This second step was required because, UNHCR advancing that its policy, guidance, and programming are research informed (UNHCR, 2019c, p. 5), the categories of needs should also be research informed. As there is no publicly available information from UNHCR on the research basis for the Enabling Activities that could confirm that the derived categories of needs are research informed, empirical literature was used to this end.

¹² Data was analyzed on refugee claimants because those whose refugee claim has been accepted from within Canada by the Immigration and Refugee Board of Canada become refugees and are classified as a Convention refugee or as a person in need of protection (IRB, 2019).

point because the federal government restricted refugee admissions beginning in March 2020 in response to the coronavirus (COVID-19) pandemic (Government of Canada, 2020a, 2020b).

These Canadian datasets were used in combination with datasets published by global governance institutions, including UN agencies and the World Bank. Datasets were identified by searching the term “refugee” on their websites. For the one category of needs (mental health and psychosocial support) for which datasets published within the last five years were not available from the Government of Canada, UN agencies, nor the World Bank, findings presented in empirical studies on refugee children in Canada were used to assess needs. These studies were obtained by searching the databases of ERIC, Education Source, PyscINFO, and LearnTechLib with the search terms “refugee” AND “Canada” AND “mental health” OR “psychosocial support” OR “psychosocial needs”.

Phase 3

The third phase proceeded via two steps: jurisdiction-based scoping reviews of policies (Hare et al., 2016) and the analysis of relevant policies for their vertical coherence with *Refugee Education 2030*.

Step 1: Jurisdiction-Based Scoping Reviews of Policies

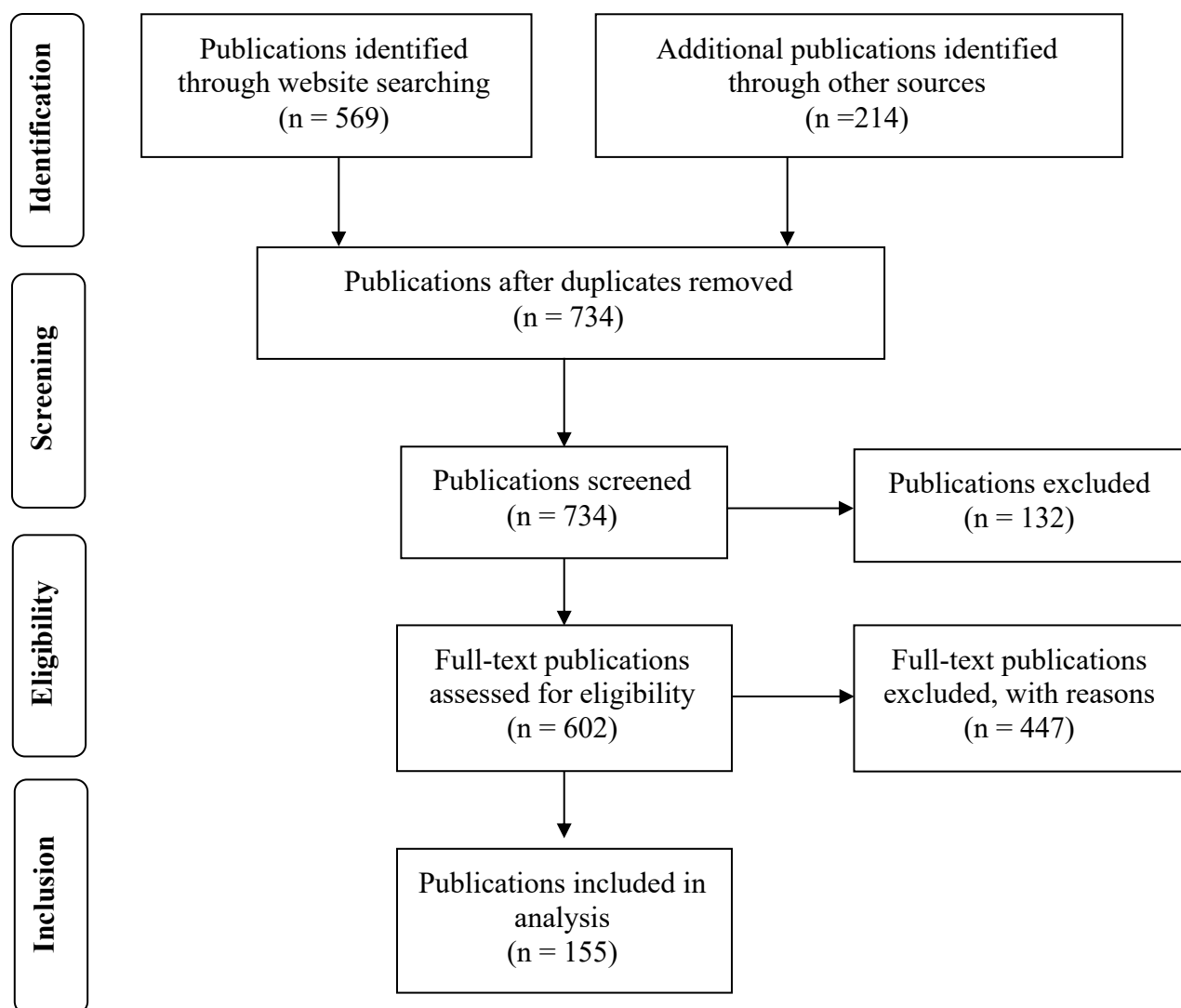
To identify policy documents pertaining to the primary and secondary education of refugee children and youth across Canadian educational jurisdictions, jurisdiction-based scoping reviews of policies (Hare et al., 2016) were conducted on the websites of provincial and territorial governments based on the PRISMA-ScR checklist and explanation (Tricco et al., 2018). Two searches were conducted in March 2020 using the search strategy outlined in *Appendix 1*: the first in English and the second in French, given the bilingual status of Canadian governance. See Figure 1 for the PRISMA-based flow diagram of the jurisdiction-based scoping review of policies.

Using the most advanced level of search on the websites for each province and territory, 569 publications were identified as potentially relevant. Additional publications (n = 214) were identified as potentially relevant from three other sources. First, additional publications (n = 118) included those linked to webpages of Ministries and Departments of Education. When the document was in English, a search was conducted on Google for the French version of the document and vice versa, yielding 3 results. When it was indicated that a policy had an expired end-date, a search was conducted on Google for the current policy instrument, yielding two more results. Second, additional potentially relevant documents (n = 72) were identified from an

appendix of a grey literature publication of a scoping review of Canadian education policies related to refugee education, conducted in June and July 2017 (Ratković et al., 2017, Appendix B). Third, the *Education Act* or *Schools Act* of each province and territory was deemed potentially relevant (n = 19).

Figure 1

PRISMA-based flow diagram of the jurisdiction-based scoping review of policies (Moher, Liberati, Tetzlaff, Altman, & the PRISMA Group, 2009)



Publications from all sources (n = 783) were first screened for duplicates, with 49 being eliminated.¹³ To pass to the next stage of review, the term “refugee” or “réfugié” had to appear at

¹³ Rather than being considered a duplicate, a policy instrument available in separate English and French formats or in a bilingual format was counted as two publications.

least once in a document. This screening led to 132 exclusions. Full-text publications (n = 602) were then assessed for eligibility using the inclusion and exclusion criteria outlined in Table 4, resulting in 447 additional exclusions. Based on this procedure, the final sample comprised 155 policy documents as of March 2020. Of these, 117 were in English and 38 were in French.

Table 4

Inclusion and exclusion criteria of the jurisdiction-based scoping review of policies

Criteria elements	Inclusion Criteria	Exclusion Criteria
Author, publisher, or endorser	- Published by Ministry or Department of Education; or - Circulated by Ministry or Department of Education	- Published by any other Ministry or Department; and - Not circulated by Ministry or Department of Education
Language	- English; and/or - French	Language other than English or French
Subject	Pertains to primary and/or secondary education	- Pertains to pre-primary or post-secondary education; or - Does not pertain to education
Keyword	Contains the term “refugee” or “réfugié”: At least once in the body of the text	Contains the term “refugee” only in: - A list of references or bibliography; - A link to another publication; and/or - A way that does not refer to refugee status, refugeehood, or refugee experiences^a
Document type	Policy document (e.g., policy guide, memorandum, resource guide, curriculum)	Not a policy document (e.g., news release, report, student assessment tool, event poster, immigration welcome guide)
Status	For policy guides: - Current For other policy documents: - Most recent or up-to-date version containing the term “refugee” and/or “réfugié”	For policy guides: - Expired For other policy documents: - Not the most recent or up-to-date version containing the term “refugee” and/or “réfugié”

Note. ^a i.e., The use of “Immigration, Refugees and Citizenship Canada” (IRCC) or “Immigration and Refugee Protection Act” (IRPA) for purposes other than defining targeted populations and/or topics of instruction. The use of the literary expression “to take/seek refuge” to describe psychological dissociation or seeking shelter in a secure area during a school lockdown.

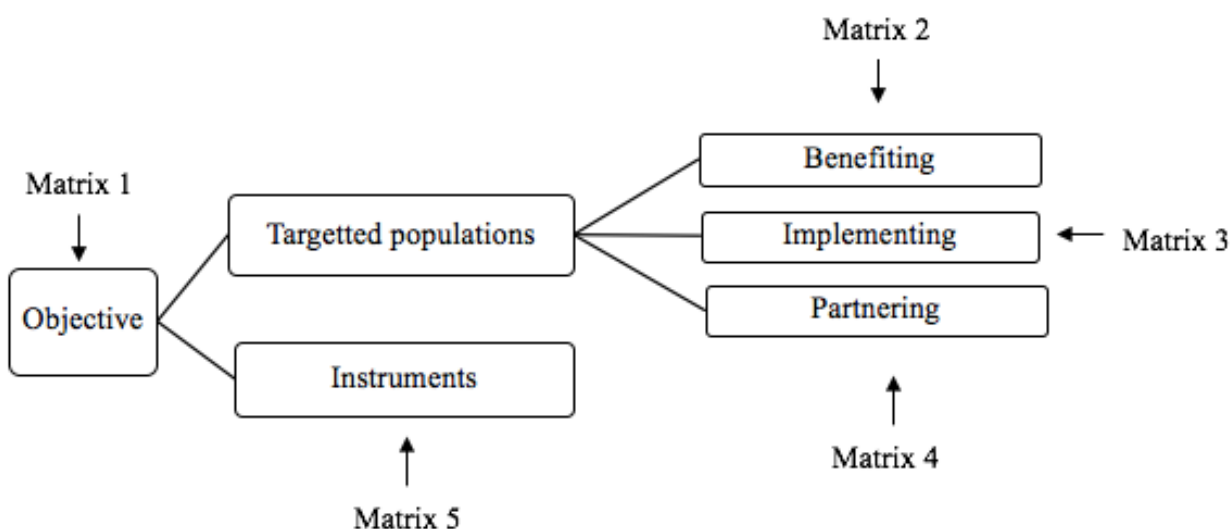
Step 2. Policy coherence analysis of the sample

Data charting. The content of each eligible policy document in the final sample was charted using a standardized Data Abstraction Tool (DAT) developed for this study (Appendix 2).

The first section of the tool was designed to record the characteristics of the policy document (jurisdiction, date of publication, date of effect, type of policy document) and summarize its contents. The second section of the tool allowed for data to be extracted about the objectives of the policy that pertained to each of the five categories of needs derived from *Refugee Education 2030* in the first phase of the methodology, as well as the targeted populations and the instrument(s) associated with the objective. Each objective and its corresponding targeted populations and instrument(s) were grouped together as one *policy data item unit* in the DAT. A policy data item unit is conceptualized in Figure 2.

Figure 2

Conceptualization of a policy data item unit and matrices of an educational jurisdiction's Policy Analysis Matrices used to analyze the items of the policy data item unit



A sample of a data item unit section of the DAT is provided in Table 5. The final section of the DAT served to record considerations relating to the intersectionality of objectives because a single policy document could include multiple objectives pertaining to different categories of needs derived from the Enabling Activities in the first phase.

All of the policy data item units from all of the DATs in one educational jurisdiction were then sorted in a series of Policy Analysis Matrices. Each jurisdiction had its own series of Policy Analysis Matrices. The independent variables of all of the matrices were the five categories of needs derived from the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030* during Phase 1, referred to hereafter as the five policy domains. The dependent variables of the matrices were the different items making up the policy data item unit.

Table 5

Sample of the section of the Data Abstraction Tool used to extract data for a policy data item unit pertaining to the policy domain of language education

B.3 Data item unit 3: Language education			
B.3.1 Objective			
Objective	Citation	Specificity	
		☐ Overall objective ☐ Lower-level objective	☐ N/A
B.3.2 Targeted populations			
Targeted benefiting population	Sample	Specified sample characteristics	
	☐ Refugee-focused Specify cohort:	☐ Abilities	
	☐ Refugee-relevant Specify cohort:	☐ Ages	
	☐ Refugee-mentioning Context of term “refugee”: Targeted benefiting population:	☐ Genders	
Targeted partners	☐ Educational stakeholders	☐ Other	
	☐ Organizations	☐ Students	
		☐ Parents, guardians, families	
		Type	Specify
		☐ IGO	
		☐ INGO	
		☐ CSO	
	☐ PSO		
	☐ AO		
	☐ OGM		
Targeted implementation agents	☐ Government agents	☐ Teacher	
		☐ Administrators	
		☐ Other	
	☐ Other	Specify:	
B.3.3 Instrument			
Tools	Tool type	Tool subtype	Citation/Description
	☐ Authority	N/A	
	☐ Capacity	N/A	
	☐ Incentive	☐ Inducement	
		☐ Charge	
		☐ Sanction	
		☐ Force	
	☐ Learning	N/A	
	☐ Symbolic and hortatory	☐ Symbolic pronouncement	
		☐ Rationale	
		☐ Label	

Note. N/A = Not applicable; IGO = Intergovernmental organization; INGO = International non-governmental organization; CSO = Civil society organization; PSO = Private sector organization; AO = Academic organization; OGM = Other government ministry than the Ministry of Education.

Each matrix in the series was used to analyze a different element of the policy data item unit (Figure 2).

Each eligible publication from the jurisdiction was assigned a code that was used to identify the policy document from which a policy data item unit had been extracted when an item was inputted in a matrix. The code comprised two letters and two digits: the internationally approved English alpha codes of the province or territory of the educational jurisdiction (see Statistics Canada, 2015) and the policy number when all of the eligible policy documents in the jurisdiction were listed in ascending chronological order (e.g., the fourth policy document eligible for inclusion in British Columbia was coded as BC04). A legend of the codes of the included policy documents by jurisdiction is provided in Appendix 3.

Step 2.1. Analysis of the coherence among objectives. The first matrix (Table 6) was used to organize each Canadian educational jurisdiction refugee education policies into policy domains and to analyze the coherence of the objectives of each policy domain with the corresponding Enabling Activity from *Refugee Education 2030*. The five policy domains of this study are sets of policies with objectives addressing the five categories of needs derived from the Enabling Activities during the first phase of the methodology. The policy coherence analysis determined the consistency between the specific objectives of the individual policies that coexist within the same policy domain in a given jurisdiction and the overall objective of the policy domain – that is to say, the Enabling Activity.

Table 6

Matrix for analyzing coherence among objectives

Domains	Objectives of policy documents in an educational jurisdiction		
	High-level objective	Low-level objective	Not applicable
Category of need derived from Enabling Activity 1			
Category of need derived from Enabling Activity 2			
Category of need derived from Enabling Activity 3			
Category of need derived from Enabling Activity 4			
Category of need derived from Enabling Activity 5			

Relevant objectives of policy data item units in a jurisdiction were inputted into the cells of the matrix in Table 8 as a function of the policy domain to which they pertain and the specificity of the focus in the policy document on the objective. The latter qualifier was based on my own reading of policy materials and reflections on the pertinence of policy attributes (Desimone, 2002) to policy objectives. An objective was qualified in the DAT as a high-level objective if it was a main objective of the policy document and a low-level objective if it was a secondary objective of the policy document. For example, a language education policy document with a subsection on promoting the mental health of language learners would have objectives pertaining to language education as high-level objectives and objectives pertaining to mental health and psychosocial support as low-level objectives.

Each objective inputted in a cell was followed by the code of the policy document from which it was extracted. If it was indicated in the DAT that a policy document did not have any objectives pertaining to the domain, the code of the policy document was inputted into the cell “not applicable” of the matrix. A policy gap in a domain was evidenced, and indicative of incoherence with *Refugee Education 2030*, when the codes of all of the policy documents in a jurisdiction were in the cell “not applicable”. When a jurisdiction had a policy domain, the consistency of the high- and/or low-level objectives comprising the domain with the Enabling Activity was descriptively analyzed.

Step 2.2. Analysis of the coherence among populations. Three matrices were used to analyze coherence among populations because *Refugee Education 2030* indicates that there are three populations that policies should address, namely those who benefit, those who implement, and those who partner.

Step 2.2a. Coherence among targeted benefiting populations. The matrix in Table 7 was used to analyze coherence between the targeted benefiting populations of individual policies in a domain and the targeted benefiting population as described in *Refugee Education 2030* and further qualified in Strategic Objective 2. The targeted benefiting populations of primary and secondary education in *Refugee Education 2030* are refugee and refugee claimant children of primary and secondary school age. Strategic Objective 2 targets these children “regardless of legal status, gender or disability” (UNHCR, 2019b, p. 43).

The matrix was developed with three categories to facilitate analyses of the specificity with which refugees are targeted as a benefiting population of policies comprising the domain: refugee-

focused, refugee-relevant, and refugee-mentioning. Refugee-focused policies are those in which children and youth with current or former refugee status, or children and youth who are refugee claimants are the targeted benefiting population. This category also included children with shared or similar characteristics to refugees (e.g., immigrants from countries where armed conflicts are taking place or immigrants who were a persecuted minority in another country but immigrated to Canada without seeking asylum nor claiming refugee status). Refugee-relevant policies are those in which children and youth with current or former refugee status and/or children and youth who are refugee claimants are not the primary targeted benefiting population but are explicitly named as a cohort of a broader targeted population. Refugee-mentioning policies are those in which refugees are not explicitly stated to be in the targeted population, but the term “refugee” appears elsewhere in the document.

Table 7

Matrix for analyzing coherence among targeted benefiting populations

Domains	Targeted benefiting populations of policy documents		
	Refugee-focused	Refugee-relevant	Refugee-mentioning
Category of need derived from Enabling Activity...			

These qualifiers were informed by empirical literature, *Refugee Education 2030*, and my own reading of policy documents. The first category is based on the findings of empirical studies in traditional resettlement countries, including Canada, that there is a lack of policies specifically dedicated to refugee students (MacNevin, 2012; Shakya et al., 2010; Kanu, 2008; Christie & Sidhu, 2006; Yau, 1996). The second category is based on the empirical finding that refugee students are often conflated with immigrant students, racialized students, language learners, and other cohorts in research and policy (Miller et al., 2018; Brewer, 2016; Shakya et al., 2010) and on *Refugee Education 2030* advancing that governments can establish “explicit policy on inclusion of refugees, stateless and other displaced people in national systems” (UNHCR, 2019b, p. 33). The final category was created in response to my reading of education policy documents in which the term “refugee” appeared but in which refugees were not a targeted population, for instance, policy documents with objectives of student learning about refugees.

When inputting a targeted benefiting population in the matrix, specified characteristics of the population were recorded. These characteristics included but were not limited to ages, genders,

and abilities. The former three characteristics were used to analyze consistency with Strategic Objective 2. All other specified characteristics (e.g., countries of origin, immigration category, etc.) were used to analyze the inclusivity of the targeted benefiting population to all refugee children and youth, rather than its exclusivity to specific cohorts of refugee children and youth.

Step 2.2b. Coherence among targeted implementation agents. The matrix in Table 8 was used to analyze coherence among targeted implementation agents. Individuals targeted as implementing populations of policies in a domain were sorted in the matrix as government agents and as “not government agents”.

Table 8

Matrix for analyzing coherence among targeted implementation agents

Domains	Targeted implementation agents	
	Government agents	Not government agents
Category of need derived from Enabling Activity...		

Step 2.2c. Coherence among targeted partners. The current step served to analyze the coherence of a jurisdiction’s refugee education policy domain with *Refugee Education 2030*’s Strategic Approach of Partnership using a matrix (Table 9). The two categories of targeted partners were sourced from *Refugee Education 2030*: Organizational partners and partners from a whole of society approach.

Table 9

Matrix for analyzing coherence among targeted partners

Domains	Targeted partners								
	Organizational partners						Partners from a whole of society perspective		
	IGO	INGO	CSO	PSO	AO	OGM	S	PGF	C
Category of need derived from Enabling Activity...									

Note. IGO = Intergovernmental organization; INGO = International non-governmental organization; CSO = Civil society organization; PSO = Private sector organization; AO = Academic organization; OGM = Other government ministry than the Ministry of Education; S = Students; PGF = Parents, guardians, and families; C = Community.

Organizations enumerated in *Refugee Education 2030* as having a responsibility or interest in supporting refugee education include intergovernmental organizations, international non-

governmental organizations, domestic civil society organizations, private sector organizations and foundations, civil society organizations, and academic networks (UNHCR, 2019b, p. 34-37). The second category of partners includes individuals from Canadian civil society because *Refugee Education 2030*'s Strategic Approach of Partnership is to reflect the *Global Compact*'s goal of a whole of society approach (UNHCR, 2019b, p. 14). This whole of society approach was interpreted to mean all educational stakeholders – students, parents, guardians, families, and communities – in the Canadian context.

Step 2.3 Coherence among instruments. A matrix (Table 10) was used to analyze the coherence of instruments in a domain with the Strategic Approaches of Collaborative Learning and Capacity Development, and Innovation, Evidence, and Growth.

Table 10

Matrix for analyzing coherence among instruments

Domains	Types of tools in the policy documents comprising the domain	
	Capacity tools	Learning tools
Category of need derived from Enabling Activity...		

