Policy recommendations on better integrating cultural diversity in Higher Education

SYNTHESIS - WORKING DOCUMENT

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Policy recommendations on better integrating cultural diversity in Higher Education

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NOTE FOR THE READERS

The HE4U2 project aims at integrating cultural diversity within Higher Education. Given the intrinsic nature of the project, terminology can represent a challenge. Some of the terms used in the report refer to specific scientific concepts even if they could be considered controversially in the research literature. Furthermore, some of them are also used in everyday language and have therefore a meaning of common sense that could have a different connotation depending on the culture or the country.

The project required partners from different countries, histories, cultures and scientific background (sociology, psychology, education sciences, political sciences, etc.) to make a significant effort of translation and adaptation, in order to understand each other. An additional effort of translation was also done into the used common language English.
OBJECTIVES AND APPROACH

This document is a synthesis of a well-documented report\(^1\) analysing European, national and institutional policies making provisions for the integration of cultural diversity in Higher Education. It is addressed to policy makers and institutions of Higher Education, formulating 10 recommendations on how to better integrate cultural diversity, grounded in research.

It provides a global view of the analysis made from data collected in the seven partner countries taking an inventory of existing policies and assessing if and how these policies support or facilitate the integration of cultural diversity.

These policy recommendations have been drafted in the framework of the European collaboration project HE4u2 - Integrating Cultural Diversity in Higher Education\(^2\) (2015-2018), which intends to make teaching and learning in HE more diverse, responsive and competitive by integrating inclusive pedagogies into existing curricula, devise Continuing Professional Development Courses for HEI staff, and deduct policy recommendations.

The adopted approach during the HE4U2 project is both holistic and pragmatic, which is characteristic of action-research: it is based on surveys conducted with scientific rigor and method, collecting the points of view of university students and academic staff, based on the current practices within 7 universities, on 21 curricula innovations and on 7 practical CPD course implementations, but it relies on feedback and analysis of these experiments, i.e. the research and practices ‘wheels’ of Figure 1.

\(^1\) Available at [http://he4u2.eucen.eu/outputs/](http://he4u2.eucen.eu/outputs/) (section 3, citation : Bernal Gonzalez, A; de Viron, F; Souto Lopez, M; on behalf of the HE4u2 consortium (Ed.) (2018): Policy recommendations on better integrating cultural diversity in Higher Education-Full report)

\(^2\) [http://he4u2.eucen.eu](http://he4u2.eucen.eu)
Figure 1. Articulation of Practices, Research and Policies in HE4U2 project

The main objective of this action-research is to determine how the current regulation of policies in the 7 partner countries (Austria, Belgium, Finland, Germany, Greece, Ireland and Portugal) and at EU level contribute to integrate cultural diversity within HE, i.e. promoting or supporting integration of learners or teachers from minorities, from under-represented groups, with migration background. It means to focus on the 3rd wheel ‘Policies’ in Figure 1, and to answer the following questions:

- Do the current policies help/assist the universities’ actors\(^3\) to facilitate the integration of cultural diversity into curricula, to foster cultural inclusivity on institutional level, to share and disseminate relevant and innovative practices within institutions, to nurture integration cultures?
- How could those policies be improved or could their implementation be improved?

\(^3\) Teaching or Counselling or Administrative staff
**MAIN OBSERVATIONS AND ANALYSIS**

For this data collection we have gathered documentation about existing policies at 3 levels: European, national or regional, and institutional in the seven partner countries. Even if most of the policies are focused on HE, some of them are wider and dedicated to cultural diversity in general. The theoretical conceptual framework we used to analyse the collected data and write the recommendations is essentially inspired by the theories of change management (Pettigrew and Whipp, 1993) given the importance of the contexts (external and internal to the university). This conceptual framework is extended by three other concepts: acculturation and its evolution (Berry, 1997; Bourhis, Moise, Perreault and Senecal, 1997; Castles, Korac, Vasta & Vertovec. 2003; Ager & Strang, 2008; Grzymala-Kazlowska & Phillimore, 2018), intercultural education (Abdallah-Pretceille, 2017, UNESCO, 2006) and the role of internationalisation (De Wit, 2002) in HE.

