Study on
educational support
for newly arrived migrant children

Final report

Education and
Training

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Executive Summary

Key messages to policy makers

The Study on educational support to newly arrived migrant children (NAMS) has identified three main messages that policy makers should take into consideration while designing integration policies for NAMS through education.

Firstly, an integrated approach to NAMS's inclusion is important. Targeted policy response to NAMS' needs will only work effectively in an inclusive and comprehensive education system that is already favourable for the integration of newly arrived migrant children. *Therefore, policy makers should pay more attention to the overall structure of the education system and its effects on NAMS' inclusion rather than the individual support measures targeted at NAMS.* This integrated approach should provide equal opportunities for NAMS to develop, as much as possible, within the mainstream education system and guarantee additional or remedial support, when necessary, in all areas, not only host language teaching. It is important to tailor educational support to individual needs and continue it throughout the general education in all key areas including linguistic and academic support, parental and community involvement and intercultural education.

Secondly, *identification of NAMS as a specific target group in education is not a pre-requisite for having a good and comprehensive integration policy.* Often NAMS fall into a broader category of students with immigrant background or students with a different mother tongue. The analysis shows that universal and loosely targeted education mechanisms aimed at supporting all underachieving students or immigrant students are often more inclusive and beneficial for NAMS in particular. Countries focusing on the development of comprehensive educational support systems addressing all kinds of individual needs contribute to the development of more inclusive education systems for NAMS in the long-run than those focusing on the targeted measures for NAMS.

Finally, a combination of discretion and national monitoring should be ensured for effective implementation of policies. Currently even though most European countries recognize the importance of NAMS' integration into education system at the policy level, there are certain discrepancies in implementation of national priorities at the regional and local levels. The schools are either left to themselves in following broad national guidelines and allocating the funds (e.g. Italy or Sweden) or, the opposite, education providers do not have autonomy to tailor the entitled support to individual needs and adjust national policies to the local circumstances (e.g. Cyprus and Greece). The reasons for implementation gaps are most often the lack of monitoring and control in the former case and the lack of school discretion in the latter one. Therefore, schools and municipalities should be given *a reasonable level of autonomy*, so that they can better address the specificities of local needs, as decentralisation is an important engine for educational system adjustment. But at the same time it is important for governments to develop *a comprehensive system of monitoring and evaluation* of implemented policies and achievements of migrant children. There are huge gaps in basic information on the situation of immigrant students and their educational performance, which makes it hard to determine whether systems are effective or equitable in reaching immigrant students and meeting their learning needs.

Newly arrived migrant children is an increasing disadvantaged group in European schools

Net migration to Europe[1] has tripled since 1960. Some countries have long histories of immigration; others have experienced an unprecedented increase in the last decade. Immigration is a global phenomenon, but there are large variations among countries in the size of migrant flows and the ethnic profile of immigrants. Teaching immigrant students is becoming an important part of reality in an increasing number of European schools. E.g. in 2009/2010 academic year there were 17.6% of students with the first language other than German registered in Austrian schools; in Flanders the number of NAMS enrolled in primary education has doubled in three academic years (since 2006/2007 to 2009/2010); in Greece the percentage of 'other-language' students in pre-primary, primary and secondary schools for the school year 2010-11 has risen to 12%, while it used to be 7.3% in 2006-07[2]. Policy makers, local communities and schools face urgent questions on how to better accommodate the needs of this category of students through education policies and practices. Moreover, migrant children have a diversity of backgrounds and needs, which require flexible and inclusive approaches.

Newly arrived migrant students (further - NAMS) are a new target group that has not yet been explicitly identified and defined within EU policy-making and that of many European countries. NAMS are included in some of the large scale survey samples (PISA, Thomas and Collier's), but they are not always differentiated from the native born second generation immigrants. Often they are put into a broader category of "students with migrant background". Although NAMS do share some characteristics with second-generation immigrant children and may encounter some of the same challenges at school, in many ways they are in a more precarious situation.

With some exceptions, NAMS, on average, have weaker education outcomes at all levels of education. They often have more restricted access to quality education, are less likely to participate in pre-primary education, more prone to drop out before completing upper secondary education, more likely to have lower academic scores and to attend schools that mainly serve students with less advantaged social backgrounds. In 2010 there were 25.9% of foreign born students dropped out from education and training against 13% of native ones[3] and PISA surveys confirms the lower achievement of first-generation immigrants compared to native students (the average score difference in OECD countries in 2009 was 50 points)[4]. This requires new policy approaches from the governments and the adaptation of education systems.

NAMS face greater challenges in education than their native peers

The first challenge that NAMS and their parents face is accessing quality education that could give better chances of succeeding in their lives. Although the access to education in European countries is generally granted regardless immigrant status, the main issue that NAMS face when enrolling at school is segregation. In many European countries migrant students are segregated in lower quality schools with fewer resources than those attended by native students. School segregation is in many cases caused by the design of the education system itself such as early ability tracking or residence requirement as a prerequisite for enrolment.

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[1] The author refers here to the current EU-27 countries. Eurostat statistical book, Migrants in Europe, A Statistical portrait of the first and second generation, 2011. Available at: http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-31-10-539/EN/KS-31-10-539-EN.PDF [Accessed 19 July 2012].

[2] Policy mapping reports produced under the current study.

[3] Eurostat (LFS), 2009.

[4] PISA Results 2009.

Once access to quality education is ensured for migrant children, it is important that students stay at school and complete their education. Early school leavers are more likely to be from a lower socio-economic background, vulnerable social groups or groups at risk. Immigrants tend to fall into these categories of society much more often than native population. In 2010 the early school leaving rate among immigrant students was 25.9% against 13% among native ones[5].

In school NAMS usually have lower academic achievement than their peers. The performance gap is more common for immigrant students who speak a different language at home (other than the language of instruction) and for those in a disadvantaged socio-economic situation[6]. However, in many countries, the performance gap between immigrant and native students remains even after accounting for language and socio-economic background[7].

Policy makers that are willing to facilitate integration of immigrant children into general education systems should take into consideration the heterogeneity of immigrant population itself. Different ethnic groups succeed differently within the same educational framework. However, ethnic origin is not the only and sometimes not even the main cause of migrant children's underperformance at schools. Socio-economic background, time of immigration and host-country language skills might all influence access to quality schooling, levels of academic achievement and successful attainment of at least upper-secondary qualifications.

Educational support models – the current policy responses in Europe

The study identified four types of educational support policies that facilitate the integration of NAMS' in their education systems: linguistic support, academic support, outreach and cooperation and intercultural education. The mix of these policies along with the general characteristics of education systems provides the basis for distinct educational support models. The key structural characteristics of education systems that affect integration of NAMS include age of first ability tracking, level of centralisation of education system and free school choice or catchment area requirement. The analysis of the education systems and delivery of educational support measures for NAMS helped to identify five distinct types of educational support systems:

- *Comprehensive support model* (examples: Denmark, Sweden)

Comprehensiveness of the support implies that all four types of support are well developed and education systems are in other ways inclusive. Countries representing this model provide continuous support to development of linguistic skills, teaching support and assistance in transferring students to higher levels of education. Decentralised education and high school autonomy goes together with strong focus on outreach to parents and local community. Intercultural learning is mainstreamed into education. Countries pay a lot of attention to creating a positive school environment through trained teaching staff and various intercultural initiatives.

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[5] Eurostat (LFS), 2009.
[6] European Commission, "Progress towards the common European objectives in education and training: indicators and benchmarks 2010/2011", *Commission staff working document,* April 2011.
[7] PISA Results 2009.

- *Non-systematic support model* (examples: Italy, Cyprus, Greece)

The model is characterised by randomness of the support provided. Countries that are attributed to this group have no clearly articulated policy on the national level to support the integration of newly arrived migrant children or such policy exists, but is not effectively resourced and implemented. The support provided at regional, local and/or school level is highly fragmented as teachers, parents and local communities are largely left to their own devices.

- *Compensatory support model* (examples: Belgium, Austria)

The model includes all types of support policies with only academic support being a rather weak aspect that is further undermined by early ability tracking and streaming systems. Countries provide ongoing teaching of the host language as a second language and the mother tongue to the largest groups of migrants (e.g. Austria in regular schools). Parents of NAMS are encouraged to cooperate with schools through the provision of resource persons and interpretation services. The support provided is essentially compensatory - aiming to correct the 'differences' between immigrant and native students, rather than tackling the initial disadvantage.

- *Integration model* (example: Ireland)

Linguistic support is not a central focus of this model as it stops after several introductory years and no mother tongue teaching or teaching English as a second language is offered continuously throughout the schooling process. The systems for welcoming NAMS, arrangements for assessment of prior schooling and support programs for underachieving students are well developed. Particular strengths of this model are well developed outreach and cooperation and intercultural education policies. Liaison between school, parents and local community is systematic, while intercultural learning is well integrated into the curricula and promoted in school daily life.

- *Centralised entry support model* (examples: France, Luxembourg).

The focus of the model is on the centralised reception of migrant children and the provision of academic support as the main driver of educational inclusion. Both countries provide a centralised reception desk, assessment of prior schooling and welcoming arrangements for NAMS. Targeted support programmes for under-achieving students are well developed. Linguistic support and outreach to migrant parents/communities are also rather well developed.

Essential inclusion factors

Analysis revealed that the effectiveness of targeted educational support measures is undermined by less inclusive education environments. The best results can be expected when the inclusion of NAMS is addressed through *an integrated approach:* a combination of regulatory and managerial reforms aimed to make education system more inclusive accompanied with well-financed targeted measures to provide NAMS with comprehensive support to eliminate their educational disadvantage.

It is essential to *avoid school segregation* as it impedes successful integration of NAMS into formal education. There is evidence to support that *catchment area requirement* decreases school segregation and makes school education more inclusive. When catchment area requirements are not possible to implement, other measures should be provided to ensure that NAMS have a chance to learn together with their native

peers. This can include provision of immigrant parents with help and information on school selection, improving the quality of provision in 'migrant' schools or dispersal policies aimed at equal distribution of migrant students among schools in the region. The latter are particularly helpful when mitigating the effects of already existing residential segregation of immigrants.

Ensuring equal opportunities is vital for NAMS' integration into formal education. Initial language barriers and sometimes the lack of prior schooling prevent NAMS from succeeding at school to the extent their native peers do. Systems that practice early tracking and streaming of students according to their abilities tend to widen the performance gap between migrant and native pupils, depriving NAMS of access to the more prestigious academic tracks. If tracking at a later stage is not possible in the education system, then provisions should be made to allow for the possibility of catching up and changing tracks when skills improve.

Schools should be given a reasonable *level of autonomy*, so that they can better adapt to and cater for the local needs. Decentralisation is an important engine for educational system adjustment. The analysis suggests that schools with a higher degree of autonomy coupled with clear policy and performance management framework at national level can more easily and effectively adapt to the needs of NAMS and other disadvantaged groups. Centralised systems could be incrementally adapted to focus on performance of schools rather than regulating their inputs and allow schools a greater flexibility in choosing their means based on local needs and circumstances.

Performance management relies on the ability to measure the integration and achievements of NAMS into education systems. The study has showed that basic data is still lacking in most of the analysed countries with few good practice examples. Therefore it is essential to track the access, participation and performance of NAMS in mainstream education in comparison to other groups of students as well as the performance of schools that accommodate NAMS in comparison to other schools. This requires investment into *monitoring and evaluation systems* as well as improvements in collection of *education statistics*.

Inclusive framework conditions can be successfully complemented by a number of support measures; in certain cases the negative effects of education system design can be offset by inclusive support. It is important to ensure that education support addresses the individual needs of each newly arrived migrant student. Therefore an ideal education system should offer a *combination of all types of education support*: linguistic, academic support, parental and community involvement and intercultural education. The key elements of each type are provided below. Countries should be careful to tailor policy choices to local circumstances.

A recommended policy mix for the integration of NAMS' into education systems

Linguistic support:

- Initial language support and adequate system of assessment of language competences;
- Continuous host language support within or after regular class;
- Training of teachers in instructing the host language as a second language;
- Valuing and provision of mother tongue instruction.

Academic support:

- Ensuring a well-developed reception of migrant students and initial assessment of migrants' education background;
- Placing NAMS into an appropriate class based on the assessment of their previous schooling, abilities and needs;
- Monitoring system ensuring adequate tracking and diagnosis of student's performance and potential;
- Qualified teachers to work with culturally diverse students;
- Supporting transition mechanisms between reception and mainstream classes; between different levels of education;
- Prevention of early-school leaving and provision of re-integration programmes.

Parental and community involvement:

- Encouraging parents to participate in NAMS' education process, through home-school tutors and partnerships;
- Encouraging school cooperation in sharing good practice experience in NAMS' integration;
- Provision of detailed information about schools system and opportunities for children.

Intercultural education:

- Ensuring a positive environment at school;
- Training of teachers for diversity;
- Facilitating communication between native and migrant peers through bilingual coordinators and advisors.

Résumé

Messages clés pour les décideurs politiques

L'*Étude sur l'accompagnement éducatif des enfants migrants nouvellement arrivés (EMNA)* a identifié trois principaux messages politiques qu'il est essentiel de prendre en considération par les décideurs au moment de l'élaboration des politiques d'intégration des EMNA par l'éducation.

Tout d'abord, une approche intégrée est déterminante pour l'intégration des EMNA dans une école de droit commun. Une réponse ciblée des politiques éducatives aux besoins des EMNA fonctionnera efficacement uniquement si le système éducatif inclusif et global est déjà favorable à l'intégration des enfants migrants nouvellement arrivés. *Par conséquent, les décideurs des politiques devraient accorder plus d'attention à la structure globale du système éducatif et ses effets sur l'intégration des EMNA qu'aux dispositions des politiques ciblées sur les EMNA.* Cette approche intégrée devrait permettre une égalité des chances pour les EMNA de se développer autant que possible dans le système éducatif principal et avoir un accompagnement supplémentaire ou de rattrapage, le cas échéant, dans tous les domaines, et pas uniquement pour les langues. Il est important d'adapter l'accompagnement éducatif aux besoins individuels tout au long de la scolarité dans tous les domaines clés : linguistique, scolaire, participation des parents et de la communauté, et éducation interculturelle.

Deuxièmement, *l'identification des EMNA comme groupe cible spécifique dans l'éducation n'est pas une condition préalable pour avoir une politique d'intégration bonne et globale.* Les EMNA se retrouvent souvent dans la catégorie plus large des élèves issus de l'immigration ou des élèves avec une autre langue maternelle. L'analyse montre que les mécanismes d'éducation universels et peu ciblés, visant à accompagner les élèves en difficulté ou les élèves immigrés, sont souvent plus inclusifs et avantageux pour les EMNA en particulier. Les pays qui se concentrent sur un accompagnement complet contribuent au développement de systèmes éducatifs favorables à long terme, au lieu de produire des effets ponctuels en se concentrant sur des mesures ciblées pour les EMNA.

Enfin, la combinaison d'une liberté d'action et d'un suivi national devrait être assurée pour une mise en œuvre efficace des politiques. Actuellement, bien que la plupart des pays européens reconnaissent l'importance de l'intégration des EMNA dans le système éducatif au niveau des politiques, il y a certaines contradictions dans la mise en œuvre des priorités nationales aux niveaux régional et local. Les écoles sont soit laissées à elles-mêmes dans le suivi des grandes orientations nationales et l'allocation des fonds (par ex., l'Italie ou la Suède) soit, au contraire, les professionnels de l'éducation sont trop liés pour adapter l'accompagnement aux besoins individuels et ajuster les politiques nationales aux circonstances locales (par ex., Chypre et la Grèce). Les raisons des lacunes de la mise en œuvre sont le plus souvent le manque de suivi et de contrôle dans le premier cas, et le manque de liberté d'action de l'école dans le second cas. Par conséquent, il faudrait accorder aux écoles et aux municipalités *un niveau raisonnable d'autonomie* afin de pouvoir mieux répondre aux spécificités des besoins locaux, car la décentralisation est un moteur important pour l'ajustement du système éducatif. Mais, en même temps, il est important pour les gouvernements de développer *un système global de suivi et d'évaluation* des politiques mises en œuvre et des résultats des enfants migrants. Il existe des lacunes importantes dans l'information de base sur la situation des élèves immigrés et leurs résultats scolaires, ce qui rend

difficile de déterminer si les systèmes sont efficaces ou équitables pour atteindre les élèves immigrés et répondre à leurs besoins d'apprentissage.

Les enfants des migrants nouvellement arrivés sont un groupe défavorisé en progression dans les écoles européennes

Le solde migratoire vers l'Europe[8] a triplé depuis 1960. Certains pays ont une longue histoire d'immigration; d'autres ont connu une augmentation sans précédent durant la dernière décennie. L'immigration est un phénomène mondial, mais il existe de grandes variations entre les pays, concernant l'ampleur des flux d'immigration et le profil ethnique des immigrés. Enseigner à des élèves immigrés devient une part importante de la réalité dans un nombre croissant d'écoles européennes. Par exemple, pendant l'année scolaire 2009-2010, il y avait 17,6 % d'élèves avec une première langue autre que l'allemand qui étaient inscrits dans les écoles autrichiennes ; en Flandres, le nombre d'EMNA inscrits dans l'enseignement primaire a doublé en trois années scolaires (entre 2006-2007 et 2009-2010) ; en Grèce, le pourcentage d'élèves d'une « autre langue » dans les écoles pré-primaires, primaires et secondaires est passé à 12 % pour l'année scolaire 2010-2011, tandis qu'il était à 7,3 % en 2006-07[9]. Les décideurs des politiques, les communautés locales et les écoles sont confrontés à des questions urgentes sur la façon de mieux répondre aux besoins de cette catégorie d'élèves à travers les politiques et les pratiques éducatives. Par ailleurs, les enfants migrants ont des origines et des besoins variés qui nécessitent des approches souples et inclusives.

Les élèves migrants nouvellement arrivés (ci-après « les EMNA ») sont un nouveau groupe cible qui n'a pas encore été explicitement identifié et défini dans le cadre de la politique européenne et de nombreux pays européens. Les EMNA sont inclus dans certains échantillons d'une enquête à grande échelle (PISA, Thomas & Collier's), mais ils ne sont pas toujours différenciés des immigrés de deuxième génération nés dans le pays. Ils sont souvent mis dans la catégorie plus large des « élèves issus de l'immigration ». Bien que les EMNA partagent certaines caractéristiques avec les enfants immigrés de deuxième génération et peuvent faire face à certains défis comparables à l'école, ils sont, à bien des égards, dans une situation plus précaire.

À quelques exceptions près, les EMNA ont, en moyenne, des résultats scolaires plus faibles à tous les niveaux de la scolarité. Ils ont souvent un accès plus restreint à un enseignement de qualité, ils sont moins susceptibles de suivre l'enseignement préprimaire, ils sont plus enclins à abandonner l'école avant d'avoir terminé l'enseignement secondaire supérieur, ils sont plus susceptibles d'avoir des résultats scolaires plus faibles et vont dans des écoles principalement fréquentées par des élèves issus de milieux sociaux moins favorisés. En 2010, il y avait 25,9 % des élèves d'origine étrangère qui avaient abandonné leur scolarité ou leur formation contre 13 % des élèves natifs du pays[10] et les enquêtes PISA confirment les résultats plus faibles des immigrés de la première génération par rapport aux élèves natifs du pays (la différence moyenne des résultats dans les pays de l'OCDE était de 50 points en 2009)[11]. Ceci nécessite des nouvelles approches politiques de la part des gouvernements et l'adaptation des systèmes éducatifs.

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[8] L'auteur se réfère ici au 27 pays actuels de l'Union européenne. «Eurostat statistical book, Migrants in Europe, A Statistical portrait of the first and second generation», 2011. Disponible à l'adresse : http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-31-10-539/EN/KS-31-10-539-EN.PDF [Consulté le 19 Juillet 2012].
[9] Rapports sur l'examen des politiques éducatives, faits dans le cadre de la présente étude.
[10] Eurostat (LFS), 2009.
[11] Résultats PISA 2009.

Les EMNA sont confrontés à des défis plus importants en matière d'éducation que leurs camarades natifs du pays

Le premier défi auquel les EMNA et leurs parents sont confrontés est l'accès à un enseignement de qualité qui pourrait donner de meilleures chances de réussir dans leur vie. Bien que l'accès à l'éducation dans les pays européens soit généralement accordé sans tenir du statut d'immigré, le principal problème que les EMNA rencontrent lors de leur inscription à l'école est la ségrégation. Dans de nombreux pays européens, les élèves migrants sont séparés dans des écoles de moins bonne qualité avec moins de ressources que celles fréquentées par les élèves natifs du pays. La ségrégation scolaire est souvent causée par la conception du système éducatif lui-même telle que la détermination des aptitudes précoce ou la condition de résidence comme condition préalable à l'inscription.

Lorsque l'accès à un enseignement de qualité est assuré aux enfants migrants, il est important que les élèves restent à l'école et terminent leur scolarité. Les jeunes qui quittent prématurément l'école sont plus souvent issus d'un milieu socio-économique défavorisé, de groupes sociaux vulnérables ou de groupes à risque. Les immigrés ont tendance à se retrouver dans ces catégories beaucoup plus souvent que la population native du pays. En 2010, l'abandon prématuré des études chez les élèves immigrés était de 25,9% contre 13 % chez les élèves natifs du pays[12]

À l'école, les EMNA ont généralement de moins bons résultats scolaires que leurs camarades. L'écart de performance est plus fréquent chez les élèves immigrés qui parlent une autre langue chez eux (une autre langue que celle de l'enseignement) et chez ceux qui sont en situation socio-économique difficile[13]. Pourtant, dans de nombreux pays, l'écart de performance entre les élèves immigrés et autochtones subsiste même après avoir pris en compte le contexte linguistique et socio-économique[14].

Les décideurs des politiques éducatives, qui souhaitent faciliter l'intégration des enfants immigrés dans les systèmes de l'enseignement général, devraient prendre en compte l'hétérogénéité de la population immigrée elle-même. Différents groupes ethniques réussissent différemment dans le même cadre scolaire. Toutefois, l'origine ethnique n'est pas la seule cause, et parfois même pas la cause principale, des mauvais résultats scolaires des enfants migrants. Le milieu socio-économique, la date de l'immigration et les connaissances de la langue du pays d'accueil pourraient tous influencer l'accès à un enseignement de qualité, les niveaux des résultats scolaires et la réussite dans l'acquisition d'un niveau d'au moins l'enseignement secondaire supérieur.

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[12] Eurostat (LFS), 2009.
[13] Commission européenne, « Progress towards the common European objectives in education and training: indicators and benchmarks 2010/2011 », *document de travail de la Commission,* avril 2011.
[14] Résultats PISA, 2009.

Les modèles d'accompagnement éducatif : les réponses des politiques actuelles en Europe

L'étude a identifié quatre types de politiques d'accompagnement éducatif qui facilitent l'intégration des EMNA dans leurs systèmes éducatifs : soutien linguistique, soutien scolaire, ouverture et coopération, éducation interculturelle. La combinaison de ces politiques ainsi que les caractéristiques générales des systèmes éducatifs servent de base aux différents modèles d'accompagnement éducatif. Les caractéristiques structurelles clés des systèmes éducatifs qui affectent l'intégration des EMNA comprennent l'âge de la première détermination des aptitudes, le niveau de centralisation du système éducatif et la liberté de choix de l'école ou l'obligation d'une carte scolaire. L'analyse des systèmes éducatifs et de l'offre de mesures d'accompagnement éducatif pour les EMNA ont permis d'identifier cinq types distincts de systèmes d'accompagnement éducatif :

- *Modèle d'accompagnement complet* (exemples : Danemark, Suède)

L'exhaustivité de l'accompagnement implique que les quatre types d'accompagnement soient bien développés et les systèmes éducatifs sont inclusifs par d'autres façons. Les pays qui représentent ce modèle proposent un accompagnement continu pour développer les connaissances linguistiques, l'accompagnement éducatif et l'assistance en faisant passer les élèves à des niveaux d'éducation plus élevés. Une éducation décentralisée et une autonomie des écoles élevée vont de pair avec un accent fort mis sur la sensibilisation des parents et de la communauté locale. L'apprentissage interculturel est intégré dans l'éducation. Les pays accordent beaucoup d'attention à la création d'un environnement scolaire positif grâce à un personnel formé et diverses initiatives interculturelles.

- *Modèle d'accompagnement non systématique* (exemples : Italie, Chypre, Grèce)

Le modèle se caractérise par l'approche aléatoire de l'accompagnement proposé. Les pays de ce groupe n'ont pas de politique clairement définie au niveau national pour accompagner l'intégration des enfants migrants nouvellement arrivés ou cette politique existe mais elle n'est pas dotée de ressources ni mise en œuvre efficacement. L'accompagnement proposé au niveau régional, local et/ou de l'école est très fragmenté, car les enseignants, les parents et les communautés locales sont largement laissés à eux-mêmes.

- *Modèle d'accompagnement compensatoire* (exemples : Belgique, Autriche)

Le modèle comprend tous les types de politiques d'accompagnement avec seulement un soutien scolaire comme élément faible qui est encore plus affaibli par les systèmes de détermination des aptitudes et répartition par niveau précoces. Les pays proposent un enseignement continu de la langue du pays d'accueil comme seconde langue et de la langue maternelle pour les groupes d'immigrés les plus importants (par ex., les écoles conventionnelles en Autriche). Les parents des EMNA sont encouragés à coopérer avec les écoles à travers la mise à disposition de personnes de ressources et des services d'interprétariat. L'accompagnement proposé est essentiellement compensatoire : il vise plus à corriger les « différences » entre les élèves immigrés et ceux nés dans le pays qu'à s'attaquer au handicap initial.

- *Modèle d'intégration* (exemple : Irlande)

Le soutien linguistique n'est pas au cœur de ce modèle car il s'arrête après quelques années d'initiation et aucun enseignement de la langue maternelle ou enseignement de l'anglais comme seconde langue n'est proposé durant toute la scolarité. Les systèmes d'accueil des EMNA, les dispositions pour l'évaluation de la scolarité antérieure et les programmes d'accompagnement des élèves en difficulté sont bien développés. Les points forts particuliers de ce modèle sont une sensibilisation, une coopération et des politiques éducatives interculturelles bien développées. La liaison entre l'école, les parents et la communauté locale est systématique, tandis que l'éducation interculturelle est bien intégrée dans les programmes scolaires et encouragée dans la vie quotidienne de l'école.

- *Modèle centralisé d'accompagnement à l'entrée (exemples : France, Luxembourg).*

L'accent de ce modèle se porte sur l'accueil centralisé des enfants migrants et l'offre d'un accompagnement scolaire comme principal moteur de l'insertion scolaire. Les deux pays offrent une réception, une évaluation de la scolarité antérieure et des dispositions d'accueil centralisés pour les EMNA. Les programmes d'accompagnement ciblés pour les élèves en difficulté sont bien développés. Le soutien linguistique et la sensibilisation des parents/communautés immigrés sont aussi assez bien développés.

Les facteurs essentiels d'intégration

L'analyse a révélé que l'efficacité des mesures ciblées d'accompagnement éducatif est compromise par des environnements scolaires moins inclusifs. On peut espérer les meilleurs résultats lorsque l'intégration des EMNA est abordée par *une approche intégrée :* une combinaison de réformes réglementaires et de gestion visant à rendre le système éducatif plus inclusif avec des mesures ciblées bien financées pour fournir aux EMNA un accompagnement suffisant afin d'éliminer leur handicap en matière d'éducation.

Il est essentiel d'*éviter une ségrégation scolaire*, car elle empêche une intégration réussie des EMNA dans l'enseignement formel. Il existe des signaux pour affirmer que l'*obligation due la carte scolaire diminue la ségrégation scolaire* et rend l'enseignement scolaire plus inclusif. Lorsque l'obligation de la carte scolaire n'est pas possible à mettre en œuvre, d'autres mesures devraient être prévues pour assurer que les EMNA aient une chance d'apprendre avec leurs camarades autochtones. Cela peut inclure la fourniture aux parents immigrés d'une aide et d'information sur le choix de l'école, l'amélioration de la qualité des prestations dans les écoles « d'immigrés » ou des politiques de dispersion visant à une égale répartition des élèves migrants entre les écoles de la région. Ces dernières sont particulièrement utiles pour atténuer les effets de la ségrégation résidentielle déjà existante des immigrés.

Assurer l'égalité des chances est essentiel à l'intégration des EMNA dans l'enseignement formel. Les barrières linguistiques initiales et parfois l'absence de scolarité antérieure empêchent les EMNA de réussir à l'école aussi bien que leurs camarades autochtones. Les systèmes qui pratiquent une détermination des aptitudes précoce et une répartition par niveau des élèves en fonction de leurs capacités ont tendance à creuser l'écart de performance entre les élèves migrants et autochtones, privant les EMNA d'un accès aux filières scolaires plus prestigieuses. Si une détermination des aptitudes à un stade ultérieur n'est pas possible dans le système éducatif, des dispositions devraient alors être prises pour permettre un rattrapage et un changement de filière quand les compétences s'améliorent.

Les écoles devraient bénéficier d'*un niveau d'autonomie* raisonnable afin qu'elles puissent mieux s'adapter et répondre aux besoins locaux. La décentralisation est un moteur important pour l'adaptation du système éducatif. L'analyse suggère que les écoles avec un niveau d'autonomie plus élevé, associé à un pilotage claire et un cadre de gestion de la performance au niveau national, peuvent s'adapter plus facilement et plus efficacement aux besoins des EMNA et autres groupes défavorisés. Les systèmes centralisés pourraient être progressivement adaptés pour se concentrer sur la performance des écoles plutôt que de réguler leurs entrées et permettre aux écoles d'avoir une plus grande flexibilité dans le choix de leurs moyens en fonction du contexte et des besoins locaux.

La gestion de la performance repose sur la possibilité de mesurer l'intégration et les résultats des EMNA dans les systèmes éducatifs. L'étude a montré que les données de base manquent encore dans la plupart des pays analysés avec peu d'exemples de bonne pratique. Par conséquent, il est essentiel de suivre l'accès, la participation et la performance des EMNA dans l'enseignement général en les comparant avec les autres groupes d'élèves, ainsi que la performance des écoles qui accueillent des EMNA par rapport aux autres écoles. Cela nécessite un investissement dans *les systèmes de suivi et d'évaluation* ainsi que des améliorations dans la collecte des *statistiques éducatives*.

Les conditions-cadres inclusives peuvent être complétées avec succès avec un certain nombre de mesures d'accompagnement ; dans certains cas, les effets négatifs de la conception du système éducatif peuvent être compensés par un accompagnement inclusif. Il est important de veiller à ce que l'accompagnement éducatif réponde aux besoins individuels de chaque élève migrant nouvellement arrivé. Par conséquent, un système éducatif idéal devrait proposer une *combinaison de tous les types d'accompagnement éducatif :* soutien linguistique, soutien scolaire, participation des parents et de la communauté, et éducation interculturelle. Les éléments clés de chaque type sont présentés ci-dessous. Les pays devraient veiller à adapter les choix politiques aux situations locales.

Une combinaison des politiques recommandée pour l'intégration des EMNA dans les systèmes éducatifs

Le soutien linguistique:

- soutien linguistique initial et système adéquat d'évaluation des compétences linguistiques;
- soutien continu pour la langue du pays d'accueil pendant et après les heures de cours régulières;
- formation des professeurs dans l'enseignement de la langue du pays d'accueil comme seconde langue;
- valorisation et proposition d'un enseignement en langue maternelle.