Step 2.3. Synthesis of the coherence of Canada's refugee education policy regime. The data in the policy analysis matrices of all jurisdictions were then compiled into a single Policy Synthesis Matrix (Table 11). The matrix synthesized the coherence of the refugee education policy regimes of all 13 of Canada's educational jurisdictions as a function of the policy domain (Enabling Activity), the elements of policy coherence (objectives, populations, instruments), and the coherence level of the policies (coherent, incoherent, and absent). Policies in a domain were deemed coherent with *Refugee Education 2030* at an element of policy coherence when they met all the criteria in the theoretical framework for that element. Policies were assessed as incoherent when: a) they left gaps relative to the criteria in the theoretical framework for the element of policy coherence (e.g., the targeted benefiting population of the policies explicitly includes refugee children, but not refugee claimant children); b) they were contrary to the criteria in the theoretical framework for the element of policy coherence (e.g., the targeted benefiting population explicitly excludes refugee and refugee claimant children); or c) they obstructed coherence with criteria in the theoretical framework at a different element of policy coherence (e.g., capacity tools, if implemented, would prevent certain refugee children from being included in the targeted

benefiting population). Where no relevant policies were identified, the coherence level was classified as absent.

Table 11

Matrix for synthesizing the number of educational jurisdictions with refugee education policies that are coherent with Refugee Education 2030 by domain, element of policy coherence, and coherence level

Coherence level	Coherence among objectives	Coherence among populations				Coherence among instruments	
		Benefiting	Implementing	Partnering		Capacity	Learning
				Org.	WoS		
Domain: Category of need derived from Enabling Activity							
Citation of Enabling Activity							
Coherent							
Incoherent							
Absent							

Note. Org = Organizational partners. WoS = Partners from a whole of society approach.

Initially, the internationally approved English alpha codes of the provinces and territories were inputted in the matrix to indicate that the policies in those educational jurisdictions had been assessed as coherent, incoherent, or absent along the element of policy coherence. Once data from all 13 educational jurisdictions had been classified, the codes were replaced by the sum of the number of educational jurisdictions that they represented to indicate the number of Canadian educational jurisdictions with coherent, incoherent, or absent refugee education policies. Consequently, the sum of all numbers for each element of policy coherence of each domain is 13.

Findings

Phase 1: Categories of needs of refugee children and youth relative to education

The first phase aimed to determine what categories of needs of refugee children and youth relative to education are inherent in the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*. Five such categories of needs were derived inductively from the international refugee education framework: Access to education, accelerated education, language education, mental health and psychosocial support, and special education. A selective review of empirical literature on the needs of refugee children and youth pertaining to education in countries of asylum and countries of resettlement revealed that these five categories of needs align with those in the empirical knowledge base, as indicated in Table 12 and the ensuing discussion.

Table 12

Categories of needs of refugee children and youth in educational contexts corresponding to the Enabling Activities of Expected Result 1 of Strategic Objective 2 of Refugee Education 2030 and triangulating sources from the empirical knowledge base

Enabling Activity	Corresponding category of need	Triangulating sources from the empirical knowledge base
Children and youth receive any supports required to enable their <i>access to the education system</i> (UNHCR, 2019b, p. 43)	Access to education	Bilagher & Kaushik (2020); Gladwell (2019); Potochnik (2018); Schneider (2018); Dryden-Peterson & Reddick (2017); Dryden-Peterson (2016b); Graham et al. (2016); Crea (2016); Stark et al. (2015); Al-Hroub (2014); Mace et al. (2014)
Children and youth are supported to make up for <i>missed schooling</i> in preparation for entering formal education at age-appropriate levels (UNHCR, 2019b, p. 43)	Accelerated education	Bilagher & Kaushik (2020); Morrice et al. (2020); Potochnik (2018); Dryden-Peterson (2016b); Due, Riggs, & Mandara (2015); Mace et al. (2014)
Children and youth are provided with adequate <i>language training</i> where necessary (UNHCR, 2019b, p. 43)	Language education	Morrice et al. (2020); Bilagher & Kaushik (2020); Miller et al. (2018); Potochnik (2018); Dryden-Peterson & Reddick (2017); Dryden-Peterson (2016b); Graham et al. (2016); Due, Riggs, & Mandara (2015); Al-Hroub (2014); Mace et al. (2014)
Children and youth will be provided with conditions that foster social and emotional learning (SEL), and where needed, receive <i>mental health and psychosocial support</i> , allowing them to concentrate, learn and develop healthy relationships (UNHCR, 2019b, p. 43)	Mental health and psychosocial support	Hodes & Vostania (2019); Beiser & Hou (2016); Fazel et al. (2016); Pieloch et al. (2016); Stark et al. (2015); Al-Hroub (2014); Mace et al. (2014); Ellis, Miller, Abdi, Barrett, Blood, & Betancourt (2013)
Children and youth are taught by teachers who have been adequately prepared to include refugee children and learners with <i>diverse learning requirements, including children and youth with disabilities</i> (UNHCR, 2019b, p. 43)	Special education	Gladwell (2019); Hodes & Vostania (2019); Graham et al. (2016); Al-Hroub (2014); Mace et al. (2014)

Access to Education

Refugees have fled persecution or armed conflict (UNHCR, 1951). Persecution may involve discriminatory measures obstructing education access (e.g., legal restrictions on a group's right to education) (UNHCR, 1979). Armed conflict can impede access by making routes to school dangerous, destroying school infrastructure, and reducing educational resources and personnel (Dryden-Peterson, 2016b). The migration process can also disrupt education (Potochnik, 2018).

While global averages of primary, secondary, and post-secondary education access for refugees are 63%, 24%, and 3% respectively (UNHCR, 2019a), refugees' access to education differs across countries (Dryden-Peterson, 2016b). Systemic barriers include a lack of documentation required for enrolment (Mace et al., 2014); a lack of recognition of educational equivalency (Crea, 2016); complex enrolment procedures (Gladwell, 2019); and discriminatory entry requirements (Schneider, 2018). School-level barriers include poor infrastructure, large class sizes, and insufficient teaching and learning materials (Al-Hroub, 2014), as well as far distances to schools (Dryden-Peterson & Reddick., 2017) and a lack of qualified teachers (Bilagher & Kaushik, 2020). Contextual barriers include a lack of post-graduation opportunities (Dryden-Peterson & Reddick, 2017); early pregnancy and/or marriage (Al-Hroub, 2014); and bullying, discrimination, and/or sexual and gender-based violence (Stark et al., 2015; Graham et al., 2016). Financial barriers (Bilagher & Kaushik, 2020; Schneider, 2018) and the need to contribute to their household through employment or caring for siblings (Al-Hroub, 2014) can prevent school attendance.

Accelerated Education

The majority of refugee children experience interruptions in access to formal education, inadequate quality of formal education, and differences between curricula used in different jurisdictions (Morrice et al., 2020; Potochnik, 2018; Dryden-Peterson, 2016; Mace et al., 2014). This means that they have a need for accelerated learning when they gain access to quality, formal schooling.

Refugee children have difficulty keeping up with curriculum content because they spend a disproportionate amount of time learning languages of instruction (Dryden-Peterson, 2016b). As the development of literacy and mathematics skills is adversely affected by interruptions and transitions (Morrice et al., 2020; Potochnik, 2018; Dryden-Peterson, 2016b; Mace et al., 2014),

and the amount of time refugee children and youth can spend in school is usually restricted (Due, Riggs, & Mandara, 2015), their education must be accelerated. Accelerated Education Programmes (AEPs) condense a formal curriculum, while developing literacy and mathematics as the foundation of content-area learning, so that students can complete learning in a shorter period of time (Bilagher & Kaushik, 2020).

Language Education

Multiple displacements mean the languages of instruction (LOI) that refugee children are learning continually change (Dryden-Peterson, 2016b). Should the children have attended school in their country of origin, they may have had to learn a LOI different from their primary language (Mace et al., 2014), particularly if they were members of a persecuted minority. Most refugee children are expected to learn at least one new LOI in a country of first asylum and potentially one or more LOIs in a resettlement country (Dryden-Peterson, 2016b; Al-Hroub, 2014).

Refugee children and youth should be taught the novel LOIs and supported in the maintenance and development of proficiency in their other languages (Graham et al., 2016). They should be placed appropriately in language education classes, provided with language support for a sufficient amount of time, and taught using appropriate teaching methods and materials (Morrice et al., 2020; Dryden-Peterson, 2016b). Yet, current placement strategies and teaching practices for language education for refugees in countries of first asylum and resettlement countries are often inadequate (Miller et al., 2018; Dryden-Peterson, 2016b). The duration of language support is often insufficient; it may up to 10 years to develop academic language proficiency, particularly for adolescents with interrupted or low-quality education (Potochnik, 2018).

Mental Health and Psychosocial Support

There is an increased prevalence of mental disorders in refugee children compared to their non-refugee peers, especially depressive, anxiety, and trauma- and stressor-related disorders (Hodes & Vostania, 2019; Pieloch et al., 2016; Beiser & Hou, 2016; Mace et al., 2014). Refugee status is not in and of itself a predictor of mental disorders; rather, the higher prevalence of disorders is from the increased volume, duration, and frequency of exposure to stressful and/or traumatic events and the erosion of individual and environmental factors known to foster resilience (Hodes & Vostania, 2019; Beiser & Hou, 2016).

Schools are well-positioned to support the mental health and psychosocial wellbeing of refugee children (Beiser & Hou, 2016; Fazel et al., 2016). Culturally and contextually responsive

programs of mental health support can be provided to promote resilience through social and emotional education and community sensitization to refugee experiences for all students, the reduction of psychosocial distress for those at risk, and the provision mental health services to individual students requiring greater support (Ellis et al., 2013, p. 129-130).

Special Education

There is little data on neurodevelopment disorders, giftedness, and corresponding special education needs in refugee children (Hodes & Vostania, 2019; Graham et al., 2016). There is no data on the prevalence of autism spectrum disorder, specific language impairment, and learning disorders in refugee children, and only one study on sensory impairment and attention deficit hyperactivity disorder (Graham et al., 2016). However, because the majority of refugees come from low- and middle-income countries where neurodevelopmental disorders are more prevalent because of nutritional deficiencies, refugee children are more likely to have special education needs than their non-refugee peers in high-income countries (Hodes & Vostania, 2019).

It can be difficult to identify special needs in refugee children because assessments use age-based developmental benchmarks while the dates of birth of many refugee children are incorrectly documented (Mace et al., 2014), assessment tools may be linguistically and culturally inappropriate (Graham et al., 2016), and indicators of special education needs are similar to those of language learning and accelerated education (Gladwell, 2019; Hodes & Vostania, 2019). Given these issues, education systems need serial assessment procedures for special education needs in refugee children (Graham et al., 2016).

In terms of addressing special needs, access to supports are often impeded in countries of asylum (Al-Hroub, 2014) and delayed in resettlement countries (Gladwell, 2019). For example, accessible transportation, assistive devices, and appropriate teaching materials and resources may not be available (Al-Hroub, 2014). Teachers may also lack training on differentiating instruction for students with diverse learning requirements and supporting learners with special needs (Al-Hroub, 2014).

Phase 2: Extent of needs present in refugee children and youth across Canada

The aim of the second phase was to assess the extent to which the foregoing five categories of needs are present in refugee children and youth across Canadian educational jurisdictions. This was achieved through analyses of publicly available statistics about refugee claimants and resettled refugees in Canada and, where statistical data were not available for a category of need, empirical

studies were sourced and analyzed. As the findings show, all five categories of needs are present in refugee claimant and resettled refugee children and youth in Canada, but they are unevenly distributed across Canada's 13 educational jurisdictions as a result of patterns in refugee protection claim submissions and refugee resettlement.

Access to Education

More than 130,000 refugee claimant and resettled refugee children and youth of primary and secondary school age arrived in Canada between January 2015 and March 2020.¹⁴ There are nearly equal numbers of refugee claimants under the age of 18 (n = 66,539) and resettled refugees under the age of 18 (n = 64,070). Approximately 60% of asylum seekers who applied for refugee status in Canada between January 2015 and March 2020 were granted refugee protection.¹⁵

Refugee claimant and resettled refugee children and youth are unevenly distributed across Canada's 10 provinces and three territories (Table 13). Although refugee claims were submitted in all provinces and territories between January 2015 and March 2020, the majority of refugee claimants under the age of 18 were in Ontario (46%) and Quebec (44%). Refugee children and youth were resettled to all 10 provinces and to two territories.¹⁶ Most resettled refugee children and youth were to live in Ontario (41%), Quebec (18%), Alberta (14%), British Columbia (8%), and Manitoba (7%).

The foregoing data indicate that 12 of Canada's 13 jurisdictions with constitutional authority for education have responsibilities for ensuring access to schooling for refugee claimant and resettled refugee children and youth. One jurisdiction (Nunavut [NU]) has responsibilities for educational access for refugee claimant children and youth and potentially for refugee children and youth if the refugee claimant minors were granted refugee protection. There is nearly equal gender representation in refugee claimants of all ages,¹⁷ and in resettled refugees under the age of

¹⁴ Calculated from data taken from datasets published by the Government of Canada (2020c) and the Immigration and Refugee Board of Canada [IRB] (IRB, 2018a, 2018b, 2018c, 2019, 2020a, & 2020b).

¹⁵ Calculated from data taken from datasets published by the Immigration and Refugee Board of Canada [IRB] (IRB, 2018a, 2018b, 2018c, 2019, 2020a, & 2020b). Refugee claimants whose refugee claim has been accepted by the Immigration and Refugee Board of Canada are classified as a Convention refugee or as a person in need of protection (IRB, 2019).

¹⁶ Refugees are resettled to Canada through government assistance, private and community sponsorship, and blended visa-office referred sponsorship programs (UNHCR, 2018b). The federal government allocates government-sponsored refugees to one of Canada's 10 provinces or three territories (IRCC, 2017) and refugees sponsored through the other programs are resettled to the province/territory of their sponsor(s) (Government of Canada, 2018).

¹⁷ Separate IRCC datasets disaggregated refugee claimants by age and by gender.

18 (Table 14), indicating significant need for primary and secondary education for both male and female children of refugee backgrounds.

Table 13

Numbers and percentages of refugee claimants and resettled refugees under the age of 18 by Canadian province/territory, January 2015 – March 2020¹⁸

Canadian provinces and territories	Refugee claimants under 18		Resettled refugees under 18		Total	
	N	(%) of refugee claimants	N	(%) of resettled refugees	N	(%)
Alberta (AB)	2,436	(3.66)	9,040	(14.11)	11,476	(8.79)
British Columbia (BC)	3,392	(5.10)	5,380	(8.40)	8,772	(6.72)
Manitoba (MB)	807	(1.21)	4,510	(7.04)	5,317	(4.07)
New Brunswick (NB)	119	(0.18)	1,785	(2.79)	1,904	(1.46)
Newfoundland and Labrador (NL)	50	(0.08)	735	(1.15)	785	(0.60)
Northwest Territories (NT)	--	I/D	--	I/D	--	I/D
Nova Scotia (NS)	86	(0.13)	1,745	(2.72)	1,831	(1.40)
Nunavut (NU)	--	I/D	0	0	--	I/D
Ontario (ON)	30,365	(45.63)	26,060	(40.67)	56,425	(43.20)
Prince Edward Island (PE)	--	I/D	305	(0.48)	305	(0.23)
Quebec (QB)	29,159	(43.82)	11,730	(18.31)	40,889	(31.31)
Saskatchewan (SK)	125	(0.19)	2,700	(4.21)	2,825	(2.16)
Yukon (YK)	--	I/D	20	(0.03)	20	(0.02)
Not stated	--	I/D	60	(0.09)	60	(0.05)
Total	66,539	(100.00)	64,070	(100.00)	130,609	(100.01)

Note. Values representing between 1 and 4 individuals are shown as "--" to prevent individuals from being identified. I/D = insufficient data for calculation.

Accelerated Education

On average, refugee children miss three to four years of schooling (UNHCR, 2016). Thus, many of the refugee claimant and resettled refugee children and youth in Canadian educational jurisdictions have no or interrupted prior formal education. Moreover, the education that a large proportion of refugee claimant and resettled refugee children received pre-migration was likely not conducive to the development of minimum levels of proficiency in mathematics and literacy:

¹⁸ Calculated from data taken from datasets published by the Government of Canada (2020c) and the Immigration and Refugee Board of Canada [IRB] (IRB, 2018a, 2018b, 2018c, 2019, 2020a, & 2020b).

Approximately 81% of the refugees resettled to Canada¹⁹ and 23% of refugee claimants²⁰ between January 2015 and March 2020 were from low-income countries where the United Nations Institute for Statistics (UIS) notes that there are serious issues in literacy and mathematics education and learning (UIS, 2017). The education of refugee claimant and resettled refugee children and youth is also often of interrupted and of low-quality transmigration (UNHCR, 2019b).

Table 14

Resettled refugees under the age of 18 by Canadian province/territory of destination and by gender, January 2015 – March 2020²¹

Canadian provinces and territories	Male refugees under 18	Female refugees under 18	Total refugees under 18
Alberta	4,645	4,395	9,040
British Columbia	2,850	2,530	5,380
Manitoba	2,265	2,245	4,510
New Brunswick	955	830	1,785
Newfoundland and Labrador	365	370	735
Northwest Territories	--	--	--
Nova Scotia	900	845	1,745
Nunavut	0	0	0
Ontario	13,440	12,620	26,060
Prince Edward Island	160	145	305
Quebec	6,105	5,625	11,730
Saskatchewan	1,410	1,290	2,700
Yukon	5	15	20
Province/ territory not stated	25	35	60
Total	33,125	30,945	64,070

Note. Values representing between 1 and 4 individuals are shown as “--” to prevent individuals from being identified. I/D = insufficient data for calculation.

Language Education

In Canada, the language(s) of instruction (LOI) vary by province and territory in accordance with each jurisdiction’s laws. That said, LOIs are most commonly one or both of Canada’s official languages of English and French. Approximately 67% of the refugees resettled

¹⁹ Calculated using data from Government of Canada (2020c) and World Bank (2020).

²⁰ Calculated using data from the Immigration and Refugee Board of Canada (IRB, 2018a, 2018b, 2018c, 2019, 2020a, 2020b) and the World Bank (2020).

²¹ Calculated from data taken various datasets from Immigration, Refugees, and Citizenship Canada on Open Government (Government of Canada, 2020c). Percentages that could not be calculated, as a result of the Government of Canada not publishing values of between 0 and 5 individuals to prevent individuals from being identified, are represented as “--”.

between January 2015 and February 2019 spoke neither French nor English.²² Most children and youth of refugee backgrounds entering Canadian education systems therefore need to learn at least one of the LOI(s), with rates varying by jurisdiction (Table 15).

Table 15

Percentages (%) of resettled refugees who do not speak the language(s) of instruction by province/territory of destination, January 2015 – February 2019²³

Language of instruction	Canadian educational jurisdictions												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
English	63	73	68	88	80	79	40	--	68	77	61	77	67
French	98	98	96	95	96	97	100	--	98	97	87	97	N/A
Other	I/D	I/D	I/D	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	I/D	N/A

Note. I/D = Insufficient data for calculation; N/A = Not applicable because not language of instruction; -- = Value representing between 0 and 5 individuals.

Many of the refugee claimant and resettled refugee children and youth in Canada are plurilingual. Although only 2% (n = 2,400) refugees resettled to Canada between January 2015 and March 2020 spoke English as their first language (L1) and 3% (n = 4,535) spoke French as their L1, 30% (n = 46,775) spoke English, 2% (n = 3,720) spoke French, and 2% (n = 3,115) spoke both English and French.²⁴ Still more are likely to have developed plurilingual skills in languages other than English and French pre- and trans-migration. Refugee claimant and resettled refugee children should be supported in the maintenance and development of proficiency in their language(s) of communication and the language(s) of instruction of the jurisdiction.

Mental Health and Psychosocial Support

Psychological trauma of a social nature is a prerequisite for being granted Convention refugee status (Petrucci & Hamburger, 2019; Beiser & Hou, 2016). Trauma is inherent in the definition of a refugee under Canadian law because a person qualifying for refugee protection in Canada is a “Convention refugee... or a person in similar circumstances” (Immigration and Refugee Protection Act [IRPA], 2001, Art. 12(3)). As trauma is a cumulative phenomenon (Beiser & Hou, 2016), refugee claimant and resettled refugee children and youth in Canadian schools can

²² Calculated using data from Government of Canada (2020b)

²³ Calculated from data taken from datasets from Immigration, Refugees and Citizenship Canada on Open Government (Government of Canada, 2020c) and language policies from the Education Acts/Public School Acts of provinces and territories and the Charter of French Language in Quebec.

²⁴ Calculated from data taken from datasets from Immigration, Refugees and Citizenship Canada on Open Government (Government of Canada, 2020c).

experience ongoing challenges related to stress and trauma experienced pre-, trans-, and post-migration. Between 20% and 50% of refugee youth in high-income resettlement countries, such as Canada, experience mental health problems (Fazel et al., 2012), the most common being depression, anxiety, and post-traumatic stress disorder (PTSD) (Henly & Robinson, 2011; Fazel et al., 2012; Nickerson, Shick, Schnyder, Bryant, & Morina, 2017; Hocking et al., 2018).

All refugee claimant and resettled refugee children and youth need psychosocial support. As children and youth, they are developing socially and emotionally. In addition to the potential long-lasting effects of pre-migration experiences of social trauma (Petrucci & Hamburger, 2019), children and youth seeking or granted refugee status are adjusting to Canadian sociocultural contexts and many experience difficulties acculturating (Morantz, Rousseau, & Heymann, 2012).

Special Education

Approximately 15% of any given population are persons with disabilities²⁵ (UNHCR, 2020c). In populations that have been forcibly displaced, particularly from conflict-affected areas, the incidence of disability is higher (UNICEF, 2017; UNHCR, 2019i, p. 5).

Refugee claimant and resettled refugee minors in Canada often have serious health conditions and/or disabilities. Between January 2015 and March 2020, an estimated 1,257 refugee minors were resettled through government-sponsorship specifically because of the severity of their medical needs.²⁶ An additional 4,892 refugee minors with disabilities were likely resettled to Canada during this period through other resettlement pathways.²⁷ A further 9,577 refugee claimant minors between January 2015 and March 2020 are estimated to be persons with disabilities.²⁸

²⁵ The term ‘persons with disabilities’ is used to be consistent with UNHCR. UNHCR advances that this term is generally considered respectful and consistent with the *Convention on the Rights of Persons with Disabilities* (UNHCR, 2019d).