A first observation is that these policies are very diverse. Specifically, they incorporate:

- Race, age, gender, sexual orientation, family status, marital status, traveller community (e.g. IE);
- Adults in general, socially disadvantaged students, students with disabilities, migrants, (e.g. BE);
- Students with children or old parents (e.g. AT);
- Gender equality, gender balance at all levels and areas (e.g. AT); not focusing on students with migration experience or belonging to a cultural minority (e.g. AT);
- Internationalisation (e.g. FI);
- International students, migrants, minorities (e.g. PT);
- Muslim people (e.g. GR), Roma people (e.g. GR and IE), young Roma (e.g. PT and GR);

This diversity of target groups addressed in the policy documents shows two things. On the one hand, the policies in the different national contexts focus on different groups within the spectrum of diversity. This may be due to national specificities and historical developments, but it may also show distinctive political intent and priorities.

On the other hand, the terms used to address student diversity are oftentimes quite broad, serving as umbrella terms including very different categories of students such as “socially disadvantaged students” (BE) or “Social Dimension Mainstreaming in Higher Education” (AT). The use of such broad terms may
also point to the fact that inclusion of cultural minorities is subsumed under other processes such as internationalisation of Higher Education.

Many partners find that migrant or minority students are not explicitly addressed in policies that deal with student diversity.

The migrant or minority communities that are decidedly addressed in the selected policies are Roma students (GR, PT) and Muslim students (GR).

Several justifications and issues are put forward or emerge from these policies, at different levels, national/regional or institutional level. Among the rationales of these policies there are: economic objectives (e.g. FI), social responsibility (e.g. BE), labour market – talents pool (e.g. GR), HE competitiveness (e.g. FI), international rankings (e.g. FI). On an EU level, all policies involve a very positive framing of diversity, pointing to its benefits for the labour market, active citizenship or democracy as a whole.

It is worthwhile to notice that as underlined in the COMMIT⁴ project, some of these rationales - social responsibility or labour market situation - were identified as external drivers by some HEIs in the development of their lifelong learning strategy.

While most of the selected national, regional or institutional policies have appeared recently during the last four to six years, the status of implementation of these policies is varied and for many of them implementation is quite recent or ongoing, as reported by the partners in 2017: policies that are still being implemented (e.g. PT); limited dissemination of process/activities (e.g. PT); low implementation - not fully realised, because of vacant position (e.g. IE) or lack of finance due to 54% cost cutting (e.g. GR).

European policies identified can all be described as important strategy documents (conclusions, declaration, position paper etc.) that are addressed to member states and education systems as a whole. They comprise very recent documents, two having been published in 2017, two in 2016 and one in 2015. As strategy documents they remain very general, talking not so much about concrete measures. Thus, little can be said about implementation.

The European policies are explicit about the objectives (e.g. equal opportunities for all, access in HE for all, etc.) to be pursued in terms of inclusion in higher education. They acknowledge that increasingly cultural and linguistic diversity is considered as a challenge for education and training sector and its stakeholders across Europe. They are also aimed at integration.

⁴ http://commit.eucen.eu
into education and training as a first step for social inclusion, employability, professional and personal fulfilment and active citizenship. In addition, they highlight the need for teachers and school leaders to be well prepared and trained (e.g. intercultural skills) to cope with the current (and to address the future) diversity.

The collected national policy documents recognise the same challenges and acknowledge the role of education and training for migrants or underrepresented groups and minorities towards social inclusion. All policy papers highlight that, the way in which objectives, content, teaching methods and forms of learning are provided is essential in order to guarantee equality of opportunity for all.

Among the factors identified by the partners to improve the selected policies are systematic evaluation and assessment of their impact, translation of strategy papers into concrete measures in institutions and intensified dissemination of interesting implemented practices, existing materials and policies which are often little known.