Le soutien scolaire:

- assurer un accueil bien développé des élèves migrants et une première évaluation des connaissances scolaires des migrants;
- placer les EMNA dans des classes appropriées en fonction de l'évaluation de leur scolarité antérieure, de leurs capacités et de leurs besoins;
- un système de suivi assurant une détermination des aptitudes adéquate ainsi que le diagnostic des performances et du potentiel des élèves;
- des professeurs qualifiés pour travailler avec des élèves de différentes cultures;

- un soutien des mécanismes de transition entre classe d'accueil et classe ordinaire et entre les différents niveaux de l'éducation;
- prévention des départs précoces de l'école et offre de programmes de réinsertion.

Participation des parents et de la communauté:

- encourager les parents à participer au processus d'éducation des EMNA à travers des tuteurs et partenariats maison-école;
- encourager la coopération scolaire en partageant les expériences de bonne pratique dans l'intégration des EMNA;
- présentation d'informations détaillées sur le système scolaire et les possibilités pour les enfants.

L'éducation interculturelle:

- assurer un environnement favorable à l'école;
- former les professeurs à la diversité;
- faciliter la communication entre les élèves autochtones et migrants par l'intermédiaire de coordinateurs et de conseillers bilingues.

Zusammenfassung

Kernbotschaften an Entscheidungsträger und Akteure

Die Untersuchung zur bildungsrelevanten Unterstützung für neu zugewanderte Schüler mit Migrationshintergrund (NAMS) hat drei Hauptergebnisse erarbeitet, deren Berücksichtigung bei der Formulierung von Integrationsmaßnahmen für NAMS durch Bildung grundlegend ist. Dies sind die Folgenden:

Erstens, ein integrierter Ansatz ist für die Integration von NAMS von großer Bedeutung. Die gezielte Ausrichtung von Maßnahmen auf die Bedürfnisse von NAMS kann nur in einem inklusiven und umfassenden Bildungssystem, das förderlich auf die Integration von NAMS ausgerichtet ist, effektiv funktionieren. *Deshalb sollten bildungspolitische Entscheidungsträger auf die Gesamtstruktur des Bildungssystems und dessen Auswirkungen auf die Integration von NAMS mehr Wert legen, als auf gezielte Maßnahmen für diese Gruppe.* Dieser integrierte Ansatz sollte es ermöglichen, dass sich NAMS bestmöglich unter gleichen Chancen innerhalb des regulären Bildungssystems und, wenn notwendig, mit ergänzenden Maßnahmen, in allen Bereichen, nicht nur der Sprache, entwickeln. Es ist von Bedeutung, während der gesamten Schullaufbahn bildungsrelevante Unterstützungen individuellen Bedürfnissen anzupassen, in allen wichtigen Kernbereichen: sprachlicher, akademischer und interkultureller Bildung, sowie Eltern- und Gemeindeeinbindung.

Zweitens, *die Identifizierung von NAMS als eine spezifische Zielgruppe für Bildung ist keine Voraussetzung für eine gute und umfassende Integrationspolitik.* Oft fallen NAMS in die weite Kategorie von Schülern mit Migrationshintergrund oder Schüler mit einer anderen Muttersprache. Die Studie zeigt, dass universelle und flexible Bildungsmechanismen, die darauf abzielen alle leistungsschwachen Schüler oder Immigranten zu unterstützen, oftmals stärker integrierend und effektiver, insbesondere für NAMS, wirken. Länder in denen eine umfassende Unterstützung im Fokus steht tragen langfristig zu der Entwicklung begünstigender Bildungssysteme bei, anstatt kurzfristige Effekte durch auf NAMS gerichtete Maßnahmen zu erzielen.

Zuletzt, sollte eine Kombination aus Ermessen und nationalem Monitoring zur effektiven Umsetzung von Maßnahmen eingesetzt werden. Obwohl gegenwärtig die meisten europäischen Staaten die Bedeutung der Integration von NAMS in das Bildungssystem auf politischer Ebene realisieren, bestehen Diskrepanzen bei der Implementierung nationaler Prioritäten auf der regionalen und lokalen Ebene. Schulen werden entweder in der Verfolgung allgemeiner nationaler Richtlinien und der Zuweisung von Finanzen sich selbst überlassen (z.B. Italien und Schweden) oder sind, im Gegensatz dazu, zu starken Richtlinien in der Zuweisung von Unterstützungen für individuelle Bedürfnisse und der Anpassung nationaler Richtlinien an regionale Gegebenheiten unterworfen (z.B. Zypern und Griechenland). Die Gründe für ungenügende Maßnahmenumsetzung liegen überwiegend in dem Mangel an Monitoring und Kontrolle im ersten Fall, und in mangelndem Schulermessen im zweiten Fall. Vor dem Hintergrund, dass Dezentralisierung ein wichtiges Instrument für Bildungssystemanpassung ist, sollten Schulen und Kommunen einen *angemessenen Grad an Autonomie* haben, damit sie besser den lokalen Bedürfnissen gerecht werden können. Gleichzeitig ist es jedoch für Regierungen von Bedeutung, ein *umfassenden Evaluations- und Monitoringsystem* der umgesetzten Maßnahmen für und Leistungen von Migrantenkindern zu entwickeln. Bisher bestehen große Informationslücken zur grundlegenden Situation von Migrantenkindern und deren

Bildungsleistungen. Dies erschwert es, Feststellungen darüber zu treffen, inwieweit Bildungssysteme effektiv oder angemessen Migrantenkinder erreichen und deren Lernbedürfnissen gerecht werden.

Neu zugewanderte Migrantenkinder bilden eine zunehmend benachteiligte Gruppe in europäischen Schulen

Der Umfang der Netto-Migration[15] nach Europa hat sich seit 1960 verdreifacht. Einige Länder haben eine lange Einwanderungsgeschichte, andere haben im letzten Jahrzehnt einen beispiellosen Anstieg von Zuwanderung erlebt. Zuwanderung ist ein globales Phänomen, das jedoch in Bezug auf die Größenordnung der Wanderungsbewegungen und auf die Herkunftsländer von Migrantenkindern in den einzelnen Ländern stark variiert. Dem Unterrichten von Schülern mit Migrationshintergrund kommt in immer mehr europäischen Ländern ein steigender Stellenwert zu. Im Schuljahr 2009/2010 waren zum Beispiel 17,6% der Schüler in österreichischen Schulen mit einer anderen Sprache als Deutsch gemeldet,; In Flandern hat sich die Anzahl der in Grundschulen gemeldetn NAMS innerhalb der letzten Schuljahre (von 2006/2007 bis 2009/2010) verdoppelt; in Griechenland ist der Prozentsatz „anderssprachiger" Schüler in der Vorschule, der Grundschule und weiterführenden Schulen von 7,3% im Schuljahr 2006/2007 auf 12% im Schuljahr 2010/2011 gestiegen[16]. Entscheidungsträger von Maßnahmen, Kommunen und Schulen sehen sich mit dringenden Fragen zur besseren Berücksichtigung der Bedürfnisse von Kindern mit Migrationshintergrund in Bildungspolitik und -praxis konfrontiert. Darüber hinaus sind die Herkunftsbedingungen sowie die Bedürfnisse von Kindern mit Migrationshintergrund sehr divers und erfordern flexible und integrative Ansätze.

Neu zugewanderte Schüler mit Migrationshintergrund (des Weiteren NAMS genannt) bilden eine neue Zielgruppe, die in EU-Maßnahmen wie auch in denen vieler europäischer Länder bisher noch nicht explizit bestimmt und definiert wurde. NAMS sind in einigen größeren Studien (PISA, Thomas und Collier's) vertreten, werden jedoch nicht immer von den bereits im Land geborenen Einwanderern der zweiten Generation differenziert. Oftmals werden sie undifferenziert in der breiten Kategorie „Schüler mit Migrationshintergrund" zusammengefasst. Obwohl NAMS einige Merkmale mit Migranten der zweiten Generation teilen und teilweise mit den gleichen schulischen Herausforderungen konfrontiert sind, sind ihre Ausgangsbedingungen in vielerlei Hinsicht schwieriger.

Abgesehen von einigen Ausnahmen erzielen NAMS im Durchschnitt auf allen Stufen ihres Bildungsweges schwächere Leistungen. Sie haben häufig nur einen begrenzten Zugang zu hochwertiger Bildung, die Wahrscheinlichkeit, dass sie an vorschulischen Bildungsangeboten teilnehmen ist geringer, sie brechen häufiger vor Abschluss der Sekundarstufe die Schulbildung ab, erzielen im Schnitt schlechtere Noten und besuchen hauptsächlich Schulen mit einer sozial benachteiligten Schülerschaft. Im Jahr 2010 brachen 25,9% der im Ausland geborenen Schüler ihre Schulbildung und Ausbildung ab, im Vergleich zu 13% der Einheimischen.[17] PISA Umfragen bestätigen zudem die geringere Leistung von Migranten der ersten Generation im Vergleich zu einheimischen Schülern (der durchschnittliche Unterschied in den OECD-Staaten lag

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[15] Der Autor bezieht sich hier auf die aktuellen EU-27-Länder. Eurostat Statistisches Buch „Migranten in Europa. Ein Statistisches Portrait der ersten und zweiten Generation", 2011. Verfügbar unter: http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-31-10-539/EN/KS-31-10-539-EN.PDF [Abgerufen am 19. Juli 2012].

[16] Policy mapping reports produced under the current study.

[17] Eurostat (LFS), 2009.

bei 50 Punkten im Jahr 2009).[18]. Dies erfordert ein neues politisches Handeln der Regierungen und eine Anpassung der Bildungssysteme.

NAMS stehen in Bezug auf Bildung vor größeren Herausforderungen als ihre einheimischen Altersgenossen

Die erste Herausforderung, mit der NAMS und ihre Eltern konfrontiert sind, ist der Zugang zu qualitativ hochwertiger Bildung, die die Chancen auf zukünftigen Erfolg im Leben erhöhen könnte. Während der Zugang zu Bildung in europäischen Ländern generell unabhängig vom Migrationsstatus ist, stellt Segregation die größte Schwierigkeit für NAMS bei der Schulwahl dar.. In vielen europäischen Ländern sind Schüler mit Migrationshintergrund in qualitativ schlechteren Schulen, in denen weniger Mittel zur Verfügung stehen als in denen, die von einheimischen Schülern besucht werden, konzentriert. In vielen Fällen ist diese Bildungssegregation durch die Struktur des Bildungssystems selbst zu begründen, beispielsweise durch Elemente wie einer frühen Leistungserfassung und -einordnung oder der Wohnsitzerfordernis als Bedingung für die Einschulung

Ist der Zugang zu hochwertiger Bildung für Kinder mit Migrationshintergrund gewährleistet, so ist es von Bedeutung, dass die Schüler in der Schule verbleiben und ihre Ausbildung abschließen. Frühe Schulabgänger kommen oftmals aus niedrigeren sozio-ökonomischen Schichten, aus benachteiligten gesellschaftlichen Gruppen oder Risikogruppen. Einwanderer neigen dazu in diesen gesellschaftlichen Kategorien gegenüber der einheimischen Bevölkerung überrepresentiert zu sein. Im Jahr 2010 lag die Rate an frühen Schulabbrechern unter Migranten bei 25,9%, gegenüber 13% bei Einheimischen.

In der Schule erzielen NAMS meist schlechtere Leistungen als ihre einheimischen Altersgenossen. Diese Leistungsunterschiede sind besonders ausgeprägt bei Schülern mit Migrationshintergrund, die zu Hause eine andere Sprache als die Unterrichtssprache sprechen, und für solche, die in benachteiligten sozio-ökonomischen Verhältnissen leben[19]. Nichtsdestoweniger bleibt in vielen Ländern der Leistungsunterschied zwischen zugewanderten und einheimischen Schülern auch nach der statistischen Bereinigung um Faktoren des sprachlichen und sozio-ökonomischen Hintergrunds bestehen.

Politische Entscheidungsträger, die die Integration von Kindern mit Migrationshintergrund in die allgemeinen Bildungssysteme erleichtern wollen, sollten die Heterogenität der zugewanderten Bevölkerung selbst berücksichtigen. Verschiedene ethnische Gruppen erzielen innerhalb des gleichen Bildungssystems unterschiedliche Erfolge. Allerdings ist die ethnische Herkunft nicht der einzige und oft auch nicht der hauptsächliche Erfklärungsfaktor für die unterdurchschnittlichen schulischen Leistungen von Migrantenkindern. Der sozio-ökonomische Hintergrund, der Zeitpunkt der Ankunft im Land und die Kenntnisse der Sprache des Aufnahmelandes können den Zugang zu qualitativ hochwertiger Schulbildung, die schulischen Leistungen und das Erreichen von mindestens Sekundarstufe II beeinflussen.

Bildungsrelevante Unterstützungsmodelle - gegenwärtige Antworten von Maßnahmenträgern in Europa

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[18] PISA Results 2009.
[19] Ebd..

Die Studie identifizierte vier Typen von bildungsrelevanten, die Integration von NAMS in nationale Bildungssysteme erleichternde Fördermaßnahmen: sprachliche Unterstützung, schulische Unterstützung, Einbindung und Kooperation sowie interkulturelle Bildung. Die Kombination dieser Maßnahmen mit den allgemeinen Rahmenbedingungen des Bildungssystems stellt die Grundlage für verschiedene bildungsrelevante Unterstützungsmodelle dar. Als Haupteinflussfaktoren für die Integration von NAMS haben sich herausgestellt: das Alter bei der ersten Einstufung von Bildungsleistungen, der Grad der Zentralisierung des Bildungssystems und die freie Schulwahl bzw. die Zuweisung nach Wohnsitz. Die Analyse der Bildungssysteme und der bildungsrelevanten Fördermaßnahmen für NAMS hat zur Formulierung von fünf Arten von Bildungs- und Fördersystemen geführt:

- *Umfassendes Fördermodell* (Beispiele: Dänemark, Schweden)

In umfassenden Fördermodellen sind alle vier Arten der Förderung gut ausgeprägt und die Bildungssysteme sind gleichzeitig auf andere Weise inklusiv. Länder die dieses Modell anwenden leisten kontinuierliche Förderung zur Entwicklung von Sprachkenntnissen, Unterstützung von Lehrkräften und zur Hilfe bei dem Übertritt in höhere Bildungseinrichtungen. Dezentralisierte Bildung und hohe Schulautonomie gehen einher mit einem starken Fokus auf Unterstützungsangebote für Eltern und Gemeinden. Interkulturelles Lernen wird in die Bildung mit einbezogen. Die Länder legen einen hohen Stellenwert auf ein positives schulisches Umfeld durch geschulte Lehrkräfte und verschiedene interkulturelle Initiativen.

- *Nicht-systematisches Fördermodell* (Beispiele: Italien, Zypern, Griechenland)

Das Modell zeichnet sich durch die Zufälligkeit der geleisteten Unterstützung aus. Länder die zu dieser Gruppe gehören, haben entweder keine klar formulierten Maßnahmen auf nationaler Ebene, um die Integration von neu zugewanderten Migrantenkindern zu unterstützen, oder solche Maßnahmen sind vorhanden, sind aber nicht mit wirkungsvollen Mitteln ausgestattet und umgesetzt. Die Unterstützung auf regionaler, lokaler und/ oder schulischer Ebene ist stark fragmentiert, da Lehrer, Eltern und Gemeinden weitgehend sich selbst überlassen sind.

- *Ausgleichs-Fördermodell* (Beispiele: Belgien, Österreich)

Das Modell umfasst alle vier Bereiche von Fördermaßnahmen. Die Schwäche liegt jedoch in der eher schwachen Ausprägung des Bereichs schulischer Unterstützung. Diese Schwäche wird durch frühe Leistungsdifferenzierungs- und – einordnungssysteme weiterhin verstärkt. Die Länder bieten durchgängig Unterricht in der Sprache des Aufnahmelandes als Zweitsprache und in der Muttersprache der größten Gruppen von Migranten (z.B. Österreich in Regelschulen). Eltern von NAMS werden durch die Bereitstellung von Hilfspersonen und Dolmetscherdiensten ermutigt, mit den Schulen zu kooperieren. Die Unterstützung hat im Wesentlichen ausgleichenden Charakter und verfolgt das Ziel, die „Unterschiede" zwischen Zuwanderern und einheimischen Schülern anzugleichen, anstatt den anfänglichen Nachteil zu beheben.

- *Integrationsmodell* (Beispiel: Irland)

Sprachliche Förderung steht nicht im Mittelpunkt dieses Modells, da diese hier nach einigen Einführungsjahren endet und dann während der gesamten Schullaufbahn kein Unterricht der Muttersprache oder des Englischen als Zweitsprache mehr angeboten wird. Die Aufnahmesysteme für NAMS, die Gestaltung der Beurteilung der bisherigen schulischen Vorleistungen und die Förderprogramme für leistungsschwache Schüler

sind gut entwickelt. Besondere Stärken dieses Modells sind die gut ausgeprägte Einbindung und Zusammenarbeit sowie die interkulturelle Bildungspolitik. Die Kooperation zwischen den Schulen, den Eltern und den Kommunen erfolgt systematisch, während interkulturelles Lernen gut in die Lehrpläne integriert ist und im täglichen Schulleben gefördert wird.

- Zentrales Eintrittsförderungsmodell (Beispiele: Frankreich, Luxemburg).

Der Schwerpunkt des Modells liegt auf der zentralisierten Aufnahme von Migrantenkindern in das Schulsystem und der Bereitstellung schulischer Förderung als treibende Kraft der Bildungsintegration. In beiden Ländern werden die Beurteilung der schulischen Vorleistungen und die, Aufnahmeorganisation für die NAMS in einem zentralisierten Anmeldeverfahren vorgenommen. Gezielte Förderprogramme für leistungsschwache Schüler sind gut entwickelt. Ähnlich gut ausgestaltet sind die sprachliche Unterstützung und die Einbindung der Eltern/Gemeinden mit Migrationshintergrund.

Zentrale Faktoren der Integration

Die Studie zeigte, dass die Effektivität von zielgerichteten schulischen Unterstützungsmaßnahmen durch weniger inklusive Bildungsbedingungen untermauert wird. Das beste Ergebnis kann erreicht werden, wenn der Eingliederung der NAMS ein *integrativer Ansatz* zugrunde liegt: Eine Kombination von regulativen und organisatorischen Reformen, die darauf abzielen, die Bildungssysteme integrativer zu gestalten in Verbindung mit gut finanzierten Maßnahmen, die es den NAMS ermöglichen, Bildungsnachteile zu überwinden.

Es ist unerlässlich, *Schulsegregation zu vermeiden,* da diese die erfolgreiche Integration von NAMS in der Schul- und Hochschulbildung erschwert. Es gibt Hinweise darauf, dass die *Zuordnung nach Wohngebiet* die Segregation verringert und die Schulbildung integrativer gestaltet. Wenn eine Sprengelzuordnung nicht möglich ist, sollten andere Maßnahmen gewährleisten, dass die NAMS eine Chance haben, gemeinsam mit ihren einheimischen Altersgenossen zu lernen. Dies kann durch die Bereitstellung von Beratung und Informationen für eingewanderte Eltern bei der Schulauswahl, durch die Verbesserung der Qualität des Angebots in „Migrationsschulen" oder durch die gleichmäßige Verteilung der Schüler mit Migrationshintergrund auf die Schulen in einer Region erreicht werden. Letzteres ist vor allem dann hilfreich, wenn dadurch Effekte von bereits vorhandener Wohnsegregation von Migranten abgeschwächt werden können.

Chancengleichheit ist maßgebend für die Integration der NAMS in das formale Bildungssystem. Anfängliche Sprachbarrieren und teils auch fehlende schulische Vorbildung tragen dazu bei, dass die NAMS in der Schule weniger erfolgreich sind als ihre einheimischen Altersgenossen. In Systemen, in denen Schüler schon früh nach ihren Fähigkeiten in Leistungsgruppen eingeteilt werden, besteht die Tendenz, dass sich Leistungsunterschiede zwischen Migranten und einheimischen Schülern verstärken und den NAMS der Zugang zu qualitativ höherwertigen Bildungswegen erschwert wird. Erlaubt das Bildungssystem eine spätere Leistungsdifferenzierung nicht, dann Regelungen getroffen werden, die Möglichkeiten zum Aufholen oder Wechseln des Bildungswegs bei einer Leistungsverbesserung vorsehen.

Schulen sollten einen angemessenen *Grad an Autonomie* haben, so dass sie sich den lokalen Bedürfnissen besser anpassen und auf diese besser reagieren können. Dezentralisierung gilt dabei als ein wichtiger Motor für die Anpassungsfähigkeit eines

Bildungssystems. Die Analyse legt nahe, dass Schulen mit einem höheren Grad an Autonomie, gekoppelt mit klaren Bestimmungen und Rahmenbedingungen für ein Leistungsmanagement auf nationaler Ebene, leichter und effizienter auf die Bedürfnisse der NAMS und anderer benachteiligter Gruppen eingehen können. Zentralisierte Systeme könnten schrittweise angepasst werden, um den Fokus von Verteilung der Mittel auf die Leistung der Schulen zu verlagern und den Schulen größere Flexibilität einzuräumen, um sich an den lokalen Bedürfnissen und Begebenheiten zu orientieren.

Leistungsmanagement setzt die Fähigkeit voraus, die Integration und die Leistungen der NAMS in Bildungssystemen zu messen. Die Studie hat gezeigt, dass in den meisten der untersuchten Länder mit Ausnahme weniger Beispiele guter Praxis noch immer grundlegende Daten fehlen. Deshalb ist es wichtig, den Zugang, die Teilnahme und die Leistungen der NAMS im Regelschulwesen im Vergleich zu anderen Schülergruppen sowie die Leistungen der Schulen, die NAMS unterrichten, im Vergleich zu anderen Schulen zu verfolgen. Dies erfordert Investitionen in *Monitoring- und Evaluationssysteme* sowie Verbesserungen bei der Erstellung von *Bildungsstatistiken*.

Integrative Rahmenbedingungen können durch eine Reihe verschieden angelegter Unterstützungsmaßnahmen sinnvoll ergänzt werden; in bestimmten Fällen können die negativen Auswirkungen der Konstruktion des Bildungssystems durch gezielte integrative Unterstützung ausgeglichen werden. Es ist wichtig, sicherzustellen, dass sich die schulische Förderung an den individuellen Bedürfnissen eines jeden neu zugewanderten Schülers ausrichtet. Ein ideales Bildungssystem sollte eine *Kombination aller Arten von bildungsrelevanter Förderung* bieten: sprachliche und schulische Förderung, Einbeziehung der Eltern und der Gemeinschaft sowie interkulturelle Bildung. Die wesentlichen Elemente eines jeden Typs sind unten aufgelistet. Die Länder sollten Maßnahmen sorgfältig auf lokale Gegebenheiten anpassen..

Empfehlungen für eine Maßnahmenkombination zur Integration von NAMS in die Bildungssysteme

Sprachliche Förderung:

- Anfängliche sprachliche Unterstützung mit einem geeigneten System zur Beurteilung der sprachlichen Kompetenzen;
- Langfrisitige sprachliche Unterstützung innerhalb oder außerhalb des regulären Unterrichts;
- Weiterbildung für Lehrer zum Lehren der Sprache des Aufnahmelandes als Zweitsprache;
- Wertschätzung und Angebote muttersprachlichen Unterrichts.

Schulische Begleitung:

- Gewährleistung einer gut entwickelten Eingliederung der Schüler mit Migrationshintergrund und anfängliche Erhebung des Bildungshintergrunds der Migranten;
- Eingliederung der NAMS in geeignete Klassen entsprechend der Bewertung ihrer früheren Schulerfahrung, Fähigkeiten und Bedürfnisse;
- Monitoringsystem, welches eine angemessene Verfolgung und Diagnose erbrachter Leistungen und Potenziale des Schülers ermöglicht;
- Qualifizierung der Lehrkräfte zur Arbeit mit Schülern aus unterschiedlichen Kulturen;

- Reibungsloser Übergangsmechanismus zwischen der Eingliederungsphase und dem regulären Unterricht; zwischen verschiedenen Bildungswegen;
- Prävention von Schulabbruch und Bereitstellen von Reintegrationsprogrammen.

Einbeziehung der Eltern und der Gemeinschaft:

- Motivieren der Eltern durch Haustutoren und Partnerschaften, sich am Bildungsprozess der NAMS zu beteiligen;
- Förderung der Zusammenarbeit unter Schulen durch den Austausch von Erfahrungen guter Praxen bei der Integration von NAMS;
- Bereitstellen ausführlicher Informationen über Schulsysteme und Möglichkeiten für Kinder.

Interkulturelle Bildung:

- Sicherstellung eines positiven Umfelds in der Schule;
- Weiterbildung für Lehrer mit Schwerpunkt auf Vielfalt;
- Förderung der Kommunikation zwischen Einheimischen und Zuwanderern durch zweisprachige Koordinatoren und Berater.

Tables and figures

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Introduction

This report was produced for the assignment 'Study on educational support for newly arrived migrant children' (N° EAC/23/2010). The overall objectives of this research project are:

1) to provide policy-relevant analysis and advice on support for the education of newly arrived migrant children;
2) to provide examples of good practice in educational support for newly arrived migrant children, preferably ones that are evaluated and transferable.

The report presents the final results of the assignment and the methodology that was used to complete it. The report consists of six chapters.

The *first* chapter briefly introduces the research context for the analysis of educational support to newly arrived migrant children. In particular, it summarises the specificity of newly arrived migrants as a separate category in migration studies, factors that affect integration of newly arrived migrant students and a typology of support measures they (could) benefit from. This literature review serves as the basis for methodology chosen to answer the research questions. The full version of the literature review is provided in Annex 1. The research team has also conducted on overview of European policy and legal context within the field of migrant education which is presented in Annex 2.

The *second* chapter introduces the approach taken by the research team. It details the definitions, the analytical framework, the scope of analysis and the research design.

The *third* chapter provides a comparative analysis of the policy approaches adopted by European countries in provision of educational support for newly arrived migrant students (NAMS). It discusses the similarities and differences of European countries in terms of framework conditions and educational support policies the countries provide identified during policy mapping. The *policy mapping* took place in 15 EU/EEA countries facing high migration flows: Austria, Belgium, Cyprus, Czech Republic, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Norway, Sweden, and the United Kingdom. Policy mapping focused on review of national policy documents.

The *fourth* chapter offers a classification of educational support models that can be identified in Europe. The models are based on analysis of policy inputs and education support processes and rely on policy mapping as well as analysis of policy implementation through case studies which were carried out in 10 selected countries. Full case study reports that provide evidence for research findings are attached separately as Annex 3.

The *fifth* chapter of the report is devoted to analysis of effectiveness of identified education support models. It discusses the performance of educational support policy models in terms of their ability to influence and shape educational outcomes of migrant children.

The *sixth* is the concluding chapter, which presents the most important characteristics of educational support which would constitute an optimal mix to create an inclusive education system. The study is completed with a set of conclusions and

recommendations for the improvement of educational support policy towards migrant children in Europe.

Chapter 1: Research Context

1.1. Newly arrived migrants as a distinctive category in education studies

The existing research on migrant education and integration makes a distinction between first-generation and second-generation migrants and comparative research usually reveals a gap in integration indicators between the two generations.

The specificity of newly arrived or first-generation migrants, in comparison to the second generation, lies in **higher language barriers, culture shock, different educational experience** in their country of origin, etc. For example, some studies provide evidence that the age at the moment of migration determines differences in educational achievements of migrant pupils. Children who attended kindergarten and primary school in the host society have better opportunities to end up with higher education degrees[20].

On the other hand, there are also studies demonstrating that first-generation migrants do better at school. Petra Stanat and Gayle Christensen interpreted the PISA survey results of 2003 and found significant differences in academic achievements between immigrants who were born abroad and those who were born in the host country. According to the authors, first-generation immigrants performed much better because they were motivated learners and had favourable attitudes towards school, whereas second-generation immigrants were less positive[21].

Such discrepancies in data may signal the difficulties in evaluating the academic performance of first-generation migrants. The **language barrier** experienced by first-generation immigrants poses difficulties both for assessing their knowledge level and placing students into the right level of education. Consequently, it could also raise doubts about the reliability of survey results. The study 'Immigrant Student Investigation in PISA 2006: A Call for a More Nuanced Examination' looks at how PISA collects the data on newly arrived migrants and suggests that they may have insufficient knowledge of their host society's language to adequately understand and answer the questions of the test[22].

Another factor that seems to influence integration of migrant students in Europe is their **country of origin**. For example, Chinese and Indian pupils tend to outperform their white British peers in GCSE exams in the United Kingdom, whereas Somali students usually lag behind the average achievements of the majority of their peers – both native and foreign born. Research evidence shows a clear pattern of continuous underachievement of Somali children compared to native students and other ethnic

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[20] Gobbo, Francesca, Roberta Ricucci, and Francesca Galloni, "Strategies for supporting schools and teachers in order to foster social inclusion: Italy". *Inclusion and Education in European countries*. August 2009, p. 13. Available at: http://ec.europa.eu/education/more-information/doc/inclusion/italy_en.pdf [Accessed 1 July 2011].

[21] Schleicher, Andreas (ed.), *Where immigrant students succeed - A comparative review of performance and engagement in PISA 2003*. Paris: OECD, 2006, p. 111. Available at: http://www.oecd.org/dataoecd/2/38/36664934.pdf [Accessed 1 July 2011].

[22] Song, Steve, and Peter Robert, *Immigrant Student Investigation In Pisa 2006: A Call For A More Nuanced Examination.* Dublin: The Geary Institute, University College Dublin, 2009, p. 8. Available at: http://www.eera.de/fileadmin/user_upload/Publication_FULL_TEXTS/ECER2009_768_RobertSong.pdf_01.pdf [Accessed 1 July 2011].

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minority groups[23]. Harris posits that social invisibility of Somali people is one of the main reasons for this continuous underachievement of Somali pupils[24].

The legal status of these students in their host countries (asylum-seeker, temporary or permanent residence permit holder, national) is not important as long as they are able to access formal education in schools. It is assumed that they will be mainly residence permit holders and we specifically exclude from analysis the education provided within detention centres for asylum-seekers. However, many countries studied allow access to mainstream formal education for children even before their legal status is settled.

The category of 'newly arrived migrants' or the division between first- and second-generation migrants is not common in all EU countries. Some countries use terms such as 'foreign born', 'second language students', 'students with a migrant background', etc. and some of these categories may include both first- and second-generation migrants. Furthermore, the data collected for policy monitoring is not always disaggregated for the different generations of migrants. Identifying different groups is important for policy development. However, even the absence of a clear distinction in policy of one group from another does not necessarily mean non-existence of educational support for this group. General educational support frameworks in decentralised systems could well cater for the needs of individual students even without a specific policy framework at national level.

To conclude, migrant students are a diverse group with a large variation of educational needs and assets. Below we explore the factors that affect the (lack of) integration of the newly arrived or first generation migrant students (further referred to as NAMS) into formal education before reviewing the literature on education support policies.