²⁶ This estimate was calculated by multiplying the sum of the number of refugees under the age of 18 resettled through the government sponsorship pathway by 5%, the percentage of cases that UNHCR refers to the Canadian government for resettlement under the medical needs resettlement submission category every year (UNHCR, 2018b, p. 2).

²⁷ This estimate was calculated by multiplying the sum of the number of refugees under the age of 18 resettled through private (28,005) and blended (4,605) sponsorship to Canada between January 2015 and March 2020 by 15%, the approximated percentage of refugees with disabilities.

²⁸ This estimate was calculated by multiplying the estimated number of refugee claimants under the age of 18 (n = 63,845) by 15%, the approximated percentage of prevalence of disability in the global population (UNHCR, 2020c).

Phase 3: Coherence of Canada's refugee education policy regime with *Refugee Education 2030*

Step 1: Jurisdiction-Based Scoping Reviews of Policies

Canada's refugee education policy regime comprised 155 policy documents as of March 2020 from 11 jurisdictions (Appendix 3). Of these, 117 were in English and 38 were in French. A summary of the four types of policy documents in Canada's refugee education policy regime by educational jurisdiction and language is provided in Table 16.

Table 16

Types of policy document comprising Canada's refugee education policy regime by educational jurisdiction and language, March 2020

Policy documents by type and language	Canadian educational jurisdictions with refugee education policy documents												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Policy guide	2	5	15		2	1	1		5		3	9	
<i>English</i>	2	4	9		2	1	1		3			5	
<i>French</i>		1	6						2		3	4	
Memorandum	1		2						8	2	1		
<i>English</i>	1		2						8	1			
<i>French</i>										1	1		
Curriculum			3	8	6	2	4		5	13		6	
<i>English</i>			3	5	6	2	4		5	10		4	
<i>French</i>				3						3		2	
Resource guide	3	8	11		3				5	7	5	9	
<i>English</i>	3	7	9		3				5	7		5	
<i>French</i>		1	2								5	4	
Total	6	13	31	8	11	3	5		23	22	9	24	
<i>English</i>	6	11	23	5	11	3	5		21	18		14	
<i>French</i>		2	8	3					2	4	9	10	

The four types of policy documents are broadly defined as follows. Policy guides are documents that provide a policy statement or a policy in full and its associated protocols and procedures. Memoranda are directives issued by the department or ministry of education to a specific group of government agents that contain directives regarding the implementation of legislation, policies, and/or other regulations. Curricula are documents that outline the topics of instruction, learning outcomes, and potentially teaching and assessment strategies for a course. Resource guides are documents that provide materials on which educational professionals or

educational stakeholders other than students can draw to teach a curriculum or topic of instruction and/or to support students. It is, however, difficult to describe the types of policy documents across Canada in standardized definitions because each of Canada's 13 educational jurisdictions manages and disseminates its policies differently.

All ten of the provinces and one of the territories have three or more policy documents addressing refugee education in English and/or French. The jurisdiction with the most policy documents pertaining to refugee education was Manitoba with 31 such policy documents (23 in English and eight in French). Two jurisdictions (NU & Yukon [YK]) have no policies pertaining to refugee education.

Step 2: Policy Coherence Analysis

The Canadian refugee education policy regime has five policy domains governing responses to the five of the categories of needs of refugee claimant and resettled refugee children and youth derived from the Enabling Activities of Expected Results 1 of Strategic Objective 2 of *Refugee Education 2030*: Access to education, accelerated education, language education, mental health and psychosocial support, and special education. The vertical coherence of the five refugee education policy domains with *Refugee Education 2030* varies across Canada's 13 educational jurisdictions (Table 17).

The extent to which Canadian educational jurisdictions respond to the five categories of needs through policy approaches coherent with *Refugee Education 2030* is described in the section below. The findings of the vertical policy coherence analysis are presented by domain and in the following order: coherence among objectives, coherence among targeted populations (benefiting, implementing, and partnering²⁹), and coherence among instruments.

Table 17

Number of Canadian educational jurisdictions with refugee education policies that are coherent with Refugee Education 2030 by domain, element of policy coherence, and coherence level

²⁹ The targeted benefiting populations are refugee and refugee claimant children of primary and secondary school age (UNHCR, 2019b, p. 7). The targeted implementation agents are government agents working in primary and secondary education in Canada. The targeted partners are organizational partners, i.e., intergovernmental, international, non-governmental, civil society, private sector, and academic organizations) (UNHCR, 2019b, p. 33-37), and educational stakeholders, i.e., students, parents, guardians, families, and communities, (UNHCR, 2019b, p. 15).

Coherence level	Coherence among objectives	Coherence among populations				Coherence among instruments	
		Benefiting	Implementing	Partnering		Capacity	Learning
				Org.	WoS		
Access to Education							
	<i>Provide supports to enable access to the education system,</i>						
Coherent	9	5	8	7	9	6	1
Incoherent		4	1			2	3
Absent	4	4	4	6	4	5	9
	<i>Including assistive technology and accessible learning materials</i>						
Coherent	3		3				
Incoherent	6	1					
Absent	4	12	10	13	13	13	13
Accelerated Education							
	<i>Provide support to make up for missed schooling</i>						
Coherent	5	2	9	3	9	7	1
Incoherent	4	7				1	2
Absent	4	4	4	10	4	5	9
Language Education							
	<i>Provide adequate language training where necessary</i>						
Coherent	8	3	8	6	5	7	6
Incoherent		5			2		1
Absent	5	5	5	7	6	6	6
Mental Health and Psychosocial Support							
	<i>Foster social and emotional learning</i>						
Coherent	11	3	11	11	10	11	10
Incoherent		6			1		1
Absent	2	4	2	2	2	2	2
	<i>(Sensitize the school community to refugees)</i>						
Coherent	7	2	9	9	8	5	7
Incoherent	2	1			1		
Absent	4	10	4	4	4	8	6
	<i>Provide mental health and psychosocial support</i>						
Coherent	7	4	7	7	7	4	
Incoherent		3				2	6
Absent	6	6	6	6	6	7	8
Special Education							
	<i>Include refugee children and learners with diverse learning requirements, including children and youth with disabilities</i>						
Coherent	9	3	9	9	9	9	9
Incoherent		6					
Absent	4	4	4	4	4	4	4

Note. Org. = Organizational partners; WoS = Partners from a whole of society perspective.

Access to Education. Enabling Activity 4 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to “receive any supports required to enable their access to the education system, including assistive technology and accessible learning materials” (UNHCR, 2019b, p. 43). Such policy objectives are absent in four of Canada’s 13 educational jurisdictions (New Brunswick [NB], Nova Scotia [NS], NU, & YK). Nine jurisdictions have refugee education policies with objectives of enabling access to public primary and secondary education systems (Alberta [AB], British Columbia [BC], Manitoba [MB], Newfoundland [NL], Northwest Territories [NT], Ontario [ON], Prince Edward Island [PE], Quebec [QB], & Saskatchewan [SK]). All nine have objectives of providing accessible learning materials; yet, only three of these jurisdictions also have objectives of enabling access through the provision of assistive technologies (AB, ON, & SK). The objectives of six jurisdictions therefore have a gap and were deemed incoherent with the second clause of the Enabling Activity.

Of the nine jurisdictions with objectives of broadly enabling access, the targeted benefiting populations of six were assessed as coherent with those of *Refugee Education 2030* (AB, BC, MB, NT, ON, & SK) (Table 18). Policies in Ontario was deemed exemplary in their coherence with the targeted population of *Refugee Education 2030* as qualified in Strategic Objective 2 – “regardless of legal status, gender, or disability” (UNHCR, 2019b, p. 43). In addition to explicitly guaranteeing access to children who themselves or whose legal guardian(s) are refugee claimants or refugees, access is guaranteed to minors who themselves or whose legal guardian(s) are in Canada unlawfully. The targeted benefiting populations of the domain of access to education in three jurisdictions (NL, PE, & QB) were deemed incoherent with those of *Refugee Education 2030* because they have gaps (Table 18). As for the second clause of the Enabling Activity, refugee claimants are not a targeted benefiting population of the policies pertaining to assistive technologies in the three jurisdictions with such policies (AB, ON, & SK), which is incoherent with *Refugee Education 2030*.

Eight of the nine jurisdictions with refugee education policies pertaining to education access have targeted implementation agents that were deemed coherent with *Refugee Education 2030* (AB, BC, MB, NL, NT, ON, QB, & SK). The targeted implementation agent of the domain in the ninth jurisdiction (PE) was assessed as incoherent because no government agents are targeted: Only parents and guardians are targeted for policy implementation. Seven of the nine

jurisdictions were assessed to have coherent targeted partners (BC, MB, NL, ON, PE, QB, & SK). The targeted partners of two jurisdictions (AB & NT) were deemed incoherent because organizations are not targeted.

Six of the jurisdictions have capacity tools that were assessed as coherent with the Strategic Approach of Collaborative Learning and Capacity Development (AB, BC, MB, NL, ON, & SK). Capacity tools are absent from the policy domain in one of the jurisdictions (NT). Two jurisdictions have gaps in their capacity tools that make them incoherent with *Refugee Education 2030*: There are no capacity tools building the capacity of educational professionals (PE, QB). Only one jurisdiction has learning tools deemed coherent with the Strategic Approach of Innovation, Evidence, and Growth because learning tools require evaluations of progress towards objectives (MB). Learning tools in three jurisdictions (ON, QB, & SK) were assessed as incoherent with the Strategic Approach as they do not require such evaluations and their implementation would therefore not result in evidenced-based innovations sought by *Refugee Education 2030*. Learning tools are absent from this domain in all other jurisdictions.

Table 18

Explicit guarantees of free access to education by legal status of a minor or a minor's guardian as a refugee or refugee claimant in Canada by educational jurisdiction

Legal status for which access is guaranteed access	Canadian educational jurisdictions												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Minors who have refugee status	X	X	X		X ^a		X		X	X		X	
Minors whose legal guardian(s) have refugee status	X						X		X		X	X	
Minors who are refugee claimants	X ^b	X	X				X		X			X ^b	
Minors whose legal guardian(s) are refugee claimants	X ^b		X				X		X			X ^b	

Note. ^aAccess is guaranteed to government-assisted refugees as permanent residents under the *Immigration and Refugee Protection Act*. ^bThe refugee claim must have been made in the previous year.

Accelerated Education. Enabling Activity 1 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “supported to make up for missed schooling” (UNHCR,

2019b, p. 43). Nine of Canada's 13 educational jurisdictions have objectives of responding to refugee claimant and refugee students with interrupted formal education. Of these nine, five were deemed coherent and four incoherent with *Refugee Education 2030*.

Of the five jurisdictions with objectives coherent with the Enabling Activity, two have the objective of responding to the needs of students with missed schooling through the provision of regular educational programming with additional supports (AB & BC) and three aim to do so through the provision of accelerated education programs (AEPs) (MB, NL, & ON). The four jurisdictions with objectives deemed incoherent with the Enabling Activity have policies that aim to provide regular educational programming to students with no, limited, or interrupted formal education and do not have objectives of accelerating learning nor making adaptations or accommodations specific to the needs of students with missed schooling (QB, SK, PE, & NS).

The targeted benefiting populations of this domain were assessed as coherent with *Refugee Education 2030* only in two jurisdictions (BC & MB). Those in the seven other jurisdictions with accelerated education policies were deemed incoherent because they do not include refugee claimant students. Of these seven, one is also incoherent with *Refugee Education 2030* because it exclusively targets a specific group of resettled refugee students (i.e., government-assisted refugees in NL). All nine of the jurisdictions with refugee education policies pertaining to accelerated education have government agents as targeted implementation agents, which is coherent with *Refugee Education 2030*; however, the findings of analyses of the targeted implementation agents of Canadian refugee education policy domains for accelerated education suggest that there are not educational professionals specifically qualified in accelerated education nor teaching students with interrupted formal education in Canada. Three of Canada's nine jurisdictions were deemed coherent with *Refugee Education 2030*'s Strategic Approach of Partnership because organizations and educational stakeholders are targeted as partners (MB, NL, & ON). The remaining six jurisdictions were assessed as incoherent because they do not explicitly target organizations as partners (AB, BC, NS, PE, QB, & SK).

Eight of the nine jurisdictions with refugee education policy domains for accelerated education have capacity tools for responding to missed education (AB, BC, MB, NL, ON, NS, PE, & QB). Seven jurisdictions were deemed coherent with *Refugee Education 2030*'s Strategic Approach of Collaborative Learning and Capacity Development for having one or more capacity tools pertaining to the provision of supports to students with missed schooling. One jurisdiction

(QC) has only a capacity tool that could be used to identify students with missed schooling but not to support them in making up for this gap. As a result, this jurisdiction's policy domain was deemed incoherent with *Refugee Education 2030* in this area. Only in one jurisdiction (MB) are the learning tools of this domain coherent with *Refugee Education 2030* because the province's policy requires that AEPs be developed with the input of all key stakeholder and that organizational partners be involved in program development and implementation. Two other jurisdictions (ON & BC) have learning tools in their accelerated education policy domain; however, the learning tools were deemed incoherent because they do not encourage evaluations of progress towards objectives, a component of a Strategic Approach of *Refugee Education 2030*.

Language Education. Enabling Activity 2 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “provided with adequate language training where necessary” (UNHCR, 2019b, p. 43). Eight of Canada's 13 educational jurisdictions have refugee education policy documents with objectives of providing language training in at least one of the languages of instruction of the jurisdiction (Table 19).

Table 19

Languages of instruction in which refugee education policies indicate that children and youth's learning may be provided support by Canadian educational jurisdiction

Language of instruction	Canadian educational jurisdictions												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
English	N/S	X	X		X				X	X		X	
French	N/S		X								X		N/A
Other	N/S		X	N/A	N/A	N/A	N/A		N/A	N/A	N/A		N/A

Note. N/S = Not specified. N/A = Not applicable.

Of the eight jurisdictions with language education policies for refugee claimant and refugee children and youth, the targeted benefiting populations of language education policies in three were assessed as coherent with those of *Refugee Education 2030* (AB, BC, & MB). The targeted benefiting populations in the other five jurisdictions were deemed incoherent because only refugee children and youth are targeted (QB) and they are targeted in exclusionary (i.e., only government-assisted refugees in NL) and/or implicit manners (ON, PE, & SK). For example, refugee students are implicitly targeted in language education policies that employ the term “refugee camp” to symbolize students' refugee status, most notably in three language education policy documents in Ontario (ON05, ON07, & ON14) in which the word “refugee” appears exclusively in the term

“refugee camp”. An informal definition of a cohort of “newcomer students” in ON05 distinguishes refugee students from immigrant students without explicitly labelling the former subgroup as refugees:

Many newcomer students have arrived in Canada with their families as part of a voluntary, planned immigration process. However, some students have arrived from countries in chaos, have spent time in refugee camps, or have experienced personal trauma caused by natural disaster, political upheaval, or family disruption. (p. 9)

Similarly, a cohort of “English language learners with limited prior schooling” is defined in ON14 as students who “come from refugee camps and isolated rural communities” (p. 1). In sample profiles of four such learners in ON07, the term “refugee camp” is used to symbolize that the students have had refugee experiences although none explicitly state that the students have refugee status or protection in Canada.

While the targeted implementation agents of refugee education language policies in all nine jurisdictions with policies in this domain were assessed as coherent with *Refugee Education 2030* because they include government agents (AB, BC, MB, NL, ON, PE, QB, & SK), the targeted partners of only four were assessed as coherent for targeting both organizations and educational stakeholders (MB, NL, ON, & SK). The targeted partners of five other jurisdictions were deemed incoherent. Policies in one jurisdiction (NB) do not contain any references to partnerships. Those in another (BC) do not address partnerships with organizations. Three jurisdictions (AB, QB, & PE) have gaps in partnership from a whole of society perspective (i.e., parents, guardians, and families).

Seven of the nine jurisdictions with policies in the domain of language education contain capacity tools that build the capacity of policy implementers to provide language training to students needing to learn the language(s) of instruction. These seven were therefore deemed coherent with UNHCR policy (BC, MB, NB, NL, ON, PE, & SK). Of the two jurisdictions deemed to have incoherent policies, one (QC) has tools building the capacity of administrators to apply for funding for language programs but not the capacity to teach additional languages, while the other (AB) does not include any capacity tools related to language learning. Six of the nine jurisdictions with policies in this domain have learning tools that were deemed coherent with UNHCR policy. These tools are primarily language reference frameworks and accompanying tools for classroom assessment, rather than tools for developing and evaluating language education programming in

schools. Learning tools are absent from the language education domain of one jurisdiction (AB). Learning tools were deemed incoherent with the Strategic Approach in another (QB) because they do not promote evaluations of progress towards policy objectives.

Mental Health and Psychosocial Support. Enabling Activity 3 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “provided with conditions that foster social and emotional learning and, where needed, receive mental health and psychosocial support” (UNHCR, 2019b, p. 43). Based on the clauses of the Enabling Activity, the findings were disaggregated into a subdomain of social and emotional learning and another of mental health support. Another subdomain emerged out of findings pertaining to the domain of social and emotional learning: Community sensitization to refugees, defined for the purposes of this study as the promotion of awareness of refugee experiences and refugee issues within the school community, particularly among students. The analysis therefore proceeded via these three subdomains.

Social and emotional learning. Eleven of Canada’s 13 educational jurisdictions have refugee education policies with objectives of fostering social and emotional learning (AB, BC, MB, NB, NL, NS, NT, ON, PE, QB, & SK). Not only did a large number of policy documents have overall objectives for stimulating students’ social and emotional learning but nearly all policies included symbolic and hortatory tools that associated policy preferred activities with positive social values that policies are intended to develop in students.

Three of the 11 jurisdictions with a policy domain for social and emotional learning have a targeted benefiting population (i.e., refugee claimant and refugee children and youth) deemed coherent with *Refugee Education 2030* (AB, MB, & QB). Six were assessed as incoherent because policies explicitly include refugee students but not refugee claimant students (NL, NS, NT, ON, PE, & SK) and/or because policies focus exclusively on certain refugee students (refugees from armed conflict in NT; government-assisted refugees in NL). Refugee and refugee claimant children are absent from the targeted benefiting populations in the remaining two jurisdictions (BC & NB). The targeted implementation agents of the domain of social and emotional learning were deemed coherent with *Refugee Education 2030* in 11 jurisdictions because government agents are identified for implementing the policies. Ten of these jurisdictions have partnering populations that were assessed as coherent with *Refugee Education 2030*. The policies referencing partnership in one jurisdiction (AB) were deemed incoherent because they are borrowed from a different

jurisdiction (MB) and the list of educational stakeholders has not been adapted. All 11 of these jurisdictions also have capacity tools that were deemed coherent with the Strategic Approach of Collaborative Learning and Capacity Development because they target the capacity of educational professionals to support students' social and emotional learning. Ten of the 11 jurisdictions have learning tools that are coherent with the Strategic Approach of Innovation, Evidence, and Growth. The learning tools of one jurisdiction (QB) were deemed incoherent because no policies pertained to gathering evidence of social and emotional learning.

Community sensitization to refugees. Nine of the 11 jurisdictions with objectives of fostering social and emotional learning aim to do so, in part, through sensitization to refugees (AB, BC, MB, NB, NS, NT, ON, PE, & SK). The objectives of two jurisdictions (NB & NS) were deemed incoherent with *Refugee Education 2030* because no policies aim to sensitize students and school staff to contemporary refugee experiences. This constitutes a gap because policies do not aim to help non-refugee students provide psychosocial support to their contemporaries seeking or granted refugee protection.

Three of the nine jurisdictions with policy objectives of sensitizing students to refugees through classroom instruction about refugee-related topics explicitly include refugee and/or refugee claimant children and youth as a targeted benefiting population of such instruction (AB, MB, & NT). The targeted benefiting populations of two of these jurisdictions (AB & MB) were assessed as coherent with the targeted benefiting population of *Refugee Education 2030* because policies target refugee claimant and refugee students.³⁰ The targeted benefiting population of policies in the third jurisdiction (NT) was deemed incoherent because it is exclusionary (i.e., limited to refugees who fled armed conflict). Refugees and refugee claimants are absent from the targeted benefiting populations of the other six jurisdictions (BC, NB, NS, ON, PE, & SK). The targeted implementation agents of policies towards community sensitization were assessed as coherent with *Refugee Education 2030* in all nine jurisdictions with such policies because they include government agents as implementers. Eight of these jurisdictions also have targeted partners deemed coherent for including organizations and educational stakeholders. Policies pertaining to partnership in one jurisdiction (AB) were deemed incoherent because the sole policy pertaining to

³⁰ One policy in each domain acknowledges that children and youth who have personally had refugee experiences, or whose family members have had such experiences, may be in the classroom. It is the same policy in both jurisdictions: The educational authority of Alberta borrowed the policy document from the educational authority of Manitoba.

partnerships is borrowed from another jurisdiction (MB) and the policy is specific to educational stakeholders in that jurisdiction.

Five of the nine jurisdictions with policies about community sensitization to refugees have capacity tools that were assessed as coherent the Strategic Approach of Collaborative Learning and Capacity Development because they build the capacity of government agents (AB, BC, MB, PE, & SK). Such tools are absent from the other four jurisdictions (NB, NS, NT, & ON). While seven of the nine jurisdictions have learning tools deemed coherent with *Refugee Education 2030* because the learning tools recommend or require assessments of student learning about refugees (AB, MB, NB, NT, ON, PE, & SK), there are no learning tools in policies about community sensitization in the two remaining jurisdictions (BC & NS).

Mental health and psychosocial support. Seven of Canada's 13 educational jurisdictions have refugee education policy documents with objectives of providing mental health and psychosocial support. Seven jurisdictions have objectives of providing acculturation supports (AB, BC, MB, NL, ON, QB, & SK), five of providing school- and classroom-based trauma-related supports (AB, BC, MB, NL, & ON), and five of identifying and referring students requiring greater support to specialized mental health services (BC, MB, NL, ON, & SK).