The context of change and the increasing diversity of the student population make higher education adaptation solutions urgent: teachers must be well prepared and trained to meet the expectations and specific needs of students with diverse backgrounds. The change emphasizes the importance to strengthen intercultural education and diversity management in training programmes for educational staff.
ILLUSTRATED RECOMMENDATIONS

The project has identified 10 recommendations addressed to policy makers at European, national and/or regional level, to HEI leaders and to university staff itself emerging from the analysis of the collected policies.

Each recommendation is explained by developing one example of the collected policies\(^5\) and referencing some others.

Table 1 summarise the 10 recommendations specifying their addressed target(s).

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<th>Nation</th>
<th>HEI</th>
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<td>Required resources</td>
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</tbody>
</table>

Table 1. Summary of the 10 recommendations and their target(s)

The project outlines that in order to integrate the management of diversity in HEIs, this must be strongly present within institutions’ strategies, as mentioned in recommendation 2 and 5. Furthermore, in order to achieve a more effective implementation, stronger emphasis should be put on recommendations 5, 6, 7 and 8.

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\(^5\) Policy references include a country acronym (AT, BE, DE, GR, FI, IE, PT) and a policy number.
Recommendation 1: INCREASING HUMANITY VALUE

Learners with migrant background or underrepresented groups should be seen as an interest group of its own (and not only influenced by the discourse on competitiveness in HE and international rankings). Educational policies should place more emphasis on human value not only on the promotion of employment or on economical results. This can be achieved, for example, by establishing a culture of hospitality or celebrating a Year of Inclusive Education. Another possibility could be that the involvement of scholars with minority background is encouraged at academic staff level.

Example from the data collected by Maynooth University (Ireland)

Level: University level
Type of resource: Vision or mission Institution
HE4u2 policy reference: IE3

Maynooth University Student’s Union statement on Equality (IE3 policy)

Maynooth University (Ireland) has developed a culture of welcoming students from diverse origins and has put in place a few mechanisms, especially through its Students’ Union.

In the introduction of the webpage of the Students’ Union students are addressed directly by one of their own elected representatives. The language is non-threatening and would reach out to fellow students.

The aims of this statement on equality and diversity from Maynooth University Student Union are to:

- Ensure equality across student population including support for people with diverse origin or ethnic backgrounds.
- Seek to celebrate difference.

“The Students Union is a safe space of support for students of all shapes and sizes, colours, genders, tastes and textures: Gay, straight, mature student, disabled, international, Irish, Erasmus, black, white, Islamic, catholic, protestant, atheist, male, female, bisexual, transgender, lone-parent, overweight, bald, skinny, depressed, OCD, virgin, sex addict, disabled, divorced, single, unemployed.” [http://www.msu.ie/welfare/equality.html](http://www.msu.ie/welfare/equality.html) (consulted April 10th 2018)

On the university’s webpage, there is also information about one society giving explicit support to cultural and ethnic minority students – the Africa Society. They have a society webpage on the Students’ Union site [https://msulife.ie/clubssocs/society/166](https://msulife.ie/clubssocs/society/166)
Recommendation 2: UNIVERSITY SOCIAL RESPONSIBILITY

HEIs should more actively embrace their social responsibility and work towards influencing positively the development of an intercultural society. Accordingly, universities are invited to promote ideas and initiatives that encourage a genuine interest in and appreciation for cultural diversity. The creation of such a shared intellectual space, in which specific cultural identities are encountered, respected and even celebrated, would be a vital step towards a more inclusive society⁶. Due to the considerable degree of autonomy universities have in designing internal policies and measures, the degree of “diversity management” or inclusive organisational culture is something that can be attributed to each and every institution. Thus, HEIs are afforded have the possibility to develop a climate of cultural diversity and social inclusion in order to become better institutions in terms of internationalisation and social responsibility.