1.2. Factors affecting the integration of NAMS into formal education

There are diverse factors that adversely influence the integration of newly arrived migrant students into formal education in their host countries. Many of these factors are not specific to education.

Support measures for newly arrived migrant students usually aim to improve the structural and/or school-level conditions, whereas most individual factors can only be influenced by integration policies indirectly. Research findings suggest that even though systemic and individual conditions strongly influence migrant education outcomes, many factors of disadvantage can be influenced by education policies'[25]. Within this study the focus of analysis is on structural influences – design characteristics of the education system and targeted and non-targeted educational support policies in the context of general government education policy. School-level factors have received some attention in our case studies.

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[23] Demie, Feyisa, Christabel Mclean and Kirstin Lewis (eds.), *The Achievement of African Heritage Pupils: Good Practice in Lambeth Schools*. London: Lambeth Research and Statistics Unit, June 2006, p. 8, 18. Available at: http://www.lambeth.gov.uk/NR/rdonlyres/F3C58C99-F375-4679-B333-4F85D6CAC516/0/TheAchievementofAfricanHeritagePupils.pdf [Accessed 1 July 2011].

[24] Harris, Hermione, *The Somali Community in the UK: What we know and how we know it*. London: The Information Centre about Asylum and Refugees in the UK (ICAR), International Policy Institute. Kings College, June 2004, p. 14-16. Available at: http://www.icar.org.uk/download.php?id=67 [Accessed 1 July 2011].

[25] Ibid., p. 6.

The integration challenges of newly arrived migrant children in the formal education systems tend to be related to any of the three main components of education: access, participation and performance. A brief discussion of each of these elements follows below.

Access

The first challenge that migrant students and their parents face is accessing education that could give better chances of succeeding later on. There are two aspects to access: **access to education in general** despite one's status in the host society as an exercise of the universal human right and **access to quality education** that could mean both enrolling into schools providing high-quality teaching and landing onto more promising educational tracks.

The two aspects may not always be easy to distinguish but it is clear that one is dealing with **access to education in general** when migrant children are turned down by schools due to their (il)legal status in the country. Implementation of this right is not as universal as principles expressed in UN, CoE and EU documents would require. For example, a Greek regulation entitles migrant children to the minimum compulsory schooling even if they cannot prove they are legal residents or provide sufficient documentation for enrolment. However, Soula Mitakidou and Georgios Tsiakalos argue that cases of school principals refusing to enrol children of illegal migrants – on the pretext that they cannot prove they live within school's catchment area – are notrare. In 2003, the Greek Ministry of Internal Affairs and Public Order even tried to make parents' documentation check an obligatory condition for migrant children's enrolment[26].

As for migrants' **access to quality education**, it depends on the characteristics of country's formal education system, namely the age of first **ability tracking** and the level of **school segregation**. Statistical evidence supports the claim that immigrant students fare worse in systems with early ability tracking and school segregation.

Ability tracking is the selection of students according to their abilities, which results in a concentration of brighter students in certain tracks. Although ability tracking is done for the benefit of the brighter students, it may further disadvantage immigrant children, e.g. when the language barrier comes in the way of identifying their abilities adequately. OECD survey data reveals that immigrant students are more likely to go to vocational schools and non-academic tracks of education programmes than their native peers in countries with early selection and vocational tracks[27].

Ability tracking can be closely related to school segregation as different schools may offer different tracks, some of which are more prestigious than others. However, school segregation can also result from other processes, namely:
1) **Residential segregation** – the geographic concentration of people with similar socio-economic background and especially urban ghettos of immigrants can make newly arrived migrant children overrepresented in some schools and underrepresented in others. In countries where schools have a fixed catchment area and immigrant communities cluster in certain neighbourhoods, school segregation is a likely outcome. However, research from the UK shows that

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[26] Mitakidou, Soula, Evangelia Tressou and Eugenia Daniilidou, "Cross-Cultural Education: A Challenge or a Problem?" *International Critical Childhood Policy Studies* (2009), 2(1). Available at: http://journals.sfu.ca/iccps/index.php/childhoods/article/viewFile/10/14

[27] OECD, "Closing the Gap for Immigrant Students: Policies, Practices and Performance". *OECD Reviews of Migrant Education,* 2010, p. 35.

children are more segregated in school than in their already highly segregated neighbourhoods[28].

2) **Native flight** – research shows that native parents are more likely than migrant parents to opt out of schools with a high concentration of migrants[29] and choose more 'prestigious' schools instead. School segregation can thus be higher in urban areas where parents have a wider choice of schools[30].

3) **Accumulation of migrant students in schools for children with special needs**. Some migrant groups are more likely to be diagnosed as having 'special needs' which results in them being placed into separate education institutions. This can partly be explained by factors such as language difficulties, culturally different behaviour, lack of early childhood support and negative stereotyping[31]. In Eastern and Central Europe, especially Czech Republic and Slovakia, such a 'targeted' group has been Roma children.[32] Although in most societies they are not migrants, their level of integration into society is comparable to that of second-generation migrants[33]. In Western Europe, pupils with a migrant background (e.g. black pupils in the UK) are more likely to end up in special educational facilities[34].

Participation

Once access to quality education is ensured for migrant children, it is important that students stay at school and complete their education rather than leaving school early. While over 70% of early school leavers in the EU complete lower secondary education, around 17% have completed only primary education. This latter group is especially large in Bulgaria (38%) and Portugal (40%). In 2009, only 48% of early school leavers in the EU were in employment, while 52% were either unemployed or outside the labour market[35].

Early school leavers are more likely to be from a lower socio-economic background, vulnerable social groups or groups at risk, and thus affects migrants relatively more often than native students.

As the Education and Training Work Programme 2020 progress report noted, the probability of a young migrant leaving school early was more than double that of a

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[28] Simon Burgess, Deborah Wilson and Ruth Lupton, "Parallel Lives? Ethnic Segregation in the Playground and the Neighbourhood". *CMPO working paper series No. 04/094*. Bristol: Centre for Market and Public Organisation, University of Bristol, p. 11. Available at:
http://www.bristol.ac.uk/cmpo/publications/papers/2004/wp94.pdf [Accessed 2 March 2012].

[29] Deborah Nusche, "What Works in Migrant Education? A Review of Evidence and Policy Options". *OECD Education Working Paper* No. 22, 2008, p. 11. Available at:
http://www.bmukk.gv.at/medienpool/18822/eduwhatworksmigrantpolicy.pdf

[30] See Burgess, Wilson and Lupton, p. 12-13.

[31] Simon Field, Malgorzata Kuczera and Beatriz Pont, *No More Failures: Ten Steps to Equity in Education*. Paris: OECD, 2007. Cited in Nusche, p. 13.

[32] European Roma rights centre, *stigmata: segregated schooling of Roma in central and Eastern Europe. 2 may 2004*, p. 30. Available at: http://www.errc.org/cms/upload/media/00/04/m00000004.pdf [accessed 19 february 2012]; Szalai, Julia (ed.), *contested issues of social inclusion through education in multiethnic communities across Europe. Edumigrom final study*. Budapest: Central European University, Centre for Policy Studies, 2011, p. 29. Available at:
http://www.edumigrom.eu/sites/default/files/field_attachment/page/node-5387/edumigrom-final-study.pdf [Accessed 19 February 2012].

[33] The EDUMIGROM study analysed the educational situation of second-generation migrant group in five Western European states as well as that of Roma communities in four Central European countries – Szalai, Julia, *Ethnic Differences in Education and Diverging Prospects for Urban Youth in an Enlarged Europe. EDUMIGROM Summary Findings.* Budapest: Central European University, Center for Policy Studies, 2011, p. 31. Available at: http://www.edumigrom.eu/sites/default/files/field_attachment/page/node-5387/edumigromsummary-findings7jun2011.pdf [Accessed 19 February 2012].

[34] See Tomlinson, p. 91 about the exclusion of African-Caribbean pupils in Britain; about migrant students in Germany – Sigrid Luchtenberg, "(New forms of) migration: challenges for education". In Luchtenberg (ed.), p. 51 (pp. 40-63).

[35] European Labour Force Survey, 2009.

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national – 26.3% versus 13.1% - in 2009 according to Eurostat data[36]. There are substantial differences between Member States: In Greece, Spain and Italy more than 40% of young migrants are early school leavers. A few countries such as Portugal, the UK and Norway show lower rates of early school leavers among migrants compared to natives. In several Member States early school leaving is especially high among disadvantaged minorities such as the Roma population[37].

There are many reasons why some young people give up education and training prematurely: learning difficulties, social problems, lack of motivation or support, etc. E.g. the study by Economic and Social Research Institute suggests the following most common reasons for young people leaving school early in Ireland:

- Ability grouping (allocating students to base classes according to their academic ability) has a significant effect on school drop-out. Students allocated to lower stream classes experience a climate of low expectations and negative student-teacher interaction, and are much more likely to leave school early.
- The school climate, that is, the quality of relations between teachers and students, emerges as a key factor in young people staying in education. Negative interaction with teachers is commonly reported by early school leavers, with many feeling they did not receive the help they needed or were not listened to.
- In some cases, school disciplinary procedures, such as suspension or expulsion, can trigger early school leaving.
- Poor interaction with peers, through being isolated or bullied, also contributes to early school leaving[38].

Participation in early childhood education and care institutions tends to facilitate the integration of immigrant students into education and prevents their early school leaving. In some countries, however, participation gaps between native and immigrant children are the largest specifically in early childhood education. Furthermore, first-generation migrants are less likely to participate than second-generation and native students, which is why many countries aim to increase the participation levels of children with immigrant backgrounds in early childhood education and care institutions[39].

Grade retention is another education system characteristic that influences students' participation in schooling. In some education systems, a grade retention system is almost seen as a tool to prevent early school leaving. A certain level of development is expected from the child for him/her to be ready to progress to a certain education level[40]. In France, Germany and the Netherlands, immigrants as well as native students commonly repeat a grade, while in other countries, this practice is very rare[41]. In countries where grade repetition is more widespread, immigrant students are significantly more likely to repeat a grade in either primary or lower secondary education than native students (e.g. 25% of immigrant students vs. 12% of native students in primary education in Switzerland)[42]. Despite its use as a 'prevention'

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[36] European Commission, "Progress towards the common European objectives in education and training: indicators and benchmarks 2010/2011", *Commission staff working document,* April 2011.

[37] European Commission: Communication [COM(2011)18] "Tackling early school leaving. A key contribution to the Europe 2020 Agenda", 31 January 2011

[38] *No Way Back? The Dynamics of Early School Leaving*, by Delma Byrne and Emer Smyth (ESRI), ESRI, the National Council for Curriculum and Assessment (NCCA), and the Department of Education and Science (DES), 2010.

[39] OECD, "Closing the Gap for Immigrant Students: Policies, Practices and Performance", p. 33.

[40] Olga Borodankova and Ana Sofia de Almeida Coutinho, *Grade Retention during Compulsory Education in Europe: Regulations and Statistics*. Brussels: Eurydice, 2011, p. 60. Available at: http://eacea.ec.europa.eu/education/eurydice/documents/thematic_reports/126EN.pdf [Accessed 1 July 2011].

[41] Ibid., p. 60.

[42] OECD, "Closing the Gap for Immigrant Students: Policies, Practices and Performance", p. 34.

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measure, grade retention might lead to low teachers' expectations and low self-esteem among the pupils, eventually leading to complete loss of motivation to continue education.

Performance

Once in school, migrant students still usually score worse than their peers. According to many studies and statistical data, although there are groups above the average, students with immigrant backgrounds are usually behind their native-born peers[43].
The performance gap is more common for immigrant students who speak a **different language at home** (other than the language of instruction) and for those in a **disadvantaged socio-economic situation**[44]. However, in many countries, the performance gap between immigrant and native students remains even after accounting for language and socio-economic background. This implies that the performance disadvantage of immigrant students cannot be attributed solely to the background characteristics of immigrant students[45].

As mentioned, **teacher expectations and stereotyping** can contribute to the difficulties encountered at school. For example, Maresa Sprietsma explored if teacher expectations in Germany were biased by the names of their pupils. The authors systematically changed the names of essays written by fourth year primary school students, and found that a small group of teachers graded the essays submitted by allegedly Turkish students significantly lower, and also issued fewer recommendations for a *Gymnasium* if a student had a Turkish name[46]. Thus systemic factors such as existing stereotypes and discrimination towards particular groups, including newly arrived migrant children, also play an important role in their performance in education.

School-level factors also come into play as all students are more likely to succeed if they can benefit from good teaching. Therefore, class size, educational staff and services available at school such as homework or counselling centres count in facilitating migrant students' educational success. In fact, teacher effectiveness is an increasingly studied factor[47].

School-level factors in migrant students' performance take the discussion back to where it started – with access to (quality) education. It shows that same factors are at play in each of the education aspects, although in different and interrelated ways and at different times. Structurally, the opportunities of migrant pupils are to a great extent shaped at the moment of entering host country education, even more so in systems with higher levels of segregation and stratification or where the universal right to schooling is not effectively implemented. Attending preschool, comprehensive schools without separate tracks and using the host country language at home increase their chances, whereas practicing grade retention diminishes them. Characteristics of particular students, their families, teachers and resources available to them also matter.

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[43] *PISA 2009 Results: Overcoming Social Background – Equity in Learning Opportunities and Outcomes (Volume II)*. Paris: OECD, 2010, p. 70. Available at:
http://browse.oecdbookshop.org/oecd/pdfs/browseit/9810081E.PDF [Accessed 1 July 2011].
[44] Ibid.
[45] OECD, "Closing the Gap for Immigrant Students: Policies, Practices and Performance", p. 37-38.
[46] Maresa Sprietsma, "Discrimination in Grading? Experimental Evidence from Primary School". *Discussion Paper No. 09-074*. Mannheim, Center for European Economic Research, 2009, p. 7. Available at:
http://ftp.zew.de/pub/zew-docs/dp/dp09074.pdf [Accessed 1 July 2011].
[47] See e.g. Eric A. Hanushek and Steven G Rivkin, "Generalisations about Using Value-Added Measures of Teacher Quality". Paper Presented at the annual meetings of the American Economic Association Atlanta, GA, January 3-5, 2010. Available at: http://www.usapr.org/paperpdfs/54.pdf [Accessed 19 February 2012].

1.3.   Educational support for newly arrived migrant children

Policies for the integration of immigrants are intended to help ensure equality and inclusion and prevent racial or ethnic discrimination. According to UNESCO guidelines, inclusion in education is a "process of addressing and responding to the diversity of needs of all learners through increasing participation in learning, cultures and communities, and reducing exclusion within and from education"[48]. The inclusion of NAMS into the education systems of host countries can be facilitated through a variety of support institutions, approaches and measures.

There are various ways to group the policy instruments and initiatives supporting the inclusion of immigrants in education. Categorisation according to their overall aims as regards the above-mentioned components of education is one of them: educational support measures can be aimed at increasing **access**, enhancing **participation** and improving **performance** of newly arrived migrant children in education. However, special measures can also have mixed aims. Alternatively, they may not be aimed specifically at improving certain indicator values for migrant children but are rather supposed to help children feel at ease at school (mainstreaming the intercultural education principle and embracing diversity could be examples of such practices).

Another important aspect is the range of actual services that are being offered for the benefit of migrant students. For instance, the Eurydice 2004 report concerned two aspects of inclusion of migrant students: initiatives for improving communication between schools and the families of immigrant pupils and teaching the heritage language of immigrant children[49].

Educational support measures can thus be analysed and compared according to their thematic contents. We chose to divide them into **four thematic pillars** that are the most relevant to the inclusion of newly arrived migrant students specifically. These four pillars are described below and presented along with examples in Table 1. It should be noted that the measures cited in the table can be used to promote diversity at schools in general and not just specifically to facilitate the integration of newly arrived migrant students.

1) **Linguistic support.** Tracy Burns, who participated in the First Meeting of the Group of National Experts on the Education of Migrants in January 2008, argues that the proxy for integration for the adult migrant population is economic stability, whereas for the child migrant population such proxy is language proficiency[50]. It is therefore crucial for children to be capable of following lessons in the language of instruction used at school. Insufficient proficiency in the language of instruction is frequently cited as the primary reason for poor academic performance. Furthermore, it is also one of the reasons to place students with a poorer knowledge of the host language either in a lower form or in a special needs school altogether. This is why language proficiency assessment and systemic linguistic support before starting, or in parallel to, compulsory education is so important.

2) **Academic support**. Often academic support to migrant children is combined with linguistic support especially during the induction period. Induction programmes, assessment of the appropriate level of schooling and bilingual assistance, as well

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[48] UNESCO, *Guidelines for Inclusion: Ensuring Access to Education for All*. Paris, 2005, p. 13. Available at: http://unesdoc.unesco.org/images/0014/001402/140224e.pdf [Accessed 4 July 2011].

[49] De Coster, Isabelle, *Integrating Immigrant Children into the Schools in Europe*. Brussels: Eurydice, 2004. Available at: http://eacea.ec.europa.eu/eurydice/ressources/eurydice/pdf/045EN/001_preface_045EN.pdf [Accessed 1 July 2011].

[50] Burns, Tracey, "Education and Migration Background research synthesis". Paris: OECD, 21 January 2008, p. 4. Available at: http://www.oecd.org/dataoecd/37/53/40636545.pdf [Accessed 4 July 2011].

as special academic help for migrant students also help. Due to the existing language barrier, different curricula at their previous school and other reasons, migrant students may need academic support offered by/within the school (e.g. teacher assistants, second language teachers and individual teaching) or in the form of personal help after school (e.g. tutoring and/or mentoring). Even though in the induction period academic support is often provided as an element of linguistic support, it is worth identifying it as a separate category in order not to miss the importance of initiatives other than language oriented (e.g. reading and writing programmes, summer schools, academic counselling, etc.). Moreover, in a number of countries a separate measure is provided to combat early school leaving in the form of prevention mechanisms and re-integration programmes which can be classified as academic support and benefit not only migrant students.

3) **Parental involvement**. Involving migrant communities is an important way to provide support for children with a migrant background. Effective communication with parents through information about the education system in their heritage language and active involvement of parents in Parent Teacher Associations (PTAs), as well as offering them host language courses are measures that can motivate immigrant students to learn and stay in school.

4) **Intercultural education and friendly learning environment**. A study on the achievements of Bangladeshi heritage pupils in the United Kingdom concluded that "schools' knowledge of Bangladeshi culture and religion, reflected in modifications of the curriculum and in other ways, is much appreciated by pupils and parents and helps them to feel involved in the life of the school"[51]. Furthermore, the study shows that "Bangladeshi teachers and other bilingual staff provide good support for pupils and help to make valuable links with families and the wider community"[52]. The social and psychological situation of migrants is influenced by the existence of negative stereotypes, discriminatory attitudes and practices which need to be systematically addressed. Teachers' training for diversity, learning about other cultures within school curricula, flexibility regarding dress code and holiday time are just a few examples of friendly intercultural learning environment (see Table 1).

Table 1: General diversity of policy measures at school according to their thematic focus

Thematic areas	Policy measures
Linguistic support	Assessment of the host language knowledge level
	Intensive teaching of the language of instruction (integrated and separate models)
	Transitional classes
	Language training after school
	Early (pre-school) language learning
	Training teachers to teach the host language as a second language
	Mother tongue instruction
Academic	Determining the adequate level of schooling

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[51] Office for Standards in Education, "Achievement of Bangladeshi heritage pupils". London, May 2004, p. 7. Available at:
http://publications.education.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=HMI%20513& [Accessed 4 July 2011].

[52] Ibid.

Thematic areas	Policy measures
support	Reception measures Induction programmes Bilingual education Addressing the learning needs in specific areas of the curriculum Targeted support in the form of quotas, scholarships and grants to migrants and schools Bridging schools Mentors, tutors, bilingual teaching assistants Help with homework; after-school facilities (e.g. day centres) Re-integration programmes for early school leavers
Parental involvement	Sensitively understanding the idea of 'involvement' Publications on the school system in the mother tongue of immigrants Providing adequate information through various communication channels Use of interpreters Staff responsible for the reception and orientation of immigrant pupils Assisting immigrant families to make an informed decision on school choice
Intercultural education and friendly learning environment	Teacher training for diversity Training of staff to support immigrant pupils – language teachers, tutors, teachers of the host country's language as a foreign language Employing teachers from migrant background Integrating cultural diversity in the curriculum Teaching the heritage language Elaboration of didactic instruments and materials to improve intercultural education Mentors from immigrant backgrounds Arrangements to celebrate non-Christian holidays Culturally sensitive dress codes

Source: PPMI (based on literature review).

The table above shows that some measures may fall into several thematic areas according to the elements they contain. For instance, academic support may be intertwined with linguistic support if teaching assistants are hired who help immigrant students to follow the instruction in the host country's language by explaining the tasks in students' mother tongue. Therefore, the entire body of policies is important rather than singled out support measures.

Chapter 2: Methodology

2.1. Framework for analysis

2.1.1. Definitions

For the purpose of this study, **newly arrived migrant children** enrolled in formal education or **newly arrived migrant students (NAMS)** and first-generation migrants are used interchangeably and are defined as *persons up to 18 years of age, born outside their current country of residence to parents also born outside this host country[53] and who have arrived in the EU/EEA host country during or before the age of compulsory education and enter formal education in their host country.*

Educational support was defined as *combination of targeted and non-targeted policies from which newly arrived migrant students (NAMS) at ISCED education levels 0-3 benefit with the aim of improving their **access** to quality formal education, enhancing their **performance** in education (learning outcomes) and/or increasing their **participation** in formal education (i.e. preventing early school leaving).* In each case, achievement rates of NAMS were compared with those of the native students (wherever such comparison was possible).

Four supplementary points are important in clarifying this general definition of educational support in the context of this study:

1) **Formal education** – measures of educational support included into our analysis are only those related to formal education in the host country of the immigrant students. In particular, ISCED education levels 0-3 are included in the analysis. In other words, it covers pre-primary, primary, lower and upper secondary education – from the start of organised instruction to the end of secondary education.

2) Only **public policy measures** fall within the scope of analysis, while initiatives such as those implemented by the immigrant communities without the support of the host country's national/ regional/ municipality government are excluded. However, initiatives of individual schools that are not part of a wider public policy were included into case studies.

3) **Thematic educational support** – the focus of the study is on policy instruments that either explicitly target NAMS or indirectly benefit them. The category of newly arrived migrant children is not a widespread one in many European countries; therefore, it is difficult to find policy measures targeting them specifically. Moreover a range of countries developed a comprehensive set of policy instruments targeting the more general group of migrant children that nevertheless may provide full coverage of NAMS' needs as well. **Thematic educational support** implies various policy instruments that address any of four thematic areas discussed above: linguistic support, academic support, parental involvement and intercultural education. Meanwhile, the overall design of the formal education system was considered in combination with educational support measures, by studying the designated **framework conditions**.

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[53] See the definition of 'first-generation immigrant pupils' used in OECD questionnaires: "Pupils who were born outside the country of assessment and whose parents were also born in a different country." For instance, *OECD Thematic Review on Migrant Education: Country Background Report for Norway*, March 2009, p. 5. Available at: http://www.oecd.org/dataoecd/8/44/42485380.pdf

4) **Educational support models –** analysis of thematic educational support models and framework conditions across European Member States allowed for the identification of several educational support models prevailing in Europe. A **model** encompasses countries with similar design or focus of educational support to migrant children and combines support policies according to thematic areas and some characteristics of overall design of the education system.

2.1.2. Framework for analysis

Having delineated our research objective, we present our hypothesis and research questions to be answered in the framework of this assignment. This section thus discusses our hypothetical model on the effectiveness of educational support models for NAMS and our specific research questions.

In the initial stage of the assignment, the research team presumed that certain designs of targeted educational support measures, namely those envisaging comprehensive, intensive and well-funded services were more effective than others. It was presumed that the existence of those measures influenced the integration of NAMS most significantly.

On the other hand, the role of overall arrangements of the education system was underestimated - they were seen to have secondary importance. Further it was revealed that the overall design of the education system in the country influenced the process of NAMS' integration to a greater extent than separate targeted policy measures. Moreover, the analysis showed that almost half of the countries researched did not identify NAMS as a specific target group of their education policies. This circumstance, however, does not reduce the importance of the educational support that these countries offer to NAMS compared to the states which have policy measures explicitly targeted towards NAMS. Therefore, the educational support measures specifically targeting NAMS are just part of the equation and should be analysed within the broader educational context where they are provided.

The hypothetical model (see Figure 1) takes into account the significant role of education system design in the country as well as the role of thematic educational support (either explicitly or loosely targeted) for the integration of NAMS. The combination of these two describes a particular educational support model. Performance characteristics (indicators of NAMS access, participation and performance in schooling in comparison to native pupils) would then reveal the effectiveness of the distinct combination of education framework conditions of school education and support measures. The education system and the targeted support measures are in turn influenced by the dominant social discourses on (im)migration, diversity and inclusion, as well as other aspects of social and economic reality (country's background).

Figure 1: Hypothetical model
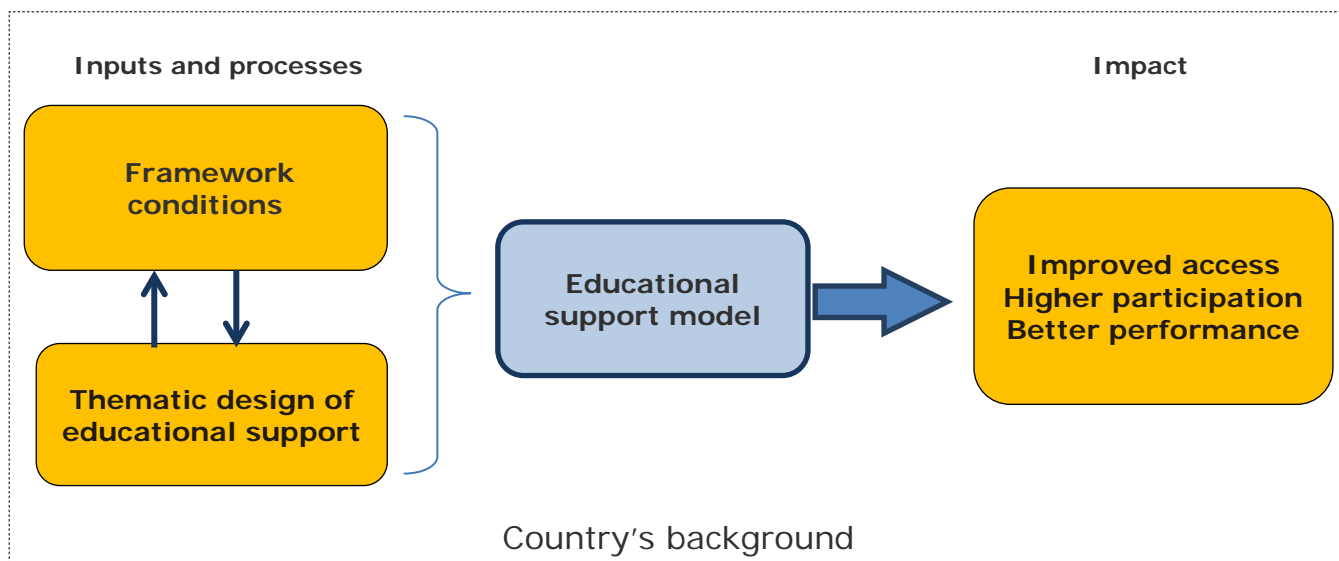
Source: PPMI.

2.1.3. Research questions

The overall research process was divided into two parts. The descriptive part presents the current picture in selected countries in terms of NAMS' access to, participation in and performance at school, whereas the evaluative part aims to explain their results and assess the effectiveness of educational support they enjoy.

Descriptive questions were the following:
- *What are the social, cultural and economic characteristics of the category of NAMS in the selected countries?*
- *What data is available for studying the access, participation and performance of NAMS?*
- *How are formal education systems adapted to integrating students with diverse cultural backgrounds? What barriers remain?*
- *What are the targeted support measures that address enhancement of access, performance and participation of NAMS into education system? What is their role?*
- *What are the general characteristics of education systems in European countries? What is their role in shaping NAMS' integration into educational process?*

The second part of the research is evaluative. It is mainly implemented through case studies and comparative analysis. Evaluation attempts to explain why certain policies are working and others are not, and which educational support models are more effective in enhancing NAMS' access, performance and participation. The questions for this part of the research are presented below:
- *Do NAMS have the same opportunities to access quality education as their native peers?*
- *Do NAMS participate (enrol and complete) to the same extent as their native peers in the education process in the country?*
- *Do NAMS achieve the same results as their native peers in the education process in the country?*
- *What initiatives/models proved successful in facilitating NAMS' access to (quality) education?*
- *What initiatives/models proved successful in facilitating NAMS' participation in formal education?*

- *What initiatives/models proved successful in facilitating NAMS' performance in formal education?*

The answers to these questions are presented further in the report.

2.2. Scope of the study

2.2.1. Country sample

The overall scope of the current research is limited within the borders of EU/EEA. More specifically, the study focuses on countries where the recent migration flows have been largest. **15 EU/EEA countries** were selected as satisfying this condition (see Table 2). In most of these countries, immigrants made up around 10% or more of their entire population, according to 2010 estimates.

In order to be able to identify the dominant educational support models, policy mapping covered all of those countries. However, the sample was reduced for the in-depth analysis that studied 10 European states representing the clusters identified as a result of policy mapping. Table 2 compares the initial sample with the reduced sample selected for case study analysis according to the criteria discussed in the section 2.3.

Table 2: Sample of countries for the two stages of research

Countries included in policy mapping (15)	Countries included in case study analysis (10)
Austria	Austria
Belgium	Belgium
Cyprus	Cyprus
Czech Republic	
Denmark	Denmark
France	France
Germany	
Greece	Greece
Ireland	Ireland
Italy	Italy
Luxembourg	Luxembourg
Norway	
Sweden	Sweden
Netherlands	
United Kingdom	

Source: PPMI.

The research team identified eight country clusters that possess similar characteristics of support policies (countries were classified according to the existence of certain thematic support areas in education policies which were introduced earlier). The logic for selection of countries for the case studies was to ensure coverage of all clusters in the in-depth analysis. The added value of this approach was the extended geographic coverage in comparison to major previous research: the OECD Thematic Review on Migrant Education, 2008-2010 and EDUMIGROM, 2008-2011 (see Table 3). The research focus of these studies was also somewhat different from our study: the OECD Review of Migrant Education covered both first- and second-generation migrants, whereas the EDUMIGROM project focused mainly on ethnic diversity in education and education of minority groups.

Table 3: Comparison of OECD, EDUMIGROM and PPMI samples for case study research

OECD sample	EDUMIGROM sample	PPMI sample
Austria, Denmark, Ireland, the Netherlands, Norway, Sweden	Czech Republic, Denmark, Hungary, France, Germany, Romania, Slovakia, Sweden, United Kingdom	Austria, Denmark, France, Sweden, **Greece**, Ireland, **Luxembourg, Belgium, Italy, Cyprus**

Source: PPMI.

Note: Countries that had not been covered in OECD and EDUMIGROM studies are marked in bold in the 'PPMI sample' column.

2.2.2. Time frame

Finally, the time factor also carries some importance in defining the scope of the study. The research team chose solutions suitable for each phase of research.