The targeted benefiting populations of policies pertaining to the provision of mental health and psychosocial supports of four of the seven jurisdictions with such refugee education policies were assessed as coherent with *Refugee Education 2030* (AB, BC, MB, & QB). Policies in these jurisdictions include refugee claimant and refugee students requiring mental health supports in the targeted benefiting population. The targeted benefiting populations of the remaining three jurisdictions were deemed incoherent because refugee students are included but refugee claimant students are not (NL, ON, & SK). The targeted implementing and partnering populations in all seven jurisdictions with policies in the domain of mental health and psychosocial supports were assessed as coherent with *Refugee Education 2030* because government agents are targeted as implementers and educational stakeholders and organizations are targeted as partners.

The capacity tools in four of the seven jurisdictions were assessed as coherent with *Refugee Education 2030* because they are to build the capacity of government agents to provide mental health and psychosocial supports (AB, BC, MB, & SK). The capacity tools in another two jurisdictions (NL & ON) were deemed incoherent because their use could result in a gap in the

targeted benefiting population.³¹ While the learning tools of six of the mental health policy domains were determined to be incoherent with the Strategic Approach of Innovation, Evidence, and Growth because they do not recommend or require formal evaluations of progress towards the desired objectives, learning tools are absent from the domain of the seventh jurisdiction (BC) with policies in this domain.

Special Education. Enabling Activity 1 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “taught by teachers who have been adequately prepared to include refugee children and learners with diverse learning requirements, including children and youth with disabilities” (UNHCR, 2019b, p. 43). Nine of Canada’s 13 educational jurisdictions have policies with objectives of including refugee students with diverse learning requirements and/or differentiating education in response to their diverse learning requirements (BC, MB, NL, NS, NT, ON, PE, QB, & SK).³² Such policies were absent in four jurisdictions (AB, NB, NU, & YK).

The targeted benefiting populations of three jurisdictions were assessed as coherent with *Refugee Education 2030* because policies explicitly included refugee claimant and refugee children and youth with diverse learning requirements (BC, MB, & QB). Those of six jurisdictions with policies in this domain were deemed incoherent because they exclusively targeted refugees, and not refugee claimants (NL, NS, NT, ON, PE, & SK). While all nine jurisdictions with policies in this domain have at least one policy explicitly targeting refugee students with diverse learning requirements, the vast majority of policies target this population implicitly. Most policies have a targeted benefiting population that includes refugee and/or refugee claimant students as one subgroup and students with diverse learning requirements as another subgroup, and do not make the potential intersectionality of these two subgroups explicit. Only two jurisdictions (ON & MB)

³¹ Capacity tools for identifying students with mental health needs in NL and ON are based on the fourth revision of the American Psychiatric Association’s (APA) *Diagnostic and Statistical Manual of Mental Disorders* (DSM-IV) and not the current version of the DSM, the fifth revision (DSM-V) (APA, 2013). Significant changes were made to the diagnostic criteria from the DSM-IV to the DSM-V that are particularly relevant to the identification of, and provision of services for, mental disorders of high prevalence in children and youth with refugee experiences: “the relocation of PTSD from the category of anxiety disorders to a new diagnostic category called ‘trauma- and stressor-related disorders’”, “the explication and tightening of the definitions of trauma and exposure to it”, and the addition of criteria for diagnosing trauma- and stressor-related disorders in children six years of age or younger that reflect their levels of development (Pai, Suris, & North, 2017, p. 1). These capacity tools could therefore result in a gap in the provision of supports for young refugee and refugee claimant children who experience mental health concerns related to stress and/or trauma.

³² One jurisdiction (SK) also has the objective of providing funding to students with more significant needs to enable them to attend special education private schools.

have policies that explicitly target refugee and/or refugee claimant students with disabilities; however, the objectives of these policies pertain to the provision of mental health and psychosocial supports rather than special education. There are therefore no policies in Canada that pertain explicitly to the provision of special education services to refugee claimant and refugee children and youth with disabilities.

The targeted implementation agents of the special education policies in all nine jurisdictions with such policies were assessed as coherent with *Refugee Education 2030* because they include government agents. Only one jurisdiction (ON) has policies that target partnerships for the express purpose of responding to refugee students with diverse learning requirements, including disabilities; yet, these policies about partnership were deemed incoherent with *Refugee Education 2030* because they were limited to responding to mental health needs during the Syrian refugee resettlement initiative of 2015 and 2016.

All nine of the jurisdictions with policies in this domain had capacity and learning tools deemed coherent with *Refugee Education 2030* because the former promote strategies and resources for differentiating teaching, learning, and assessment, including for refugee claimant and/or refugee students with special education needs, and the latter encourage evidence-based responses.

Balancing the Independence and Intersectionality of Objectives. The refugee education policy regimes of 11 of Canada's educational jurisdictions include considerations relating to the co-occurrence or intersectionality of two or more needs (AB, BC, MB, NB, NL, NS, NT, ON, PE, QB, & SK). Several regimes include capacity tools for distinguishing between needs that may present in similar manners (e.g., special education and accelerated education; language education and special education). While coherent in most cases, two significant issues arise with respect to special education and accelerated education. First, Canada's refugee education policy domain of special education is comprised primarily of policies harvested from policy documents with overall objectives of responding to language education needs. There is a scarcity of special education policy within Canadian refugee education policy regimes that is not limited to the contexts of language education programmes. Second, policies governing responses to missed education predominantly target language learners. There is therefore a gap in the targeted benefiting population of accelerated education supports: There are few policy objectives of responding the needs of refugee claimant and refugee students whose level of proficiency in the language(s) of

instruction is similar to that of their same-age peers but whose education has been limited or interrupted. This gap is incoherent with *Refugee Education 2030*.

Discussion

In what follows, we bring together and synthesize the findings from all three phases in a manner that discusses their implications for refugee and refugee claimant children and youth in Canada, and for those tasked with creating, implementing, and evaluating refugee education policies. We also develop priorities for developing and revising refugee education policies to be coherent with *Refugee Education 2030* based on the needs of refugee claimant and refugee children and youth in Canadian educational jurisdictions.

Access to Education

Six of the 13 Canadian educational jurisdictions have access policies that are coherent with *Refugee Education 2030*. Approximately 60% of refugee minors and 56% of refugee claimant minors reside in jurisdictions with such policies because of resettlement and refugee claim patterns in the country. The development of policies that explicitly guarantee refugee and refugee claimant minors' access to education should be a priority in the seven jurisdictions that do not currently have such policies, especially in Quebec because it was the destination of 18% of refugee minors and 44% of refugee claimant minors over the last five years.

Accelerated Education

Canadian refugee education policy domains for accelerated education are largely incoherent with *Refugee Education 2030*. Only one of the 13 educational jurisdictions (MB) has a policy domain for accelerated education that is mostly coherent with UNHRC direction, and only 7% of refugee children and youth and 1% of refugee claimant children resided in this jurisdiction in the period covered by this study.

Four jurisdictions do not have a refugee education policy domain for responding to missed schooling. The remaining eight educational jurisdictions have policies aiming to make up for no, limited, or interrupted education that are incoherent with *Refugee Education 2030* along one or more of the elements of policy coherence. The jurisdictions with incoherent domains are those to which 90% of refugee minors were resettled and in which 98% of refugee claimants submitted claims between January 2015 and March 2020. Of particular concern are the potential implications of the incoherence of the policies governing AEPs in Ontario with *Refugee Education 2030*: A policy document explicitly states that the policies for the AEP is not research informed, which is

incoherent with the Strategic Approach of Innovation, Evidence, and Growth. Approximately 41% of refugee minors and 46% of refugee claimant minors were in Ontario between January 2015 and March 2020. Program evaluations of AEPs implemented in Ontario are therefore recommended.

Language Education

Three of Canada's 13 educational jurisdictions have language education policy domains that are coherent with *Refugee Education 2030* as they contain explicit policies on the inclusion of refugee claimant and refugee children and youth in language education programs as required for training in one or more of the languages of instruction. Approximately 20% of refugee claimant and refugee children resided in these jurisdictions during the period covered by the study.

While six other jurisdictions have language education policies that are mostly coherent with *Refugee Education 2030*, refugee claimant and refugee children and youth are not targeted in explicit and inclusive ways. The revision and/or development of language education policies to be explicitly inclusive of all refugee claimant and refugee children and youth should be a priority in these jurisdictions because 79% of refugee claimant and refugee children and youth resided in these jurisdictions over the last five years.

Such policies should also be developed in the four jurisdictions in which there are currently no policies pertaining to language education for refugee claimant and refugee children and youth. Although these jurisdictions hosted a small number of refugee claimant and refugee children and youth in percentage terms, the policy gap could represent a significant gap for the individual refugee claimant and refugee children and youth who currently reside in the jurisdictions, migrate there secondarily, or will arrive in the future.

Mental Health and Psychosocial Support

Social and Emotional Learning

Three of the 13 Canadian educational jurisdictions have policies pertaining to refugee claimant and refugee children's social and emotional learning that were deemed coherent with *Refugee Education 2030*. It was in these three jurisdictions that 44% of refugee claimant and refugee minors resided between January 2015 and March 2020. Eight other jurisdictions, in which nearly 56% of refugee claimant and refugee children and youth resided, have policies for social and emotional learning that were assessed as largely coherent with *Refugee Education 2030* but that have gaps in the targeted benefiting population because both refugee claimant and refugee children and youth are not targeted in explicit, inclusive manners. The revision of policies currently

in effect in these jurisdictions to explicitly include refugees and refugee claimants in the targeted benefiting population of social and emotional learning is therefore recommended.

Community Sensitization to Refugees. Nine of Canada's 13 educational jurisdictions have policies about sensitizing primary and/or secondary students to refugees, and approximately 68% of refugee claimant and refugee children resided in these jurisdictions during the period covered by the study. Only one jurisdiction (MB), in which 4% of refugee claimant and refugee children live, has policies with considerations for inclusively teaching refugee claimant and refugee students about refugee-related topics. Policies for community sensitization in this jurisdiction are exemplary in their coherence with *Refugee Education 2030*, particularly its Strategic Approaches. It is recommended that policies for community sensitization be developed in jurisdictions in which they are not currently in effect, particularly in Quebec as it is the place of residence of 31% of refugee claimant and refugee children and youth. Further, existent policies in all jurisdictions except Manitoba should be revised, and novel policies developed, to include considerations for appropriately and sensitively including refugee claimant and refugee students in these potentially emotionally challenging or distressing learning experiences.

Mental Health and Psychosocial Support

Six of the 13 Canadian educational jurisdictions have no policies regarding the provision of mental health and psychosocial supports to refugee claimant and refugee students. While this represents a policy gap spanning half of Canada's educational jurisdictions, contextually, because of the population distribution in Canada of refugees and refugee claimants, it only constitutes a policy gap for 3% of refugee claimant and refugee children and youth during the period of the study.

The seven other jurisdictions, in which 97% of refugee claimant and refugee children lived, have policies governing responses to the mental health and psychosocial needs of refugee and/or refugee claimant children and youth. However, none of these jurisdictions have policies deemed coherent with *Refugee Education 2030* across all elements of policy coherence. Only four jurisdictions, in which 51% of refugee claimant and refugee children and youth resided, explicitly include both refugee and refugee claimant children and youth in the targeted benefiting population of mental health policies. Further, while policy responses in the seven jurisdictions aim to support the mental health of refugee and refugee claimant children and youth through partnerships with organizations and educational stakeholders, they do not set out to develop implementer capacity,

to strengthen collaborations, nor to encourage “evidence-based innovative practices, explorations that test new approaches, and judicious attempts to scale proven innovations” (UNHCR, 2019c, p. 32). As such policy approaches are essential to achieving the Strategic Objectives (UNHCR, 2019c, p. 30), it should be a priority that policies in this domain be revised to be coherent with these two Strategic Approaches.

Special Education

There are substantial gaps in Canadian refugee education policy domains for special education relative to *Refugee Education 2030*. Only three jurisdictions have policies pertaining to the inclusion of refugee claimant and refugee children and youth with diverse learning requirements in the public education system that are coherent across all elements of *Refugee Education 2030*. Because of population distribution, 42% of refugee claimant and refugee minors who arrived in Canada in the last five years resided in these three jurisdictions with coherent policies.

There are no policies in Canada that pertain expressly to the provision of special education supports to refugee claimant and refugee children and youth with disabilities. This constitutes a significant gap relative to *Refugee Education 2030* and to the refugee claimant and refugee populations in Canada. The incidence of disability is higher in forcibly displaced populations than the global prevalence of 15% (UNHCR, 2019d), so this policy gap could have adverse implications on the learning, wellbeing, and success of more than 15% of refugee claimant and refugee children and youth in Canada. The development of special education policies for refugee claimant and refugee children and youth should be a priority across all Canadian educational jurisdictions.

Conclusion

Inclusion in national education systems is the best policy option for refugee children and youth (UNHCR, 2019b, p. 6). *Refugee Education 2030* aims to ensure that “the particular learning needs of refugee students... are addressed” in national education systems so that refugees achieve parity with their non-refugee peers in primary and secondary education by 2030 (UNHCR, 2019b, p. 2). These particular needs include access to education, accelerated education, language education, mental health and psychosocial support, and special education. To be coherent with this strategy, Canadian education policies should respond to the needs present in the refugee and refugee claimant children and youth residing in its educational jurisdictions using approaches that leverage partnerships and collaborations, develop implementer knowledge and capacity, and

promote evidence-based innovative practices. While there are education policies in effect across Canada governing responses to all five of these needs in refugee claimant and refugee children and youth, many of which are exemplary in their coherence with *Refugee Education 2030*, Canada's refugee education policy regime is characterized by significant gaps and inconsistencies. Policies should be developed to fill these gaps and revised to address inconsistencies because "policy gaps have major, if not irreversible, implications on a refugee's education pathway" (UNHCR, 2019c, p. 37). The development and implementation of policies that are coherent with *Refugee Education 2030* will foster the conditions that support refugee and refugee claimant children and youth in Canada to "access inclusive and equitable quality education that enables them to learn, thrive and develop their potential, build individual and collective resilience, and contribute to peaceful coexistence and civil society" (UNHCR, 2019b, p. 6).

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Concluding Chapter: Delving Deeper into the (In)Coherence of Canadian Refugee Education Policy Regimes with *Refugee Education 2030*

Introduction

The vision of *Refugee Education 2030* is to include refugee children and youth in national education systems by 2030 because it “is the best policy option for refugees, displaced and stateless children and youth and their hosting communities” (UNHCR, 2019c, p. 6). The purpose of the article that is the main body of this thesis was to analyze the coherence of the inclusion of refugee claimant and resettled refugee children and youth in the Canadian policy regimes for public primary and secondary education with *Refugee Education 2030*. More specifically, it analyzed the vertical coherence of refugee education policies in Canada’s 13 educational jurisdictions with Expected Result 1 of Strategic Objective 2 – “children and youth are prepared to learn and succeed in national education systems” (UNHCR, 2019c, p. 43) – and the three Strategic Approaches – Partnership, Collaborative Learning and Capacity Development, and Innovation, Evidence, and Growth.

With few prior studies of refugee education policy (Buckner et al., 2017) and no existent methodology to analyze the vertical coherence of the education policies in a country with an international reference frame for education, the thesis also presented a methodology developed to analyze the coherence of national and/or subnational refugee education policy regimes with *Refugee Education 2030*. The study proceeded through three phases, with a view to answer the three research questions in sequence:

1. What categories of needs of refugee children and youth relative to education are inherent in the Enabling Activities for Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*?
2. To what extent are these categories of needs present in refugee claimant and resettled refugee children and youth across Canadian educational jurisdictions?
3. To what extent do Canadian educational authorities respond to these categories of needs through policy approaches coherent with *Refugee Education 2030*?

This concluding chapter first summarizes the findings of the contextualized analysis of the vertical coherence of Canadian refugee education policy regimes with *Refugee Education 2030*. Additional findings that could not be incorporated in the article are then presented and discussed. The discussion of additional findings includes recommendations for future research. Next, the

limitations of the study are presented. Finally, the thesis concludes with reflections on my research journey.

Summary of Findings Presented in the Article Manuscript

Refugee Education 2030 aims to ensure that “the particular learning needs of refugee students... are addressed” in national education systems (UNHCR, 2019c, p. 2). The first phase determined the categories of needs of refugee children and youth relative to education that are inherent in the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030*. Five categories of needs were identified: Access to education, accelerated education, language education, mental health and psychosocial support, and special education. These categories of needs align with those in the empirical knowledge base.

As *Refugee Education 2030* is a global refugee education strategy that is “to be adapted to each country [through] contextualization” (Dryden-Peterson, 2019, p. 224), the second phase contextualized the five categories of needs within Canada through statistical analyses and reviews of the empirical knowledge base. The findings indicated that all five of the categories of needs inherent in the Enabling Activities of Expected Result 1 of Strategic Objective 2 are present in refugee claimant and resettled refugee children and youth in Canada. All of the 130,609 refugee claimants and resettled refugees under the age of 18 who arrived in Canada between January 2015 and March 2020 require access to primary and/or secondary education. Nearly all of the resettled refugee children and youth require accelerated education due to previously experiencing no, interrupted, or low-quality formal education. The majority of refugee claimant children and youth also require accelerated education due to interrupted education, but they are more likely to have had access to education of a higher quality pre-migration than resettled refugee children and youth. Two in three refugee claimant and resettled refugee children need to learn the language(s) of instruction. All need to be supported in their psychosocial development and mental wellbeing. Approximately fifteen percent or more require special education.

All of Canada’s 13 jurisdictions with constitutional authority for education have responsibilities for responding to these needs as there are refugee claimant and refugee children in all jurisdictions.³³ However, responsibilities are unevenly shared across Canadian educational

³³ With the potential exception of Nunavut because 1 to 4 refugee claimants under the age of 18 submitted a claim between January 2015 and March 2020 and no information could be found on whether the individual(s) were determined to be refugees.

jurisdictions due to the differential population distribution of refugee claimant and resettled refugee children across Canadian provinces and territories. The Ministries of Education of Ontario and Quebec are responsible for responding to the needs of most of the refugee claimant and resettled refugee children and youth in Canada because 74% of this population reside in these provinces, according to data from the last five years. The educational authorities of the four western provinces (Alberta [AB], British Columbia [BC], Manitoba [MB], & Saskatchewan [SK]) are responsible for the education of 22% of this population; those of the four maritime provinces (New Brunswick [NB], Nova Scotia [NS], Newfoundland and Labrador [NL], & Prince Edward Island [PE]) for almost 4%; and those of the three territories (Nunavut [NU], Northwest Territories [NT], & Yukon [YK]) for less than 0.03%.

The findings of these two phases enabled the contextualized analysis of the coherence of Canadian education policies to the needs and of Canadian education policy approaches to the Strategic Approaches of *Refugee Education 2030* in the third phase. The findings from the third phase indicated that two educational jurisdictions (MB & ON) have policies that are exemplary in their coherence with three of the five Enabling Activities of Expected Result 1 of Strategic Objective 2 and the Strategic Approaches of *Refugee Education 2030*. In the domain of access to education, policies in Ontario are coherent with the targeted population of *Refugee Education 2030* as qualified in Strategic Objective 2 – “regardless of legal status, gender, or disability” (UNHCR, 2019c, p. 43): In addition to explicitly guaranteeing access to children who themselves or whose legal guardian(s) are refugee claimants or refugees, access is guaranteed to minors who themselves or whose legal guardian(s) are in Canada unlawfully. As Ontario is the jurisdiction where most refugee minors are resettled (41%) and in which most refugee claimant minors apply for refugee protection (46%), these policies arrange for 43% of resettled refugee and refugee claimant children to access a public education system in Canada.

In the domain of accelerated education, policies in Manitoba are notable for their coherence with the Strategic Approaches: They require that accelerated education programs (AEPs) be developed with the input of all key stakeholders, that organizational partners be involved in program development and implementation, and that programs be evaluated. Similarly, in the domain of mental health and psychosocial support, policies for community sensitization to refugees in Manitoba are remarkable in their coherence with the three Strategic Approaches: Policies were developed through a participatory research approach that involved resettled refugee

and refugee claimant students in the Manitoban education system and other educational stakeholders, that obtained feedback on educational programming and supports to inform program development and implementation, and that utilized resources from a range of organizational partners. Further, these policies have explicit and inclusive considerations for teaching refugee claimant and resettled refugee students about refugee-related topics. Although only 4% of refugee claimant and resettled refugee children and youth reside in Manitoba, these policies may have significant implications for the learning, teaching, and wellbeing of individual resettled refugee and refugee claimant students.

The findings also indicate that there are significant gaps in refugee education policies across all 13 Canadian educational jurisdictions relative to the Enabling Activities of Expected Result 1 of Strategic Objective 2 and the related Strategic Approaches. Seven jurisdictions, in which 40% of resettled refugee minors and 44% of refugee claimant minors resided during the period covered by the study, do not have policies guaranteeing resettled refugee and refugee claimant children and youth access to the public education system.

Eight of the 13 jurisdictions have policies pertaining to missed formal education that are incoherent with *Refugee Education 2030* and four jurisdictions have no policies, despite the presence of 96% of refugee claimant and resettled refugee children and youth in Canada in these jurisdictions. Of particular concern are the potential implications of the incoherence of the policies governing AEPs in Ontario with *Refugee Education 2030*'s Strategic Approach of Innovation, Evidence, and Growth. As there is little to no empirical basis for the policies governing Ontario's AEP and policies do not promote evidence-based practices, AEPs in Ontario may not be meeting the accelerated learning needs of refugee claimant and resettled refugee students who have missed schooling. This could prevent refugee claimant and resettled refugee students with missed schooling from learning the curriculum content and developing the skills that will enable them to learn and succeed in age-appropriate courses based on the mainstream curriculum, especially those of secondary school age who are close to aging out of the public education system, and ultimately affect their ability to pursue higher education and "postschooling opportunities that allow [them] to use their education in pursuit of livelihoods and meaningful futures" (Dryden-Peterson et al., 2019, p. 362). In the last five years, 43% of refugee claimant and resettled refugee children and youth resided in this jurisdiction.