Example from the data collected by the Postgraduate Center of the University of Vienna (Austria)

**Level:** National/regional  
**Type of resource:** Law and decree  
**HE4u2 policy reference:** AT4

**Der gesamtösterreichische Universitätsentwicklungsplan (gö UEP). The overall Austrian development plan for universities 2016-2021 (AT4 policy)**

The main aim of the document is to facilitate culture change aiming at social inclusion, gender equality and diversity at universities.

Operational goals: Establishing a diversity-oriented culture in universities and having the student body represent the make-up of the general population. This document spells out the main goals of university development in Austria within a given period (here: from 2016 to 2021). One of the eight main goals deals with student heterogeneity and diversity in Higher Education. One goal for university development the Federal Ministry expresses is to facilitate culture change in universities towards social inclusion, gender equality and diversity.


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Recommendation 3: ACCESS & SUCCESS IN HIGHER EDUCATION

Previous qualifications of migrant learners and minorities are often times not recognized in the host country and lead to exclusion from education and the labour market. Therefore, access to HE for migrant students must become a key priority of EU, national or regional and Institutional policies. It is important to promote access through the recognition of migrant learners’ professional background and academic qualifications but also to promote the recognition of certification from countries outside the Bologna Process area and of various experience, including intercultural skills.

Finally, universities should not only foster students’ access to higher education, but also their success, i.e. their academic achievement.

Example from the data collected by the Université catholique de Louvain - UCL (Belgium)

Level: French community  
Type of resource: Law and decree  
HE4u2 policy reference: BE3

Order of the Government of the French Community determining the conditions and the procedure for granting equivalence of diplomas, diplomas and foreign study certificates issued abroad, 29.06.2016. (BE3 policy)

This decree determines the conditions and procedure for the granting of equivalence of diplomas, degrees and graduate certificates issued abroad. For refugees and beneficiary of subsidiary protection, the decree specifies that in particular, they must provide: an identity document, a curriculum vita, any document demonstrating the title, diploma or certificate of higher education awarded abroad, the document attesting the status of refugee or beneficiary of subsidiary protection. If some documents are missing, the decree authorizes the Equivalence Commission to meet the candidates and take decisions on equivalence. In addition, the decree specifies that the procedure is free of charge for the refugees or beneficiaries of subsidiary protection.

Recommendation 4: SUSTAINABILITY

Finding durable solutions is necessary to promote an intercultural society and to manage the already existing cultural diversity within HE, address issues of future migration and avoid further difficulties and exclusion of an already vulnerable public. As we recognise “the current refugee crisis” is likely to last and expand. The sustainability of integration actions and policies has to be guaranteed at each level: European, national or regional and institutional ones.

Example from the data collected by Johannes Gutenberg University Mainz (Germany)

Level: National / regional
Type of resource: Law or decree
HE4u2 policy reference: DE4


Main aim: enhance participation of refugees. This Conference Document is a Policy Paper on HE Strategy Building. For Germany it was necessary to build up a common strategy because of the huge amount of refugees coming to Germany in the years 2015 and 2016. Especially for the former «German East Universities», where racism, Nazi-Ideology and the extreme right wing parties are very strong (exception: the former Berlin East). All HEI in Germany are members of the HRK and list up in this document their best practices and measures on social integration, psycho-social guidance, information about admission, language and subject skills, activities and initiatives for refugees on campus to help each other and to learn from others.

Recommendation 5: STRATEGY AND QUALITY

Institutional commitment to inclusion and diversity according to our analysis remains very general in nature. Thus, HE institutions should define a specific strategy regarding inclusion and diversity management. The recommendation is to adopt SMART objectives and concrete outcomes in the HE institution’s strategic planning, in order to be able to highlight the changes and follow the evolution. Furthermore, a quality assurance strategy and specific measures for the change process should be elaborated. Key objectives and actions might include: determining specific target groups, calibrating linguistic and cultural differences within academia, creating safe spaces for students and academics to communicate (space for a multilingual dialogue as well as intercultural dialogue via periodic publications), encouraging student societies and stimulating research on the topic.