In an attempt to make the policy mapping representative of the 'current' political realities of the countries analysed, the research team decided to consider the policies and support measures in place at the moment of research as well as those important initiatives that had functioned within the period of the past five years. National experts did not specifically analyse past incremental changes implemented in continuing programmes, but only major policy overhauls that happened before the mapping exercise was conducted.

For the case study phase, when the unit of analysis was individual schools in different countries, a time frame was important for statistical data collection. The national experts were thus supposed to provide data on the 2010/2011 school year.

2.3. Research design

The aim of this study is to identify educational support models in Europe and assess how different policies facilitate NAMS' integration into formal education. To reach this aim, the research process was executed in four main phases (see Figure 2).

Figure 2: Research phases
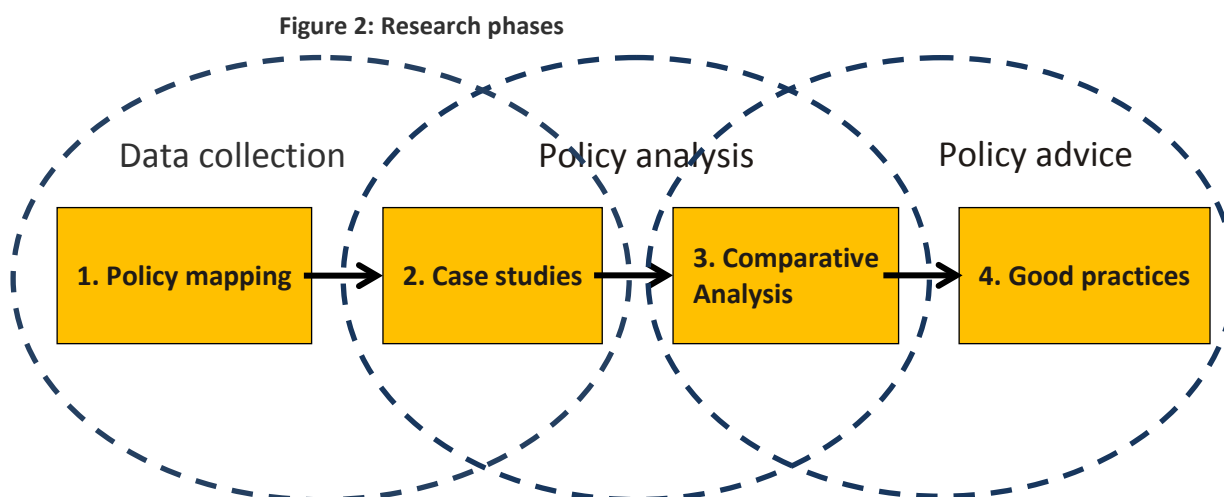
Below we briefly discuss these phases one-by-one.

2.3.1. Policy mapping

Policy mapping had the following **objectives**:
- To describe the educational support policy instruments for NAMS in the 15 selected European countries;
- To provide the basis for the comparative analysis of such policy instruments;

The main criterion for the selection of countries for policy mapping was the scale of recent migration inflows. 14 EU/EEA countries with the largest inflows were selected, except for the Czech Republic, which was included for the purpose of widening the geographical coverage of the study. Czech Republic had the largest inflows of migrants in the Central and Eastern European region, though still lagging considerably in this regard from other selected countries. In most countries, immigrants made up over 10% of their entire population in 2010.

The policy mapping was conducted by the national experts from the selected countries based on mapping guidelines. Mapping reports relied on **desk research** of existing literature, datasets from previous surveys on the subject and some interviews in countries where documentary evidence was more limited. It resulted in identification of eight country clusters with similar characteristics of national educational support policy:

1. Countries with four developed thematic areas of educational support;
2. Countries with linguistic and academic support;
3. Countries with academic support and cooperation aspect;
4. Countries with linguistic support, outreach and intercultural education;
5. Countries with academic support, cooperation and intercultural education;
6. Countries with academic support and intercultural education;
7. Countries with cooperation and intercultural education aspects;
8. Countries with non-systematic educational support (i.e. no elaborate policy could be identified).

The classification was based on policy arrangements according to the four thematic areas of support presented earlier. Division of countries into clusters with similar characteristics allowed the choice of countries for case study analysis (see the Table 2).

2.3.2. Case studies

The **objective** of this stage was to provide a deeper insight into educational support policy for NAMS in selected countries. Case studies took into account all policy levels (national, municipal and local) and looked not only into national policy framework, but also into specific policy inputs, processes and outcomes of the educational support. However, this did not imply an exhaustive general discussion of policies applied at all these levels, but rather an evaluation of them in an experimental manner. The primary **unit of analysis was a typical school for NAMS** set in a broader local, regional and national educational support policy context.

The case study analysis had a descriptive and an evaluative component. The **descriptive** part explored the arrangements of the schooling process to accommodate the needs of NAMS (across the four thematic areas) at a particular school – the inputs and process. The description of *inputs and process of support* aimed to answer the following questions:
- *Coverage: do all groups of NAMS in need of educational support receive it?*

- *Relevance:* does the support offered address their needs adequately?
- *Comprehensiveness:* are there any gaps in the design of the measure/ arrangement?
- *Implementation:* are there any declarative national, regional or local policies that are not actually implemented at the school level?
- *Availability of resources:* are the levels of funding, personnel or other resources sufficient to deliver the intended support?

This description was followed by an assessment of *outcomes and effectiveness of support*. The analysis of the results of support (based on quantitative and qualitative data) attempted to relate the effectiveness of the measures to the overall levels of NAMS' access to, participation and performance in formal education compared to native students. The result of case study analysis was identification of five main educational support models. For a detailed description of the models see chapter 3. The research team also used the findings of these case studies in the analysis of effectiveness of the identified models.

The selection of countries for case studies relied on the balanced coverage of (see the list of countries in Table 2):
- All thematic areas of educational support;
- Different policy contexts;
- Different socio-economic conditions.

Having identified specific countries for in-depth analysis, the research team sought to identify representative schools for NAMS in a typical regional and local policy setting. The schools were chosen according to the following selection criteria (see the sample summarised in the Table 4):

- **Representativeness of the school** in terms of being a typical school serving the needs of NAMS in the country/region and reflecting the design of the national educational support system. This was ensured through interviews and consultations with representatives of national and regional education authorities.
- **Correspondence school programmes to ISCED level 2-3**[54]. Based on the literature review, students arriving after the start of compulsory education face more challenges in the process of integration. They receive similar educational support as migrant children at ISCED 1 level, but have less time for adaptation and host language acquisition. Hence, their performance and participation indicators constitute a major part of the effectiveness of educational support arrangements in the country. Therefore ISCED 2-3 level programmes were particularly interesting.
- **Significant share of NAMS** within the total students' population in the school.
- **Diversity of schools in terms of location, type and NAMS profile** were also taken into account.

The research team aimed to select schools that would have a good balance of NAMS and native students to allow for a sound comparison between different groups. However this was not always possible due to characteristics of the national education support model or its application at the regional or national level. Thus in selected schools with a relatively small share of NAMS or no native students represented, the comparison was strengthened by analysing the data from other schools in the region,

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[54] See more information on the International standard classification of education (ISCED): Eurostat, "Glossary. Statistics Explained", 2010.
http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Glossary:ISCED [Accessed 5June 2011].

regional (national) level statistics or by establishing a comparison between NAMS and second generation students with migrant background.

The case studies are not narrowed to one school analysis. National and regional levels are taken into account with school studied as a target of those policies. The selected cases provide empirical evidence on how the actual support at school level corresponds to (or differs from) educational support design identified at the national level. For that purpose, the research team analysed how the national goals and policy measures were implemented in practice. The focus of the case studies is not the description of particular schools, but the analysis of implementation of national, regional and local educational policy measures through a school prism. Such a focus allowed for the use of school level evidence for the qualitative assessment of the effectiveness of educational support systems for NAMS.

Table 4: Map of cases selected for in-depth analysis

Country	Representativeness of educational support clusters	Level of centralisation of education system	Location	School				
				School type	ISCED level	Type of education provided	Share of NAMS (migrants)	NAMS/migrant profile
AT	Group with linguistic support, outreach and intercultural education	partly centralised	Vienna district with the biggest concentration of migrant population (46.6%), less affluent neighbourhood	Cooperative middle school (*Kooperative Mittelschule*)	2 ISCED level	Mix of academic and vocational education	11% of students had extra-matricular status (out of 253 pupils); 208 students have German as a second language	Former Yugoslavian, Turkish, Chechen, Albanian, Bulgarian, Polish
BE	Group with cooperation and intercultural education	decentralised	Central Antwerp, regular mixed city area	Flemish community school (*Gemeenschaponderwijs*)	2-3 ISCED level,	at the secondary level the school offers general, technical and vocational education	80 NAMS out of 530 (15% of NAMS) in the OKAN track	Migrants are coming from Portuguese spoken Latin American countries, from Iraq, Afghanistan and Senegal
CY	Group with academic support and cooperation aspect	centralised	Eastern region of Nicosia, deprived and undeveloped city region with cheap accommodation, close to UN Buffer zone	Secondary school (*Gymnasio*)	2 ISCED level	Academic track	97 NAMS out of 424 (23% of NAMS)	Most of migrants are coming from Greece, Iraq, Georgia, Syria, Bulgaria, Romania, Russia, Ukraine, and Turkey.
DK	Group with comprehensive support	decentralised	Outskirts of Aarhus city. The average income level per household is among the lowest in Aarhus.	Comprehensive school (*Folkeskole*)	0-2 ISCED level	Academic track, inception to vocational track	64 bilingual students (17%) in welcoming and reception classes out of 376 pupils.	Ethnic groups such as Somalis, Afghans, Lebanese, Poles, German, and Icelandic are present to a larger extent.
FR	Group with academic support and cooperation aspect	centralised	One of the central regions of Paris, regular mixed city area, not overpopulated by migrants	College (*collège*) and lyceum (*lycée*)	2 ISCED level + 3 ISCED level	Academic track	56 NAMS (5%) are enrolled in lower secondary level out of 1138 students.	Most of the students are coming from China, Sub-Saharan Africa, Caribbean Islands, East Europe, Middle East and South America.
GR	Group with linguistic and academic support	centralised	Helliniko is a regular city area of Athens (not disadvantaged or populated solely by migrants)	Junior cross-cultural school	2 ISCED level	Academic track	147 pupils (all of them are of migrant origin)	Most represented nationalities are Moldavians, Ukrainians, Bulgarians, Albans, Afghans and Egyptians.

IE	**Group with academic support, outreach and intercultural education**	decentralised	Dublin South West; DEIS (designated disadvantaged) – area for predominantly working class families	Co-educational community school	ISCED 2-3	Academic and vocational track, at ISCED 3 LCE and LCA	50 migrant children (10%) out of 517 students	Migrants are coming mostly from Eastern Europe (Russia, Ukraine, Lithuania, and Poland) and African countries (Nigeria, Congo).
IT	**Group with non-systematic support**	centralised	Central Rome, one of the first districts to encounter massive migrant settlement	Comprehensive school (*Instituto comprensivo*)	ISCED 0-2, Centre of adult education	Academic track	15% of students who do not speak Italian (NAMS) out of 250 (at ISCED 2)	There are more than 25 nationalities present at school; the most numerous are Chinese, Bangladesh and Philippines population.
SE	**Group with comprehensive support**	decentralised	Socially deprived neighbourhood in the outskirts of Stockholm	Secondary public school (*Grundskola*)	2 ISCED level (13-15 years old students)	Academic track	30 NAMS are in inception classes. 82 NAMS are in regular classes. Overall, 217 out of 218 students are children with migrant background.	65 languages are represented (Arabic, Somali and Turkish migrants are the majority).
LU	**Group with academic support and intercultural education**	partly centralised	Luxembourg centre, regular city area.	Secondary technical school (*Lycée Technique*)	ISCED 2a (a very small number of students), 2b and 2c programmes, as well as 3b and 3c.	Academic and vocational tracks	189 NAMS (38% of all NAMS in the country, and 7% of entire school population). 27% of the school students are Luxembourgish.	79 nationalities are represented. The biggest group is Portuguese speaking (Brazil, Portugal and Cape Verde), European (France, Italy, and Germany), and former Yugoslavians.

Source: PPMI.

2.3.3. Comparative analysis

The comparative analysis was built on policy mapping and case studies. The *synthesis* of case studies and policy mapping reports helped to finalise definition of education support model in Europe and to discuss factors that facilitate or impede integration of newly arrived migrant children into education systems. This included targeted and non-targeted education support measures, general characteristics of education systems and contextual factors. The research team used qualitative comparative analysis methods and techniques to correlate effectiveness of educational support models with their key characteristics.

Case comparison was a challenging process due to several reasons:
- **The diversity of migrant profiles in the countries**. Some countries (e.g. Luxembourg) tend to receive better-off and highly qualified migrants; whereas others (e.g. Sweden) are relatively more open to socially disadvantaged asylum seekers, which in turn reflect on their performance and participation in education.
- **The diversity of education traditions and policies**. The research team made an attempt to provide a structured classification of countries according to educational support they provide. However, one should not forget about the diversity of regional and local practices, which make the provided classification only a tentative one.
- **The lack of policy monitoring data**. Insufficient monitoring of education support policies is a common problem in European countries researched. Migrant students who are receiving additional support are not usually tracked after they enter mainstream education, which makes it difficult to assess the effectiveness of the support provided.

The research team attempted to use international statistics for cross-country comparison, which in turn, was backed by national and local level data (if available) to ensure that grassroots peculiarities were taken into account.

The main sources for comparable education indicators across European states were European Labour Force Survey (LFS) and Programme for International Student Assessment (PISA) 2009. However, the research team was aware of possible limitations of these data sources in terms of low sample sizes, periodicity of data collection, potential under-sampling of recent migrants, harmonised weighing procedures, low response rates and missing data for some countries and tried to complement international statistics with country level data.

2.3.4. Good practices

The aim of this stage was to finalise the findings established during the study, to provide evidence on what educational support models are the most effective, identify good practices across Europe and to draft practical recommendations for decision makers on how to improve the integration of NAMS into the European education systems through targeted educational support measures and make the general educational policies more sensitive towards cultural and linguistic diversity. The recommendations relied on the conclusions of previous chapters, the insights of the research team and the expert panel discussion.

Chapter 3: Educational support for newly arrived migrant students in Europe: Comparative Analysis

This chapter presents the comparative analysis of arrangements facilitating NAMS' integration into formal mainstream school education across 15 European countries. The chapter is divided into two sections.

The first section explores which countries identify and target NAMS specifically in their education policies. The second section analyses the conditions that the analysed countries create for NAMS at schools in general: in terms of overall design of the education system and general support that NAMS can benefit from, as well as targeted measures reserved for students with a migrant background or NAMS specifically. The framework conditions for educational support considered in the analysis include early ability tracking, catchment area requirement to be enrolled into school and the level of decentralisation of the education system. The third section discusses inputs and process of educational support according to thematic areas of support in 15 European countries[55].

One of the main findings of this section is that **NAMS-targeted educational support does not appear to be a sufficient or sometimes even a necessary condition for a NAMS-inclusive education system**. Many countries do not even differentiate NAMS as a separate targeted category when designing education policies and nevertheless provide comprehensive support. The overall design and traditions of the education system matter significantly in creating an inclusive environment, which is discussed below.

3.1. Targeting of NAMS in education policy

Countries adopt different ways of addressing NAMS as beneficiaries of their education policies. The sample of 15 states can be divided into countries that identify NAMS as a specific target group in their education policy and those that do not. The (non-)recognition of NAMS is usually embedded in the overall design of countries' education policies and thus the framing of (alternative) beneficiary groups merits some consideration. Approximately half of the 15 countries analysed target NAMS specifically when designing educational support measures (see Table 5 below).

Table 5: (Non-) identification of NAMS as a specific target group in the sample

Approach to addressing NAMS	Out of the sample of 15
Identification of NAMS as a specific target group	BE, DE, FR, IE, LU, SE, UK
Non-identification of NAMS as a specific target group	AT, CY, CZ, DK, GR, IT, NL, NO

Source: PPMI based on policy mapping reports.

Countries identifying NAMS as a separate target group often do so in their **language support** initiatives. For example, Irish schools can request additional teachers for NAMS to facilitate English language learning, whereas French teachers can obtain a special qualification to teach French as a second language to newly arrived students. Alternatively (or in addition), this identification can be related to **specific reception arrangements** aimed at introducing new arrivals to the education system of the

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[55] The list of countries researched is Austria, Belgium (Flanders), Cyprus, Czech Republic, Denmark, France, Germany, Greece, Ireland, Italy, Luxembourg, Norway, Netherlands, Sweden, UK.

country and their placement into schools: this is the task assigned to the CASNA[56] reception desk in Luxembourg.

The second group of countries does not differentiate first-generation migrants from the broader category of migrants. In most cases, this means that, for the purpose of educational provision, the newly arrived migrant children are addressed as anybody **whose mother tongue is different from the host language**. Those in need of additional support to learn the host language in order to participate in mainstream education – be they new arrivals or 'traditional' linguistic minorities – are then eligible for language support classes. This whole group is called 'linguistic minority' students in Norway and 'bilingual' students in Denmark. Greece targets these children as 'foreign and repatriated' pupils. In Austria such children can receive a special status of 'extra-matricular students' for up to two years.

Some countries differentiate the migrant pupil population according to nationality, rather than according to the level of knowledge of the language of instruction: Italy identifies foreign students as 'non-Italians', while Czech Republic generally refers to them as 'children of foreigners' and even differentiates between EU nationals and non-EU nationals in terms of provision of educational support. Interestingly, the Netherlands have moved away from distinguishing different specific ethnic, cultural or immigrant groups for education purposes and have adopted a broader approach targeting the 'low achievers' or 'disadvantaged groups' (that also include many children of migrants). In some countries, migration is simply a new phenomenon and therefore, there was no policy need to differentiate between first- and second-generation immigrants (e.g. Czech Republic).

3.2. Education system design characteristics

Based on the literature review the research team identified the following framework conditions which may have a tangible influence on the situation of young migrant children in host countries: early ability tracking, decentralisation of the education system and catchment area requirement/school choice.

Age of first ability tracking

The existence of early ability tracking is one of the major defining features of the education system in general. It is important in the analysis of integration of NAMS because early testing and grouping of students according to their academic abilities contributes to inequality of educational opportunities for disadvantaged children[57]. It is especially unfair to non-native students that access the host education system at a time when they are older than the starting age for compulsory schooling in the country (e.g. after some initial schooling in the country of origin).
The earlier the tracking starts, the greater the inequalities between students of different tracks it produces[58]. The non-academic orientation and lower quality of instruction in the lower tracks of education reduce future education and employment opportunities. Since students from a migrant background are usually overrepresented in those lower (vocational) tracks, early tracking may have a negative impact on their participation[59], performance and access to higher education. Meanwhile, postponed

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[56] Cellule d'accueil scolaire pour élèves nouveaux arrivants – Reception desk for newly arrived pupils.
[57] OECD, "Closing the Gap for Immigrant Students: Policies, Practices and Performance". OECD Reviews of Migrant Education, 2010, p. 35.
[58] Includ-ED, "Actions for success in schools in Europe", 6th Framework Programme for Research – Citizens and Governance in a Knowledge-based Society, October 2009, p.21.
[59] It has been shown in various contexts that early school leaving rates are higher in vocational tracks. In Germany, 60% of the early school leavers in 2007 were from the lowest tier of the tripartite German

tracking helps to reduce the inequalities among schools and among students, and promote lifelong inclusion[60].

This has been subsequently corroborated by data from international assessments. PISA 2009[61], for example, provides evidence that higher inequalities between schools tend to occur in countries where students are grouped into separate schools by ability (tracking). Therefore, tracking increases the inequalities between students from different socio-economic backgrounds. OECD data[62] also suggests that in countries with fewer differences between schools, a higher proportion of socially disadvantaged students enter higher education.

Table 6: Main milestones of compulsory education across the sample of 15 countries

Country	Full-time compulsory education		Age of the first selection in the education process
	Starting age	Ending age	
Austria	6	15	10
Belgium	6	15	12
Cyprus	4 years and 8 months	15	15
Czech Republic	6	15	15
Denmark	6	16	16
France	6	16	15
Germany	6	15	10
Greece	5	15	15
Ireland	6	16	15
Italy	6	16	14
Luxembourg	4	15	12
Norway	6	16	16
Netherlands	5	18	12
Sweden	7	16	16
UK	5	16	16

Source: PPMI (based on Eurydice country reports).

The above table lists the ages of first ability tracking as it is practiced across 15 selected countries. Five education systems examined – Austria, Belgium, Germany, Luxembourg and the Netherlands – conduct **early ability tracking**, which often results in the unequal treatment of migrants. For example, in Germany migrant children are three times more likely than their native peers to go to a lower secondary school (*Hauptschule*) due to ability tracking that happens at the age of 10. Six countries from the sample practice **mid-tracking** (between the age of 13 and 16[63]). In most such cases, first tracking happens at the age of 15 (Cyprus, Czech Republic,

schooling system (Hauptschule). Hoffmann, Sarah, "Schulabbrecher in Deutschland - eine bildungsstatistische Analyse mit aggregierten und Individualdaten". Friedrich-Alexander-Universität Erlangen-Nürnberg Diskussionspapiere, November 2010, p. 20. Available at: http://econstor.eu/bitstream/10419/43127/1/640322255.pdf [Accessed 8 July 2011].

[60] INCLUDE-ED (2009), "Actions for Success in Schools in Europe", October 2009, p. 22-23, 26. Available at: http://www.ub.edu/includ-ed/docs/INCLUDED_actions%20for%20success.pdf [Accessed 05-06-2011].

[61] PISA 2009 Results: Overcoming Social Background – Equity in Learning Opportunities and Outcomes (Volume II). Paris: OECD, 2010, p. 70. Available at: http://browse.oecdbookshop.org/oecd/pdfs/browseit/9810081E.PDF

[62] Organization for Economic Co-operation and Development, Education at Glance 2008: OECD Indicators, OECD. Available at: http://www.oecd.org/document/9/0,3343,en_2649_39263238_41266761_1_1_1_1,00.html (accessed September, 22, 2008).

[63] INCLUDE-ED (2009), "Actions for Success in Schools in Europe", October 2009, p. 22-23, 26. Available at: http://www.ub.edu/includ-ed/docs/INCLUDED_actions%20for%20success.pdf [Accessed 05-06-2011].

France, Greece and Ireland), although in Italy students are being tracked at the age of 14. Four of the examined countries are cases of **late tracking** (at the age of 16): Denmark, Norway, Sweden and the UK.

Catchment area requirement/school choice

Research findings show that **choice-oriented secondary education** is more likely to produce unequal results, namely, segregation in schools by social class, race and ethnicity, disability and special needs[64]. A comparison between school choice and students' educational paths in the French case shows that school choice – opting out from attending the geographically prescribed state school in the catchment area system[65] – was beneficial for students from economically and culturally privileged families. Meanwhile, students from working class backgrounds were further disadvantaged as school choice contributed to growing inequalities and achievement gaps[66]. In choice-oriented systems, most desirable schools also compete for the brightest students[67]. Meanwhile, immigrant parents often lack the 'inside' knowledge to navigate around the system for their children's benefit. Due to language barriers, resource constraints, lower levels of education and/or lack of knowledge of the host country's school system, and thus they may fail to enrol their children into the most appropriate schools[68].

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[64] Donald Hirsch, School: a matter of choice. Paris; Washington D.C.: Organisation for Economic Co-operation and Development, 1994, cited in Tomlinson, p. 91.

[65] French state schools have a defined catchment area that they draw their pupils from.

[66] Choukri Ben Ayed, «À qui profite le choix de l'école? Changements d'établissement et destins scolaires des élèves de millieux populaires» Revue française de pédagogie, No. 175, avril-mai-juin 2011, p. 34-58.

[67] Sally Tomlinson, "The education of migrants and minorities in Britain". In Luchtenberg, p. 88 (pp. 86-102).

[68] Deborah Nusche, "What Works in Migrant Education? A Review of Evidence and Policy Options". OECD Education Working Paper No. 22, 2008, p. 11. Available at: http://www.bmukk.gv.at/medienpool/18822/eduwhatworksmigrantpolicy.pdf [Accessed 1 July 2011].

Table 7: Existence of catchment area requirement in the samples researched

Country	Existence of catchment area requirement/school choice	Comments
Austria	Yes	In ISCED 1-3 admission is primarily according to residence in the school catchment area but exceptions are possible.
Belgium	No	The Constitution guarantees parents' the freedom to choose a school. Education for NAMS is not available in all schools. In secondary schools, education for NAMS can only be organised subject to the enrolment of at least 25 NAMS.
Cyprus	Yes	Primary and secondary school is under catchment area requirement (however, parents can apply to a different district school following the permission of the Ministry of Education).
Czech Republic	Both	Parents can still choose a different school and the school can take children from other districts if they have places left.
Denmark	Both	Parents can freely select a school for their children. However, the school is obliged to give priority in admission to the students residing within the school's catchment area.
France	Yes	Normally, students are assigned to the school in their area of residence (parents may still request a waiver so that their children attend school in their choice). But most of these schools have no facilities for NAMS specifically. Thus, registration is usually done where special arrangements for NAMS is provided, with trained teaching staff that can provide support tailored to NAMS' needs.
Germany	Yes	Children have to be enrolled in a particular school within a fixed territorial unit surrounding their place of residence.
Greece	Yes	Enrolment in public education is based solely on the pupil's place of residence.
Ireland	No	Migrant parents can enrol their child in a school of their choice as long as there is a place for them.
Italy	Both	The catchment area applies only if the school is oversubscribed. Parents may also indicate two additional preferences in the application: in general terms, these preferences are usually fulfilled.
Luxembourg	Yes	At ISCED 0-1 children are enrolled into schools of their place of residence. At ISCED 2 CASNA (Reception desk for newly arrived pupils) directs a student to a particular secondary school.
Norway	Both	Children are automatically inscribed in their local school, and parents wishing to find another school for their child must apply to the local authorities.
Netherlands	No	The choice of primary and secondary school is a free one, in that it is not dependent on catchment areas or school districts.
Sweden	No	Parents can choose any public school for their children; however, usually children attend schools close to their home.
UK	Both	Catchment areas do exist in England but children do not necessarily have to live in a school's catchment area to apply for a place.

Source: PPMI (based on policy mapping reports).

The above table shows that there are three categories of countries. Some apply strict catchment area requirements, such as Greece or Austria. Some allow certain flexibility in enrolment – normally there is a catchment area requirement, but the law also allows for freedom of school choice (e.g., Denmark and Czech Republic). The remaining countries have no residential requirements (e.g., Belgium and the Netherlands).

Level of centralisation of education system

Decentralisation of education systems tends to imply two processes: 1) devolution of service delivery and administration responsibilities from national to local or regional governments and 2) delegation of service delivery decisions and functions to the actual service providers - schools[69]. Therefore, school financial and decision-making discretion is part of educational decentralisation[70]. The level of centralisation of the education system also has an impact on how the support for migrant students is organised.

In centralised education systems, **special support measures** must be sanctioned by the legal acts mostly drafted or issued by the Ministry of Education. In Luxembourg and France, special agencies – national CASNA[71] and regional CASNAV[72] respectively – cater to special needs of newly arrived children: through advising pupils' parents and organising registration at schools (Luxembourg) or through training of teachers who work in diverse classrooms (France).

Schools in decentralised education systems tend to have more freedom to introduce support practices once they spot the demand, which may, however, eventually mean that the support available differs considerably across the country. Public authorities then may try to moderate this variation by facilitating the exchange of good practice and preparing guidelines for schools. Examples of decentralised systems include Ireland and the UK, where the nature of support offered to new arrivals is decided on a local level and schools can request additional funding to implement this support[73].

(De-)centralisation may affect not only the offer of educational support, but also other aspects of organising formal education such as **hiring and dismissing teachers** or the scope of **autonomy regarding the content of instruction**. In de-centralised education systems, schools are more likely to recruit teachers they see as the most suitable for the job. In addition, the national curriculum is more flexible. In these cases, central governments just issue educational guidelines, which should be followed when developing curricula. As an extreme case, Belgium (Flanders) does not even have a fixed national curriculum or national examinations. However, such flexibility can lead to non-systematic provision of educational support across regions and difficulties in implementation of national policy guidelines, as happens in Italy. In Italy, even though the education system is centralised in terms of curricula and hiring of teachers, schools are given high levels of autonomy in organising a schooling process and adopting teaching methods.

On the other hand, in countries where organisation of education is centralised, a unified system of teacher recruitment is likely to exist centrally and the national curriculum is rather strict. For instance, in Greece and France, teachers pass a

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[69] USAID Education Quality Review, September 2005, Vol. 3, No. 4, p. 1. Available at: http://pdf.usaid.gov/pdf_docs/pnadf052.pdf [Accessed 08-07-2011].

[70] Rado, Peter, "Governing Decentralised Education Systems: Systemic change in South-Eastern Europe". Local Government and Public Service Reform Initiative, Open Society Foundations-Budapest, 2010, p. 44. Available at: http://lgi.osi.hu/publications/2010/418/Rado_Decentralizing_Education_final_WEB.pdf [Accessed 08-07-2011].

[71] Cellule d'accueil scolaire pour élèves nouveaux arrivants – Reception desk for newly arrived pupils.

[72] Centres académiques pour la scolarisation des nouveaux arrivants et des enfants du voyage – Academic centres for the schooling of new arrivals and Traveller children.

[73] In Ireland, schools with certain numbers of newly arrived migrant pupils can request additional language resource teachers. Until 2011, local authorities in the UK could bid for the Ethnic Minority Achievement Grant, 85% of which then was used by schools to hire English as a second language teachers or assistants, bilingual teaching assistants, mother tongue assessments, induction mentors or to fund supplementary schools.

competition on a national scale and are assigned to schools by the state. In Cyprus, all teaching staff is selected by the Educational Service Commission.

Taking the scope of school autonomy regarding these aspects into account, three groups of countries can be distinguished within our sample of 15:

- Centralised – France, Italy, Greece, Cyprus;
- Partly centralised – Austria, Luxembourg;
- Decentralised – Belgium, the Czech Republic, Denmark, Ireland, the Netherlands, Norway, Sweden, and UK[74].

The allocation of countries into categories is based on the research of the Eurydice network and supported by two of our own school autonomy indicators:

- Adjustment to diversity (curricula and textbooks);
- Recruitment of teachers.

In addition to the (de-)centralisation of education policy, the overall organisation of the political system also matters. The central government may or may not have wide powers to exercise authority in education. In federal or devolved systems, greater variation is possible across the sub-national units or regions because education policy is entrusted to these units/regions. In Germany where education jurisdiction lies primarily with the 16 *Länder*, the Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder* is the body aiming to ensure the degree of common national ground in education necessary to enable pupil and teacher mobility across Germany[75].

Unitary states where the central government is fully in charge of education allow less such variation. Important education policy decisions, as well as those directly affecting newly arrived migrant students, are taken by the country's Ministry of Education. There are more unitary states in Europe as well as in the world, and therefore, it is not surprising that most countries in our sample are also unitary rather than federal or those that have undergone significant devolution:

- Federal/ devolved – Austria, Belgium, Germany, UK.
- Unitary – Czech Republic, Cyprus, France, Greece, Ireland, Italy, Luxembourg, the Netherlands, Sweden, Denmark, Norway.