Resettled refugee and refugee claimant children and youth are not explicitly and inclusively targeted by policies pertaining to language education in 10 jurisdictions; yet, 80% of resettled refugee and refugee claimant children and youth resided in these jurisdictions during the period covered by the study.

With respect to gaps in the domain of mental health and psychosocial support, policies about social and emotional learning did not explicitly and inclusively target refugee and refugee claimant children and youth in the 10 jurisdictions where 56% of refugee claimant and resettled refugee children and youth lived during the period covered by the study. With respect to community sensitization to refugees, four jurisdictions, which were the place of residence of 32% of refugee claimant and resettled refugee children, have no such policies, and eight of the jurisdictions that do have such policies do not include considerations about refugee claimant and resettled refugee students who may be present during such learning experiences. Six of the 13 Canadian educational jurisdictions have no policies regarding the provision of mental health supports to refugee claimant and resettled refugee students, which contextually constitutes a policy gap for 3% of refugee claimant and resettled refugee children and youth who resided in Canada during the period of the study. Three jurisdictions with policies about the provision of mental health supports had gaps in that refugee and refugee claimant children and youth were not explicitly and inclusively targeted, despite 46% of Canada's population of resettled refugee and refugee claimant children residing in these jurisdictions. Most mental health policies were incoherent with the Strategic Approaches of Collaborative Learning and Capacity Development and Innovation, Evidence, and Growth.

Finally, there are no policies in Canada that pertain expressly to the provision of special education services to refugee claimant and resettled refugee children and youth with disabilities. The incidence of disability being higher in forcibly displaced populations than the global prevalence of 15% (UNHCR, 2019i), this policy gap could have adverse implications on the learning, teaching, and wellbeing of more than 15% of refugee claimant and resettled refugee children and youth in Canada.

Policy needs to be revised and/or developed to fill these gaps because “policy gaps have major, if not irreversible, implications on a refugee's education pathway” (UNHCR, 2019b, p. 37). It is important to note that the findings pertain solely to top-down policy responses because, first and foremost, *Refugee Education 2030* has a top-down conceptualization of policy formation.

Second, the methodology was developed based on policy legacies and learnings, and there is a lack of learning on bottom-up models of policy formation in refugee education (Buckner et al., 2017) upon which to draw to develop a methodology informed by this logic.

The critique of Canadian refugee education policies in this thesis is not intended to undermine the commitment and efforts of policymakers and policy implementers to provide quality and inclusive education to asylum seeker, refugee claimant, and resettled refugee children and youth, nor the commitment and efforts of Canadians to provide durable solutions to refugee claimants and refugees. On the contrary, the critique is a call for policy learning (Hall, 1993) in the Canadian context in light of Canada's legacy of exemplary responses to refugees (UNHCR, 1986, 1987, 2018, 2020). Historically, Canadian refugee policies have been borne out of community-driven, bottom-up efforts to contribute to the cause of refugees in the country and around the world (UNHCR, 1986, 1987, 2018, 2020). While policy learning is theorized as "policy respond[ing] less directly to social and economic conditions than it does to the consequences of past policy" (Hall, 1993, p. 277), Canada offers a unique context for policy learning in that social conditions – the mobilization of Canadian society as a whole to support refugees – have prompted the formation of innovative policies in response to past experiences and new knowledge, particularly within the field of immigration policy.

The critique is therefore a call for the evaluation of existing and emerging refugee education programs and practices created through bottom-up approaches, for the growth of evidence-based programs and practices in sustainable and contextualized manners, and for the institutionalization of these evidence-based programs and practices as education policy. This bottom-up approach to policy formation would be coherent not only with Canada's refugee policy legacy, but also with *Refugee Education 2030's* Strategic Approach of Innovation, Evidence, and Growth. A participatory approach to refugee education policy development that involves all educational stakeholders, especially asylum seeker, refugee claimant, and resettled refugee communities, would be consistent with the Strategic Approaches of Partnership and Collaborative Learning and Capacity Development.

Additional Findings and Discussion

In the following section, additional findings of the policy coherence analysis are presented and discussed. These findings include those that could not be incorporated in the article due to:

1. The manuscript submission guidelines of the intended journal of publication;

2. The findings not fitting the structure of the findings in the article (i.e., findings pertaining to the Strategic Approaches without pertaining expressly to coherence among the objectives, populations, or instruments); and
3. The revision of the theoretical framework over the course of the study.³⁴

The discussion draws on empirical literature and proposes areas for future research.

In keeping with the structure of the article that is the main body of the thesis, findings are organized by domain: Access to education, accelerated education, language education, mental health and psychosocial support, and special education. Within each domain, findings are sorted by the element of policy coherence (objectives, populations, instruments) to which they pertain, although not all elements of policy coherence are addressed in each domain. Where applicable, these findings are followed by others that pertain more directly to the Strategic Approaches than to a single element of policy coherence. These domain-specific findings are followed by cross-cutting findings, or findings that are common to multiple policy domains, that are important to more holistic reflection on Canada's refugee education policy regime.

Access to Education

Enabling Activity 4 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to “receive any supports required to enable their access to the education system, including assistive technology and accessible learning materials” (UNHCR, 2019b, p. 43). Additional findings are relevant to coherence among populations, specifically those targeted for partnership, and coherence among instruments.

The targeted partnering organizations of Canadian refugee education policy domains for access to education generally include not only the same types of organizations, but also the same specific organizations. Seven jurisdictions have policies for partnership with civil society organizations, of which five specifically have settlement service organizations as targeted partners (AB, BC, MB, PE, & SK).

³⁴ Initially, coherence among instruments was conceptualized as a function of 1) the complementarity among all the types of policy instruments within the same domain and 2) the consistency of the extent to each domain leveraged Schneider and Ingram's (1990) five categories of tools with guidance about authority, sustainability, capacity, and human rights-based and research-informed approaches to policy in *Refugee Education 2030*, the *Global Compact on Refugees*, and the *Charter of the United Nations*. Ultimately, the theoretical framework was revised to focus on only two of the five categories of tools (capacity tools and learning tools) to clearly focus on coherence with the Strategic Approaches of *Refugee Education 2030*. Findings about the other three categories of tools (authority tools, incentive tools, and symbolic and hortatory tools) that are relevant to coherence with the Strategic Objectives and Approaches are presented in the following section as additional findings.

Five jurisdictions also have other government ministries as targeted partners, specifically Immigration, Refugees and Citizenship Canada (IRCC) (BC, MB, NL, ON, & SK). Four jurisdictions describe the involvement of IRCC in this area only as determining, through resettlement, the education system to which government-sponsored refugees seek access. Only one jurisdiction has policies in which IRCC has a greater role in enabling the access of refugee children and youth to education (ON). The number of Canadian educational jurisdictions with policies about partnering with IRCC specifically because of the organization's role in refugee resettlement highlights the absence of policies about partnering with other organizations that sponsor refugee resettlement across all Canadian educational jurisdictions. Given that two of the pathways of refugee resettlement to Canada are private and community sponsorship, it would be consistent with the context to have refugee education policies that have refugee-sponsoring organizations and community members as targeted partners.

While four jurisdictions have policies pertaining to educational access that describe partnerships with UNHCR (MB, NL, ON, & PE), UNHCR's mandate for refugee education is not included in any Canadian refugee education policy documents, nor are its previous global refugee education strategies. One jurisdiction (MB) has a policy framework in its refugee education policy regime that references the *2030 Agenda for Sustainable Development*, in which *Refugee Education 2030* is inscribed. Elsewhere, UNHCR is described as a partner for its role in making refugee status determinations, resettling refugees to Canada, and collecting, managing, and disseminating data on refugees. The development of refugee education policies about partnering with UNHCR and that reference *Refugee Education 2030* would obviously be coherent with *Refugee Education 2030*.

With respect to instruments, authority tools in Ontario and Manitoba include policies and procedures for granting equivalent credits for refugee claimant and refugee children's prior formal and informal learning experiences (MB20 & ON14). Policies that recognize prior learning experiences obtained in formal and informal learning sites are coherent with the Strategic Objectives of *Refugee Education 2030* in that they promote the equitable inclusion of refugees and refugee claimants in the education systems (UNHCR, 2019c, p. 7). Indeed, policies for recognizing the equivalency of formal education received in other educational jurisdictions address the systemic barrier of a lack of recognition of education received in other jurisdictions (Crea, 2016) to enable the educational access of refugee claimant and refugee children and youth. The recognition of informal learning experiences, or "learning realised in everyday spaces of human

activity... while lie outside the institutions of schools and other formal learning sites”, is also “an important prerequisite for... inclusive refugee education” in national education systems (Kaukko & Wilkinson, 2018, p. 2).

There are also remarks to be made about the use of different instruments to guarantee children with refugee status access to education than children and youth seeking refugee protection. While there are both hard and soft policies³⁵ guaranteeing minors with refugee status and minors whose legal guardian(s) have refugee status access to education across Canadian educational jurisdictions, there are only soft policies guaranteeing access to minors who themselves or whose legal guardians are claiming refugee protection or are without legal status in Canada. Compliance with policies pertaining to education access being compulsory for policies targeting children with refugee status and voluntary for children claiming refugee status and children without legal status in Canada may affect the level of implementation of policy. A study of the implementation of policies pertaining to education access, and thus the coherence of policies as enacted with *Refugee Education 2030*, is therefore recommended.

Accelerated Education

Enabling Activity 1 for realizing Expected Result 1 of Strategic Objective 2 is for refugee children and youth to be “supported to make up for missed schooling” (UNHCR, 2019b, p. 43). Additional findings pertain to coherence among objectives, populations (benefiting and implementing), and instruments, as well as coherence with the Strategic Approach of Innovation, Evidence, and Growth.

With respect to policies with objectives of responding to missed education, it is noteworthy that policies in two jurisdictions (PE, NS) were assigned to the domain of accelerated education based on their targeted benefiting populations rather than their objectives. The policies were sourced from curricula of two different high school level social studies courses (a Canadian history course in PE; a sociology course in NS). Both curricula include the same verbatim symbolic pronouncement characterizing the course as suitable for students “whose learning has been interrupted, such as refugees” (PE15, p. 29; NS01, p. 113). The educational authority of Prince

³⁵ Hard policies are “directed by legislation and regulatory monitoring with the possibility of sanctions for non-compliance” while soft policies involve “recommendations, education campaigns and strong advocacy” (Kennedy et al., 2011, p. 44). Described using Schneider and Ingram’s categories of tools in policy, hard policies combine authority tools prohibiting or requiring action under designated circumstances) and certain types of incentive tools, specifically charges, sanctions, and forces). Soft policies combine authority tools permitting or recommending action under designated circumstances within inducements, capacity tools, and/or symbolic and hortatory tools.

Edward Island acknowledges being granted permission by the educational authority of Nova Scotia to borrow a Nova Scotian curriculum, albeit the *Grade 11 History* curriculum and not the *Grade 12 Sociology* curriculum (PE15, p. iii). The borrowing of a symbolic pronouncement characterizing a curriculum as designed to be inclusive of students with interrupted formal education, including refugees, calls into question the veracity of this claim to suitability, especially given that the curricula are for different disciplines of the social sciences and do not include objectives of accelerating learning.

Regarding the targeted populations, policies in one jurisdiction (NL) appear to have government-assisted refugees with interrupted formal education as the targeted benefiting population of the AEP, which is called Literacy Enrichment and Academic Readiness for Newcomers (LEARN). However, of the six curriculum documents for the AEP, one³⁶ was screened out during the scoping review of policies because it does not include the term “refugee” and only one of the five eligible curriculum documents explicitly states that this cohort is the targeted benefiting population. It can be deduced from the introduction to four other curricula using propositional logic that this cohort is the targeted benefiting population.

The introduction on the first page of each of the five eligible curriculum documents includes some variation of the following three sentences:

1. In recent years, Canada has accepted a number of *Government Assisted Refugees*.
2. Many *Government Assisted Refugees* have major gaps in formal education.
3. The curriculum has been designed for *immigrant students* who have entered the public-school system in Newfoundland and Labrador from other countries and have gaps in their education which prevent them from succeeding in an age-appropriate grade level program. (NL02, NL03, NL04, NL05, & NL09)

Only one curriculum document makes this interrelation explicit to state that government assisted refugees are the primary targeted benefiting population of the AEP:

1. “In recent years we have seen an increase in the arrival of *Government Assisted Refugees* in Canada.
2. Many of *these students* have little or no prior schooling or have attended schools that do not prepare them for the challenges of schooling in Canada.

³⁶ The math curriculum for the first of two levels of the program (Newfoundland and Labrador Department of Education, 2010).

3. Literacy Enrichment and Academic Readiness for Newcomers (LEARN) courses are bridging courses developed for *this group of students*". (NL09, p. 1, emphasis added)

As the term "refugee" appears only in the introduction of three of the policy documents (NL04, NL05, & NL09) and in the introduction and the reference list of the two other curriculum documents (NL02 & NL03), none of the curricula included explicit policy on refugees elsewhere in the document despite the documents comprising, on average, 80 pages. This also raises questions about whether the targeting of refugee students in these policies, be it explicit or implicit, is simply a symbolic pronouncement in the introduction or whether the policies have been specifically tailored to the needs of refugee students with missed schooling. To increase coherence with *Refugee Education 2030*, the introductions to Newfoundland and Labrador's AEP curriculum documents should be revised to explicitly include all refugees with missed schooling, not just refugees resettled through one resettlement pathway, in the targeted benefiting population and the curriculum should be reviewed to ensure that it is indeed tailored to refugee students.

Additionally, policies in four jurisdictions (MB, NL, ON, & QB) use the term "refugee camp" as a symbol of limited or interrupted formal education to implicitly target refugee students with limited or interrupted formal education. Beyond being incoherent with *Refugee Education 2030* because of the call for "explicit policy on [the] inclusion of refugees" (UNHCR, 2019c, p. 33), it is also incoherent because it excludes the majority of refugee children: Only 40% of refugee children are targeted when the term is used because 60% of refugees live in out-of-camp accommodations, a statistic that has been stable since 2014 (UNHCR, 2019d).

As for the targeted implementation agents, the findings suggest that there are not educational professionals specifically qualified in accelerated education or teaching students with interrupted formal education in Canada. Policies pertaining to missed education are to be implement by social studies teachers in two jurisdictions (NS & PE), regular classroom teachers in three jurisdictions (AB, BC, & SK), and by a combination of teachers in three jurisdictions (regular classroom teachers for the French-language program and English as an Additional Language teachers for the English-language AEP in MB; regular classroom teachers at the primary school level and English as an Additional Language teachers at the secondary school level in ON; regular classroom teachers at the primary school level and subject area and English as an Additional Language teachers at the secondary level in NL). A further study of teacher education

and qualifications for working with students with no, limited, or interrupted formal education is therefore recommended.

With respect to instruments, an analysis of the coherence among instruments is broadly defined as the complementarity among all the types of tools within a policy domain (Cejudo & Michel, 2017), rather than reduced in scope by the theoretical framework to focus on the consistency of learning tools and capacity tools with two of the Strategic Approaches and their complementarity, highlights the incoherence of policy instruments in the domain of accelerated education with the Strategic Approach of Collaborative Learning and Capacity Development.

Across Canadian educational jurisdictions, the majority of the tools comprising the domain of accelerated education are symbolic and hortatory tools. All nine of the jurisdictions with policies in this domain use labels to associate their education systems and programming with positive values, such as equity and inclusivity, for students with interrupted formal education (AB, BC, MB, NL, NS, ON, PE, QB, & SK). The use of such labels is coherent with *Refugee Education 2030* as its vision is “inclusion in equitable quality education in national systems” (UNHCR, 2019c, p. 6).

Three jurisdictions (MB, NL, & ON) have authority tools pertaining to missed education, including prescribed curricula for AEPs; however, there are issues with coherence within two of these jurisdictions. In one jurisdiction (MB), curricula are provided for the English AEP but not the French AEP. In another jurisdiction (ON), there are curricula for the high school level AEP but not for the primary school level AEP. This latter jurisdiction also has authority tools recommending that elementary school students’ learning be accelerated through adaptations and modifications, but it has no capacity tools to that end.

Despite six jurisdictions having one or more capacity tools pertaining to the provision of supports to make up for prior missed schooling, little overall capacity is evident across Canada to teach and support refugee claimant and refugee students with missed formal education. Potential issues around the sufficiency of capacity tools to identify students with missed education and to respond to their needs puts in question coherence with the Strategic Approach of Collaborative Learning and Capacity Development.

Only three jurisdictions have capacity tools for identifying refugee students with missed education (MB, ON, & QB). In two jurisdictions (ON & QB), capacity tools utilize the term “refugee camp” to screen for students with limited or interrupted formal education. If the capacity

tools were used, policy implementers would fail to identify 60% of refugee children with accelerated education needs because only 40% of refugees have lived in refugee camps since 2014 (UNHCR, 2019d).

Little capacity is evident for accelerating learning once students are identified as having missed schooling prior to arrival in Canada. In one jurisdiction (BC), capacity tools for responding to students with limited formal education are largely unrelated to accelerating education: Of the 31 suggested strategies, 8 pertain to teaching students school and classroom expectations, 11 to communicating with students who do not speak the language of instruction and have limited literacy, and 19 to incorporating student identity in learning (e.g., “display posters and signs reflective of the diversity of students”, “recognize efforts and accomplishments, formally and informally”, “discover and nurture student interests” (BC06, p. 31)). In another jurisdiction (ON), capacity tools are general strategies that are not specific to accelerating learning. They include suggestions that teachers get to know their students, use a range of assessment strategies, differentiate instruction, and scaffold students’ learning (ON14), which are strategies that all teachers should be using with all students. Similarly, capacity tools in another jurisdiction (NS) are strategies for engaging students in learning experiences rather than for addressing missed schooling.

In Alberta, the single capacity tool is a template to be used to plan educational programming for students “with learning disabilities, mild cognitive disabilities, and/or working 1 to 3 years below grade-level expectations” (AB04). Conflating students with interrupted schooling with students with special education needs in one cohort is inappropriate because most refugee students do not experience these needs concurrently. The recommendation that refugee students who are working at levels below their same age peers with continuous formal education be treated the same way as students with learning disabilities and mild cognitive disabilities could prevent refugee students’ needs from being accurately assessed and addressed, particularly those who may be gifted but who have not been identified as such as a result of limited educational opportunities. Given that the tool, if utilized, could obstruct one or both of the needs from being met, there is limited coherence among instruments in Alberta for the domains of accelerated education and special education relative to *Refugee Education 2030*.

There are also remarks to be made about coherence with the Strategic Approach of Innovation, Evidence, and Growth. Beyond the incoherence of the objectives and learning tools of

Ontario's AEP with *Refugee Education 2030* that was addressed in the article manuscript, there is evidence in Ontario's policy documents that all of the policies of the AEP are incoherent with the Strategic Approach of Innovation, Evidence, and Growth. The introduction to the teacher resource guide (ON07) associated to the AEP program's policies and procedures manual (ON04) explicitly states that the programs and practices recommended therein are not research-informed:

Very little Canadian research exists about a small group of English language learners (ELLs) with limited prior schooling, yet these students are in Canadian classrooms and will continue to arrive on an ongoing basis. (ON07, p. 3)

At the time of publication of both policy documents, there was little international research on the education of this cohort: International scholars were calling for research to be conducted on the language and literacy learning of individuals acquiring literacy for the first time in adolescence or adulthood in a language other than their first language because the very few studies that had been conducted on indicated that they learn differently than other populations (Genesee, Lindholm-Leary, Saunders, & Christian, 2006; Bigelow & Tarone, 2004). There was therefore no empirical basis for the development of the policies, programs, and practices advanced in the policy documents. The findings of the jurisdiction-based scoping review of policies indicate that the policy documents have not been updated in over twelve years. This puts into question whether AEPs in Ontario are effectively supporting refugee claimant and refugee students with accelerated education needs. The evaluation of AEPs in Ontario should be a priority.

Language Education

Enabling Activity 2 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “provided with adequate language training where necessary” (UNHCR, 2019b, p. 43). In what follows, coherence among objectives and populations (benefiting and implementing) is addressed, as well as coherence with the Strategic Approach of Innovation, Evidence, and Growth.

With respect to the objective of language education, it is remarkable that only one of Canada's twelve education jurisdictions in which the language of instruction can be either of Canada's official languages (English and/or French) has policies about providing refugee and refugee claimant children and youth with language training in the minority language of the province and/or the majority language (MB). Two jurisdictions (ON & NT) have policies about granting refugee and/or refugee claimant children access to education in the minority language of

instruction, but the policies do not pertain to the provision of language training if granted access to instruction in the minority language. Elsewise, language education policies for refugee and refugee claimant children and youth pertain exclusively to the provision of language training in the majority language of the jurisdiction. In Canada's sole officially bilingual province (NB), language education policies for this population pertain only to the provision of English language training and none address French language training. Interestingly, in one jurisdiction (PE), refugees are included as a targeted benefiting population in policies about English language training but are only a topic of instruction in policies about French language education. This suggests that the educational authority is intentionally (and explicitly) making English training programs inclusive of refugee students but is not doing so for French training programs. A study assessing the intentionality of having policies for the inclusion of refugee and refugee claimant students in the majority language of the province or territory but not in the minority language, as well as its potential or perceived implications for integration and social cohesion, is advised.

Regarding the targeted benefiting population of language education, no refugee education policies in Canada include considerations about the intersectionality of refugeehood and indigeneity.³⁷ This is particularly evident in the domain of language education because most policies in the domain have targeted benefiting populations of "language learners" consisted of some variation of immigrants, asylum seekers, refugee claimants, refugees, international students, and/or First Nations, Métis, and Inuit students (also labeled in policy documents as "Aboriginal students" or "Indigenous students") and many language education policies include considerations about incorporating indigenous epistemologies in relation to the latter cohort. Many asylum seeker, refugee claimant, and refugee students in Canada are also "Indigenous students", though they are not indigenous to Canada. Indeed, a large proportion of people seeking and granted refugee protection are members of indigenous groups because indigenous peoples are, in many parts of the world, "the victims of severe human rights violations, violence, conflict, ethnic or religious persecution, and in extreme cases, genocide" (UNHCR, 2011, p. 3). The lack of consideration given in Canadian refugee education policies to refugee claimant and refugee children and youth who are members of indigenous groups therefore constitutes a significant policy gap.