Example from the data collected by Aristotelio Panepistimio Thessalonikis (Greece)

Level: National
Type of resource: Law or decree
HE4u2 policy reference: GR5

Structure, operation, quality assurance of studies and internationalization of higher education institutions
The law concerned quality provisions in higher education and quality assurance for educational programmes. The law in article 44 prescribes the organization of studies in a foreign language. It suggests that curricula may be taught, in whole or in part, exceptionally, in a foreign language.

https://modip.aegean.gr/?q=node/111
Recommendation 6: REQUIRED RESOURCES

Inclusion and diversity management implies that HEIs must appoint dedicated staff with relevant skills and competencies. It also implies the need for innovative curricula and pedagogical approaches that reflect social diversity, as well as new or extended services to address the needs of underrepresented groups and minorities, students or staff. Such services could include language training, career/education pathways counselling, online tutorials, guidance, development of intercultural skills and so on. Inclusive teaching requires sufficient resources and infrastructure needs to be improved. The national government should provide incentives to ensure that universities include diversity on their agenda. Moreover, for a better sharing and dissemination of these new or extended resources, educational policies and initiatives for inclusive education should be communicated more effectively and disseminated more widely.

Example from the data collected by the Postgraduate Center of the University of Vienna (Austria)

Level: University
Type of resource: Recommendations or Guidelines
HE4u2 policy reference: AT6


The aim is to focus on diversity in a demographic, cognitive, professional, functional as well as institutional dimension. Diversity management is directed at the entire student lifecycle (arousing interest for studying, preparing one’s studies, entry-phase, study-course and study success). Corresponding measures are to be developed and implemented for each phase. This document describes the activities the University of Applied Sciences, Upper Austria embarks in to support diverse students throughout the student lifecycle. Some measures target women, some target students with disabilities and some others are directed at (prospective) students belonging to a cultural minority. The approach follows five criteria: resistance, fairness, anti-discrimination, entry to the labour market, effective learning, and sensibility. Measures include:

- Target-oriented counselling for people interested in taking up studies
- Pre-university language training courses, supplementary courses for bridging gaps and an orientation week to support the entry phase
- Intercultural trainings for students

Recommendation 7: PEDAGOGICAL APPROACHES

The development of intercultural education should be encouraged at all levels (national and institutional). In addition, the aim would be not only to integrate students with migrant backgrounds or specific needs, but also to expose all students to a rewarding experience of other cultures. All students would thus be thoroughly engaged in a dialogue that fosters not only a better appreciation of diversity, but also a better understanding of their own cultural identities. The curricula and pedagogical approaches used should reflect the social, cultural and other diversity of learners.

Educational processes should be developed to include students with migrant and minority backgrounds.

Example from the data collected by the University of Turku (Finland)

Level: National
Type of resource: Recommendations or Guidelines
HE4u2 policy reference: FI2


The Ministry of Education gives direction to HEI on internationalisation based on an advisory board report and a hearing of stakeholders.

- Development of pedagogical models to improve integration measures for the learners with migrant background
- Funding is given for bridging studies for migrants to have their degrees recognised in the Finnish society or education system
- The teacher training institutions are advised to provide pre-service teachers with opportunities to face learners with migrant backgrounds
- Furthermore, HE is free of charge also for migrant students with a permit to stay in Finland; it is an important equality incentive

http://minedu.fi/artikkeli/-/asset_publisher/maahanmuuttajien-koulutuksen-kehittamiseen-ja-integrointiin-uusia-ehdotuksia
Recommendation 8: FUNDING SYSTEMS

HEI need significant support from the EU and national or regional governments to manage the current increasing cultural heterogeneity of HEI students and staff and to succeed in their integration. Support could be ensured, for example, by providing financial support for access to HE through scholarship programmes for people with refugee status or by funding the dedicated guidance for validation of non-formal and informal learning within universities. Many collected policies are relevant and noteworthy, but not all of them are financially supported by European, national or regional bodies. In order to make them sustainable an appropriate funding system is required.