The Figure 3 below illustrates the visual distribution of countries according to the identified framework conditions.

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[74] The allocation of countries into categories is based on policy mapping reports and the research of the Eurydice network: Eurydice, "National Education Systems and Policies". European Commission, 2011. http://eacea.ec.europa.eu/education/eurydice/eurybase_en.php#description [Accessed 8 July 2011].

[75] Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany, "Functions". Berlin, 2011. Available at: http://www.kmk.org/information-in-english/standing-conference-of-the-ministers-of-education-and-cultural-affairs-of-the-laender-in-the-federal-republic-of-germany/organization-and-proceedings.html [Accessed 02-06-2011].

Figure 3: Distribution of European countries researched according to the framework conditions
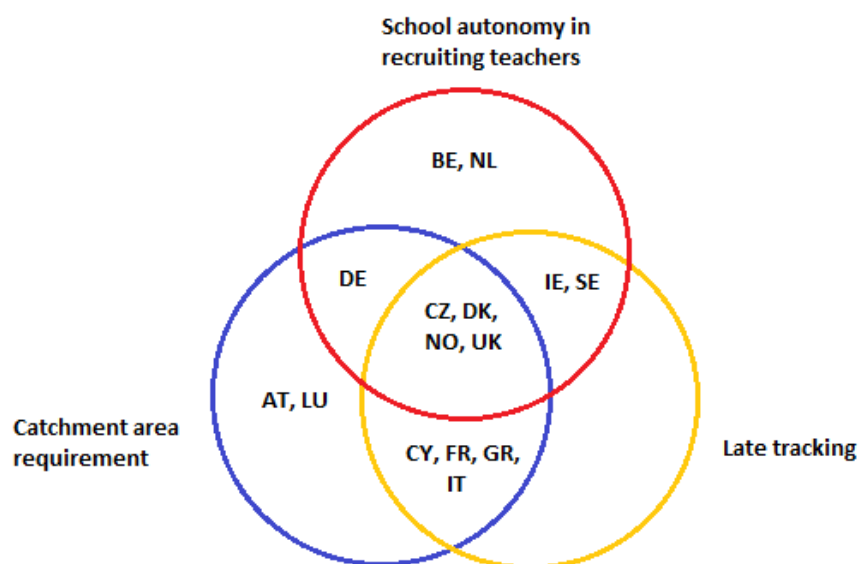
Source: PPMI (based on policy mapping reports).

Several of countries groups can be identified:

1. Late tracking countries with catchment area requirement and a certain degree of school autonomy (Czech Republic, Denmark, Norway and UK)
2. Late tracking countries with high degree of school autonomy and free school choice (Sweden and Ireland)
3. Late tracking countries with catchment area requirement and centralised education system (Cyprus, France, Greece and Italy)
4. Early tracking countries with catchment area requirement and centralised system (Austria and Luxembourg)
5. Early tracking countries with catchment area requirement and a certain degree of school autonomy (Germany)
6. Early tracking countries with free school choice and school autonomy (Belgium and the Netherlands).

Interestingly, the existence of certain framework conditions tends to shape the development of certain thematic support policies. For instance, school autonomy leads to stronger linguistic support policies and more comprehensive intercultural education, which can be easily explained by the ability of schools to adjust to local needs and thus, to meet them better. Late tracking in combination with school autonomy explain stronger focus on academic support[76].

Framework conditions are important in shaping the environment of an education system; they create the background where particular support measures and policies function. The next sub-section provides an insight into educational support measures found in the 15 European countries chosen for analysis.

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[76] The findings are based on qualitative comparative analysis performed by the research team.

3.3. Targeted and non-targeted educational support policies

A review of educational support policy measures targeted specifically at newly arrived migrant students across the 15 European countries returned mixed results. Although countries vary significantly in terms of existence of targeted measures, a more in-depth analysis of support available to broader categories of students (e.g. students with migrant background in general) and the analysis of country situation showed that the existence of targeted measures did not necessarily mean better education support or better outcomes for the migrant population in these countries. It is the nature and overall availability of educational support that seem to be among the most important determinants of inclusive education systems.

The Tables 8 and 9 below demonstrate a wide range of education provision arrangements facilitating migrant students' integration across Europe. The policies are grouped according to four thematic areas: linguistic support, academic support, outreach and cooperation and intercultural education that are the most relevant to the inclusion of NAMS. However, although some may target NAMS specifically, most can be used by all students with a migrant background or can be aimed at promoting diversity at schools in general.

Table 8: Coverage of various aspects within the thematic areas of educational support across 15 European countries[77]

Type	No.	Category	Sub-category	AT	BE	CZ	CY	DE	DK	FR	GR	IE	IT	LU	NL	NO	SE	UK
FC	FC1		Catchment area requirement	1	0	B	1	1	B	1	1	0	B	1	0	B	0	B
FC	FC2		School autonomy in recruitment of teachers	0	1	1	0	1[78]	1	0	0	1	0	0	1	1	1	1
FC	FC3		Ability tracking between ISCED 1 and ISCED 2	1	1	0	0	1	0	0	0	0	0	1	1	0	0	0
T1	T1.1	Linguistic support	Linguistic support when accessing mainstream education	1	0	0[79]	1	0	1	1	0	1	0[80]	0	0	0	0	1
	T1.2		Teaching the host language as a second language within mainstream education (established curricula or learning materials)	1	1	0	1	1	1	0	1	0[81]	1	0	0	1	1	0
	T1.3		Teaching the mother tongue of migrants within mainstream education	1	0	0	0	1[82]	0	0	1	0	0	1[83]	0	0	1	0
	T1.4		Training of teachers to teach the host language as a second language (requirement of teachers to be certified)	0[84]	1	0	0[85]	1	1	1	1	1[86]	0	1	1	1	1	1
			Overall score	3/4	2/4	0/4	2/4	3/4	3/4	2/4	3/4[87]	2/4	1/4	2/4	1/4	2/4	3/4	2/4

[77] '1' means that such a condition exists, '0' that such a condition is not in place: either because of the national, regional or local policies or because of schools' own initiatives (or lack of them). Declarative policy without actual implementation also earns '0' rather than '1'. The overall score for a cluster of characteristics is a sum of scores for respective individual characteristics. Although the scores are added up for each theme in order to tentatively compare the countries, a total final score for each country cannot be provided based on these tables. The reason is that while the existence of most characteristics is considered to be a positive thing, one characteristic is negative (Ability tracking between ISCED 1 and ISCED 2) and one is debatable (Identification of NAMS as a specific target group in the education policy). Letter B in the line for catchment area requirement for a number of countries means, that there are both catchment area requirement and free schools choice policies are implemented in those countries.

[78] Schools have partial autonomy in the recruitment of teachers. *Land* authorities select teachers, and schools are free to choose a teacher from the pre-selected list.

[79] Teaching Czech as a second language within mainstream education is provided to EU-nationals exclusively. There is a separate funding scheme focusing on language support for third-country nationals, but its funding is very limited and was cut severely in 2011.

[80] Children are put into mainstream classes but no specific support is provided for by the legislation. Schools can organise it, also by forming temporary groups of learning, but there are no additional resources. A maximum of 30% of newly arrived students in each classroom is allowed.

[81] After the introductory period of receiving English language support, migrant children follow the same curricula as native students. The ongoing teaching of English as a second language (EAL) can be organised on a school by school basis.

[82] Mother tongue teaching is provided in bilingual schools funded by the state (around 600 of them exist nationwide).

[83] Mother tongue teaching is organised only for Portuguese students as they comprise the largest minority in Luxembourg.

[84] Teacher training in cultural diversity and teaching German as a second language is optional and not a pre-requisite to be employed to work with migrant children in Austria.

[85] In-service and initial teacher training to teach Greek as a second language is voluntary and often organised in teachers' free time.

[86] Specific EAL support is provided by the Professional Development Service for Teachers (PDST), which has a dedicated EAL team working with schools across the country, and the English Language Support Teachers' Association (which receives funding from the Department of Education and Skills).

[87] Comprehensive linguistic support is mostly provided in cross-cultural schools (there are 26 of them in the country).

Type	No.	Category	Sub-category	AT	BE	CZ	CY	DE	DK	FR	GR	IE	IT	LU	NL	NO	SE	UK
T2	T2.1	Academic support	Reception desk (assessment of prior schooling and academic abilities)	0	0	0	0	0	1	1	1	1	1	1	1	1	1	1
	T2.2		Day centres to help with homework	1	1	0	1	1	1	1	1	1	0	1	0	1	1	1
	T2.3		Support programmes to under-achieving students	1[88]	1[89]	0	1	1	1	1	1	1	1	1	1[90]	1	1	1
	T2.4		Re-integration programmes for early school leavers, eventually enabling them to proceed to higher education	0	0	0	1	0	1	0	0	1	0	1	0	1	1	0
			Overall score	2/4	2/4	0/4	3/4	2/4	4/4	3/4	3/4	4/4	2/4	4/4	2/4	4/4	4/4	3/4
T3	T3.1	Outreach and cooperation	Comprehensive arrangements for parental involvement	1[91]	1	0	1	1[92]	1	1	0	1	0	0	1	0	1	1
	T3.2		School cooperation on diversity and equality	0	1	0	1	1	0	0	0	0	1	0	1	1	0	1
			Overall score	1/2	2/2	0/2	2/2	2/2	1/2	1/2	0/2	1/2	1/2	0/2	2/2	1/2	1/2	2/2
T4	T4.1	Intercultural education	Teaching the mother tongue of migrants within mainstream education	1	0	0	0	1	1	0	1	0	0	1	0	0	1	0
	T4.2		School autonomy in adjustment to diversity (curricula and textbooks)	1	1	1	0	0	1	0	0	1	1	1	1	1	1	1
	T4.3		Intercultural education as part of national curricula	1	0	1	1[93]	1	0	0	0	1	1	1	1	1	1	1
	T4.4		Recruitment of teachers with migrant background	0	0	0	0	1	1	0	0	0	0	0	1	1	0	1
	T4.5		Training of teachers for cultural diversity	0	1	0	0	1	1	1	1	1	1	1	1	1	1	1
	T4.6		School sensitivity to diversity (flexible dress-code, religious tolerance)	1	1	0	0	1	1	0	0	1	1	1	1	0	1	1
			Overall score	4/6	3/6	2/6	0/6	5/6	5/6	1/6	2/6	4/6	4/6	5/6	5/6	4/6	5/6	5/6

Note: Belgium and Germany are federal states where education policies differ across regions, whereas UK is a devolved state comprising parts enjoying autonomy of varying scope. Scores given to Belgium thus apply to the Flanders region, those given to Germany – to Bavaria region (Land) and those of the UK – to England.

[88] Remedial classes for under-achieving students are organised on a school by school basis.
[89] The level of school autonomy is rather high and thus additional academic support to low-achievers is organised on a school by school basis.
[90] Special funding programmes for underachieving students – *Learning plus* for schools that have more than 30% of students from deprived areas and *Newcomers funding scheme* which provides funding for schools for each newcomer they receive.
[91] Interpretation services are organised by mother tongue teachers.
[92] Schools have high discretion in policies towards parental involvement; therefore, it differs between schools and regions.
[93] New curriculum with emphasis on intercultural education was adopted in autumn 2011.

Table 9: Detailed explication of sub-categories for indicators T1.1, T1.3 and T3.1[94]

Sub-category	Characteristic	AT	BE	CZ	CY	DE	DK	FR	GR	IE	IT	LU	NL	NO	SE	UK
Linguistic support when accessing mainstream education	Availability to all migrant groups	+	+	-	+	+	+	+	+	+	+	+	+	+	+	+
	Additional linguistic support hours[95]	+	-	-	+	-	+	+	-	+	-	-	-	-	-	+
	Inception classes in a separate track	-	+	+	-	+	-	-	+	-	-	+	+	+	+	-
	Overall score	1	0	0	1	0	1	1	0	1	0	0	0	0	0	1
Mother tongue teaching	Provision by the host education system	+	-	-	-	+	-	-	+	-	-	+	-	-	+	-
	Bilateral agreements	-	-	-	-	-	-	+	-	-	+	-	-	-	-	-
	Overall score	1	0	0	0	1	0	0	1	0	0	1	0	0	1	0
Parental involvement	Information in migrants' languages of origin	+	+	-	+	+	-	+	-	+	-	+	-	-	+	+
	Resource persons/ counselling	+	+	-	-	+	+	+	-	+	+	+	+	-	+	+
	Interpretation services	+	+	-	+	-	+	+	-	+	-	+	+	+	+	+
	Overall score	1	1	0	1	0	1	1	0	1	0	1	1	0	1	1

[94] The table provides further explanation of scores for the composite indicators from Table 8. At this level, '+' means the existence of the respective characteristic within the education system, while '-' means its absence. The overall score is either '1' or '0' according to the combination of pluses and minuses.

[95] In the framework of this study, provision of welcoming linguistic support in separate tracks (inception classes), i.e. when migrant children are separated from their native peers, is considered to contribute to migrant segregation. Additional language support while attending regular classes is seen as a more inclusive arrangement to provide linguistic support to migrant students. Therefore, the overall score of countries that choose the former solution is '0' and that of countries that choose the latter is '1'.

The combinations of different thematic areas of educational support constitute the basis for clustering the countries. Evaluation of the strength of educational support across the four thematic areas in each individual country is based on data provided in Tables 8 and 9 above[96]. The diagram below (Figure 4) shows the dispersion of countries across the four themes of educational provision in a simplified way[97]. However, it should be noted that the exclusion of a country from a particular thematic category does not mean that this country does not provide a certain type of educational support. It may be still offered, but this support may not be as strong and comprehensive as in other countries (see the overall scores for each category in Table 8).

Figure 4: Distribution of European countries researched according to the thematic areas of educational support
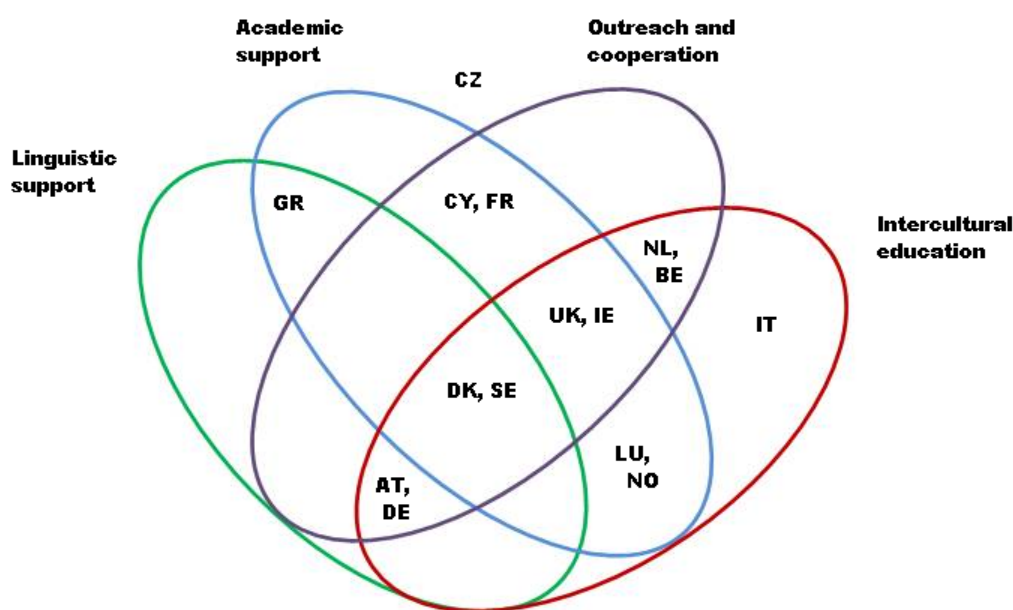
Source: PPMI based on the policy mapping reports.

Based on the types of support and their combinations that are actually found in the 15 European countries researched, the research team developed a list of country clusters with similar characteristics of educational support. It should be noted that countries within the same cluster do not necessarily have identical educational support systems, but rather employ similar mechanisms that make them distinct from other states.

1. Countries with four developed thematic areas of educational support

Denmark and Sweden can be attributed to this group. Comprehensiveness of education provision means that all thematic areas of educational support pertinent to

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[96] The assessment was made according to the overall score in the table 8. Strong support is attributed to the countries that have more than one half of the score in linguistic support and academic support from the table above. The countries that do not provide any arrangements for parental involvement ('0' score) were attribute to have low support in outreach and cooperation and those who do were considered as having strong outreach and cooperation area. In case of intercultural education countries that receive at least 3 points from overall score were considered as having strong support in this thematic area.

[97] Countries that were assessed as having strong support in a particular thematic category were included into the circle attributed to this category.

NAMS are covered in these two countries. Denmark and Sweden provide inclusive education equally focusing on linguistic support and on academic support to newly arrived migrant children, school cooperation and involvement of migrant parents and mainstreaming of intercultural learning in education.

2. Countries with linguistic and academic support

From our sample only Greece belongs to this group. However, it should be noted that the support declared is provided in specialised schools – cross-cultural schools designed for migrant children. On the policy level there are many instruments designed to provide consistent support to migrants. However, it is provided in specialised schools called cross-cultural schools, whereas other regular schools do not provide an extensive targeted support.

3. Countries with academic support and cooperation aspect

France and **Cyprus** fall into this group. Both are highly centralised countries with no school discretion in support policies. The policies rather focus on strong academic support to students, including newly arrived migrant children, in the form of support programmes to prevent early drop-outs. Interestingly, Cyprus has modelled its state educational provisions in this respect on the French example, which also explains the appearance of these two countries in the same cluster.

Whereas France openly promotes 'French Republican values' and bans all religious symbols at school, the Greek-Cypriot schooling[98] is permeated by religion, making it more difficult for non-Christian Orthodox pupils to adapt. In short, French policy is intentionally aimed at assimilation, whereas Cyprus lacks policy attention and resources to address the issues of multiculturalism in education.

4. Countries with linguistic support, outreach and intercultural education

Two German-speaking countries fall into this group: **Austria** and **Germany**. The strongest facet of these countries is linguistic support. Both countries provide ongoing teaching of German as a second language and the mother tongue of the biggest migrants' groups. Migrants' parents are encouraged to cooperate with schools through provision of resource persons and interpretation services.

Austria and Germany are countries of early ability tracking, which undermines the academic support aspect. Early tracking leads to greater segregation between migrants and their native peers and has a negative impact on migrant students' performance. In addition, both countries have a federal mode of governance.

5. Countries with academic support, cooperation and intercultural education

Ireland and the **United Kingdom** (due to differences between policies pursued in various parts of the UK, policy mapping focused on England) represent this group. Both England and Ireland provide linguistic support to newly arrived migrant students.

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[98] The Greek-Cypriot, rather than Cypriot is used in this report when referring to the education system of Cyprus because: a) since the de facto division of the island in 1974 Greek- and Turkish-Cypriots have been living in isolation, which remains to a great extent despite the partial lifting of restrictions of movement in 2003; b) the education systems of Greek- and Turkish-Cypriots have always been constitutionally and practically segregated; c) for practical reasons, the scope of this research does not allow exploring the educational support of NAMS in the Turkish-Cypriot educational system, which would have to be included for the term Cypriot to be used appropriately.

However, the provision stops after several introductory years (no mother tongue teaching or teaching English as a second language is offered continuously throughout the schooling process).

6. Countries with academic support and intercultural education

Norway and **Luxembourg** are representatives of this group. The major components of these countries are academic support and intercultural education. Even though the nature of other types of support, namely linguistic support and outreach, is quite different in Norway and Luxembourg, both countries similarly focus on providing academic support as the main driver of educational inclusion. Both countries provide a reception desk and welcoming arrangements for NAMS as well as targeted support for under-achieving students.

7. Countries with cooperation and intercultural education aspects

Belgium (Flanders) and the **Netherlands** are the countries focusing on outreach and intercultural education areas. The strongest aspects are promotion of parental involvement and school cooperation as well as mainstreaming of intercultural learning throughout the education process. Both systems are decentralised and schools have high discretion in adjustment to local needs.

8. Countries with non-systematic educational support

Two countries – **Italy** and **Czech Republic** – fall into this group. Policy mapping suggests that the educational support to migrant children in these two countries is fragmented and selective. For instance, some policies targeting migrant students exist in the Czech Republic but schools are mostly left on their own; there are also some good initiatives at local and regional levels but they are led by the NGOs rather than by the government policy.

This classification of countries does not claim to be final and exhaustive, but it allows for the composition of a clearer picture of types of educational support available in different European countries. It should be noted that the distribution of countries was provided based on the analysis of national policy documents and a limited number of interviews. Therefore educational supports established at regional and local levels or actually provided by schools exercising their autonomy are not taken into account. The next Chapter, however, attempts to provide insight into local level practices and their consistency with the national policy guidelines and suggests the classification of educational support models in Europe based on case studies.

Chapter 4: Educational support models

The focus of this chapter is on presentation of educational support models in Europe identified based on the 10 in-depth case studies. Local and national level policy arrangements and their actual implementation were considered while classifying countries into models. Full case study reports are provided in Annex 3.

The research team aimed to compile a sample that would reflect a range of different practices of educational support to newly arrived migrant children found in European countries. Nevertheless, the team was well-aware of the different starting points of the 15 researched states and the 10 countries selected for case studies as well as the path-dependency of their education systems, and tried to take those aspects into account when identifying educational support models.

The previous stage of the analysis – policy mapping – was focused mainly on national level initiatives and policies. However, the existence of a comprehensive support package at the national level does not necessarily lead to its effective implementation at the local level.

Correspondence of the local level practices to the national level objectives and guidelines

The Table 10 below presents the summarised findings on the correspondence of national level initiatives and guidelines identified during the policy mapping stage with local level practices researched in-depth in the case studies. For reader's convenience school level policies practiced in the country are presented according to the sub-categories of each of the thematic support areas (as in the Table 8). The research team juxtaposed the policies found at the school level with the national regulations and guidelines and provided an assessment if there are any gaps in implementation between two levels.

Case study results summarised in table 10 above show that in general there is certain alignment between national level and school level practices. However, in a number of countries there are some gaps in implementing nationally declared policies aimed at the provision of educational support to migrant children. Denmark is an example of a country where national guidelines are successfully followed and complemented at the school and municipal level (e.g. Aarhus dispersal policy). A high level of school and regional autonomy is an important factor, allowing schools to better meet local needs while avoiding often politicised national level debates. However, decentralised governance also allows highly differentiated treatment of migrant children as was observed in the Swedish case, where migrant children tend to be concentrated in separate schools contrary to the national guidelines. It is easier for a Swedish municipality to provide comprehensive support to a bigger group of students in one school rather than to students dispersed across different schools, but this may worsen the prospects of migrants' integration into society. The Flemish community in Belgium does not appear to have gaps between federal guidelines and regional practices. The schools are strong in multicultural cooperation, but the level of tolerance to cultural diversity may vary from school to school. Given the fact that this aspect is barely covered in the national policy guidelines, there is a lot of flexibility at the school level.

Table 10: Comparative analysis of educational support policies and practices at national and local levels across 10 European countries

Country	Support themes	School	State (municipal) level	Assessment of the correspondence of national policies and school level support
BE (fl)	Linguistic support	-One year of Dutch as a Second Language (DSL) in inception classes -Follow-up courses (after classes or during lunch breaks) - Follow-up coaches to monitor integration of NAMS and NAMS coordinator - Summer classes in DSL. NAMS coordinator -No mother tongue instruction -Voluntary training for language teachers	Flemish Ministry of Education (MoE) guidelines on linguistic support; national policy on special education for NAMS (OKAN – inception classes).	Overall, the school policy corresponds to the national level recommendations and guidelines in all thematic areas. The emphasis is actually made on cooperation between schools and exchanging best practices. As for intercultural education, there are not explicit guidelines on the national level; therefore, school's little tolerance to diversity and different religion does not contradict the state.
	Academic support	-NAMS coordinator holds a placement test -academic counselling; support by follow-up coaches -tracking into VET or general streams (as a result of the final test)	Early ability tracking as a part of national education system Centrally developed placement test (TASAN test) The Equal Educational Opportunities Act provides extra funding for schools with socially disadvantaged students	
	Outreach and cooperation	-Contact moments (meeting with parents to discuss learning progress – 4 times a year) -Official information sessions (2 times per year) -No NAMS parents in school boards -Dutch courses for parents -School is actively networking	MoE organizes cross networks days pilot project "Parents in (inter)Action Local consultation Platform	
	Intercultural education	- A few teachers with ethnic backgrounds - Voluntary in-service training for diversity -The school is less tolerant (no religious dress is allowed).	No national guidelines on interculturalism The Centre for Language and Education organizes training for teachers	
CY	Linguistic support	-Two years of Greek as a Second language (GSL) support in a regular class -No continuous GSL support -NO mother tongue instruction -Compulsory pre-service training but those teachers are quickly relocated to regular subjects	Central policy on linguistic support in the frames of the programme "Organisation of special classes for Greek Language teaching" Training is organised by Pedagogical institute	In Cyprus comprehensive support seems to be provided only in ZEP schools. In regular schools implementation of national policies is less careful. Language is often taught by non-qualified teachers. Schools are not aware of many national services and pay little attention to intercultural education at the local level.
	Academic support	-No comprehensive reception mechanism in place (identify "students with foreign names") -Newcomer status (is not graded for 1-2 years, but has to pass all the exams later) -Learning Difficulties and Literacy programmes (support to under-achieving students)	Centrally funded Learning difficulties and Literacy programs (to support under-achieving students) Zones of educational priority schools	
	Outreach and	-Three institutionalised meetings with parents -No NAMS parents in school boards	Guide to Education in Cyprus in several languages National funds for interpretation services, but schools are	

Country	Support themes	School	State (municipal) level	Assessment of the correspondence of national policies and school level support
	cooperation	-No standardised means for communication (often parents are assisted by bilingual students as an interpreter) -No school networks on sharing good practices	not aware of them Networks exist only between ZEP schools	
	Intercultural education	-Optional extra-curricular intercultural activities -No training for teachers required -No teachers with migrant background -The school is Christianity focused	Pedagogical Institute sets curricula, reconsidered intercultural education in 2011 Ministry of education's booklet on intercultural education	
DK	Linguistic support	-Language screening -Initial Danish as a Second language instruction in welcoming or reception classes -Constant continuous language support in regular classes; elements from mother tongue in education -Training of teachers and bilingual coordinators to teach host language	Act on Primary Education contains all the guidelines regarding reception and education of migrants and teacher training	Danish support system is well pronounced at all levels aiming at long-term results. Given the decentralised structure of education system, school-level policy not only follows the guidelines, but also well complements national policies. There is no explicit discourse on multiculturalism on the national level due to political situation; however, individual schools have discretion to implement local intercultural policies.
	Academic support	-Visitation centre for assessment of learning background -Homework assistance and tracking through Individual learning plans -10th B for late arrivals and vocational class (to combat early school leaving) -Mentoring projects	Danish strategy "Education for all" Municipal dispersal policy (to ensure equal distribution of migrants among schools) Re-integration campaigns launched by Ministry of Education (MoE)	
	Outreach and cooperation	-Bilingual coordinators -Home-school tutors -No NAMS parents in school boards -Bilingual Taskforce (as network mechanism)	MoE provides special pool for parental involvement National strategy Bilingual taskforce which provides consultation State re-integration services	
	Intercultural education	-Teachers with migrant background -Training of teachers to diversity -School is sensitive to diversity (no dress codes, religious tolerance)	Inclusion project – to educate inclusion counsellor, collaboration with migrant communities Bilingual taskforce provides consultation on intercultural education	
FR	Linguistic support	-One year of French as a second language (FSL) support in welcoming classes with gradual participation in regular class -Continuous FSL support -Centralised training of teachers -No mother tongue instruction; the use of mother tongue elements in teaching process	The Academy of Paris provides the greatest number of types of inception classes according to NAMS needs State Directive to have trained teachers Training for Teachers is provided by CASNAV (reception desk)	Overall, in France there are no major gaps between national policies and local practices. However, parental involvement receives less attention at the school level as it is

Country	Support themes	School	State (municipal) level	Assessment of the correspondence of national policies and school level support
	Academic support	-Centralised reception and positioning tests. -Individual learning plans for under-achieving students -Extra courses for late arrivals	CASNAV organises central reception and testing of NAMS The General taskforce for Integration (to support under-achieving students) Zones of educational priority schools	recommended at the policy level. The national policy promotes Republican values and assimilation and the schools are not distinct in this regard.
	Outreach and cooperation	-No established communication with parents (no information in migrant languages and interpretation services) -No NAMS parents in school boards	CASNAV staff can play a role of cultural mediators Pilot projects on parental involvement	
	Intercultural education	-Promotion of French Republican values -No teacher training to diversity -No teachers with migrant background -No school sensitivity (secularism and dress code)	Republican approach and promotion of assimilation	
IE	Linguistic support	-Two year English as additional language (EAL) support in a regular class -No continuous EAL support -No specific training for teachers -No mother tongue instructions (possibility to take the final exam in mother tongue)	The Department of Education and Skills (DES) regulations on linguistic support to NAMS	In Ireland, school addresses migrants along with the national guidelines. However, there are certain gaps in implementation of some national recommendations (e.g., teachers are not usually trained, placement test for NAMS are not adequate, and lack of attention given to migrant parents). The school is successful in intercultural education, which is actually one of the strongest points of Irish education policy
	Academic support	-Reception assessment tests are culture specific - Homework club and after class support, guidance counselling -School completion programme (to fight early school leaving)	Delivering Equality of Opportunity in Schools (DEIS) initiative (to support schools from disadvantaged areas) School Completion programme by DES; Back to Education Initiative	
	Outreach and cooperation	-Home School Community Liaison Coordinator -No parents in school boards	DES website information for parents Home School Community Liaison Scheme	
	Intercultural education	-Written policy on multiculturalism in the school development plan -School is sensitive to diversity (religious tolerance, no dress code) -Voluntary teacher training	Intercultural Education Strategy 2010-2015 (2010) Assessing Intercultural Materials A Toolkit for Diversity (Inclusion project)	
IT	Linguistic support	-There is no a well-established Italian as a second language course at the school. Courses are organised on a need basis. -No teacher training -No mother tongue education	There is no central policy on Italian language support to non-Italian pupils	Since the schools in Italy have a high degree of autonomy in the organisation of support services for migrant students, the ability of the school to respond to the needs of NAMS depend on the mix of different
	Academic support	-Case by case academic support -"Window for listening" initiative (assistance to students)	Ministerial Guidelines for reception and integration of foreign students	
	Outreach	-The school has parent's association which participates in school activities	Policy documents stress the importance of the link between	

Country	Support themes	School	State (municipal) level	Assessment of the correspondence of national policies and school level support
	and cooperation		schools, the involvement of parents, as well as other local bodies and NGOs	factors. National policy is not very pronounced and structure in the area of migrant education, so does the school. Outreach and cooperation aspect is the strongest the school level; whereas at the national level the best focus is on intercultural education.
	Intercultural education	-Extracurricular intercultural activities -Cultural mediators -No systematic teacher training -School is sensitive to diversity	Teachers are offered trainings; intercultural education is well pronounced in Ministry of education guidelines	
SE	Linguistic support	-Swedish as a Second language (SSL) support in preparatory classes -Extra SSL support in a regular class -Study instruction in mother tongue -Mother tongue tuition	National Agency for Education recommendations on language support	The Swedish support system proved to be comprehensive and consistent at all levels. However, at the local level migrant students may be concentrated in separate schools contrary to the national guidelines.
	Academic support	-Assessment tests -Academic counselling (homework assistance, summer schools, individual learning plans)	National Agency for Education recommendations on integration within mainstream classes; however, municipalities can introduce inception classes	
	Outreach and cooperation	-Regular meeting with parents -Interpretation services, information in easily comprehensible Swedish -No NAMS parents in school boards -Active school cooperation and networking	National Agency of Education information website National support to migrant parents in learning Swedish	
	Intercultural education	-School policy document on diversity -Teacher training on diversity -No policy to recruit teachers with migrant background -School sensitivity (no dress code, religious tolerance)	Education Act stresses intercultural education Law on Discrimination	
AT	Linguistic support	-7 integration classes where extra-matricular students are placed (together with native peers); -Extra German support in class (continuous); -Mother tongue tuition and study instruction in mother tongue; -Remedial language classes (after class) -Required teacher training (but only for new teachers)	Ministry for Education, Arts and Culture, Legal framework of educational measures for students with the first language other than German: laws and regulations	The local school policies correspond to a great extent to the ones stated at the national level. Only intercultural education is being randomly implemented at the school

Country	Support themes	School	State (municipal) level	Assessment of the correspondence of national policies and school level support
	Academic support	-No systematic reception mechanism -Intensive reading courses for all students to combat low PISA scores -Academic support in the afternoon -No systematic tracking of underachieving students (done by remedial language teachers)	Introduction of cooperative secondary school to bridge VET and academic track Ministry of Education (MoE) regulation on mandatory school leaving certificate	level due to the lack of teacher training. In academic support introduction of monitoring of under-achieving students would strengthen the policy.
	Outreach and cooperation	-No NAMS parents in the school association -Garden cafe for parents (informal parental meetings). -Random sharing of good practices	MoE website and Vienna centre REBAS provides information on education	
	Intercultural education	-Informal school events and cultural activities -Lack of pre-service training on diversity; In-service intercultural training on a voluntary basis -School is tolerant to diversity (no dress codes; different religious holidays are allowed	Framework curricula leaves schools some room to adjust curriculum Intercultural learning principle in ministerial guidelines	
GR	Linguistic support	-GSL support in reception classes -Tutorial departments to provide extra GSL after classes -No mother tongue instruction -No obligatory training for teachers	Cross-cultural schools with comprehensive linguistic support and trained teachers (as a transition to regular education) is a national level policy	The lack of correspondence between declared national policies and their implementation at school level is apparent. Almost all thematic areas are loosely implemented at the local level
	Academic support	-Local non-official support to students -School is dominated by migrant students -Direction to VET	Cross-cultural schools with extra academic support in the form of consultation, individualized instructive approaches, collaborative teaching, and work in teams. Education of Repatriated and Foreign Students in regular schools	
	Outreach and cooperation	-No school policy on parental involvement	No national policy	
	Intercultural education	-No comprehensive school policy on diversity -Lack of trained teachers	National curriculum Framework that promotes intercultural education, Flexible zone part of the curricula	
LU	Linguistic support	-Support in French and German language acquisition in welcoming/reception classes -No mother tongue instruction	Ministry of education (MoE) policy on language support and mother tongue provision, trilingual education	The LU system is highly centralized and well developed at the national level. School follows MoE guidelines and principles.
	Academic support	-Reception desk for NAMS (CASNA) -No tracking of under-achieving students -Mosaic classes (to combat early school leaving)	Reception and assessment of previous knowledge by CASNA (reception desk) State policy on prevention of school drop out	

Country	Support themes	School	State (municipal) level	Assessment of the correspondence of national policies and school level support
	Outreach and cooperation	-Regular meetings with parents -Intercultural mediators to deal with parents	CASNA provides induction and information for parents MoE's guidelines on parental involvement Federation of parents association	
	Intercultural education	-Intercultural mediators -Autonomy in adjustment curricula -No regular teacher training -School partial sensitivity (religious tolerance in discussion, but no religious dress is allowed)	MoE general framework for curriculum Variety of training programmes for teacher designed at the state level	

Source: PPMI

Note: The table does not aim to assess the effectiveness of the policies mentioned, it rather aims to summarise policy inputs and processes at all levels.