³⁷ A social studies curriculum in the Northwest Territories has a unit called "Refugees, Warriors, and Reformers" on historic relations of peace and conflict between colonial and indigenous groups in Canada. The term "refugee" appears only in the title of the unit.

Although *Refugee Education 2030* does not have explicit targets for refugee children and youth who are indigenous peoples, *Refugee Education 2030* is inscribed within *the 2030 Agenda for Sustainable Development* (UNHCR, 2019c). Sustainable Development Goal 4 (SDG4) of the 2030 Agenda is for free primary and secondary education for all (UNGA, 2015). SDG4 challenges governments to ensure equal education access for indigenous peoples (UNGA, 2015). By virtue of the *Incheon Declaration for the Implementation of SDG4* (UNESCO, 2016), refugee children and youth are included among the “all boys and girls”, “all youth”, and “all men and women” targeted by SDG4 (UNGA, 2015, p. 17). As the *Incheon Declaration* includes the intersectionality of indigeneity and refugeehood and is foundational to *Refugee Education 2030*, the revision of Canadian education policies to explicitly address refugee and refugee claimant students who self-identify as indigenous peoples and to have objectives of teaching and learning about this intersectionality would ensure greater coherence with *Refugee Education 2030*. Further, a further study analyzing enacted responses of Canadian education systems to the indigeneity of students who self-identify as members of an indigenous group that is not indigenous to Canada, including asylum seeker and refugee minors who self-identify as indigenous persons, is recommended.

Additionally, language education policies in two jurisdictions (AB & BC) are incoherent with the Enabling Activity that would have refugee students be provided with “adequate language training where necessary” as the period of time for which funding is available for language learning supports for refugee claimant and refugee students is insufficient for the majority of refugee students with no or interrupted formal education to learn an additional language (UNHCR, 2019c, p. 43). Policies indicate that funding is available for the language training of refugee students for up to 5 years; yet, according to empirical literature, language learning supports should be provided for 4 to 7 years for learners with continuous, quality formal education and for 10 or more years to those with no, limited, or interrupted formal education (Cummins, 1984). It is recommended that policymakers and policy implementers consider manners of sustaining language learning supports for refugee and refugee claimant students with limited or interrupted formal education.

The targeted implementation agent of language education policies in one jurisdiction (NL) raises questions about the coherence of this domain with the Strategic Approach of Collaborative Learning and Capacity Development. Language specialist teachers are to determine the eligibility of refugee students for language education support. Language specialist teachers consist of English as an Additional Language teachers and English language arts teachers because, where no English

as an Additional Language teacher is available to determine a refugee student's eligibility for language education support, a language arts teacher is to conduct the assessment that will inform service provision and instruction. As the expertise of language arts teachers is often literature, rather than linguistics and applied linguistics like English as an Additional Language teachers, further investigation into the capacity of language arts teachers in this jurisdiction to accurately assess the language learning needs of refugee claimant and refugee students and to plan and provide adequate language learning supports is recommended.

Finally, with respect to coherence with the Strategic Approach of Innovation, Evidence, and Growth in Canada's refugee education policies about language education, it is noteworthy that in the four western provinces (AB, BC, MB, & SK), bilingual education programs may be used to support the learning of one of Canada's official languages (English or French) as well as another language. The potential implication of school boards in these jurisdictions being permitted to choose any non-official language as the second language of instruction (LOI) is that refugee claimant and refugee children could benefit from instruction in their first language (L1) or an additional language in which they have already developed a degree of proficiency. Such bilingual education programs are evidence based (Cummins, 2014) and are therefore coherent with *Refugee Education 2030's* Strategic Approach of Innovation, Evidence, and Growth.

Nevertheless, additional findings from the second phase of the study suggest that there could be challenges in the implementation of such evidence-based language education programs. It could prove difficult for a school board to choose a single LOI from the diverse languages spoken by its students, including its refugee claimant and refugee students: At least 58 L1s³⁸ are spoken by the refugees resettled to Canada between January 2015 and February 2019 and resettled refugees speaking a common language may be dispersed through resettlement to different provinces/territories³⁹ and to different cities within a province/territory⁴⁰. Future research on the

³⁸ Afar, Afghan, Amharic, Arabic, Armenian, Assyrian, Belen, Bemba, Bengali, Burmese, Chaldean, Chichewa, Chinese, Dari, Dinka, Dioula, English, Eritrean, Ewe, Farsi, French, Hausa, Hebrew, Jula, Kihavu, Kikongo, Kinyarwanda, Kirundi, Kiswahili, Kurdish, Lingala, Luba-Kasai, Luganda, Mandingo, Mashi, Ndebele, Nepali, Nuer, Oromo, Pashto, Peul, Punjabi, Rohingya, Russian, Samoli, Sango, Somali, Spanish, Swahili, Tamil, Tigre, Tigrinya, Turkish, Turkmen, Urdu, Uzbek, Vietnamese, Wolof, and "other mother tongues" (Government of Canada, 2020).

³⁹ Government of Canada (2020c) dataset titled "Admissions of resettled refugees by province/territory of intended destination, mother tongues, and immigration category, January 2015-March 2020".

⁴⁰ In Alberta, refugees were resettled to at least 19 cities, primarily to Calgary (45%) and Edmonton (41%). In British Columbia, refugees were resettled to at least 25 cities, but Vancouver was the intended destination of 75% of the refugees. In Saskatchewan, refugees were resettled to at least 10 cities, of which Saskatoon (45%) and Regina (37%)

use of bilingual education programs to teach languages to refugee claimant and refugee students in these jurisdictions is suggested.

Mental Health and Psychosocial Support

Enabling Activity 3 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “provided with conditions that foster social and emotional learning and, where needed, receive mental health and psychosocial support” (UNHCR, 2019b, p. 43).

Table 1

Components of school-based multi-tiered programs of mental health and psychosocial support in Canadian refugee education policies by educational jurisdiction

Components of school-based multi-tiered program of mental health and psychosocial support	Canadian educational jurisdictions with refugee education policies addressing the component(s)												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Tier 1													
Social and emotional learning	X	X	X	X	X	X	X		X	X	X	X	
Community sensitization to refugees	X	X	X	X		X	X		X	X		X	
Tier 2													
Acculturation support	X	X	X		X				X		X	X	
Trauma-related support	X	X	X		X				X				
Tier 3													
Identification and referral to mental health services		X	X		X				X			X	

To facilitate a comprehensive understanding of the objectives of policies pertaining to the provision of mental health and psychosocial support to refugee and/or refugee claimant children and youth in Canada, the objectives of the domain of mental health and psychosocial support are broken down by jurisdiction and by the component of a school-based multi-tiered program of mental health and psychosocial support to which they correspond in Table 1 based on the finding

were the most common destinations (Calculated from data from Immigration, Refugees, and Citizenship Canada (Government of Canada, 2020c)).

in the first phase that empirical literature recommends a multi-tiered program of mental health and psychosocial support for refugee children and youth (Ellis, Miller, Abdi, Barrett, Blood, & Betancourt, 2013). Only four jurisdictions (BC, MB, NL, & ON) have objectives that are consistent with the Enabling Activity and that pertain to all components of school-based multi-tiered programs of mental health and psychosocial support. Consistent with the empirical knowledge base, these programs are coherent with the Strategic Approach of Innovation, Evidence, and Growth.

Community Sensitization to Refugees. The analysis of policies about community sensitization to refugees indicate that the majority of policies have the objective of having students learn about refugees within the context of specific courses. Across Canada, there are 38 social studies courses, 1 French language arts course, 1 English language arts course, 1 health course, and 1 dance course with policies for teaching students about refugees (Table 2). There are only courses at the primary school level in one jurisdiction (NT) and only courses at the secondary school level in two jurisdictions (BC & NS). Four jurisdictions have policies for both primary and secondary school levels (NB, ON, PE, & SK). Two jurisdictions have resources for which the course and grade are not specified.

Students in French programs across Canada are less often the targeted benefiting population of community sensitization to refugees than their peers in English programs (Table 3). Six jurisdictions where both English and French are LOIs only have curricula and teacher resource guides for community sensitization to refugees for English programs. Three jurisdictions where both English and French are LOIs have more policy documents with objectives towards community sensitization for English programs than for French programs.

In one jurisdiction (NB), students are differentially targeted for community sensitization to refugees based on the LOI and academic level of the course in which they are enrolled. Despite the curricula documents for Grade 7, 8, 9, 11, and 12 social studies in the English program and the French immersion program being nearly identical sentence by sentence, the French immersion social studies curricula for grades 8 and 9 do not contain the term “réfugié” [refugee] and were screened out of the study. Whether a Grade 11 social studies student in either the French Immersion or English language program is taught about refugees depends on the academic level in which they take the course: The curriculum of the more academically rigorous course does not require teaching

about refugees, while the those of the two less academically rigorous courses require teaching about refugees.

Table 2

Primary school and secondary school grades with curricula and/or resources for teaching about refugees by Canadian educational jurisdiction and course topic

School level and grades	Canadian educational jurisdictions with curricula and/or resources for teaching about refugees												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Primary school													
1							S						
2													
3							S		S	S			
4													
5							S					S	
6							H		S	S		S	
7				S					S	S			
8				S					S	S		S	
Secondary school													
9				S					S			E	
10									Sx2			S	
11		S		S		S			S				
12				S		S			D	F			
									S				
N/S										Sx3		Sx3	
Unspecific school level/grade													
	N/S		N/Sx3										

Note. S = Social sciences; F = French language arts; E = English language arts; D = Dance; H = Health; N/S = Not specified.

The targeted implementation agents of policies about community sensitization to refugees are primarily teachers of specific disciplines rather than teachers in general. Social studies teachers are sole targeted implementation agent in three jurisdictions (BC, NB, NL). In addition to social studies teachers, teachers of one other specified subject area are targeted in four jurisdictions (physical education in NT; dance in ON; French language arts in PE; English language arts in SK). Only in two jurisdictions (AB, MB) are the targeted implementation agents of the community sensitization policies unspecified. Overall, elementary and secondary school teachers are nearly equally targeted for teaching about refugees.

With respect to instruments, five jurisdictions have at least one authority tool requiring that students learn about refugees (NB, NT, ON, PE, & SK). Often such authority tools are in a curriculum that is specific to a grade or course, which means that students may only be required to learn about refugees in one grade or course throughout their entire primary and secondary education. For example, an authority tool in a social studies curriculum in Ontario requires that, by the end of the course, students:

describe some key developments in immigration and in refugee and immigration policy in Canada during [the period of 1945-1982], and explain their significance for Canadian heritage and identity (ON11, p. 121)

Seven jurisdictions have authority tools recommending teaching about refugees (AB, MB, NB, NT, ON, PE, & SK) and the recommendation often comes in brackets within a statement of a required learning outcome, or following such statements as an example of a topic of instruction related to the required learning outcome. For example, a learning expectation in a social studies curriculum in Ontario is accompanied by 1) an example, given in parentheses, that illustrates that students can meet the requirement by demonstrating learning about the responses of Canadian organizations and citizens to refugees and 2) a sample question that illustrates the kind of question teachers might pose to students to prompt discussion in which students can demonstrate their learning about refugees:

[Students will be able to] analyse responses of Canadian governments, non-governmental organizations (NGOs), and individual citizens to economic, environmental, political, and/or social issues of international significance (e.g., how the federal government, different NGOs, business people, and individual consumers have responded to economic globalization; how different levels of government, health care workers, and individual citizens responded to the spread of H1N1 or SARS; *how governments, development and human rights NGOs, and individuals, including students in their school, have responded to an issue such as a natural disaster in another region, child labour, child soldiers, climate change, or civil war and refugees*)

Sample questions: “*How have different groups and individuals in Canada responded to the plight of refugees?*” “What has been the response of Canadian governments, NGOs, and individual citizens to recent large-scale natural disasters?” “What are some of the ways in

which NGOs and school groups have worked together to improve the life of children living in poverty” (ON13, p. 124)

The learning expectation is an authority tool: Students are required to demonstrate this learning. The example and sample questions are, however, only recommendations: The introduction to the curriculum states that both the examples and the sample questions “are intended as suggestions for teachers rather than as exhaustive or mandatory lists” (ON13, p. 19). Teachers therefore decide the specific ways in which the requirement outlined in the learning expectation is implemented in the classroom and policy implementation may or may not involve students acquiring, demonstrating, and applying learning about refugees. A future study exploring student learning about refugees across Canadian educational jurisdictions is suggested.

Table 3

Number of curricula and teacher resource documents with objectives of community sensitization to refugees by the language of instruction of the education program to which the policy documents pertain and by Canadian educational jurisdiction

Language of instruction	Canadian educational jurisdictions with curricula and resources for community sensitization to refugees												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
English	1	1	3	5		2	4		4	13		6	
French				3						3		5	N/A
Other	N/D	N/D	N/D	N/A	N/A	N/A	N/A	N/D	N/A	N/D	N/A	N/D	N/A

Note. N/D = No data because policy documents in languages other than English and French were excluded from the study; N/A = Not applicable because the language is not a language of instruction in the jurisdiction.

Regarding coherence with the Strategic Approaches, as previously mentioned, policies for community sensitization to refugees in Manitoba are remarkable in their coherence with all three Strategic Approaches: A policy resource compiles the narratives and aspirations of eleven learners of refugee and war-affected backgrounds in Manitoban schools, and each narrative is accompanied by additional contextual information (i.e., map of the country of origin, images of important sites in the narrative, information about the events that prompted flight, and biographies of other individuals from the same ethnic community in Canada). The resource was developed through a participatory approach that involved refugee and refugee-claimant students and other educational stakeholders in the Manitoban education system, obtained feedback on educational programming and supports to inform program development and implementation, and utilized resources from a

range of organizational partners. Further, these policies have explicit and inclusive considerations for teaching refugee claimant and refugee students about refugee-related topics.

Another jurisdiction (AB) borrowed the policy resource and this resource is its sole source of policies on community sensitization to refugees. The borrowing of a highly contextualized policy document from another jurisdiction, in which the methods and associated instruments are provided and could be used by other educational authorities to produce their own contextualized policies, is indicative of incoherence with the Strategic Approaches.

Mental Health and Psychosocial Support. In one jurisdiction (MB), the targeted benefiting population of mental health policies is explicitly defined in ways that are coherent with *Refugee Education 2030* (i.e., inclusive of refugee claimant and refugee minors); however, the tools of the policies narrow the scope of the this broad targeted benefiting population in exclusionary ways that are incoherent with *Refugee Education 2030*. Notably, rationales and capacity tools for the provision of trauma-related supports are focused exclusively on psychosocial trauma resulting from experiences of armed conflict. This suggests that the targeted benefiting population is limited to refugee claimant and refugee students whose mental health has been affected by armed conflict.

Six of the seven jurisdictions with refugee education policies for mental health and psychosocial support specify the mental health concerns that the targeted benefiting population may have (Table 4). One jurisdiction (QB) does not specify the mental health concerns that students may exhibit. The three most frequently targeted mental health concerns are anxiety, depression, and post-traumatic stress disorder. This is indicative of alignment with empirical research as the empirical knowledge base indicates that these three disorders are of higher prevalence in refugee claimant and refugee populations (Hodes & Vostania, 2019; Beiser & Hou, 2016; Pieloch et al., 2016).

As for targeted implementation agents of policies responding to the mental health needs of refugee students, English as an Additional Language teachers are one of the main targeted implementation agents of acculturation and trauma-related mental health supports in four jurisdictions (BC, MB, ON, & SK).⁴¹ This raises questions about the capacity of additional language teachers to assess mental health concerns and determine appropriate supports and, thus,

⁴¹ Though a range of educational professionals are targeted implementation agents of the domain of mental health and psychosocial support, the overall objective of the policy documents is the provision of language training.

coherence with the Strategic Approach of Collaborative Learning and Capacity Development. The one jurisdiction (ON) that has policies about capacity development to respond to expressly the mental health needs of refugee students is specific to building capacity to respond to the mental health needs of Syrian refugees (ON), which, being exclusionary, is incoherent with *Refugee Education 2030*. In another jurisdiction (MB), the targeting of English as Additional Language teachers to assess mental health needs and provide supports also raises issues about qualifications: A policy document provides information about universities and professional associations through which teachers can develop their capacities to counsel refugee and war-affected learners. This jurisdiction does not have authority tools prohibiting educational professionals from attempting to diagnose or treat mental health disorders despite only regulated health professionals being qualified to diagnose a mental health disorder in Canada.

Table 4

Mental health concerns addressed in refugee education policies pertaining to mental health and psychosocial support by Canadian educational jurisdiction

Mental health concerns	Canadian educational jurisdictions with refugee education policies pertaining to the mental health concerns												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Anxiety	X	X	X						X			X	
Behavioural disorders			X										
Depression	X		X						X			X	
Eating and weight-related problems									X				
Neurodevelopmental disorders									X			X	
Obsessive-compulsive disorder			X										
Post-traumatic stress disorder and trauma-related disorders	X	X	X		X				X				
Sleep disturbances												X	
Substance-related and addictive disorders	X		X						X				

Four jurisdictions, by virtue of the targeted implementation agents of their domain of mental health and psychosocial support, are coherent with *Refugee Education 2030*'s Strategic Approach of Partnership: Support staff are to be hired specifically to facilitate partnerships

between schools, refugee claimant and refugee families, and community services, especially acculturation-support services (BC, MB, SK, & QB).

Next, the types of organizations targeted for partnership in the domain of mental health and psychosocial support varies as a function of the type of mental health support to be provided. In the subdomain of social and emotional learning, eleven jurisdictions have policies pertaining to partnerships with students and their families, guardians, and communities. In policies about community sensitization, intergovernmental and international non-governmental organizations are targeted partners: Policies recommend that students learn about the role of these organizations in responding to refugees and that teachers use resources developed by these organizations for such instruction (AB, BC, ON, MB, & SK). In the subdomain of the provision of mental health and psychosocial supports, civil society organizations are the targeted partner of policies about providing acculturation supports (MB, NL, ON, QB, & SK); academic organizations in policies about the provision of trauma-related supports, notably for professional development services (MB, ON); and other government ministries and private sector organizations that provide professional mental health services in policies governing responses to students exhibiting or experiencing psychological distress (BC, ON, & SK).

It was found during the analysis of coherence among instruments that one jurisdiction (MB) has numerous capacity tools for responding to the mental health and psychosocial needs of refugee students. Some are in the policy document “War affected children: A comprehensive bibliography”, a 104-page thematic bibliography that includes hyperlinks to capacity-building resources from a variety of organizations (MB08). While *prima facie* coherent with the Strategic Approaches of Collaborative Learning and Capacity Development and Partnership, issues identified during the study put into question whether current policy responses are coherent with the Strategic Approaches. When the resource was accessed in March 2020, less than 50% of the hyperlinks were functional and the website to which one of the functional hyperlinks led to a website that had been taken over by a pornography website.

Special Education

Enabling Activity 1 for realizing Expected Result 1 of Strategic Objective 2 is for children and youth to be “taught by teachers who have been adequately prepared to include refugee children and learners with diverse learning requirements, including children and youth with disabilities” (UNHCR, 2019b, p. 43). Additional findings pertain to the coherence of the targeted benefiting

populations with the targets of *Refugee Education 2030* and coherence with the Strategic Approach of Collaborative Learning and Capacity Development.

Table 5

Diverse learning requirements, including disabilities, specifically targeted in refugee education policies pertaining to special education by Canadian educational jurisdiction

Nature of diverse learning requirements, including disabilities	Canadian educational jurisdictions with refugee education policies pertaining to the diverse learning requirements												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Behavioural		X	X						X				
Communication		X			X				X				
Autism spectrum and related disorders		X				X							
Deaf and hard of hearing		X			X							X	
Speech impairment					X							X	
Language impairment					X							X	
Learning disabilities	X	X			X	X					X	X	
Intellectual		X							X			X	
Gifted	X	X										X	
Intellectual disabilities	X	X											
Developmental disability	X												
Physical			X						X			X	
Physical disabilities		X	X		X						X		
Visual impairment		X			X							X	
Ongoing medical conditions			X						X			X	
Nutritional difficulties			X									X	
Multiple									X				
Attention deficit/hyperactivity disorder					X	X						X	

Nature of diverse learning requirements, including disabilities	Canadian educational jurisdictions with refugee education policies pertaining to the diverse learning requirements												
	AB	BC	MB	NB	NL	NS	NT	NU	ON	PE	QB	SK	YK
Fetal alcohol spectrum disorders												X	

While most special education policies broadly target students with diverse learning requirements, the special education domains of eight jurisdictions include one or more policies specifying the nature of students' diverse learning requirements (Table 5). Special education policies in two jurisdictions are incoherent with *Refugee Education 2030* because, despite the term “refugee” appearing on webpages with special education policies, the policies do not explicitly include refugee claimant and refugee children with disabilities in the targeted benefiting populations (AB & BC). On both webpages, the term “refugee” appears in a description of refugee-focused policy document that precedes a link to the publication. It is as though the educational authorities are implicitly including refugee claimant and refugee students in the targeted benefiting population of general special education policies and symbolically making an effort to build the capacity of policy implementers to support refugee claimant and refugee students with special education needs: Policy implementers are to read refugee-focused policy documents to become sensitized to refugee claimants and refugee students and then, in light of their enhanced awareness, interpret general policy documents on special education and implement them in ways that would support the specific needs of refugee students.

In one jurisdiction (ON), a policy has Syrian refugee children with “significant health challenges” who were resettled to Canada under UNHCR’s medical needs resettlement submission category as the targeted benefiting population. The sole policy objective presented in relation to this cohort is the provision of mental health supports. There is therefore a gap in that there are not also objectives of providing special education.

As for the targeted implementation agents of special education policies, one jurisdiction (AB), by virtue of the targeted implementation agent of the domain of special education, is coherent with *Refugee Education 2030’s Strategic Approach of Collaborative Learning and Capacity Development*: Learning coaches, or teachers specialized in inclusion, the curriculum, and

collaborative learning and capacity development, are to be involved in the implementation of special education policies.