Example from the data collected by the Université catholique de Louvain - UCL (Belgium)

**Level:** University

**Type of resource:** Vision or Mission institution

**HE4u2 policy reference:** BE7

**Access2universityProject, 2017**  
Since the start of the 2017-18 academic year, UCL proposes a programme to prepare asylum seekers and refugees for university studies. This is a new project set up at UCL which aims at a better integration of refugee students. It proposes (based on a selection from refugee student projects) several activities for one year free of charge. The activities are:

- French language courses (university level) (classroom courses, online courses and conversation tables); an online course with the study project (up to three courses in the same programme)
- Individualised support to refine the study project, go through the admission process for a regular diploma and integrate into student life

https://uclouvain.be/fr/decouvrir/programme-acces2university.html
Recommendation 9: COLLABORATION

Universities should collaborate or pursue collaboration with other HEIs, with other associations (e.g. adult education, lifelong learning association, etc.) and with other relevant external actors. Moreover, to enlarge our European vision, collaboration with third-country nationals, associations and institutions is also recommended. The question of interculturality also arises in other areas (e.g. social inclusion, equal opportunities) and universities cannot alone deal with it. In this sense, the European Commission (through the Bologna Process for instance) could have an even more active role in disseminating interesting practices, or supporting collaboration projects.

Example from the data collection by the University of Porto (Portugal)

- **Level:** National / regional
- **Type of resource:** Recommendations or Guidelines
- **HE4u2 policy reference:** PT4

**Network of Intercultural Mediation in Higher Education | Rede de Ensino Superior para a Mediação Intercultural (RESMI)**

RESMI aims to join forces and interests to deepen the knowledge and practices of intercultural mediation, leveraging synergies in the areas of training, research and consultancy of projects implemented by the partners of the High Commission for Migration. Encouraging secondary school level and higher education in Roma communities and other vulnerable groups by creating synergies through different intercultural mediation projects (High Commission for Migration)

http://www.acm.gov.pt/~resmi-rede-de-ensino-superior-para-a- mediacao-intercultural

Recommendation 10: MONITORING

The project concludes that it is important to monitor and document the implementation of policies and specific actions that aim to promote inclusive education (e.g. degree of implementation, details of specific action plans). Due to the diversity of internal and external contexts and due to the diversity of national/regional or institutional intents and objectives, universal standard “reporting” is not recommended. Yet it is nonetheless important to clearly identify success indicators in each internal and external context in order to highlight or assess sustainable progress made on the ground. These contextual success indicators provide a method to follow-up and share the different strategies and policies that are set up to deal with diversity.

Example from the data collected by Johannes Gutenberg University Mainz (Germany)
Level: University
Type of resource: Administrative rules | Vision or Mission institution
HE4u2 policy reference: DE9

The Diversity Concept of the Goethe University Frankfurt am Main 2011-2014
Promoting diversity and cultural Change at the Goethe University.
This Policy strategy is very elaborated and an example of good practice. It contains also statistics of the Goethe University Frankfurt/ Main. Reporting on developments. The Goethe University issues a report every four years. The report reflects the makeup of the University members and helps to trace the effectiveness of and adjust policy.

CONCLUSION

The present recommendations point to important areas in which concrete measures have to be developed in order to support the integration of cultural diversity into higher education.

The development of such measures of intercultural, inclusive education will have to grow and develop given the complexification, acceleration of changes, disappearance of well-defined boundaries, evolution of mobility and sedentariness and increased fluidity of societies (Grzymala-Kazlowska & Phillimore, 2018). Therefore, European societies and European HEIs need new conceptual tools and methods more capable of capturing and examining diversity and fluidity, in order to face a new and alternative paradigm: the “super-diversity” (Vertovec, 2007, cited by Grzymala-Kazlowska & Phillimore, 2018 p.183).