It is demonstrated in the table above that parental involvement is the aspect where the most implementation gaps were observed. Most national or regional policies encourage and promote intensive home-school cooperation; however, there is almost no effect of this seen at the school level. Also in most countries migrant parents are not represented in school self-governing bodies. The challenges for successful outreach policies lie in the indirect nature of this aspect – parental participation cannot be imposed from above, but rather encouraged on the local level; moreover, it depends on the will of the parents themselves. The latter is distinctive in Italy, where many extra-curricular activities and in-school projects are organised thanks to the initiative of migrant parents themselves. Successful examples of parents' outreach can be found in Ireland and Denmark where schools employ special Home-School Tutor. Surely, the effectiveness of these initiatives to a great extent depends on the training and dedication of school staff as well as flexibility of schools to design their policies.

School cooperation and networking is also quite a rare focus in the researched countries and is mostly of a random character. Governments of Flanders, Sweden and Denmark actively promote school cooperation and good practice exchange.

Linguistic support is provided in every country researched, but its comprehensiveness differs across Europe. According to national policy documents, Greek cross-cultural schools should be well-equipped in terms of training staff and support mechanisms to migrant children, yet this is not observed in reality. Training of teachers is not compulsory and there are no funds for providing ongoing language support and mother tongue education. The same situation is observed in Cyprus. In some other European countries (e.g. Luxembourg, Austria), prior training on diversity is not obligatory for teachers to be employed to work with migrant students, whereas national guidelines extensively promote intercultural education.

Academic support is also provided to a different extent in each country. Scandinavian countries are again the most successful ones in supporting migrant children in their learning process. The rest of the countries lack an effective mechanism of tracking under-achieving students and thus providing the most relevant assistance. However, individual and non-structured initiative in homework assistance or counselling is available in most of the states.

Educational support models

The above findings provide the basis for assessing the overall performance of countries representing certain clusters and identifying educational support models that take into consideration both national level policies and their implementation at the local level and direct effect on beneficiaries.

The comparative table with scores is used again for the assessment of each country characteristics. This time, however, scores are distributed based on the existence and comprehensiveness of the support both at national and regional/local levels. The sub-categories of thematic areas in the Table 11 were developed based on the literature review and our own analysis of empirical evidence collected in the course of policy mapping and case studies.

The case study analysis showed that even comprehensive and ambitious support declared at the national level may have implementation gaps and malfunctions at the school level, thus leaving direct beneficiaries without intended help. It is the nature and the actual availability of educational support that is our primary focus when

defining different education support policy models across the EU. Evaluation of the strength of educational support across the four thematic areas in each individual country is based on data provided in the table below.

Table 11: Coverage of various aspects within the thematic areas of educational support across 10 European countries[99]

Type	No.	Category	Sub-category	AT	BE	CY	DK	FR	GR	IE	IT	LU	SE
T1	T1.1	**Linguistic support**	Linguistic support when accessing mainstream education	1	0	1	1	1	1	1	0	1	1
	T1.2		Teaching the host language as a second language within mainstream education (*established curricula or learning materials*)	1	1	0	1	0	0	0	1	0	1
	T1.3		Teaching the mother tongue of migrants within mainstream education	1	0	0	0	0	0	0	0	1	1
	T1.4		Training of teachers to teach the host language as a second language (*requirement of teachers to be certified*)	0	1	0	1	1	0	1	0	1	1
			Overall score	**2/4**	**2/4**	**1/4**	**3/4**	**2/4**	**1/4**	**2/4**	**1/4**	**2/4**	**4/4**
T2	T2.1	**Academic support**	Reception desk (assessment of prior schooling and academic abilities)	0	0	0	1	1	0	1	0	1	1
	T2.2.		Pro-active system if tracking under-achieving students	1	0	0	1	1	0	0	0	1	1
	T2.3		Support programmes to under-achieving students	1	1	1	1	1	1	1	0	1	1
	T2.4		Re-integration programmes for early school leavers, eventually enabling them to proceed to higher education	0	0	1	1	0	0	1	0	1	1
			Overall score	**2/4**	**1/4**	**2/4**	**4/4**	**3/4**	**1/4**	**3/4**	**0/4**	**4/4**	**4/4**
T3	T3.1	**Outreach and cooperation**	Comprehensive arrangements for parental involvement	0	1/0	0	1	1	0	1	0	1	1
	T3.2		School cooperation on diversity and equality	0	1	0	0	0	0	0	1	0	0
			Overall score	**0/2**	**2/2**	**0/2**	**1/2**	**1/2**	**0/2**	**1/2**	**1/2**	**1/2**	**1/2**
T4	T4.1	**Intercultural education**	Teaching the mother tongue of migrants within mainstream education	1	0	0	0	0	0	0	0	1	1
	T4.2		School autonomy in adjustment to diversity (curricula and textbooks)	1	1	0	1	0	0	1	1	1	1
	T4.3		Intercultural education as part of national curricula	0	1	1	0	0	0	1	1	1	1
	T4.4		Recruitment of teachers with migrant background	0	0	0	1	0	0	0	0	0	0
	T4.5		Training of teachers for cultural diversity	0	0	0	1	1	0	1	1	1	1
	T4.6		School sensitivity to diversity (flexible dress-code, religious tolerance)	1	1	0	1	0	0	1	1	1	1
			Overall score	**3/6**	**3/6**	**1/6**	**4/6**	**1/6**	**0/6**	**4/6**	**4/6**	**5/6**	**5/6**

Note: Belgium and Germany are federal states where education policies differ across regions, whereas UK is a devolved state comprising parts enjoying autonomy of varying scope. Scores given to Belgium thus apply to the Flanders region, those given to Germany – to Bavaria region (Land) and those of the UK – to England.
Source: PPMI.

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[99] '1' means that such a condition exists, '0' that such a condition is not in place: either in the national, regional or local policies or in school level initiatives (or lack of them). Declarative policy without actual implementation also earns '0' rather than '1'. The overall score for a cluster of characteristics is a sum of scores for respective individual characteristics. Overall score is a sum of sub-categories scores.

Case study results summarised in the table above show that European countries have a wide range of education provision arrangements that can facilitate migrant students' integration. Their combinations are usually specific to individual countries or their clusters. Table 12 below summarizes the overall scores of countries according to the four themes of educational provision in a simplified way: from low to high support. The assessment was made according to the overall score in the table above. Low support is attributed to the countries that have less than one third of the score in each thematic area from the table above. The countries which have at minimum one half of the score in each thematic area were assessed as providing a medium level support. And the states that provide more than half of the instruments mentioned in the table above were evaluated as countries with high support.

Table 12: Assessment of thematic support across 10 European countries

Thematic area	AT	BE	GR	IT	CY	SE	DK	LU	FR	IE
Linguistic support	H	M	L	L	L	H	H	M	M	M
Academic	L	L	L	L	M	H	H	H	M	H
Outreach	L	H	L	M	L	M	M	M	M	M
Intercultural education	M	M	L	M	L	H	H	M	L	H
Model	Compensatory support model	Non-systematic support model				Comprehensive support model		Centralised entry support model		Integration model

Source: PPMI.

The research team grouped countries with similar characteristics into five main models (see the table above). It should be noted that modelling is not based on full similarity of country cases; it is rather based on the existence of one or a number of pronounced characteristics typical to those cases. As a rule, these common pronounced features define the nature of educational support in 10 analysed countries possessing them. Below we briefly describe the characteristics of each model.

Comprehensive support model

Denmark and Sweden represent the comprehensive support model. Comprehensiveness means that all thematic areas of educational support pertinent to NAMS are covered in these two countries. Denmark and Sweden provide inclusive education equally focusing on linguistic support and on academic support to newly arrived migrant children, school cooperation and involvement of migrant parents and mainstreaming of intercultural learning in education. Both countries provide continuous support in the language of instruction; moreover, Sweden organizes mother tongue instruction if there are enough students to form a group. Academic support is also well-pronounced in Scandinavian countries – migrant students receive continuous teaching support and assistance in transferring to higher levels of education. Outreach and intercultural education are the thematic areas that are benefiting from decentralised structure of education system in Denmark and Sweden. Schools have high degree of autonomy to meet the local needs of diversity at their best. Countries pay a lot of attention to creating a positive school environment through trained teaching staff and various intercultural initiatives.

However, these two countries employ different approaches to provision of comprehensive educational support. Denmark is an example of implicit non-targeted provision of education support tailored to individual needs. The policy does not differentiate between newly arrived migrants and the rest of the students of foreign origin, but provides inclusive schooling, focusing on creation of developed framework conditions in education system.

Sweden is an example of a targeted approach to migrant integration. NAMS are defined as a separate target group in Sweden and are subject to separate educational support measures. Interestingly, Swedish education policy promotes inception classes for new immigrants, which implies the segregation of this category of students from the rest. Inception classes are widespread in countries across Europe, even though it goes against OECD recommendations to integrate children almost from the very beginning and provide linguistic support within the mainstream class.

Another difference between the two countries lies in immigration policies. While Denmark took a more restrictive approach to immigration and this lowered the intake of new migrants into the country, Sweden continued to be more open to migrants seeking asylum and granted them refugee status. As a result, Sweden received more NAMS.

Non-systematic support model

The model is characterised by randomness of the support provided. Countries that are attributed to this group have no clearly articulated policy on the national level to support the integration of migrant children, and the support provided is very fragmented.

Italian education system is highly centralised but the schools are left for themselves in choosing teaching methods and cope with local cultural diversity of their population. The national guidelines do not foresee a structured and well-pronounced linguistic and academic support for migrant children; as a result students are placed into mainstream classes without any parallel or initial support in Italian language. The provision of support and assistance to migrants in Italy is solely based on a good will of teachers, parents and local communities.

In Cyprus and Greece the situation is somewhat different, but nevertheless common in its random nature. There are well-pronounced national policies and guidelines, but they are not fully or not implemented at the local level. In most of the cases those policies are not supported with adequate funding or implementation measures. For instance, in Greece cross-cultural schools are ambitiously declared to provide a comprehensive support to their pupils in all four thematic areas. In reality the schools hardly even have trained teachers for Greek as a second language; the schools barely have funding for mother tongue instructions, which is promised in the national guidelines. Cyprus is also characterised by the lack of clear implementation strategy. For example, teachers trained specifically for reception and working with newly arrived migrant children may suddenly be employed on the constant basis as regular subject teachers, whereas new untrained teachers who work on a temporary basis have to be employed to work with NAMS. In the meantime NAMS might be left without any support.

Therefore, the randomness of educational support (even though in a different way and to a different extent) in three countries proves their attribution to non-systematic support model.

Compensatory support model

The strongest facets of the model are linguistic support, outreach and intercultural education, but not as strong as in the comprehensive model. Each of the areas of thematic support is of medium strength. Countries provide ongoing teaching of the host language as a second language and the mother tongue to the largest groups of migrants (e.g. Austria in regular schools). Migrants' parents are encouraged to cooperate with schools through the provision of resource persons and interpretation services.

Austria and Belgium are countries with early ability tracking, which undermines the academic support aspect of the model. Early tracking leads to less equality between migrants and their native peers and has a negative impact on migrant students' educational outcomes. In addition, both countries have a federal mode of governance that implies regional differences in support provided to migrant students. Both countries provide compensatory measures for NAMS in order to incorporate them into the existing education system without making any major adjustment in the system itself – addressing the gaps rather than the reasons that cause these gaps. For instance, in Austria, comprehensive schools are being established that combine vocational and academic tracks and serve as bridges between vocational and general education; however, those schools cover only a small proportion of students in the country. This measure tries to minimize the negative effect of early tracking; however, it so far covers only a small proportion of pupils and essentially does not remove the tracking obstacle for socially disadvantaged students.

Linguistic support in Belgium is also provided on a compensatory basis. A migrant child is supposed to stay in an inception class for a period of maximum two years and then enter regular education with no additional support. Such a linguistic support policy serves more as an attempt to standardize the induction period of a migrant rather than provide an inclusive and smooth integration into education process.

Therefore, the education is rather adapted to the majority-minority dichotomy, that is, the majority population is seen as the ideal minority individuals are expected to achieve. Consequently, support measures adopted are compensatory and remedial, targeting those who are 'different' and aiming at correcting those differences. Resources tend to be spent on specialised institutions[100], thereby actually institutionalising difference and exclusion rather than differentiating teaching as recommended by UNESCO.

Integration model

Within the sample of 10 countries Ireland, falls into this model. Its strongest aspects are academic support, outreach and cooperation and intercultural education.

Ireland provides linguistic support to newly arrived migrant students, but the provision stops after several introductory years and no mother tongue teaching or teaching English as a second language is offered continuously throughout the schooling process. Ireland has developed systems for welcoming NAMS and arrangements for assessment of prior schooling received. The Home School Community Liaison scheme is an example of outreach and cooperation policies aimed at improving parental involvement in the country. Irish schools provide a number of support programs for underachieving

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[100] Horst and Holmen, p. 19 (pp. 17-33).

students, which can also be used by migrant students. Various supports to tackle educational disadvantage are available under Delivering Equality of Opportunity in Schools (DEIS) initiative.

Intercultural education is another strong component of this model. An intercultural approach is integrated into the curricula and promoted in school daily life. The Intercultural Education Strategy ("IES") aims to ensure integration and inclusion in education. The IES was developed in recognition of the recent significant demographic changes in Irish society, which are reflected in the education system.

Centralised entry support model

France and **Luxembourg** are the representatives of this model. The major components of this model are academic support and intercultural education. Even though the nature of other types of support, namely linguistic support, outreach and intercultural education, is quite different in France and Luxembourg, both countries similarly focus on providing academic support as the main driver of educational inclusion. Both countries provide a reception desk and welcoming arrangements for NAMS (CASNAV in France and CASNA in Luxembourg) as well as targeted support for under-achieving students. The main focus is on the reception of migrant children.

Being an early tracking country, Luxembourg provides some opportunities for students who finish vocational tracks to enter higher education through the International Baccalaureate programme, hence minimizing segregation effects of early tracking. Unfortunately, however, the IB programme is available in only few schools in Luxembourg. The intercultural aspect, however, is the point of difference between the two states: Luxembourg, being a very multinational country, is more tolerant to diversity; whereas France is keen to promote French Republican values[101] and assimilate migrants.

To conclude, the five educational support models were identified as a result of in-depth analysis. The modelling exercise was conducted based on the sample of 10 European states. Our findings from the analysis of the broader sample of 15 countries as well as literature review suggests that the other European countries could be attributed to our suggested models: Norway would fit tentatively into the comprehensive support model; Germany and the Netherlands would be included into the compensatory support model; the Czech Republic would find itself in the non-systematic support model and the UK would join Ireland in the integration model. However, further research in other European countries is needed to support this exercise with hard evidence.

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[101] The ideas of liberty, equality and fraternity originated from the French Revolution. Despite the obvious social, economic and cultural inequalities generated by modern commercial societies, men should be politically equal. Citizenship was not to be derived from social function; citizenship would rescue men from their alienation from one another in society. It does not promise complete social equality nor absolute justice in economic affairs, rather it brackets those spheres in favour of a political identity that will compensate for and, ideally, transcend those other inadequacies like religion or cultural differences [James Livesey, "The Culture and History of French Republicanism: Terror or Utopia? Available at: http://theirelandinstitute.com/republic/02/pdf/livesey002.pdf [Accessed 25-02-2012].

Chapter 5: Performance of educational support models

This Chapter analyses to what extent the performance of countries in integrating migrant children into educational systems is explained by having one or another model of educational support. The findings reveal that comprehensiveness of thematic support and favourable framework conditions are necessary but not always sufficient conditions for NAMS to reach the parity in terms of educational access, participation and performance with their native peers. There are certain background factors that may influence the existence and effectiveness of certain policies and the general situation of migrant children in the country, most important among them being the social-economic status of migrants in a particular country and migrant profile.

5.1. Reaching objectives of better NAMS inclusion

The research team introduced three main factors of NAMS' inclusion and integration into education process, namely access, performance and participation. The following section discusses how educational support models, which imply a certain combination of support policies, influence NAMS' outcome indicators and if there are any correlations between the existence of a certain combination of support and better NAMS' achievements in terms of equal access, performance and participation.

5.1.1 Access

Accessing quality education is one of the major challenges that newly arrived migrant students and their parents face upon arrival to the host country. As mentioned in Chapter 1, this challenge can be exacerbated by **school segregation** and **early ability tracking.** Almost all researched countries have a certain degree of school segregation (see Table 13 below). Interestingly, only countries representing the integration model have positive assessment of schools attended by migrant students.

Table 13: Characteristics of schools attended by students with an immigrant background, 2009

Educational support model	Country	Percentage of students with an immigrant background	School average PISA index of economic, social and cultural status[102]	Quality of educational resources[103]	Student/ teacher ratio[104]
Compensatory support model	Austria	15			
	Belgium	15			
Comprehensive support model	Denmark	9			
	Sweden	12			
Integration model	Ireland	8			
Centralised entry support model	Luxembourg	40			
	France	13		w	w
Non-systematic support model	Greece	9			
	Italy	6			
Countries non included in case study sample					
	Norway	7		-	
	United Kingdom	11			
	Czech Republic	2			
	Germany	18			
	Netherlands	12			

Source: PISA Results 2009.
Note: White spaces mean that school characteristics are equally favourable for migrant and native students alike, without prioritising either group. Blue colour means that school characteristics are more favourable for migrant students (the darker the colour the better conditions NAMS have). Yellow colour implies less favourable characteristics for migrants (with darker colour the inequalities increasing). The data is available for all countries from the research sample except Cyprus as it did not participate in the PISA assessment.
Note 2: letter 'w' is certain cells means that the data was withdrawn from PISA report at country's request.

The third column of the table (*School average PISA index of economic, social and cultural status*) shows very strong school segregation according to the social, economic and cultural status of the families of students in Austria, Belgium, Denmark, France, Germany, Greece, Italy and Luxembourg. This segregation could be partially explained by the design of the education system. For example, early ability tracking stratifies pupils in Austria, Belgium, Germany, and Luxembourg. As a result, high concentrations of those from lower socio-economic and/or migrant backgrounds end up in the non-academic tier of school education.

Moreover, according to the fourth column of the table (quality of educational resources) immigrant students in Belgium and Germany attend schools where the quality of educational resources is significantly lower compared to schools that native students attend. The index on the school's educational resources used for this column measures the availability of computers, textbooks and quality of the libraries.

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[102] The index of economic, social and cultural status was derived from three indices used in PISA: highest occupational status of parents, highest educational level of parents (in years of education according to ISCED), and home possessions. The latter index is based on the PISA index of family wealth; the PISA index of home educational resources; and the PISA index of possessions related to "classical" culture in the family home. The value of the index of economic, social and cultural status thus refers to a combination of characteristics of a student's family that describes its social, economic and cultural status.

[103] The index on the school's educational resources was derived from seven items measuring school principals' perceptions of potential factors hindering instruction at their school. These factors are: i) shortage or inadequacy of science laboratory equipment; ii) shortage or inadequacy of instructional materials; iii) shortage or inadequacy of computers for instruction; iv) lack or inadequacy of Internet connectivity; v) shortage or inadequacy of computer software for instruction; vi) shortage or inadequacy of library materials; and vii) shortage or inadequacy of audio-visual resources. As all items were inverted for scaling, higher values on this index indicate better quality of educational resources.

[104] Student-teacher ratio was obtained by dividing the school size (the total student population) by the total number of teachers. The number of part-time teachers was weighted by 0.5 and the number of full-time teachers was weighted by 1.0 in the computation of this index.

In other countries like France where schools follow the catchment area requirement in their admissions policy, school segregation may be a result of residential segregation. As migrants tend to live in more disadvantaged, low-rent areas, they are placed into low-quality schools situated in those areas, which in turn leads to lower attainment of NAMS compared to native students. In other countries, the opposite choice-oriented system are likely to cause more segregation as native parents and better-off migrant parents are trying to places their children in better schools, therefore, enforcing segregation.

Interestingly, school segregation in Greece must have been reinforced by implementing a targeted educational support policy measure. In 1996, the Ministry of Education gave special 'cross-cultural school' status to all schools that have more than 45% of students with migrant background. There are 26 cross-cultural schools in Greece now, which aim to provide migrants with additional educational support. In reality, however, those are lower quality schools with a high concentration of students with migrant background[105].   In Cyprus, in some cases, because of the high concentration of migrants and asylum-seekers in areas with low-rent accommodation, some schools become 'ghettoized' and are considered, albeit in unofficial discourses, to be of 'low level'. Therefore, though there is no official or broad selection process, unofficially and sometimes de facto, segregation and selection occurs in schools.

Therefore, school segregation is in most cases the result of the design of the education system itself (tracking or residence requirement), which can be addressed by education reform. However, certain arrangements can still be useful for improving NAMS' access to quality education. Governments, local authorities or even schools themselves might help migrant parents obtain information on the country's education system, provide individualised guidance on school choice options, requirements that go with them and educational support measures available or introduce dispersal policies that can facilitate more equal distribution of immigrant students among schools.

5.1.2. Participation

Once newly arrived migrant students have enrolled into school, it is important to ensure that they stay and complete their education. Facing multiple disadvantages, migrant children often risk leaving school earlier than their native peers.

As can be seen from Figure 5 below, the proportion of early school leavers among migrants varies across the 15 European countries studied. Higher proportions of drop-outs among migrants are found in Southern Europe (Greece, Italy and Cyprus) where more than 40% of migrants leave education early (see Figure 5). All three countries belong to the non-systematic support model. Case study of cross-cultural school in Greece suggests that overall 13% of school population dropped out during 2010/2011 academic year. Often migrant students who study in cross-cultural schools quit them in order to enrol in a regular school; however, the lack of additional support to these students in mainstream schools prevents them from succeeding in those schools and as the result they drop out.

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[105] Mitakidou, Soula, Evangelia Tressou and Eugenia Daniilidou, "Cross-Cultural Education: A Challenge or a Problem?" International Critical Childhood Policy Studies (2009), 2(1). Available at: http://journals.sfu.ca/iccps/index.php/childhoods/article/viewFile/10/14 [Accessed 1 July 2011].

Figure 5: Percentages of early leavers from education and training[106] by migrant status, 2010
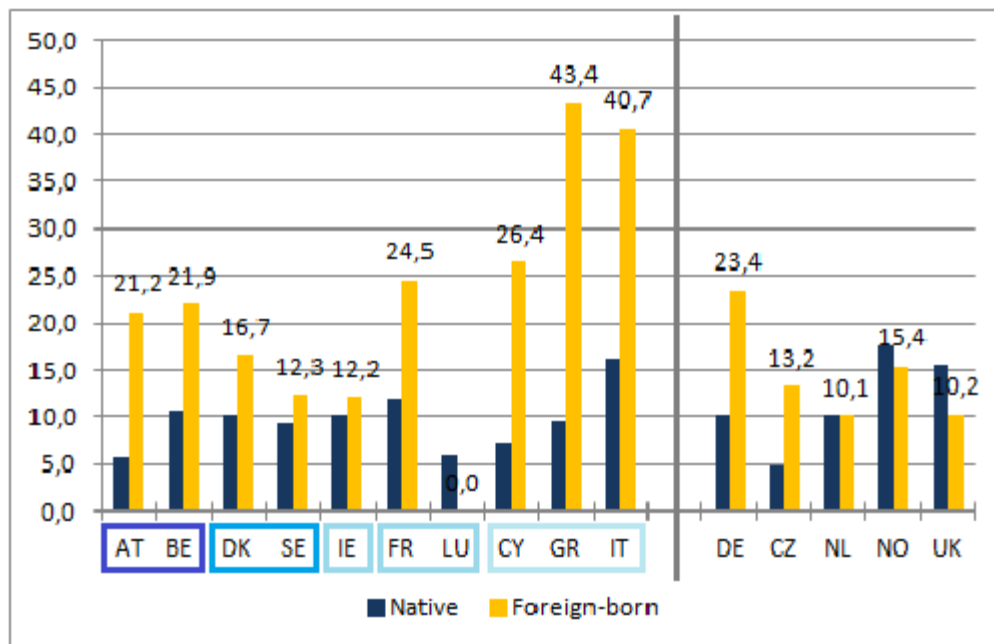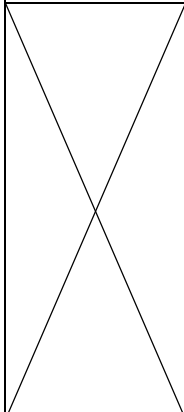

Source: Eurostat (LFS).
Note: Colourful boxes imply the belonging of countries to a certain educational support model. Data for Czech Republic, Denmark and Luxembourg lack reliability due to small sample size.

As mentioned above academic support prevention measures (e.g. development of new teaching methods in Greece or exemption from being graded in Austria) or re-integration measures (e.g. Back to Education initiative in Ireland) intend to reduce the rates of early school leaving. Therefore, the research team attempted to correlate the existence of national level support measures with the gap in early school leaving rates between native students and immigrants.

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[106] Early leaver from education and training refers to a person aged 18 to 24 who has finished no more than a lower secondary education and is not involved in further education or training; their number is expressed as a percentage of the total population aged 18 to 24. Eurostat, "Glossary. Statistics Explained", 2011. Available at: http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Glossary:Early_school_leaver [Accessed 8 July 2011].

Table 14: Existence of academic support measures and early school leaving gap between foreign-born and native students

Model	Country	Academic support measure at the national level (if any)	Gap between foreign-born and native students in early leaving from education and training, percentage points
Compensatory support model	Austria	Migrant students who possess 'extra-matricular' status are exempted from grading while attending regular classes. This way migrant students avoid ranking according to their ability during this period	15.5
	Belgium	No relevant measure	11.2
Comprehensive support model	Denmark	No relevant measure	6.5
	Sweden	'Preparation' classes for NAMS who need special support before joining mainstream classes (compulsory education) and 'introduction' classes for NAMS who are beyond the age of compulsory education but lack the necessary qualifications and language skills.	3
Integration model	Ireland	No relevant measure	2
Centralised entry support model	Luxembourg	Reception desk for NAMS - assessment of prior schooling and familiarisation with educational system Mosaic classes	-6.0[107]
	France	No relevant measure	12.5
Non-systematic support model	Cyprus	No relevant measure	19.1
	Greece	Combating early school leaving among repatriated and foreign students through the development of new teaching approaches and learning materials.	34.0
	Italy	No relevant measure	24.5
Countries non included in case study sample			
	Czech Republic	No relevant measure	8.5
	Germany	No relevant measure	13.3
	Netherlands	No relevant measure	0.0
	Norway	Second chance education – adapted instruction according to the curriculum of primary education for persons aged 13-24 who have lived in Norway for less than 5-6 years with poor education background.	-2.2
	UK	Induction programmes for NAMS through Ethnic Minority Achievement Grant	-5.3

Source: PPMI (based on policy mapping reports) and Eurostat (LFS), 2010.
Note: Negative percentages mean that the drop-out rate of native students is higher than that of the foreign-born students.