Cross-Cutting Findings

The cross-cutting findings of the policy coherence analysis pertain to the targeted benefiting populations of Canadian refugee education policies and to the lending and borrowing of refugee education policies between Canadian educational jurisdictions. Three results about targeted benefiting populations are discussed: Policies about unaccompanied and separated refugee and refugee claimant children and youth, policies about refugees from specific countries of origin, and policies that implicitly target refugee children and youth.

First, unaccompanied and separated children (UASC) are explicitly included in the targeted benefiting population of refugee education policies in only one of Canada's 13 educational jurisdictions (MB). Another jurisdiction (ON) excludes UASC from the targeted benefiting population of refugee education policies, which is incoherent with the theoretical framework: "Students from refugee backgrounds" are defined in a refugee-focused policy as "students who, with their families, have fled war, conflict and environmental catastrophe and arrive in Ontario as refugees" (ON18, p. 1). The exclusion of UASC from the targeted benefiting population of education policies is significant because UASC are a particularly vulnerable cohort who require special protections (UNHCR, 2020). There is little data on UASC in Canada (Nichols, Ha, & Tyyskä, 2020) and globally (UNHCR, 2020) from which to contextualize the potential implications of this policy gap statistically.⁴² Though likely a small cohort in percentage terms, the gap in education policy targeting UASC in eleven educational jurisdictions and the explicit exclusion of this cohort in one jurisdiction represents a significant policy gap for some of the most at risk asylum seeker and refugee children.

Second, across Canada, there are a total of 22 education policies that have refugees and/or refugee claimants as the sole or primary targeted benefiting population and five of these policies specifically target Syrian refugees (4 in ON, 1 in BC). Ontario's refugee education policy regime

⁴² The only data published by the Canadian government on UASC in Canada indicates that 287 of the refugees resettled in 2016 were UASC and 492 in 2017 (Nichols, Ha, & Tyyskä, 2020). Numbers of UASC among resettled refugees are low because UASC are generally only resettled to Canada if they have extended family in Canada who are willing and able to provide support and acts as their guardians (UNHCR, 2018). UASC also arrive in Canada as asylum seekers and submit refugee claims from within Canada (Government of Canada, 2019b). Nevertheless, no data could be found on this population in Canada and the lack of data collected and reported on this population globally means that the global average of UASC among refugee claimants between 2010 and 2019, 3% (n = 400,000), is underestimated (UNHCR, 2020).

has four of the five Syrian-specific refugee education policy documents. Resettled Syrian refugees are specifically targeted in Ontario's refugee education policies as a part of the coordinated policy response⁴³ to IRCC's record-breaking initiative that resettled 25,000 Syrian refugees in 2015 and 2016 because 40% of Syrian refugees were sent to Ontario (Statistics Canada, 2019b). Ontario's four Syrian-specific refugee education policies are reflective of policy coordination with numerous other government ministries, private sector organizations, and civil society organizations to enable Syrian refugee children to access the Ontario public education system itself and supports within the system. While exemplary in their coherence with the Strategic Approaches of Partnership and Collaborative Learning and Capacity Development during the Syrian refugee resettlement effort of 2015 and 2016, contemporary coherence with *Refugee Education 2030* is uncertain. It is unclear whether these partnerships and initiatives for collaborative learning and capacity development were intended to be sustained after 2016. Moreover, if sustained, it is unclear whether the policy responses are suitable for refugee claimants and refugees from different countries of origin and who have different experiences and sociocultural profiles.

Third, several educational jurisdictions have policies that are incoherent with *Refugee Education 2030* because it is implicit to the policies that refugee students are the targeted benefiting population. For instance, the term "refugee camp" is used in four jurisdictions (MB, NL, ON, & QB) to symbolize students' refugee status. Beyond being incoherent with *Refugee Education 2030* because of the call for "explicit policy on [the] inclusion of refugees" (UNHCR, 2019c, p. 33), it is also incoherent because it excludes the majority of refugee children: Only 40% of refugee children are targeted when the term is used because 60% of refugees live in out-of-camp accommodations, a statistic that has been stable since 2014 (UNHCR, 2019d). While "refugee camps remain an important site of access to education for refugees globally", UNHCR policy shifted away from the use of refugee camps as the preferred model of service delivery to alternatives to camps in the 2010s (Dryden-Peterson, 2016, p. 138). The symbol of a refugee camp is therefore a carryover from the second epoch of UNHCR's refugee education policy (1985-2011) (Dryden-Peterson, 2016) and, in the present epoch, may perpetuate stereotypes about refugees.

It appears that Canadian educational authorities are intentionally instituting policies that target refugee students implicitly rather than explicitly. This is particularly evident in policies

⁴³ Policy coordination is a process through which "members of different organizations define tasks, allocate responsibilities, and share information" to contribute to a shared goal (Cejudo & Michel, 2017, p. 752).

published in Ontario in 2015 and 2016. Between 2015 and 2016, IRCC undertook a record-breaking initiative to resettle 25,000 Syrian refugees to Canada, over 40% of whom were resettled to Ontario (Statistics Canada, 2019b), and oversaw a coordinated policy response⁴⁴ to Syrian refugees that involved numerous private sector organizations, civil society organizations, and other government ministries, including Ministries of Education. The Ontario Ministry of Education published four memoranda to inform various educational professionals of their role in the policy response. The three memoranda published in 2015 refer to the targeted benefiting population as “Syrian refugees” (ON15, ON16, & ON17) while that published in 2016 labels the cohort “Syrian newcomers” (ON19). It appears that the label was purposefully changed: Both a 2015 memorandum labelling the targeted benefiting population as “Syrian refugees” (ON15) and the 2016 memorandum labelling the cohort as “Syrian newcomers” (ON19) were from the same Deputy Minister.

Though incoherent with *Refugee Education 2030*, a label to which refugee status is implicit may be coherent with other UNHCR endeavours, specifically efforts to address the “unprecedented stigmatization of refugees” in discourses globally (UNHCR, 2019e). Labels being one of the three subtypes of symbolic and hortatory tools that governments can use to motivate implementing populations to act in policy consistent ways so as to achieve policy objectives (Schneider & Ingram, 1990), Canadian educational authorities may be replacing a label perceived as pejorative (“refugee”) by introducing a euphemistic label through policy (“newcomer”) to positively influence attitudes and responses to refugees. It is therefore recommended that Canadian refugee education policy regimes be analyzed using critical policy discourse analysis.

Based on readings of policies for the present study, it is suggested that priority be given to undertaking critical policy discourse analysis in five jurisdictions: QB, PE, BC, NS, & ON. In Quebec, policy documents appear to discursively position refugees as threats to social cohesion and national security: The rationale provided in two recently published policy documents for providing acculturative supports to refugee children and youth is to prevent their radicalization (QB04 & QB06). In Prince Edward Island, refugees are presented in a curriculum document as a “disempowered group” and students are to learn about refugees within this discursive frame (PE01, p. 39). In British Columbia, refugees are discursively othered relative to an imagined homogeneous

⁴⁴ Policy coordination is a process through which “members of different organizations define tasks, allocate responsibilities, and share information” to contribute to a shared goal (Cejudo & Michel, 2017, p. 752).

English-speaking cultural group and aspects of refugee students' cultural identities are framed as "great obstacles and adversity" that put them at a disadvantage in the education system (BC06, p. 9).

In Nova Scotia, a deficit discourse is used to provide a rationale for engaging refugee students in sociology courses and, because the arguments that are used are contrary to findings of empirical research, the discourse is incoherent with the Strategic Approach of Innovation, Evidence, and Growth. The rationale begins with the statement:

Sociology provides opportunities to engage students who lack confidence in themselves as learners, who have a potential that has not yet been realized, or whose learning has been interrupted, for example refugees. (NS01, p. 117)

The characterization of refugee youth as lacking confidence as learners is contrary to Canadian empirical literature, which indicates that refugee youth have higher self-esteem than their immigrant peers emigrating from the same countries of origin because they perceive themselves as more instrumentally and socially competent (Beiser & Hou, 2016). International research suggests that refugee youth may perceive themselves as particularly instrumentally and socially competent as a result of informal learning practices of survival, practices in nature, and social activist practices (Kaukko & Wilkinson, 2018). This points to refugee youth being particularly well-prepared to succeed in a sociology course not because of the adaptability of the course to their alleged deficits, as advanced by the Ministry, but because of their proven abilities to adapt, survive, and contribute to multiple societies around the world.

In Ontario, refugee education policies appear to endorse the broadening of the definition of a refugee to include individuals displaced by climate change and natural disasters. An analysis of discourses about "environmental refugees" in Ontario refugee education policies would be particularly timely. Although the idea of an environmental category of refugees was first introduced in 1976 and has since been supported by "political organizations that are directly concerned with responding to particular types of displacement" (Black, 2001, p. 65) as well as UN agencies, including the United Nations Environment Program (El Hinnawi, 1985; UNEP, 2017) and UNHCR (UNHCR, 2009), this cause of displacement is absent from the international legal definition of a refugee in the *1951 Refugee Convention* and its Additional Protocol (UNHCR, 2009) and from the definition of a refugee under Canada's Immigration and Refugee Protection Act (IRPA, 2001). It is only in 2020 that case law in New Zealand may have set a precedent for

the legal protection of persons displaced by climate change and disasters (OHCHR, 2020). Given these preliminary findings and the current global situation, a critical policy discourse analysis of Canadian refugee education policies is highly recommended.

Finally, while it was beyond the scope of the present study to analyze policy lending and borrowing⁴⁵ in Canada's refugee education policy regime, there was evidence of extensive policy borrowing and lending of refugee education policies across Canadian educational jurisdictions. For example, it was clear that Prince Edward Island borrowed refugee education policies from Nova Scotia and Alberta; Saskatchewan from Alberta; and the Northwest Territories and Alberta from Manitoba. Manitoba cited policies from Ontario, though there was no evidence of policies being directly transferred. According to Steiner-Khamsi (2012), the increasing reference to international education frameworks, such as *Refugee Education 2030*, has resulted in "policy borrowing and lending [having] more to do with what is occurring in the local context, than with best practices, or effective policies, that await transfer from elsewhere" (p. 15). A future research project investigating normative (policy-oriented) and analytical (research-oriented) approaches to refugee education policy borrowing and lending across Canadian educational jurisdictions is recommended.

Limitations of the Study

There were limitations at each phase of the study. In the first phase, the depth of discussion about the evidence of the alignment of the categories of needs derived from the Enabling Activities of Expected Result 1 of Strategic Objective 2 of *Refugee Education 2030* was limited by the manuscript submission guidelines of the intended journal of publication.

The statistical analyses in the second phase were limited by the datasets that could be sourced. There were fewer datasets on refugee claimants than on resettled refugees in Canada (Table 6). There were also no datasets specific to refugees who arrived as asylum seekers. Datasets on resettled refugees were disaggregated differently than datasets on refugee claimants, most notably with respect to age⁴⁶, which limited the comparisons that could be made. Statistical analyses of data sourced from the Immigration and Refugee Board of Canada (IRB) (IRB, 2018a,

⁴⁵ Policy borrowing and lending refers to the transfer of policies from one domain or sub-system to another within the same jurisdiction, or the transplantation of policies from a domain in one jurisdiction to the same domain in another jurisdiction (Steiner-Khamsi, 2012, p. 7).

⁴⁶ While data on resettled refugees was disaggregated into children (0-17 years of age) and adults (18 years and older), data on refugee claimants was reported by intervals of 14 years (0-14 years of age, 15-29 years of age, etc.)

2018b, 2018c, 2019, 2020a, 2020b) were more accurate than analyses of data sourced from Immigration, Refugees and Citizenship Canada (IRCC) (Government of Canada, 2019, 2020a, 2020b) because data in the former were unrounded while those in the latter were rounded to the closest multiple of five to prevent individuals from being identified by IRCC data.

Table 6

Comparison of the data available on refugees resettled to Canada⁴⁷ and asylum seekers who submitted a refugee claim from within Canada⁴⁸, January 2015 - March 2020

Data publicly available	Population	
	Refugees resettled to Canada	Refugee claimants in Canada
Age group	X	X
Countries of citizenship	X	X
Education level	X	
Gender	X	
Immigration category	X	
Mother tongue	X	
Official languages spoken	X ⁴⁹	
Province/territory of destination/claim	X	X
Years of schooling	X	

There were also limitations to the third phase of the study. First, the analysis of policy coherence was limited to policy as intended and did not address policy as enacted (Ball, 1994). As refugee education policies tend not to be fully implemented (Buckner et al., 2017), a future study on policy implementation is recommended. Second, the analysis of policies was also limited to textual policies, although Canadian educational authorities may have policies available in accessible or alternative formats (i.e., capacity building video series). Third, it was beyond the scope of this study to analyze the coordination of policies between different organizations that influence refugee education in Canada, including but not limited to the policies of teacher education programs, colleges of teachers, and teachers' unions. Finally, it was beyond the scope of a policy coherence analysis to assess the sufficiency of policies (Cejudo & Michel, 2017).

⁴⁷ Sourced from Government of Canada (2019, 2020a).

⁴⁸ Sourced from Government of Canada (2020b) and Immigration and Refugee Board of Canada (IRB) (2018a, 2018b, 2018c, 2019, 2020a, 2020b).

⁴⁹ Data on the official languages spoken by resettled refugees was available only for refugees resettled between January 2015 and February 2019.

Reflections on My Research Journey

As I reflect upon my research journey, I am struck by the evolution of my research project and by the coalescence of my interdisciplinary interests, academic backgrounds, and linguistic repertoires in this thesis. My original intention was to learn how, as an Ontario certified teacher, I could better support three refugee students with emerging literacy in an AEP. This grew into a transnational, comparative study of refugee education in government education systems in Victoria, Australia and Ontario, Canada. Although unforeseen obstacles prevented this research project from being my master's thesis, the connections that I made and my learning in Australia were invaluable and led to this version of my thesis.

I am pleased that my research project ultimately took on a policy focus and that this focus was specifically on the vertical coherence of national refugee education policy regimes with *Refugee Education 2030*. Although I chose to analyze coherence with Expected Result 1 of Strategic Objective 2 because of its alignment with the education-related aims of the *Global Compact on Refugees* and with the categories of needs repeatedly described in empirical literature, the policy domains derived from the Enabling Activities also aligned well with my areas of expertise and interest. As previously explained, the original aim for my master's research was to study accelerated education after having supported students in an AEP in Ontario. My knowledge from my undergraduate studies for my Bachelor of Arts in Psychology informed the analysis of the domain of mental health and psychosocial support. For the domain of language education, I was able to draw on knowledge that I had developed during the language education courses of my master's studies; my studies for additional qualifications as an Ontario Certified Teacher in teaching English and French language learners; the honours project of my Bachelor of Education at Lakehead University on English as a second language and English literacy development; and my studies of language education and contextualized language education at l'Université Grenoble-Alpes in France. The domain of special education aligned with knowledge and skills that I had developed through courses on teaching exceptional students in Ontario schools, tutoring and teaching persons with disabilities, and volunteering with children and youth with physical disabilities. The domains therefore provided the space to cohesively incorporate my interdisciplinary academic backgrounds and my diverse areas of interest in a thesis on refugee education and to further develop my expertise in these areas.

Moreover, I was well-suited to the analysis of these policy domains in Canada. Being English-French bilingual and having an Honours Bachelor of Arts in French, I was able to analyze policies in both of the languages in which education policies are published in Canada. Additionally, completing my master's degree at an English-French bilingual university, I was encouraged to undertake bilingual research.

While my thesis has always focused on refugee education in traditional resettlement countries, my reviews of grey and empirical literature heightened my awareness of global needs in refugee education: 85% of refugees are being hosted in developing countries, including 27% in the world's least developed countries, (UNHCR, 2020), and these "countries [are] characterized by already overstretched education systems" in fragile political and economic contexts (Dryden-Peterson, 2016, p. 474). *Refugee Education 2030* being an international framework, I am confident that I will be able to transfer the knowledge and skills that I have developed during my thesis research to other contexts. This is particularly important as I am currently transitioning to focus on refugee education in developing countries.

It is an honour that my master's research journey is culminating with an offer of internship from the Education Section of the Division of Resilience and Solutions at the Office of the United Nations High Commissioner for Refugees in Denmark. I will be assisting the Education Section to develop strategic policy guidance on refugee education, provide support to country-level programming and strategy implementation with reference to *Refugee Education 2030*, and enrol out-of-school children in primary school through the *UNHCR/ Educate A Child* partnership. Truly, my master's research journey has far exceeded anything that I could have imagined.

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Appendices

Appendix 1: University of Ottawa Office of Research Ethics and Integrity Research Ethics

Board certificate of ethics approval

03/07/2019

Université d'Ottawa

Bureau d'éthique et d'intégrité de la recherche

University of Ottawa

Office of Research Ethics and Integrity

CERTIFICAT D'APPROBATION ÉTHIQUE | CERTIFICATE OF ETHICS APPROVAL

Numéro du dossier / Ethics File Number

S-05-19-4054

Titre du projet / Project Title

From Camps to Campus: English
Literacy Development Programs
for Adolescent English Language
Learners of Refugee
Backgrounds with Emerging
Literacy in Victoria, Australia and
Ontario, Canada

Type de projet / Project Type

Thèse de maîtrise / Master's
thesis

Statut du projet / Project Status

Approuvé / Approved

Date d'approbation (jj/mm/aaaa) / Approval Date (dd/mm/yyyy)

03/07/2019

Date d'expiration (jj/mm/aaaa) / Expiry Date (dd/mm/yyyy)

02/07/2020

Équipe de recherche / Research Team

Chercheur / Researcher

Affiliation

Role

Valerie SCHUTTE

Faculté d'éducation / Faculty of Education

Chercheur Principal / Principal Investigator

Ruth KANE

Faculté d'éducation / Faculty of Education

Superviseur / Supervisor

Alexander KOSTOGRIZ

Monash University

Co-superviseur / Co-supervisor

Conditions spéciales ou commentaires / Special conditions or comments

550, rue Cumberland, pièce 154 550 Cumberland Street, Room 154
Ottawa (Ontario) K1N 6N5 Canada Ottawa, Ontario K1N 6N5 Canada

613-562-5387 • 613-562-5338 • ethique@uOttawa.ca / ethics@uOttawa.ca
www.recherche.uottawa.ca/deontologie | www.recherche.uottawa.ca/ethics

Université d'Ottawa

Bureau d'éthique et d'intégrité de la recherche

University of Ottawa

Office of Research Ethics and Integrity

Le Comité d'éthique de la recherche (CÉR) de l'Université d'Ottawa, opérant conformément à l'*Énoncé de politique des Trois conseils* (2014) et toutes autres lois et tous règlements applicables, a examiné et approuvé la demande d'éthique du projet de recherche ci-nommé.

L'approbation est valide pour la durée indiquée plus haut et est sujette aux conditions énumérées dans la section intitulée "Conditions Spéciales ou Commentaires". Le formulaire « Renouvellement ou Fermeture de Projet » doit être complété quatre semaines avant la date d'échéance indiquée ci-haut afin de demander un renouvellement de cette approbation éthique ou afin de fermer le dossier.

Toutes modifications apportées au projet doivent être approuvées par le CÉR avant leur mise en place, sauf si le participant doit être retiré en raison d'un danger immédiat ou s'il s'agit d'un changement ayant trait à des éléments administratifs ou logistiques du projet. Les chercheurs doivent aviser le CÉR dans les plus brefs délais de tout changement pouvant augmenter le niveau de risque aux participants ou pouvant affecter considérablement le déroulement du projet, rapporter tout événement imprévu ou indésirable et soumettre toute nouvelle information pouvant nuire à la conduite du projet ou à la sécurité des participants.

The University of Ottawa Research Ethics Board, which operates in accordance with the *Tri-Council Policy Statement* (2014) and other applicable laws and regulations, has examined and approved the ethics application for the above-named research project.

Ethics approval is valid for the period indicated above and is subject to the conditions listed in the section entitled "Special Conditions or Comments". The "Renewal/Project Closure" form must be completed four weeks before the above-referenced expiry date to request a renewal of this ethics approval or closure of the file.

Any changes made to the project must be approved by the REB before being implemented, except when necessary to remove participants from immediate endangerment or when the modification(s) only pertain to administrative or logistical components of the project. Investigators must also promptly alert the REB of any changes that increase the risk to participant(s), any changes that considerably affect the conduct of the project, all unanticipated and harmful events that occur, and new information that may negatively affect the conduct of the project or the safety of the participant(s).

Germain ZONGO

Responsable d'éthique en recherche / Protocol Officer

Pour/For **Barbara GRAVES** Président(e) du/ Chair of the **Comité d'éthique de la recherche en sciences sociales et humanités / Social Sciences and Humanities Research Ethics Board**

550, rue Cumberland, pièce 154 550 Cumberland Street, Room 154
Ottawa (Ontario) K1N 6N5 Canada Ottawa, Ontario K1N 6N5 Canada

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www.recherche.uottawa.ca/deontologie | www.recherche.uottawa.ca/ethics

Appendix 2: Victoria Department of Education and Training Human Research Ethics Committee approval



Department of
Education & Training

2 Treasury Place
East Melbourne Victoria 3002
Telephone: 03 9637 2000
DX210083

Application number: 2019_004186

Miss Valerie Schutte
Monash University

Dear Miss Schutte

Thank you for your application of 3 October 2019 in which you requested permission to conduct research in Victorian government schools for the research project titled *From Camps to Campus: English Literacy Development Programs for Adolescent English Language Learners of Refugee Backgrounds with Emerging Literacy in Australia and Canada*.