The Table 14 lists the sample of countries according to the size of the gap between the early school leaving rate of the foreign-born students and that of the native students

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[107] Negative percentages mean that the drop-out rate of native students is higher than that of the foreign-born students

(in ascending order). The table also lists NAMS-targeted measures aimed at preventing them from leaving education and training early. However, it is evident that the existence of prevention measures does not correlate with lower drop-out rates among NAMS. According to qualitative comparative analysis countries with late ability tracking and school autonomy tend to have lower rates of early school leaving.

According to Eurostat data, in four of the countries researched the difference between the early school leaving rates of the first-generation migrants and their native peers is smaller than 5 percentage points. These countries are Ireland, Netherlands, Norway and Sweden. Denmark is the fifth country with a gap of 6.5%. Denmark and Sweden belong to the comprehensive support model, and the universality of educational support helps to motivate and keep immigrant children at school. Moreover, Sweden has a special measure to upskill late arriving immigrant students. In Luxembourg, the UK and Norway, the participation rate of first-generation migrant students is even higher than that of their native peers (however, the Luxembourg data is not reliable). The integration model also correlates with good participation results of migrant children.

The Austrian measure exempting 'extra-matricular students' from grading does not prevent migrant students from leaving education and training early. Notably, NAMS' drop-out rates are relatively high in early ability tracking countries except Luxembourg and the Netherlands. Evidently compensatory support model countries do not focus much on early school leaving prevention and the design of the education system (segregating schools and early tracking) is also rather unfavourable.

Notably, the countries belonging to the non-systematic support model have the highest rates of early school leaving and the largest gaps in school drop-out rates between the native students and immigrant children. Cyprus and Italy do not implement any targeted measure to tackle this problem. Paradoxically, the Greek government has introduced a special policy measure aimed at preventing early school leaving among migrant children, but the drop-out rate of students born abroad is the highest in that country. Italy seems to be doing a bit better in this respect, although it does not implement any special national level measures. Meanwhile, the participation rate of native Greeks is similar to those in other European countries. The difference in Greek native and NAMS participation rates could potentially be explained by the school segregation and gaps in implementing national guidelines in providing support for NAMS in cross-cultural schools.

Regarding the centralised entry model, countries representing it are more focused on receiving migrant children, rather than tracking their education process. The government of Luxembourg applied several measures to prevent early school leaving, which might have influenced the small gap between natives and NAMS. The French government did not employ any specific measures.

The evidence discussed above supports the argument that NAMS-targeted educational support in ensuring better participation rates does not have a decisive role. The design of the education system, especially the levels of stratification and segregation, also work to strengthen or weaken the impact of policy measures that are supposed to prevent early school leaving. Finally, the NAMS populations also differ across European countries. For instance, highly qualified employees coming from other countries of the EU to work in EU institutions located in Luxembourg make up a sizeable part of immigration to this country.

5.1.3. Performance

In most countries, immigrant students on average do not perform as well as native students. The performance gaps are more pronounced for immigrant students who speak another language at home other than the language of instruction, and for immigrants from low socio-economic backgrounds.

Most governments assume the language barrier to be the major obstacle for NAMS to score equally with their native peers. This also explains why the majority of targeted measures were assigned to the thematic area of linguistic support. Improved language proficiency should lead to better academic performance scores of immigrant students.

The Figure 6 below presents reading performance of all students by immigrant status in PISA 2009 survey. Even though almost all researched countries have certain provisions for linguistic support targeted at first-generation students, NAMS still perform worse than their native peers or even second-generation migrants.

The performance gap is smaller in the UK and Ireland, both of which represent the integration model. Interestingly, the focus of this model is not linguistic support as such, but rather general academic support. Surprisingly, the Czech Republic has almost no performance difference between NAMS and native students despite limited additional Czech language teaching it provides at schools (see Figure 6).

In other countries, the presence of targeted linguistic support does not correlate with better performance outcomes. For instance, Austrian 'extra-matricular' status and support granted to NAMS does not eliminate the gap of almost 100 points between the average performance rate of native and first-generation migrant students. The same trend is observed for Belgium (both countries represent the compensatory model). Greek cross-cultural schools with extra support for migrant students also do not seem to improve the achievement levels of NAMS due to the non-systematic nature of support (see also Italy).

Interestingly, Denmark and Sweden belong to the comprehensive model and have a wide range of different linguistic policies and academic support, but still the performance gap of migrant children and native students is among the highest. This fact suggests that there are other factors that may influence the achievement levels of migrant children. Both Nordic countries have quite generous asylum policies which attract various groups of migrants from developing countries. Children of refugees often do not have any prior school background and are of a low socio-economic position, which may have long-term effects on their schooling process. Therefore, they tend to perform much worse compared to wealthier and educated native population.

Our analysis suggests that there is no systemic correlation between a particular educational support model and a better performance of NAMS in school education. Targeted support is usually limited to host language teaching. The Green paper on Migration and mobility states that language is not the only problem of migrant children, but also educational environment, expectations, and role models are of great importance, which cannot be tackled by specific targeted measures[108]. The factors that can also influence the performance of NAMS are discussed in the next sub-section.

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[108] European Commission, "Migration & mobility: challenges and opportunities for EU education systems", Green Paper, 3 July 2008 (COM(2008) 423 final).

Figure 6: Reading performance by migrant status, 2009
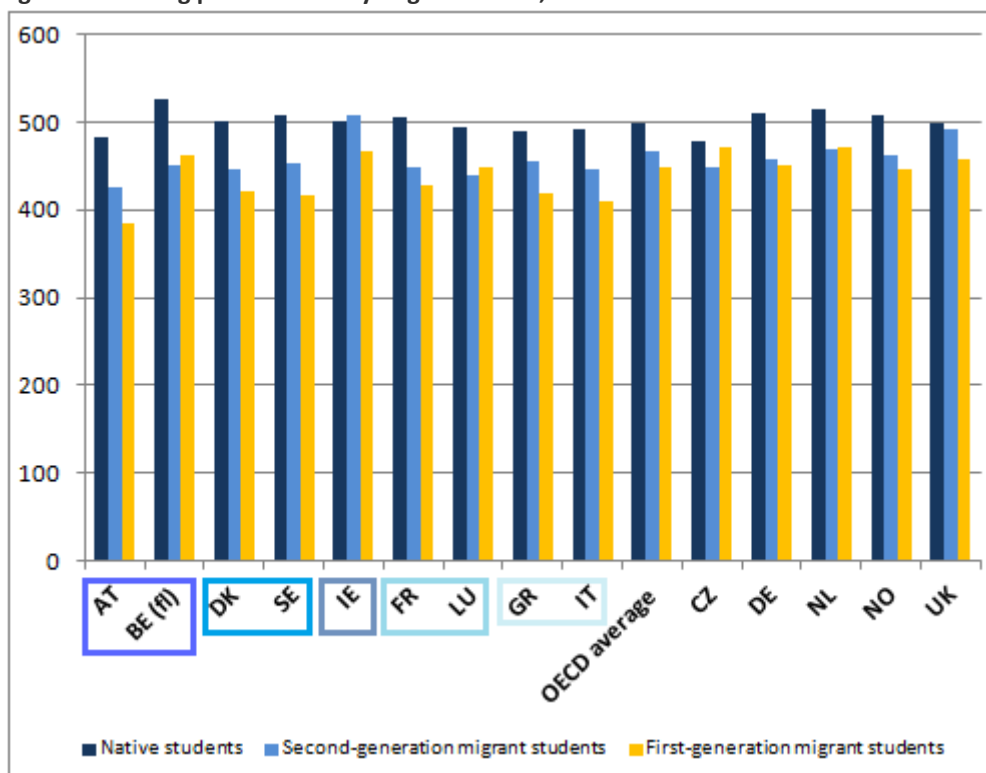
Source: PISA Results 2009.
Note: The data is available for all countries from the research sample, except for Cyprus as Cyprus did not participate in the PISA assessment.

5.2. Other factors explaining country differences in integration of NAMS

The attempt to link the application of educational support models and the integration of migrant children in the education systems returned mixed results. Comprehensiveness of educational support is clearly insufficient when explaining the educational outcomes of students benefiting from it (e.g. Sweden or Denmark still have high gaps in migrant students' reading performance regardless of the increased focus of education policies on this particular group of students). This observation suggests the existence of third factors that may affect the integration of NAMS into education systems regardless of their design or the thematic focus of educational support. It is the profile and diversity of migrant children that should not be neglected when assessing educational outcomes of migrants across Europe. The receiving countries have different histories and migration trends, while NAMS come from different countries and socio-economic backgrounds with very different endowments e.g. in terms of prior educational attainment, knowledge of host-country languages and attitudes towards education. This might have very strong and long-term effects on the integration of NAMS, which educational support arrangements cannot easily change. Furthermore, the recent economic and financial crisis urged a number of countries to reduce their funding on education and support measures, which, in turn, influences the coverage and comprehensiveness of support mechanisms.

Diversity of migration flows

European countries have experienced increases in immigration over the past years (Table 15). The extent of the increases and the composition of migration flows vary across the countries.

Table 15: Stocks of foreign-born population in 15 European countries

Country	Share of foreign-born population, 2009	Immigration profile according to Human Development Index 2011 ranking of major sending countries
Austria	15,2	Germany (9), Romania (50), Serbia and Montenegro (54), Hungary (38) and Turkey (92)
Belgium	15	European countries (France (20), Italy (24), the Netherlands (3), Poland (39)), Iraq (132), Turkey (92)
Cyprus	18,9	Eastern Europe, South East Asia, China (101), and Arab countries
Czech Republic	3,7	Vietnam (128), Ukraine (76), Slovakia (35), Russia (66), Mongolia (110), Moldova (111), and China (101)
Denmark	8,8	Western countries, Turkey (92), Iraq (132), Lebanon (71) or Somalia
France	11,0	Algeria (96), Morocco (130), European countries (Portugal (41), Turkey (92), Indonesia (124).
Germany	11,6	Greece (29), Portugal (41), Italy (24) and Spain (23), Turkey (92), former Yugoslavia.
Greece	11,1	Albania (70), Bulgaria (55), Georgia (75), Romania (50)
Ireland	14,1	The UK (28), Poland (39), Lithuania (40), Nigeria (156), Latvia (43), USA (4), China (101), Germany (9), Philippines (112) and France (20).
Italy	7,3	Romania (50), Albania (70), Morocco, China (101), Ecuador (83)
Luxembourg	32,2	Portugal (41), ex-Yugoslavia, France (20), and Italy (24).
Netherlands	10,9	Turkey (92), Morocco (130), Iraq (132), Afghanistan (172), Iran (88)
Norway	10,2	Pakistan (145), Chile (44), Vietnam (128), Somalia, Iraq (132), Afghanistan (172)
Sweden	13,8	ex-Yugoslavia, Bosnia-Herzegovina (74), Iraq (132), Iran (88), Poland (39) and Turkey (92)
United Kingdom	11,0	North Africa (113), Turkey (92), Poland (39), India (134), Pakistan (145), Bangladesh (146) and Somalia

Source: PPMI (based on case studies reports) and Eurostat (LFS) 2009.
Note: Human Development Index rank (2011) is provided in parenthesis after each country. The data is available at http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf

The Table above shows that France, Denmark, the Netherlands, Norway, Sweden and the UK are countries that receive most immigrants from countries with low human development score. This may imply poor previous education background of immigrants coming from these countries, and therefore, greater challenges for receiving countries when integrating them into their education systems.

Austria, Germany, Denmark, and Norway have similarities in the shape of their migration flows. Immigration was mostly shaped by guest-worker programmes in the 1960s and 1970s with many immigrants coming from Turkey, as in the Austrian case. Norway received immigrants mostly from other Nordic states along with quest-workers coming from Pakistan, Morocco and Turkey. As for Denmark, it also accommodated

quest-workers from Yugoslavia in addition to already mentioned groups. Later due to accelerating conflicts in the Middle East, the Balkans, the former Yugoslavia and Africa the numbers of immigrants coming to Nordic states increased. EU enlargement has also pulled in immigrants from EU accession states. In the case of Germany many guest workers from other European states like Italy, Greece and Spain, as well as Turkey were coming to the country.

In **Sweden**, migration flows were not shaped by guest-workers programmes and were originating mostly from Nordic and other European countries. Sweden was attractive to immigrants by its healthy economic climate and quite liberal asylum policies. Therefore the inflow of immigrants from the former Yugoslavia, Somalia and other parts of Africa could be observed in the country. Sweden also hosts immigrants from the Middle East, Bosnia-Herzegovina, and Turkey. The poor academic background of students coming from these countries and huge differences in education systems explain the difficulties of migrant children to compete with native students in educational attainments.

Ireland experienced one of the largest shifts in migration patterns. In the mid 1990s it was an emigration country, only few immigrants coming from Commonwealth countries and the US. However, later in the 90s the economic boom attracted new immigrants, mostly from EU accession countries, Africa and Asia. It should be noted that still about 40% of migrants in Ireland are from English-speaking countries, which facilitates their accommodation within the Irish education system and also partly explains low gaps in students' performance. A large share of migrants in **the UK** also has previous background in English language.

Cyprus has been characterised by ethnic, cultural, linguistic and religious diversity throughout its history, and it is now even more diverse. Following decades of restrictive immigration policy, in the 1990s the government allowed the entry of migrant workers to respond to the increasing demand for labour in the tourism industry. Cyprus, moving towards becoming a prospering service economy and a full member of the EU since 2004, is now taking advantage of cheap immigrant labour, both legal, such as domestic service, tourism, entertainment, manufacturing industry, agriculture and constructions, and illegal, especially in the sex industry[109]. The migrants' origins are mainly from Eastern Europe, South East Asia, China, and Arab countries.

In **Belgium** migration flows were also shaped by labour migrants (or so-called guest workers). They were coming mostly from the neighbouring countries and from Central and Southern Europe, in particular Poland and Italy. Most immigrants were contracted by the metal and mining industries in Wallonia and in Limburg (Flanders). After WWII and throughout the 1950s, immigration rates showed large annual fluctuations, reflecting the specific needs for temporary labour of the heavy industries. From the 1960s, however, Belgian extended the scope of labour recruitment to other Southern European (not only Italy but also Spain, Portugal and Greece) and non-European countries (mainly Morocco and Turkey). Family reunification has profoundly changed the nature of foreign populations: from temporary guest workers to residing households and minority communities. Permanent settlement and family formation

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[109] Trimikliniotis, N., & Demetriou, C. (2005). Active participation of immigrants in Cyprus – POLITIS project funded by the European commission in the sixth framework, priority 7, Citizens and governance in a knowledge based society see: www.uni-oldenburg.de/politis-europe Oldenburg: Interdisciplinary Center for Education and Communication in Migration Processes (IBKM).

gave rise to South-European, Moroccan and Turkish immigrant communities in Belgium[110].

Since regaining its freedom in 1989 and separating from the Slovak Republic in 1993, the **Czech Republic** has transformed from a land of emigration to one of transit and immigration. Newly formed liberal migration policy together with central geographic position attracted thousands of migrants from Europe and Asia. The majority has been economic migrants and those who came for family reunification, but many quasi-legal migrants who made use of loopholes in the legislation have also entered. The main countries of origin were Ukraine, Slovakia, Vietnam, Poland, Russia, Germany, Bulgaria, and Moldova[111].

The immigration situation in **France** has been shaped by the legacy of colonialism of earlier centuries as well as the long tradition of recruiting foreign workers. Overall, there has been a steady increase in immigration over the last century, and this has had a strong impact on the nature of French society. The predominant form of immigration in France nowadays is family reunification, followed by migration for reasons of education and labour migration. The most important individual countries of origin as of 2005 were Algeria, Morocco, Portugal, Italy, Spain and Turkey. However, immigration from Asia (China, Pakistan and India), as well as from sub-Saharan Africa (Senegal, Mali) is gaining in importance[112].

In **Greece** declining emigration and return migration created a positive migration balance in the 1970s. Immigration grew at the beginning of the 1980s when a small number of Asians, Africans, and Poles arrived and found work in construction, agriculture, and domestic services. The collapse of the Central and Eastern European regimes in 1989 caused huge immigration flows into Greece. Also key have been the rapid economic changes that narrowed the economic and social distance from the Northern European countries following the integration of Greece into the EU in 1981. The largest group of immigrants draws its origins from the Balkan countries of Albania, Bulgaria, and Romania, the former Soviet Union (Georgia, Russia, Ukraine, Moldava, etc.)[113].

Immigration into **Italy** began relatively late, after the oil crisis of 1973-84 when England, Germany and France closed their frontiers to immigration. This resulted in migratory flows being partly re-directed towards southern Europe, with Italy functioning as a transit country for other destinations for a number of years. Italy has also been a big centre for illegal immigration[114].

Luxembourgish economy also to a large extent was based on the foreign labour force. However, the immigrants were coming mostly from other European States. In

[110] Phalet K., Swyngedouw M. Measuring immigrant integration; the case of Belgium. *Studi Emigrazione / Migration Studies*, XL, n. 152, 2003, 773-803. Available at: http://business.bilgi.edu.tr/pdf/Immigrant_Integration_SE.pdf [Accessed 17-06-2012].

[111] Drbohlav Dusan, The Czech Republic: From Liberal Policy to EU Membership, Migration Information Source, August 2005. Available at: http://www.migrationinformation.org/Profiles/display.cfm?ID=325 [Accessed 17-06-2012].

[112] Focus Migration, Country Profiles. Available at: http://focus-migration.hwwi.de/France.1231.0.html?&L=1 [Accessed 17-06-2012].

[113] Kasimis Ch., Kassimi Ch., Greece: A History of Migration, Migration Information Source, June 2004. Available at: http://www.migrationinformation.org/Feature/display.cfm?ID=228 [Accessed 17-06-2012].

[114] Immigration in Italy: An Overview. Our Europe – Comenius Magazine. Available at: http://our-e.eu/index.php?option=com_content&task=view&id=58&Itemid=99 [Accessed 17-06-2012].

the mid-1990s, the country received thousands of asylum seekers from the former Yugoslavia, which has made Luxembourg less welcoming to all immigrants[115].

Therefore, immigrant students come from diverse cultural and socio-economic backgrounds. Although immigrants are a very heterogeneous group, significant proportions of immigrant students come from less advantaged socio-economic backgrounds.

The financial and economic crisis

The financial and economic crisis considerably affected the situation of immigrants in different ways. Negative consequences for labor market tend to be more sensitive for immigrant workers. International experience shows that more immigrants are unemployed than natives. They tend to be over-represented in low-skilled jobs and have no employment security as well as more often be the subject of discrimination[116]. This is likely to complicate the unstable position of immigrant children and their families, particularly those from lower socio-economic groups.

Financial crisis also influence the nature and extent of migrant flows to the countries. For instance, during the last couple of years, because of the financial crisis in Greece, the numbers of Greek immigrants to Cyprus have increased significantly.

A second possible consequence of the crisis is **reductions in public spending on education** and other programmes that benefit immigrant children. Ireland, for example, has faced budget problems with cuts in education spending. Some teaching posts have been eliminated, including posts to support language instruction for immigrant students[117]. For instance, Irish government had to reduced financing for the measure (*Language resource/support teachers*) implies introducing additional teaching posts (or teaching hours) in schools to provide extra tuition in English as an additional language (EAL). Due to cuts in provision in the 2009 Budget, schools can apply for one full-time equivalent/post if they have between 14-30 EAL students; and second post for between 31-90 students, with the potential, based on the size and nature of the demand, for a third or 4th post.

In Sweden reduction in funding over the last years also negatively affected the number of teachers, amount of tuition and study instruction in mother tongue and the organisation of the transfer from preparatory group to regular classes. Before the reduction in funding, the schools had the possibility to organise the transfer in a more flexible way so that the NAMS who were assessed to be ready for the transfer could spend parts of the day in regular class, and parts of the day in a small group with other NAMS in the same stage of transition as themselves.

In Greece and Cyprus the financial crisis also influenced the number of teaching staff and as a result, the size of the class. For students it would be more beneficial to study in smaller classes, so that they could receive more attention from the teacher. However, this would imply hiring more teachers, which is not affordable for the schools.

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[115] Kollwelter, S. Immigration in Luxembourg: New Challenges for an Old Country. Migration information Source, March 2007. Available at: http://www.migrationinformation.org/Profiles/display.cfm?ID=587 [Accessed 17-06-2012].

[116] OECD Reviews of Migrant Education (2009), Closing the Gap for Immigrant Students.

[117] Education International Survey "The Global Economic Crisis and Its Impact on Education". Available at: http://download.ei-ie.org/Docs/WebDepot/Report_of_the_EI_Survey_on_the_Impact_of_the_Global_Economic_Crisis_on_Education_en.pdf [Accessed 01-05-2012]

To conclude, migrant education policy is not formulated in isolation. Its shape and scale are influenced by the external factors outlined above. Financial and economic policies as a reflection of the economic crisis shape the budget for education programmes and therefore, the availability of certain support mechanisms for immigrant students. Countries immigration policies might define the diversity of their migrants' profiles. Open immigration policies would facilitate the flow of asylum seekers and lower skilled workforce, which implies poorer education backgrounds and more challenging integration processes.

Interactions of education policies with other government policies and arrangements are also important. For example, the concentration of students in particular schools heavily depends on residential segregation patterns that are influenced by a range of policies like housing, employment or discrimination.

Chapter 6: Towards an effective comprehensive and inclusive model

Following the analysis above, it is hardly possible to make a final conclusion on which of the suggested educational support models is the most effective. There are different factors that influence integration of migrants that are even beyond the influence of the education system. Therefore application of similar support measures does not necessarily bring equal results in different countries. Nevertheless there is a range of framework conditions and educational support policies that proved to be beneficial for a student population with an immigrant background. Combining them in ways sensitive to national context might help countries to develop a more effective mix of measures and practices for migrants' integration into their school systems. This chapter discusses the most favourable framework conditions and educational support measures that might help countries move towards a more comprehensive and inclusive model of educational support. The examples of good practices from the countries analysed are used to illustrate and support our argument.

6.1. Framework conditions – education system characteristics

The basic design characteristics of the education system influence the situation of migrant children in many ways. For example, systems that practice early ability tracking are most likely to provide migrant children with less equal treatment in choosing their educational pathways – in most cases migrant children will end up in vocational schools. We also identified a problem of possible segregation of migrant children in low quality schools because of school choice policies practiced in the country. This part of the analysis discusses optimal framework conditions which help to ensure equal opportunities for the education of immigrant students. One should have in mind that framework conditions have been formed by country's traditions and historical path dependency, which is difficult to change. Taking this into consideration, the research team provides intermediate solutions on how to tackle gaps in educational support and presents good practice examples from other European countries that managed to address them.

Free parental choice or catchment area requirement

In many countries, immigrant students are not evenly distributed geographically within the country, within municipalities or even within cities. In the analysed countries, migrants tend to settle in capital regions or large cities, and in the low cost or disadvantaged areas of those cities. Consequently migrant students form varying proportions of the school populations. Such variations in the proportion of immigrant students among schools present different opportunities and challenges to providing high quality education.

Where immigrant students do not speak the language of instruction in their families, their opportunity to develop language skills through social interaction at school is smaller when there are fewer native speakers to interact with. This may seem contradictory to one of the main policy goal of developing a student's proficiency in the host language, which is one of the success factors for a child's integration. On the other hand, schools with a high concentration of migrant children could organize more effective and structured targeted support, rather than trying to reach all migrant children dispersed around different schools.

School composition often reflects the social and economic characteristics of the surrounding communities and residential areas, especially in systems where catchment areas are a prerequisite to being enrolled in a particular school. However, as deeper analysis showed, even in free choice systems, schools tend to give priority in admittance to the residents of the school's district.

Parental choice regarding the school in which they enrol their children can also influence school composition. Research shows that school segregation by immigrant status has been aggravated because native parents tend to be more likely than immigrant parents to opt out of schools where there is a high concentration of immigrant students[118].

Therefore, it is hard to say which framework condition is more beneficial for prevention of school segregation. Both free school choice and catchment area requirement may reinforce this negative effect and hinder equal access to education. However, countries can introduce certain policies in order to offset the negative effect of school segregation.

In the countries, **where free school choice policy is prevailing it is important** to soften the effect of native flight **to improve the quality of schools attended by migrant students.**

Countries practicing catchment area requirement mechanism of school enrolment may try to neutralise school segregation by **introducing targeted dispersal policies**. Children are equally distributed between schools by municipal decision; thus avoiding concentration of socially disadvantaged pupils in one particular school assigned to this area.

Dispersal policies

In **Denmark**, some municipalities have introduced "dispersal" policies to distribute immigrants more evenly across different schools. Since 2006, Aarhus municipality, for example, has used a system for dispersal of students with Danish as second language. Based on a decision by the city council and the Act on Primary Education, the municipality has decided that no year group can have more than 20% of students with linguistic support needs for learning Danish in each school. Therefore the school can move pupils within this category to another school qualified as a receiving school. There are 19 such schools in Aarhus, all with experience in receiving pupils with specific linguistic needs.Results have been somewhat positive where 34% of pupils bussed to a new school experienced an above normal progression in their linguistic development, 45% had developed as expected and 20% developed below expectation.

Early ability tracking

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[118] Simon Burgess, Deborah Wilson and Ruth Lupton, "Parallel Lives? Ethnic Segregation in the Playground and the Neighbourhood". CMPO working paper series No. 04/094. Bristol: Centre for Market and Public Organisation, University of Bristol, p. 11. Available at: http://www.bristol.ac.uk/cmpo/publications/papers/2004/wp94.pdf [Accessed 2 March 2012].

Many studies conclude that tracking before the age of 16 generates inequalities and that the earlier the tracking starts, the greater these inequalities are[119]. In systems where students are selected into different school types based on their academic ability at an early age, immigrant students may more often be assigned to less academically demanding schools. For example, this is the case in Austria, Germany, Belgium, Luxembourg and the Netherlands where higher proportions of immigrant students are found in vocational education and in the lower tracks of compulsory education. Immigrant students may not have had adequate opportunity to develop academically in time for selection into different secondary school types and thus find themselves in secondary schools with lower academic expectations that do not sufficiently develop their inherent abilities.

However, one should realise that early tracking is a long developed tradition, which is difficult to abandon overnight. What tracking countries do is to implement intermediate compensatory measures to neutralise the negative effect of tracking children into lower quality schools.

Such possible measures could be **introducing bridging schools for academic and vocational tracks** (e.g. Austria) or **to increase attractiveness of vocational education** and possibilities to enter higher education once graduating from it (e.g. Luxembourg).

Promoting initiatives to increase immigrant student access to academic tracks

In **Austria**, new secondary schools established in school year 2008/2009 employ a new school model with teaching staff from lower and academic secondary schools, team-teaching, and more innovative instructional methods: Bundesministerium für Unterricht, Kunst und Kultur, "Neue Mittelschule". The "Neue Mittelschule" (New Middle School) was established to promote educational opportunities for students who were not selected for academic schools at age ten. Through the special teaching techniques promoting individualised learning and academic teaching, these schools help students to qualify for access to academic schools at age 14. Neue Mittelschule educates pupils at the age of 10-14, avoiding early tracking. At 14, students are differentiated into a range of programmes.

In **Luxembourg** vocational schools have the possibility to offer international baccalaureates, which enables technical graduates to enter higher education institutions.

Level of school autonomy

(De-)centralisation may affect not only the offer of educational support, but also other aspects of organising formal education such as hiring and dismissing teachers or the scope of autonomy regarding the content of instruction. In de-centralised education systems, schools are more likely to recruit teachers they find the most suitable for the job. In addition, the national curriculum is more flexible. In these cases, central

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[119] INCLUDE-ED (2009), "Actions for Success in Schools in Europe", October 2009, p. 22-23, 26. Available at: http://www.ub.edu/includ-ed/docs/INCLUDED_actions%20for%20success.pdf

governments just issue educational guidelines, which municipalities should follow when developing curricula. As an extreme case, Belgium (Flanders) does not even have a fixed national curriculum or national examinations. However, such flexibility can lead to non-systematic provision of educational support across regions and difficulties in implementation of national policy guidelines, as happens in Italy. In Italy, even though the education system is centralised in terms of curricula and hiring of teachers, schools are given high levels of autonomy in organising a schooling process and adopting teaching methods. Therefore, in education systems with high degree of autonomy it is important to have a good monitoring mechanism in order to ensure equal implementation of national policy guidelines.

On the other hand, in countries where organisation of education is centralised, a unified system of teacher recruitment is likely to exist centrally and the national curriculum is rather strict. For instance, in Greece, Cyprus and France, teachers pass a competition on a national scale and are assigned to schools by the state, which does not always reflect the necessity at the local level. Therefore, in centralised systems it is important to minimize bureaucracy and allow some flexibility to schools.

To conclude, formation of inclusive framework conditions in education system is a long-term and complex process, which would involve reconsideration of certain policy priorities and courses. However, introduction of compensatory policy measures can help offset the negative effects of unfavourable design of education system. Moreover, application of a number of inclusive thematic support policies can also contribute to the development of inclusive education system.

6.2. Thematic support policies

The analysis has shown that framework conditions and education support policies matter for the effective and equitable integration of NAMS. This section discusses which specific thematic policy measures could facilitate NAMS' inclusion into the education system and society as a whole.

The first section is dedicated to language support policies and practices. Proficiency in the language of instruction is a major tool and precondition for further learning. But support to learning the language of the host country is only one important aspect of responding to linguistic diversity in the receiving schools. The second section, on academic support, suggests that a general approach is needed to ensure that support for immigrant students is provided not only in specialised linguistic courses but in an integrated way across the curriculum and throughout all school- and after-school activities. The third section points to the importance of developing new ways of communication and collaboration to increase parental and community involvement in schools with immigrant students. Finally, the fourth section emphasizes the importance of embracing intercultural diversity at school and in national level policies. Taken together, these four thematic pillars can help create a positive school climate that treats diversity as an opportunity rather than a hindrance for successful teaching and learning.

6.2.1. Linguistic support

Host language proficiency is a crucial factor for immigrant students to participate and perform well in school. Those who do not master the language of instruction face significant academic challenges. Therefore, language support should take an important place in migrant education policy.

Effective language support would include the following elements:
- Adequate initial assessment of language skills;
- Language induction programme;
- Continuous language support;
- Training of teachers to teach the host language as a second language;
- Valuing of different mother tongues.

Assessing language competencies

Effective provision of language support depends on the accurate assessment of the language competencies of each student. In practice, however, language support is rarely tailored to individual language development needs of its students. Some countries provide early assessment tests at the age of three or four to identify children's language development and others assess children's proficiency when they enter the school. However, very few countries developed a comprehensive screening system which takes into account cultural and language differences of incoming students.

Therefore, **for an effective provision of language support to migrant students who need it, it is essential to conduct an adequate assessment of language skills upon their entering into education system.** The assessment can be done individually, based on teacher-student interview (this approach would fit better decentralised education systems) or centrally developed languages tests (this approach would satisfy central systems requirements).

> ### *Offering language assessments*
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> **Denmark** has a well developed early language evaluation and support system. Since 1999, bilingual children undergo early language screening at age three and receive language stimulation if the screening shows that they need it. Teaching in Danish as a second language is provided when necessary to bilingual children in pre-school class and in form levels 1-9. The Minister of Education is responsible for establishing the regulations concerning education in Danish as a second language to bilingual children and concerning mother-tongue tuition of children from Member States of the European Economic Area, as well as the Faeroe Islands and Greenland. The Ministry also financed the development of special assessment material for bilingual students that can be used by teachers to assess their language proficiency and development needs in the language of instruction at different ages.