I am pleased to advise that your research proposal is approved in principle, subject to the following:

1. The research is conducted in accordance with the final documentation you provided to the Department of Education and Training.
2. Separate approval for the research is sought from school principals who will be the final decision-makers as to whether the research is to be conducted in their schools. It must be made clear to each principal that you approach that their school's participation in the research is optional and is not a Department requirement. Principals should be provided with this approval letter and, if applicable, the letter of approval from a relevant and formally constituted Human Research Ethics Committee.
3. Recognition of the impact of research on school employees, including principals and teachers. For this reason, we require that you provide clear, up front advice to school principals that the research is estimated to require 1.5 hours for each individual participant, plus 12 hours per participating class.
4. The project is commenced within 12 months of this approval letter and any extensions or variations to your study, including those requested by an ethics committee must be submitted to the Department of Education and Training for its consideration before you proceed.
5. You acknowledge the role of the Department of Education and Training in any publications arising from the research.
6. Approval by the Department does not signify endorsement of the project, its outcomes or recommendations, and does not imply that the Department endorses or supports the development or evaluation of a program or intervention as part of the research.

Your details will be dealt with in accordance with the Public Records Act 1973 and the Privacy and Data Protection Act 2014. Should you have any queries or wish to gain access to your personal information held by this department please contact our Privacy Officer at the above address.



7. The Research Agreement conditions, which include the reporting requirements at the end of your study, are upheld.

Should you have further questions on this matter, please email the Performance and Evaluation Division (research@edumail.vic.gov.au) and quote your application number.

Yours sincerely

Karen Taylor
Manager, Strategic Research
Department of Education and Training

3 / 12 / 2019

Appendix 3: The Victorian Foundation for Survivors of Torture Institutional Ethics Committee certificate of ethics approval



VFST Institutional Ethics Committee (VFST-IEC)

Memorandum

To: Valerie Schutte
From: Anita Biesheuvel
Date: November 21, 2019
Subject: Approval of Project No.: 2019-02

This low/negligible risk application was considered and approved by the VFST Institutional Ethics Committee. The Committee has decided that:

Approval be given to Valerie Schutte – Ms; Bachelor of Education, Honours Bachelor of Arts in French; Bachelor of Arts in Psychology; Ontario Certified Teacher – Master of Arts in Education student at the University of Ottawa; Visiting Scholar at Monash University as chief investigator to conduct this project until July 2020.

The approval given by the Committee is limited to the research proposal as submitted. Any modifications must be submitted to the committee for consideration and approval.

In addition you are required to report on the progress of your project at the end of the first year and annually thereafter, and a final report is due at the completion of the project. Failure to report as required will result in suspension of your approval to proceed with the project.

A progress report must also be completed immediately:

- (a) in the event of serious or unexpected adverse effects on participants;
- (b) when unforeseen events occur that affect the continued ethical acceptability of the project;
- (c) if a project is discontinued or terminated.

The Application for Approval of Modification to Project' and 'Project Progress Report forms are available by email from the VFST-IEC. Please request a copy by emailing

For further information or if you have any queries or concerns, please contact:
Secretary- VFST Institutional Ethics Committee

VFST
4 Gardiner Street, Brunswick, VIC 3056, Australia | t: (03) 9388 0022 | f: (03) 9277 7871 | e: info@foundationhouse.org.au | www.foundationhouse.org.au

PATRON IN CHIEF: Her Excellency the Honourable Linda Dessau AM, Governor of Victoria

PATRONS: Prof Hilary Charlesworth AM, Ms Dur-e-Dara QAM, Prof David de Kretser AC, Mrs Jan de Kretser, Mr Andrew Demetriou, Mr Petro Georgiou AO, The Hon. Michael Kirby AC CMG
ABN: 52 783 974 656 | INCORPORATION REGISTRATION #: A0016163P

4 Gardiner Street
Brunswick VIC 3056

Anita Biesheuvel
Secretary, VFST-IRC

Appendix 4: Monash University Human Research Ethics Committee confirmation of registration



Monash University Human Research Ethics Committee

Confirmation of Registration

Project Number: 22772

Project Title: From Camps to Campus: English Literacy Development Programs for Adolescent English Language Learners of Refugee Backgrounds with Emerging Literacy in Victoria, Australia and Ontario, Canada

Chief Investigator: Professor Alexander Kostogriz

Registration Date: 26/11/2019

Expiry Date: 26/11/2024

Terms:

1. Registration is valid whilst you hold a position at Monash University, and approval at the primary HREC is current.
2. This notification does not constitute HREC approval. It is the responsibility of the Chief Investigator to ensure that approval from the primary HREC continues for the duration of the research.
3. End of project: You should notify MUHREC at the conclusion of the project or if the project is discontinued before the expected date of completion.
4. Retention and storage of data: The Chief Investigator is responsible for the storage and retention of the original data pertaining to this project in accordance with the *Australian Code for the Responsible Conduct of Research*.

Kind Regards

Professor Nip Thomson

Chair, MUHREC

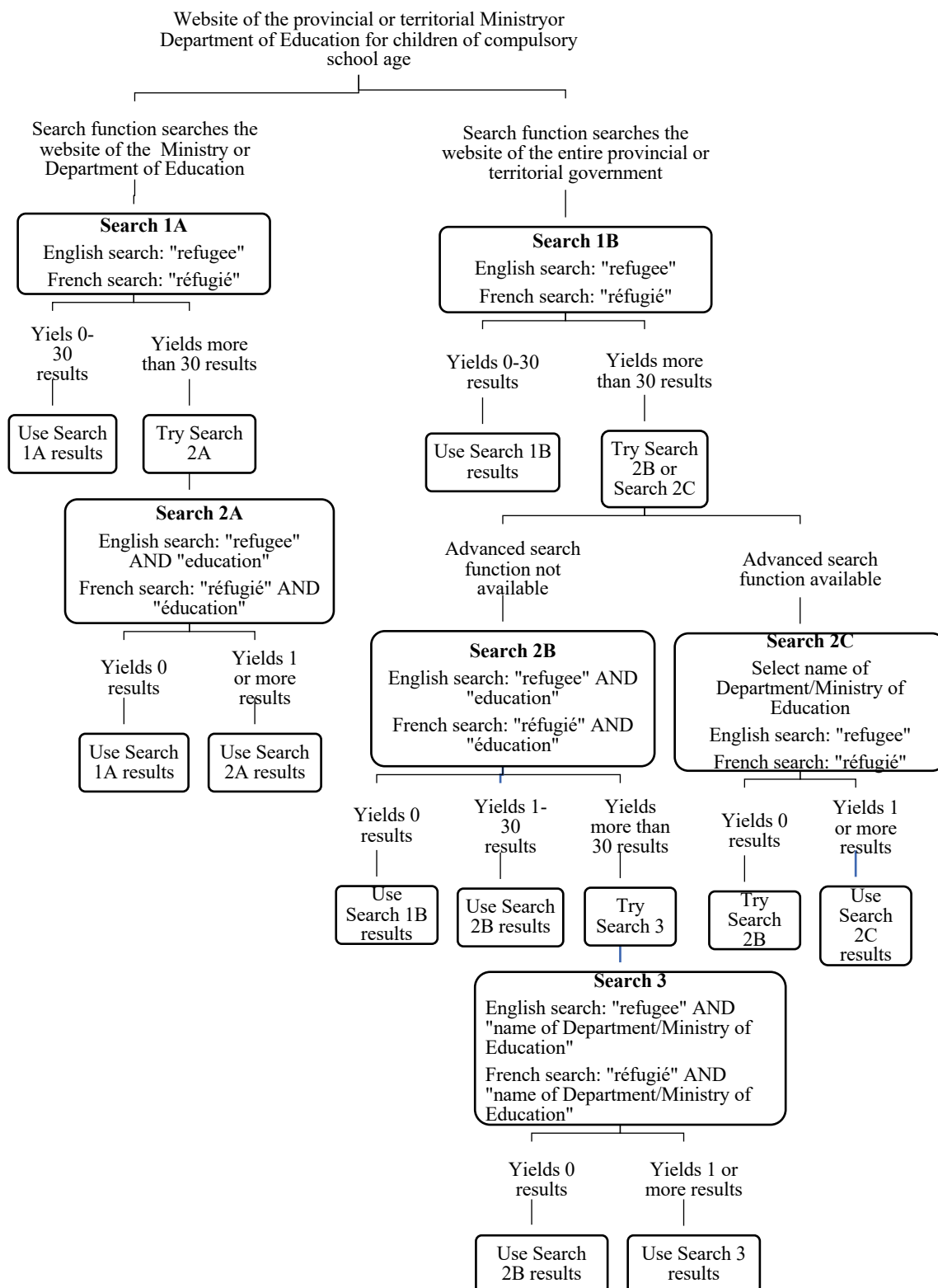
CC: Ms Valerie Schutte

List of registered documents:

Document Type	File Name	Date	Version
Explanatory Statement	Schutte (2019) Information Sheet	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Key Informants	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Parent Interviews	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Parents (Classroom Observation)	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Principals	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Student (Interviews)	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Teachers	01/04/2019	1
Consent Form	Schutte (2019) Consent Form - Student (Classroom Observation)	01/04/2019	1
Consent Form	Schutte (2019) Verbal Consent Script - Parents (Observations)	01/04/2019	1
Consent Form	Schutte (2019) Verbal Consent Script - Parents (Student Interviews)	01/04/2019	1
Consent Form	Schutte (2019) Verbal Consent Script - Student (Interviews)	01/04/2019	1
Consent Form	Schutte (2019) Verbal Consent Script - Student (Observations)	01/04/2019	1
Supporting Documentation	Schutte (2019) Recruitment Texts	01/04/2019	1
Supporting Documentation	Schutte (2019) Instrument 1 - Literature Review Rubric	01/04/2019	1
Supporting Documentation	Schutte (2019) Instrument 2 - Document Analysis Tool	01/04/2019	1
Supporting Documentation	Schutte (2019) Instrument 3 - Interview Guides	01/04/2019	1
Primary HREC Application	Schutte - uOttawa Ethics Application 2019-04-01	19/11/2019	1
Primary HREC Certificate of	Schutte - University of Ottawa Ethics Approval Certificate	19/11/2019	1

Approval

Appendix 5: Search strategy for jurisdiction-based scoping review of policies



Appendix 6: Data abstraction tool

Data Abstraction Tool			
A. Policy document characteristics			
A.1 APA Reference			
A.2 Jurisdiction			
A.3 Date of publication or effect			
A.4 Date of review			
A.5 Search strategy			
A.6 Type of policy document	☐ Policy guide ☐ Memorandum	☐ Resource guide ☐ Curriculum	
A.7 Publication format	☐ Webpage	☐ PDF Number of pages:	
A.8 Language of publication	☐ English	☐ French	
A.9 Description			
B. Policy data item units			
B.1 Policy data item unit 1: Access to education			
B.1.1 Objective			
Objective	Citation	Specificity	
		☐ Overall objective ☐ Lower-level objective	☐ N/A
B.1.2 Targeted populations			
Targeted benefiting population	Sample	Specified sample characteristics	
	☐ Refugee-focused Specify cohort:	☐ Abilities	
	☐ Refugee-relevant Specify cohort:	☐ Ages	
	☐ Refugee-mentioning Context of term “refugee”: Targeted benefiting population:	☐ Genders ☐ Other	
Targeted partners	☐ Educational stakeholders	☐ Students ☐ Parents, guardians, families	
	☐ Organizations	Type	Specify
		☐ IGO	
		☐ INGO	
		☐ CSO	
		☐ PSO	
		☐ AO	
Targeted implementation agents	☐ Government agents	☐ Teacher	
		☐ Administrators	
		☐ Other	
	☐ Other	Specify:	
B.1.3 Instrument			
Tools	Tool type	Tool subtype	Citation/Description
	☐ Authority	N/A	
	☐ Capacity	N/A	

	☐ Incentive	☐ Inducement	
		☐ Charge	
		☐ Sanction	
		☐ Force	
	☐ Learning	N/A	
	☐ Symbolic and hortatory	☐ Symbolic pronouncement	
		☐ Rationale	
		☐ Label	
B.2 Policy data item unit 2: Accelerated education			
B.2.1 Objective			
Objective	Citation	Specificity	
		☐ Overall objective ☐ Lower-level objective	☐ N/A
B.2.2 Targeted populations			
Targeted benefiting population	Sample	Specified sample characteristics	
	☐ Refugee-focused Specify cohort:	☐ Abilities	
	☐ Refugee-relevant Specify cohort:	☐ Ages	
	☐ Refugee-mentioning Context of term “refugee”: Targeted benefiting population:	☐ Genders	
Targeted partners	☐ Educational stakeholders	☐ Students	
		☐ Parents, guardians, families	
	☐ Organizations	Type	Specify
		☐ IGO	
		☐ INGO	
		☐ CSO	
		☐ PSO	
		☐ AO	
Targeted implementation agents	☐ Government agents	☐ Teacher	
		☐ Administrators	
		☐ Other	
	☐ Other	Specify:	
	B.2.3 Instrument		
Tools	Tool type	Tool subtype	Citation/Description
	☐ Authority	N/A	
	☐ Capacity	N/A	
	☐ Incentive	☐ Inducement	
		☐ Charge	
		☐ Sanction	
		☐ Force	
	☐ Learning	N/A	
☐ Symbolic and hortatory	☐ Symbolic pronouncement		

		☐ Rationale	
		☐ Label	
B.3 Policy data item unit 3: Language education			
B.3.1 Objective			
Objective	Citation	Specificity	
		☐ Overall objective ☐ Lower-level objective	☐ N/A
B.3.2 Targeted populations			
Targeted benefiting population	Sample	Specified sample characteristics	
	☐ Refugee-focused Specify cohort:	☐ Abilities	
	☐ Refugee-relevant Specify cohort:	☐ Ages	
	☐ Refugee-mentioning Context of term “refugee”: Targeted benefiting population:	☐ Genders ☐ Other	
Targeted partners	☐ Educational stakeholders	☐ Students ☐ Parents, guardians, families	
	☐ Organizations	Type	Specify
		☐ IGO	
		☐ INGO	
		☐ CSO	
		☐ PSO	
		☐ AO	
Targeted implementation agents	☐ Government agents	☐ Teacher	
		☐ Administrators	
		☐ Other	
	☐ Other	Specify:	
B.3.3 Instrument			
Tools	Tool type	Tool subtype	Citation/Description
	☐ Authority	N/A	
	☐ Capacity	N/A	
	☐ Incentive	☐ Inducement	
		☐ Charge	
		☐ Sanction	
		☐ Force	
	☐ Learning	N/A	
	☐ Symbolic and hortatory	☐ Symbolic pronouncement	
		☐ Rationale	
☐ Label			
B.4 Policy data item unit 4: Mental health and psychosocial support			
B.4.1 Objective			
Objective	Citation	Specificity	
		☐ Overall objective ☐ Lower-level objective	☐ N/A

B.4.2 Targeted populations				
Targeted benefiting population	Sample		Specified sample characteristics	
	☐ Refugee-focused Specify cohort:		☐ Abilities	
	☐ Refugee-relevant Specify cohort:		☐ Ages	
	☐ Refugee-mentioning Context of term “refugee”: Targeted benefiting population:		☐ Genders	
Targeted partners	☐ Educational stakeholders		☐ Students	
			☐ Parents, guardians, families	
	☐ Organizations		Type	Specify
			☐ IGO	
			☐ INGO	
			☐ CSO	
			☐ PSO	
			☐ AO	
Targeted implementation agents	☐ Government agents		☐ Teacher	
			☐ Administrators	
			☐ Other	
	☐ Other		Specify:	
B.4.3 Instrument				
Tools	Tool type	Tool subtype	Citation/Description	
	☐ Authority	N/A		
	☐ Capacity	N/A		
	☐ Incentive	☐ Inducement		
		☐ Charge		
		☐ Sanction		
		☐ Force		
	☐ Learning	N/A		
	☐ Symbolic and hortatory	☐ Symbolic pronouncement		
☐ Rationale				
☐ Label				
B.5 Policy data item unit 5: Special education				
B.5.1 Objective				
Objective	Citation	Specificity		
		☐ Overall objective ☐ Lower-level objective	☐ N/A	
B.5.2 Targeted populations				
Targeted benefiting population	Sample		Specified sample characteristics	
	☐ Refugee-focused Specify cohort:		☐ Abilities	
	☐ Refugee-relevant Specify cohort:		☐ Ages	

	☐ Refugee-mentioning Context of term “refugee”: Targeted benefiting population:	☐ Genders	
		☐ Other	
Targeted partners	☐ Educational stakeholders	☐ Students	
		☐ Parents, guardians, families	
	☐ Organizations	Type	Specify
		☐ IGO	
		☐ INGO	
		☐ CSO	
		☐ PSO	
		☐ AO	
	☐ OGM		
Targeted implementation agents	☐ Government agents	☐ Teacher	
		☐ Administrators	
		☐ Other	
	☐ Other	Specify:	

B.5.3 Instrument

Tools	Tool type	Tool subtype	Citation/Description
	☐ Authority	N/A	
	☐ Capacity	N/A	
	☐ Incentive	☐ Inducement	
		☐ Charge	
		☐ Sanction	
		☐ Force	
	☐ Learning	N/A	
	☐ Symbolic and hortatory	☐ Symbolic pronouncement	
		☐ Rationale	
		☐ Label	

C. Intersectionality

☐ Two or more categories of needs considered simultaneously	Categories of needs	Citation/Description
	☐ Access to education	
	☐ Accelerated education	
	☐ Language education	
	☐ Mental health and psychosocial support	
	☐ Special education	

Appendix 7: Legend of codes for included refugee education policy documents by Canadian educational jurisdiction

Code	APA Reference
Alberta	
AB01	Alberta Education (2009). <i>Access and funding for international students in Alberta</i> . https://education.alberta.ca/media/1224561/faqs_141askatc.pdf
AB02	Manitoba Ministry of Education and Advanced Learning (2015). <i>Building hope: Refugee learner narratives</i> . https://www.edu.gov.mb.ca/k12/docs/support/building_hope/index.html
AB03	Alberta Education (2019). <i>Grade 9 subject bulletin: social studies – Alberta Provincial Achievement Testing 2019-2020</i> . https://www.alberta.ca/assets/documents/ed-ss-9-bulletin-2019-2020.pdf
AB04	Alberta Education (2020). <i>Instructional supports</i> . https://www.alberta.ca/instructional-supports.aspx
AB05	Alberta Education (2020). <i>Interim funding manual for school authorities 2020/21 school year</i> . https://www.alberta.ca/assets/documents/ed-interim-funding-manual.pdf
AB06	Government of Alberta (2020). <i>International students</i> . https://www.alberta.ca/international-students.aspx
British Columbia	
BC01	Ministère de l'Éducation de la Colombie-Britannique (2003). <i>Vers une école plus sûre – Guide à l'intention des parents : Comment réagir au harcèlement et à l'intimidation dans les écoles secondaires</i> . https://www2.gov.bc.ca/assets/gov/education/kindergarten-to-grade-12/teach/teaching-tools/student-safety/french_secondeaire.pdf
BC02	British Columbia Ministry of Education (2005). <i>Civic studies 11 integrated resource package</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/teach/curriculum/141askatc/social-studies-curriculum
BC03	British Columbia Ministry of Education (2008). <i>Making space: Teaching for diversity throughout the K-12 curriculum</i> . https://www.bced.gov.bc.ca/irp/pdfs/making_space/makingSpace_full.pdf
BC04	Ministère de l'Éducation de la Colombie-Britannique (2009). <i>Anglais langue seconde : Politique et lignes directrices</i> . https://www2.gov.bc.ca/assets/gov/education/administration/kindergarten-to-grade-12/english-language-learners/guidelines_fr.pdf
BC05	British Columbia Ministry of Education (2011). <i>K-12 funding – newcomer refugees</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/administration/legislation-policy/public-schools/k-12-funding-newcomer-refugees?keyword=refugee
BC06	British Columbia Ministry of Education (2015). <i>Students from refugee backgrounds: A guide for teachers and schools</i> . https://www2.gov.bc.ca/assets/gov/education/administration/kindergarten-to-grade-12/diverse-student-needs/students-from-refugee-backgrounds-guide.pdf

BC07	British Columbia Ministry of Education (2017). <i>Students who are refugees</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/administration/legislation-policy/public-schools/students-who-are-refugees?keyword=refugee
BC08	British Columbia Ministry of Education (2018). <i>English language learning policy guidelines</i> . https://www2.gov.bc.ca/assets/gov/education/administration/kindergarten-to-grade-12/142askatc-language-learners/guidelines.pdf
BC09	British Columbia Ministry of Education (2020). <i>Diverse student needs</i> . http://www2.gov.bc.ca/gov/content/education-training/k-12/support/diverse-student-needs?keyword=refugee
BC10	British Columbia Ministry of Education (2020). <i>Eligibility of students for operating grant funding</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/administration/legislation-policy/public-schools/eligibility-of-students-for-operating-grant-funding?keyword=refugee
BC11	British Columbia Ministry of Education (2020). <i>English language learning (ELL) teaching resources</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/teach/teaching-tools/142askatc-language-learning?keyword=refugee
BC12	British Columbia Ministry of Education (2020). <i>Inclusive education resources</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/teach/teaching-tools/inclusive-education?keyword=refugee
BC13	British Columbia Ministry of Education (2020). <i>Information on refugee students for administrators</i> . https://www2.gov.bc.ca/gov/content/education-training/k-12/administration/program-management/refugee-students?keyword=refugee
Manitoba	
MB01	Manitoba Department of Education and Training (1995). <i>Towards inclusion: A handbook for English as a second language course designation, senior 1-4 – A resource for senior years schools</i> . https://www.edu.gov.mb.ca/k12/docs/policy/esl/coursed.pdf
MB02	Manitoba Department of Education and Training (1996). <i>Towards inclusion: Programming for English as a second language students, senior 1-4 – A supplementary resource for senior years schools</i> . https://www.edu.gov.mb.ca/k12/docs/support/esl/eslprogram.pdf
MB03	Ministère de l'Éducation, de la Formation professionnelle et de la Jeunesse du Manitoba (2002). <i>Examen de la programmation d'anglais langue seconde : Directives concernant les rapports écrits et les consultations</i> . https://www.Edu.gov.mb.ca/m12/frpub/cons/esl/examen_prog_els.pdf
MB04	Manitoba Department of Education and Training (2011). <i>Curriculum framework for English as an additional language (EAL) and literacy, academics, and language (LAL) programming – section 1: overview</i> . https://www.edu.gov.mb.ca/k12/cur/eal/framework/section1.pdf
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