Initial host language support

It is advisable that initial host language support to NAMS is organised within mainstream education, so that children could interact with their native peers. However, many countries still prefer to provide initial language teaching in welcoming or reception classes, what allows for more focused teaching and support.

In turn, the countries which place immigrant children in separate classes or groups face additional challenge on the transition of these children from inception classes to a regular class. It is important that the student transfers gradually and continues receiving language support even after entering a mainstream class.

> **Smooth transition from reception classes to regular ones**
>
> In Denmark students from reception classes can gradually participate in the main subjects within regular education to ensure their smooth transition once it is decided that they can study in a regular class; the main part of the teaching happens in inception classes though. Special classes can be organised at grade 8-10 for late arrivals (over the age of 14).

Continuous host language support

Many countries lack an explicit and consistent language policy that promotes a common approach to language development within the education system. Language support at different education levels and school types is often fragmented, with little coherence in curricular goals and instructional approaches. Often, language support is increasingly present in pre-primary and primary schools but is less systematically provided in secondary schools, where it can be most needed, particularly if NAMS do not enter the education system in the host country at the beginning of their education.

Continuous language support throughout all levels of education is particularly helpful to ensure successful transitions from one level of education to another[120]. Often 1-2 years of inception period of language teaching is not enough for a migrant child to get proficient in the language of instruction, thus, he faces difficulties in acquiring adequate knowledge in other subjects. Therefore, **constant host language support is essential for child's integration.** It may take a different form starting from after-school classes or hours to mentoring projects and in-class mediators working with migrant children.

Teachers trained in second language acquisition

A lack of focus on second language acquisition as a distinct competence and the low status of the language support courses are often reported as issues for teachers. To increase the number of qualified specialist teachers in second language development, some countries have introduced this as a subject of pre-service and in-service training. Training of teachers can be easily organised both in centralised and decentralised systems; however, in centralised education system there are more favourable factors for compulsory practice.

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[120] Tracey Burns, "Education and Migration Background research synthesis". Paris: OECD, 21 January 2008, p. 4. Available at: http://www.oecd.org/dataoecd/37/53/40636545.pdf [Accessed 4 July 2011].

> **Specialised trained staff**
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> The courses for bilingual students at Aarhus are taught and managed by teachers with specialty in teaching Danish as a second language during their formal education or who have later taken courses upgrading their competences, for instance, offered by the municipality. All the reception and screening procedures are also performed by specialised staff – bilingual coordinators. The bilingual-coordinators are allowed to take part in a knowledge-sharing network coordinated by the municipality. The coordinators participating in the network are granted 20 hours of service on a yearly basis, of which ten come from the municipality and ten from the individual school. The bilingual coordinator basically serves as the school's local resource person providing guidance regarding education and integration of children with Danish as a second language and facilitating school-home cooperation with parents. The bilingual coordinator also provides guidance to teachers regarding the education process and teaching material, communication with parents and interpretation services, etc. All bilingual coordinators are qualified teachers who have undergone special training managed by the knowledge centre for Pedagogy & Integration in the municipality of Aarhus consisting of two modules: 120 hours on language, 120 hours on culture and 35 hours for a counselling course. Teachers who had specialization in teaching Danish as a second language during their formal education have to take only the counselling course to be qualified as a bilingual coordinator.
>
> In **Ireland**, to support English language provision for migrant students, English Language Support Programme (ELSP) was developed in Trinity College, Ireland. They provide lesson plans and other useful information. Between 2000 and 2008 Integrate Ireland Language and Training (IILT) was set up to meet the language and training needs. While this initiative is now closed, a range of documents to help language support teachers in primary and post-primary schools developed by IILT can be accessed at NCCA website (www.ncca.ie). The initiative provided twice-yearly in-service seminars and worked closely with ESL teachers. While the take-up among primary school teachers had increased over the years, it remained modest among post-primary level, possibly indicating that these teachers may have faced difficulties in getting released from the school to attend in-service courses as they are mostly teachers of mainstream subjects. IILT developed teacher handbooks for both primary and post-primary sectors.

It is important that not only language teachers receive training for working with immigrant children, but subject teachers as well. It is advisable that subject and specialised language teachers are working together so that teaching of academic subjects and language happen in a coordinated way, which can also help avoiding the delay of academic learning due to the low language proficiency.

Mother tongue instruction

Immigrant students may have knowledge of or be proficient in several languages that could be an asset in the school system and in society more broadly. The sheer number of different languages represented in immigrant communities and the significant challenges in logistics and resources mean that it is not practical to teach every

student in their mother tongue. There are many different ways for education systems to use the native languages of students to differing degrees to help them excel in education.

Such approaches can include offering immigrant languages as modern foreign languages within the curriculum, using bilingual classroom assistants, providing team teaching with a mother tongue teacher and training teachers to support their students in using their language competencies as a learning tool.

Valuing the mother tongue of immigrant students is an essential part of developing a positive and appreciative approach to diversity and identity. It means seeing students' language capacities as part of their personal, social and cultural identity and welcoming it as a tool for learning and understanding[121].

> ### *Valuing and supporting native languages of immigrant students*
>
> In **Ireland**, there is a **non-curricular language option at Leaving Certificate** level for EU students whose mother tongue is not one of those available as curricular languages (English or Irish). For 2011, The State Examinations Commission offered Leaving Certificate examinations in 15 non-curricular languages - candidates were examined in the following subjects: Bulgarian, Czech, Dutch, Danish, Estonian, Finnish, Greek/Modern, Hungarian, Latvian, Lithuanian, Polish, Portuguese, Romanian, Slovakian and Swedish.
>
> In **Sweden**, immigrant children in compulsory education and in upper secondary education are entitled to mother language tuition as a school subject if there are more than five children in the school who want tuition in that language and if a suitable teacher with sufficient skills in both Swedish and the other language can be found. Students with a mother tongue other than Swedish have the right to receive tuition in their native language as a school subject. This subject, *Mother Tongue Studies* ("modersmålsundervisning") has its own separate syllabus, which also covers literature, history and culture of the country of origin. Grades awarded in this subject are equivalent to grades in other subjects.
>
> In **Austria** migrant students' **mother tongue** is taught as an optional subject or optional exercises (*unverbindliche Übungen*), either in separate (afternoon) classes or integrated into the general schedule, with the teacher (native speaker of the language) working alongside the class or subject teacher. Mother tongue teachers are employed by the Austrian school authorities like all other teachers. Currently, instruction is being offered of the following languages: Albanian, Arabic, Bulgarian, Bosnian, Chechen, Chinese, Croatian, Farsi, French, Hungarian, Italian, Macedonian, Pashto, Polish, Portuguese, Romanian, Romany, Russian, Serbian, Slovak, Spanish and Turkish.

It is also important to ensure that schools adopt a positive approach to multilingualism and language development. In some schools, the approach to language development focuses disproportionately on the "deficits" that immigrant students may have in the language of instruction and not enough on the benefits and linguistic resources that

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[121] Guus Extra and Kutlay Yagmur, "European perspectives on immigrant minority languages at home and at school". In Luchtenberg, p. 157 (pp. 140-166)

these students bring to the school system. Such a deficit-oriented approach could lead to teachers lowering their academic expectations for immigrant students.

> ### *Using mother tongue to teach host language*
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> Sociolinguistic surveys by Nathalie Auger show that the languages of the NAMS are not seen as a potential. Her class observations, however, provide an idea of how some teachers seek to take advantage of this "vitality of the languages of immigration". These approaches, which have always intended to facilitate the mastery of the French, or rely on the linguistic achievements of the student in the language of origin, either create a climate of confidence of this student, who then sees its valued original language (although not taught). Thus, teachers write on the classroom walls lexicon or sentences that become familiar (for example, the figures translated into all languages, the first name of students wrote in the alphabets of origin etc.). This comparative approach tends, in language interactions, to support the knowledge the students have their mother tongue and to use their experience in their respective language to build the lesson, the common points and differences between the language sources and target language.

A clear and explicit language policy for the entire education system could help create much needed co-operation and consistency. Such a policy should take a positive approach to immigrant students and focus on their linguistic resources and potential. The language policy should state that all school types and levels of education share responsibility in developing the language competencies of students. In addition, the language support should be provided by qualified teachers and be based on the assessment of individual student competencies.

6.2.2. Academic support

Beyond language support, it is important to highlight several other pedagogical and organisational strategies as particularly relevant to improving teaching and learning in socially, culturally and linguistically diverse schools. Optimal mix of academic support programmes which would ideally complement linguistic support part constitutes:
- Comprehensive reception mechanisms
- Monitoring and evaluation of students' progress
- Prevention programmes
- Re-integration programmes.

It is worth mentioning the universality of most of the academic support measures. Once the school develops such an academic support systems it guarantees a supporting learning environment and facilities for all its students, including newly arrived migrant students.

Comprehensive reception mechanisms

The initial placement of migrant children is very important. Ensure their placement into the correct age group and ability level is vital. That is why it is very important to create a well-developed system of reception of migrant students and initial assessment of their education background.

The reception both can happen in schools or municipality departments (as in Denmark) themselves in decentralised systems and where the catchment area

requirement is practiced or in special receiving centres (as in France or Luxembourg) which can be introduced both in decentralised and centralised systems.

Reception desk for immigrant children

CASNA (Cellule d'accueil scolaire pour eleves nouveaux arrivants) - reception desk for newly arrived pupils in Luxembourg. The CASNA service at the Ministry of Education is responsible for welcoming and placing children in a particular school. Parents should make appointment with CASNA prior coming there with their children. At the day of appointment they come with all possible documents (school certificates, students journals – containing grades, if available) which would help identifying the level of knowledge. In CASNA children are tested for language skills, and mathematics. After the results of tests are available, CASNA assigns students to a particular school, and programme within school. School administration can create additional classes, if needed. If NAMS show fast progress in language learning, the parents are then informed about recommendation made by teacher for a child to join the regular classes. Maximum stay in welcoming class for NAMS is limited to one school year. **247,500 EUR were allocated specifically to CASNA in 2007 and 76,000 EUR in 2011**. Financial contributions are made also from various ministries, local municipalities, and other institutions which are not reflected in these numbers. **757 in 2010/2011 (of all ages) of NAMS** have been registered in CASNA.

In **France**, special agency is in charge of the education of NAMS and Traveller children (CASNAV - *Centre Académique pour la Scolarisation des Nouveaux Arrivants et des enfants du Voyage*). Upon arrival, the Casnav orients all the students. They actually go in the building of the Casnav (44, rue Penaud, 20th arrondissement of Paris), where they pass positioning tests (diagnostic tests in mathematics in their native language, test comprehension and written production in French). In this procedure, there are two phases which use different methods. A part is based on an interview (possibly with the help of a translator) that allows knowing the educational background of the pupil (attended classes, prospective diplomas, languages studied etc.), its conditions of life and his family environment. This interview can also assess the level of knowledge of the French language. Some more technical uses specialized tools, testing, which, for some, language, and others in French.

Monitoring and evaluation of students' progress

During research process, it became evident that very few countries actually track their students' performance. As a result, support programmes often may not reach students who need it or are not implemented at all. Therefore, it is vital for schools to introduce tracking or monitoring procedures that would allow identifying under-achieving students and render them necessary assistance.

Scandinavian countries had a positive example of monitoring process through individual students' study plans. Such an approach would be best implemented at the school level and therefore imply a certain degree of flexibility of schools.

Individual assessment plans in Sweden and Denmark

Individual student plans are prepared for each student annually. This also applies to NAMS. They are sent out to the parents one week before the meeting of parents scheduled in spring. The individual student's plan is based on a student portfolio with contributions from both the student and the teacher. Municipal and national test results are also included in the plan. When a student is in the last year of lower secondary school, normally the 9th grade, and has to prepare for the leaving exam, an assessment is made whether the student is ready to enter the next level of education (ISCED 3). A youth councillor is responsible for evaluating competences and the maturity of all students and preparing an education plan. During the year, the students meet with the councillor to talk about future education plans and then the councillor makes an education plan (usually in February of the year the student is supposed to graduate). The councillor either approves the student's plans and makes an arrangement with the education institution of a student's choice or offers an alternative plan corresponding to the student's competences. The goal is to prevent students leaving school early due to the lack of necessary competences when entering the program. The personal and social skills of a student are assessed along with academic qualifications. The latter assessment is based on the student's scores in Danish, Math and English. Sometimes grades in Physics, Chemistry, Second foreign language and IT are also included into the evaluation. For general high school the average grade should not be lower than 7, whereas for vocational school the student should have an average grade of at least 2. Personal skills assessment examines the student's attendance, homework and behaviour at school and determines whether he/she can work independently on assignments and participate actively in class. The assessment happens based on a dialog between the councillor, the student and the parents. If needed, interpreters are provided.

Prevention support programmes and learning assistance

It is important to ensure on-going assistance to under-achieving students throughout the whole period of the education. In many countries such assistance is provided to all students, regardless of their background, and migrant students can still benefit from it. Identification and help to underachieving students is an important measure to prevent early drop out from school and performance gaps.

> **Assistance in education process**
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> In **Greece** students receive academic support through **remedial teaching**. Remedial teaching (ED) is an autonomous teaching programme for pupils of primary and lower secondary school who are experiencing learning difficulties in certain subjects or who wish to improve their performance in specific subjects in lower secondary school (*Gymnasio*). The purpose of remedial teaching is the re-integration of pupils in the learning process, improving their performance and enhancing access and participation in the educational system.
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> In **Luxembourg** "classes Mozaik" ("mosaic classes") are offered — a special measure by the Ministry of Education - in order to prevent early school leaving, as well as work more closely with children with behaviour-related problems.
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> In Cyprus, **The MOEC has designed a special support programme for underachieving students 'Learning difficulties programme (Gymnasium)'.** In the Annual Report (2010a: 342) this programme is described as follows: "*Learning difficulties programme: pupils are offered support, individually or in groups of no more than four children, in Modern Greek, History, Mathematics and Physics. Support is also offered in other subjects according to the pupils' needs*".
>
> The Learning Difficulties programme is aimed to help students diagnosed with specific learning difficulties to overcome these problems in the subjects stated above. The funding for this programme comes from national funds (MOEC). A deputy head in the school is in charge of this programme. Teachers in the school explained how the programme operates:
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> After the identification of the problem (either in the primary school or in the secondary school) and consultation with the students' parents, an educational psychologist assesses the student. Then, upon examination of this assessment, the Provincial Committee of the Ministry of Education decides for the student's participation in the programme. Usually the learning difficulties programme is run by the same teacher that teaches the subject in the class, but during the teaching time of other non-examined subjects (Ancient Greek and French). Students in the learning difficulties programme usually receive lessons in the subject(s) they have difficulties with twice a week.
>
> Another approach to provide academic support is **summer school** where students, including NAMS, have the possibility to continue to develop their language and supplement their knowledge, and to improve their grades. This possibility is open for all students in school year 8 and 9. During three weeks the school offers tuition in English, Mathematics and Swedish /Swedish as a second language. Summer 2010 approximately 40 students participated (interview with Study counsellor). NAMS and students with second generation immigrant background participate to the same extent. NAMS who are enrolled in the preparatory group have their own summer school group. In summer of 2010 15 students from the preparatory group participated in summer school, focusing on Swedish as a second language and Mathematics. The school encourages students to participate in summer school.

Certain prevention programmes and initiatives targeted at under-achieving students may be beneficial for NAMS and help them to obtain their graduation certificate. This is especially true for late arriving students.

Obtaining compulsory education certificate through vocational education

In Denmark some schools provide a special class for the age group 16-18 to support students in obtaining compulsory education (ISCED level 0-2) and entering upper secondary education. This class is offered for 'weaker' students who do not have educational attainment appropriate for their age or have learning difficulties that do not allow them to continue upper secondary education. Therefore, students are being prepared for the vocational track. These students are formally enrolled at the regular school, but all the teaching takes place at a special form of vocational school (Produktionsskole). The courses of Danish as a second language, Math, English and Social orientation are offered in this class. In addition to this the students take part in vocational training for 4-5 hours a week. If a student's progression is assessed to be satisfactory, he/she receives a secondary education certificate and is enrolled in a special vocational school as a full-time regular student.

The vocational class offer has three phases. The first phase includes 25 hours of teaching and 4-5 hours of vocational training. During the second phase the student is enrolled at the special vocational school and receives a mix of core courses, vocational training and an internship. The third phase sees the student enrolled into a regular year program, e.g. a regular vocational school, a specialised school or adult education programmes, providing the student with a qualification that makes him/her eligible for middle-long and long education. The teaching is consistent with the declarative framework in the Act on Primary Education, the framework for teaching Danish as a second language and with the goals in the Ministry of Education's *Organisering af folkeskolens undervisning af tosprogede elever – en vejledning* and *Fælles Mål 2009 – Dansk som andensprog*. The project started out as a pilot project but is now a regular offer. It can take a maximum of 12 students.

Reintegration programmes

There are a number of schemes in place for young people who have already left school and would like to further their education and training. These are non-formal education facilities that aim to provide high quality, relevant and efficient education and training opportunities outside the mainstream education setting.

> ### *Re-integration programmes*
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> **In Ireland**, the **Back to Education Initiative** provides opportunities for second chance education to adult learners and early school leavers who want to upgrade their skills. The initiative builds on existing schemes such as **Youthreach and Vocational Training Opportunities Scheme** (VTOS; this targets people over 21 years of age). Youthreach is aimed at unemployed early school leavers aged 15 to 20. It is intended to help young people return to learning and prepare for employment and adult life. It also provides them with opportunities to get certified qualifications. In general, migrant students can avail of the programmes and initiatives already in place for all students.
>
> **In Luxembourg, L'école de la 2e chance - School of the 2nd chance** is a targeted measure for re-integrating young people aged 16-24 who dropped out of school and are currently unemployed. It has been opened in March 2011 and has the capacity for accepting up to 350 young people. The programme has three main elements: general education – e.g. in languages or mathematics necessary for the re-integration at school; vocational education – training for profession in one of the following fields: agriculture, artisanship, commerce, hotel and tourist industry, paramedics, and social field aiming at entry into the labour market; and complementary activities – cultural, arts, and sports activities.

There is a variety of learning assistance programmes which can be implemented by national governments regardless of the initial design of education system their countries have. It is important though to ensure a smooth education process for children, starting from an adequate assessment of their education background and placement into correct grade to provision of on-going learning assistance to the once who need them.

6.2.3. Parental and community involvement

Support to parents has been deliberated in various areas of public policy since the 1980s[122]. It is now understood to be an important educational success factor. In the case of migrant students, parents who lack proficiency/literacy in the host language are not able to get actively involved in their children's school life and help their children in their education[123]. Therefore, comprehensive programmes involve migrant children's parents as well, so as to help decrease their exclusion. Compared to native parents, however, immigrant parents are often less likely to get actively involved in their children's education.

However, schools can take actions themselves to involve migrant parents. Strong links with the diverse local community benefits schools as well as they understand the pupils' background, potential assets and challenges better. Encouraging migrant parents to have their say helps school to improve and innovate, also in their intercultural policies. Providing information to parents about the host education system in their heritage language (e.g. through bilingual assistants or interpreters), active involvement of parents in Parent-Teacher Associations (PTAs), as well as

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[122] Frédérique Giuliani, « Éduquer les parents? Les pratiques de soutien a la parentalité auprès des familles socialement disqualifiées » Revue française de pédagogie, No. 168, juillet-août-septembre 2009, p. 83-92.
[123] Some pertinent literature is reviewed in: Include-ED, 'Report 1: Review of the literature on educational reforms, theories and policy developments in Europe', 2007, p. 40-41. Available at: http://www.ub.edu/includ-ed/docs/2_D.1.16%20Report%201.pdf [Accessed 15 February 2012].

offering them host language courses or other opportunities of community education[124] are examples of possible measures.

To benefit from parental and community involvement, national policies should stimulate schools' and teachers' initiatives to reach out to wider groups of immigrant parents and communities. Therefore, this thematic area is a decentralised policy measure and school autonomy is more favourable condition for development of parental involvement.

To sum up, an optimal mix of measures for effective parental involvement would constitute:
- Assisting migrant parents
- Information provision
- Outreach and empowerment of migrant parents
- Capitalising on resources of immigrant communities
- Sharing experience

Assisting migrant parents

Experience of different European countries suggests that immigrant parents are often face greater challenges in communication with the school and participation in their child's education process due to the low language skills and own educational background. In some countries, however, the language barrier is less of an issue as the majority of immigrant parents are already proficient in the host language (e.g. Ireland or the UK) or have a good education background (e.g. Luxembourg).

> **Assisting migrant parents**
>
> In **France,** an experiment project called "Open School to parents for successful integration" is conducted (Circular No. 2010-146 of 23 September 2010) that offers free training for parents at the premises of schools. The parents are entitled to the French language support and insights into French education system. The trainings are organized for a period of 120 hours within the school year in groups of 8 to 15 people.
> There are also other measures available, however, without being specific to parents of NAMS, for example, "La malette des parents". It entails three sessions (2 hrs each) of discussion with pupils' parents (college level). Handouts and DVD help to support the discussions.

Providing information for migrant parents

The greatest obstacles to engaging immigrant parents include lack of knowledge of the educational system in the host country and low self-confidence to play a role in their child's school. It is important that they are empowered and understand what roles they could play in helping their children's learning.

Cultural differences may also hinder immigrant parents in becoming actively involved in their children's school life and communities. It is important for teachers to adapt communication methods to reach out effectively to different immigrant parents. In addition, educators and policy makers should be sensitive to the different forms parental involvement may take, including home aspects that may not be readily evident at the school level.

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[124] Includ-ED, 'Effective educational practices at the secondary educational level – Monograph', p. 25-26.

> **_Providing adequate information through various communication channels_**
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> In **Austria**, the Ministry of Education, Arts and Culture developed a DVD for parents showing information on the education system and how to get involved with other parents and existing initiatives.
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> The main instrument for involvement of migrant parents into education in **Ireland** is information dissemination. Migrant parents can access relevant information in a number of languages on various websites, such as those of Citizenship advice and the Department of Education and Skills (DES). Many schools have shown initiative in addressing the needs of NAMS' parents and taken steps to engage them as much as possible, with some schools running classes for migrant parents and encouraging their involvement in parents' committees. To assist non- English speaking people in Ireland, **information has been placed on the DES website in 6 languages** (in addition to Irish and English): Polish, Latvian, Lithuanian, Russian, Spanish and German. **A DVD on the primary school curriculum has been produced for parents in English, Irish, French, Polish and Lithuanian** entitled "_The What, Why and How of Children's Learning in Primary School_" and is also available on Broadband Video. The **All-Ireland Programme for Immigrant Parents** is developing an information pack on an all Ireland basis. The pack will have two versions for each side of the border and will include information on education services, adult and community education programmes along with information on the health services, welfare entitlements, housing allocations, etc., in each community. Both primary and post-primary **teacher unions** have information available for parents with children in these sectors. The website of Immigrant Council of Ireland hosts a **toolkit 'Pathways to Parental Partnership'** that provides useful information for migrant parents as well as teachers in Irish schools.

Outreach and empowerment of migrant parents

Schools and municipalities may employ different policies to reach migrant parents, encourage them to participate in their children's education and support them at home.

Involving migrant parents

In **Ireland**, The Home School Community Liaison Scheme was established in 1990 under the auspices of the DES. In 2005, it was reaching in excess of 150,000 families with children in approximately 470 schools annually. The Scheme seeks to engage parents and schools in a partnership, with the aim to enhance pupils' learning opportunities. A strong emphasis is placed on collaboration with the local community, and the Scheme seeks to fully involve the host and migrant communities and local agencies in the daily life of the school. Research by Darmody and McCoy (2010) shows that in many cases effective communication between migrant parents and a HSCLO is hampered by a language barrier.

Denmark provides material 'Young and new in Denmark – inspiration for bilingual parents in connection with conflict solving' that also targets intercultural education. It was drawn up by AAKS Integration Unit in the municipality almost ten years ago and is part of Comenius Project 2 (mentioned later). This particular material consists of a number of narratives of youth life portrayed in small cartoons/pictograms. It is often used during home visits by mother tongue teachers. The goal is to facilitate resolution of conflicts or point out potential problems that may occur in youngster's everyday life due to cultural and tradition differences in the society. After the visit the discussion is always evaluated by the teacher and later serves as a basis for communication with parents.

The case studies showed that immigrant parents are less likely to be represented in school boards and advisory councils. It is important for schools to pay more attention to the involvement of immigrant parents and capitalise on the benefits their participation can bring to the education process. Therefore, schools should be encouraged to develop a framework for immigrant parents' participation through formal channels.

> **Associations of immigrant parents**
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> Within **Italian education policy**, school directors are encouraged to promote collaboration with families and communities concerned. Various intercultural associations work with migrant parents, especially if they have recently arrived in Italy (*Alma Mater, an Intercultural Centre for Immigrant Women, and ASAI*), to promote intercultural dialogue and facilitate their integration, which also influences integration of their children at school. **School networks** are often established to collect and exchange best practices, as well as useful strategies for integration.
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> **The Parents Association** of the school Di Donato is a good practice example of involved and interested parents. The "Parents' Association" ("Associazione genitori") are involved in the provision of Italian language courses (Italian as the second language - L2) during the year and during the summer period. The courses of Italian language are attended mostly by those students who do not master Italian language. The "Parents' Association" in addition to Italian language courses organizes also the courses of English, Arab and Chinese, which are accessible not only for students of migrant origin, but also for the parents of students, both of Italian and not-Italian origin. The "Parents' Association", which grew up from the initiative of students' parents in 2003, is very active at the level of school (physically it shares the spaces of the school) as well as in the broader local context. Currently it counts around 100 members. Many parents of migrant origin participate actively in the association and contribute to the organization of different activities, which span from game room and spaces of art, to catching up activities, intercultural events and sports. Parents of different students of migrant origin (Morocco, Argentina, Bangladesh, Philippines, China and others) take active part and manage themselves some of the existing activities. In some cases also grandparents of students are actively involved in the activities.

Capitalising on the resources of immigrant communities

Partnerships with immigrant communities and NGOs may bring additional resources and assistance to schools in organisation of immigrant education. Many countries are practicing mentoring schemes to support learning process of immigrant students. Immigrant adults, usually from the similar ethnic group, provide support to disadvantaged immigrant pupils in their mother tongue; therefore, increasing their performance as well as self-confidence at school.

> **Setting up "ethnic mentoring/role models" programmes**
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> In **Denmark**, "We Need All Youth" *(Brug for alle unge)* campaign was launched by the Ministry of Integration in 2002/2003. It aims to encourage more young people with immigrant backgrounds to start and complete a vocational education program. The program comprises two types of role models: young role models and parental role models. The young role models are comprised from immigrants themselves which visit graduating classes in elementary schools around the country. Parental role models organise meetings with parents with immigrant background in schools and associations.
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> The **'Caravan of Maintaining'** (*Fastholdelseskaravanen*) is a separate project under the 'Need for all youth', funded mainly by the European Social Fund and based on the collaboration between the Ministry of Integration and the Ministry of Education. The purpose is to work with selected business schools to improve their retention of bilingual students by enhancing staff qualification and increasing students' motivation. Some of the initiatives under this project may include: mentoring in individual schools; social and psychological counselling; shaping basic packages of support; increased use of individually-tailored training (VET); increased use of VET/better collaborations with production schools, other schools and youth education centres; improving the educational environment; changing the practice of guidance and competence assessment of students; and changing practices to support students' search for internships.

Consultation and exchange of experience

One of the challenges for schools when it comes to integration of immigrant students into education process is the lack of consultation and guidelines on how better meet immigrant students' needs. The practice of networking and sharing of experience among schools and teachers is still very limited in European states. Therefore, it is essential to emphasize school networks and constant monitoring of practices and their dissemination among teachers and other school staff.

Another way to empower schools in the field of migrant education is provision of constant consultation and guidance depending on the school request.

> **Bilingual Taskforce'** (*Tosprogs-Taskforce*) – an initiative of the Education Support Authority under the Ministry of Education in Denmark that offers instruments, knowledge and guidance in relation to language screening to schools and municipalities that want consultation and help. It was first introduced in 2009 and has seven main foci: municipal strategy, school leadership, Danish as second language, school-home cooperation, organisation of teaching, transition from kindergarten to school, and transition to tertiary education. The taskforce provides consultation and assistance to municipalities by developing action plans that may include a variety of measures: visits to the school and municipality by taskforce consultants; participation in workshops with other schools; use of different tools accessible online and through e-learning modules; and Q&A sessions IRL and online. The Taskforce has a database of best practices which are easily accessible to stakeholders.
>
> The support is focused on knowledge sharing and capacity building. Therefore the team providing support is quite small, consisting of only five consultants. Overall, 178 schools participate in joint activities of the taskforce. There is no general duration of the assistance as such, as it is highly contextual depending on the approach and efforts taken by the individual municipality. At the municipal level the taskforce and the local administration in the municipality prepare a cooperation agreement in which the challenges and goals are stated. An action plan is prepared for a specific school, setting up concrete objectives and planned initiatives with milestones and clearly defined goals. When the initiatives are launched, the taskforce consultants provide guidance on implementation of methodologies and share experiences that have proved to be successful elsewhere in Denmark.

To conclude, parental involvement and outreach and cooperation are more intangible aspects of education provision. And schools are desired to have a certain degree of autonomy to be flexible to implement some of suggested policies based on the local needs.

6.2.4. Intercultural education

Intercultural education thematic aspect has a two-fold role. On the one hand, it is supposed to ensure a positive learning climate for migrant children, on the other hand it aims to capitalise on diversity and different cultures and thus, educate native students. For this to be implemented the following elements are essential:
- Ensuring positive learning environment
- Teachers trained for diversity
- Recruitment of teachers with immigrant background.

Ensuring positive learning environment

The linguistic and cultural backgrounds of students at schools are becoming increasingly diverse. This, in turn creates a challenge for school staff to accommodate this diversity at schools. Teaching methodologies must be sensitive to diversity and students' background.

More attention needs to be paid to the overall school climate and learning environment. Creating a positive school climate and encouraging children's cooperation and communication may facilitate NAMS learning process.

> **Extra-curricular activities**
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> In **Cyprus**, examples of extra-curricular intercultural practices were the following: an intercultural school club; some intercultural practices during school celebrations (e.g. food from different countries, carols from different countries); and intercultural displays in the school (e.g. a board with "hello" in all the languages spoken in the school, flags of all the countries of the school ordered by the school)

Training teachers in diversity

Teaching students from a range of different backgrounds requires a complex set of skills that many teachers do not acquire during their formal education. Some countries provide addition pre-service or in-service training for teacher to deal with multiculturalism in schools, however, those training are usually not mandatory and provided in after-work hours, thus, it is left for the will of teacher to attend them or not.

However, it is very important for teachers to undergo specific trainings in intercultural education which would equip them with necessary skills and knowledge on diverse students' needs, and help focus on students' potentials and opportunities that multicultural background may bring to the education process instead of challenges and gaps.

> **Teacher training in diversity**
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> In **Sweden**, a new programme "A Boost for Teachers" is available for qualified teachers who want to compliment and deepen their knowledge in different subjects. The courses are arranged by universities and colleges. The state finances the programme by offering a government grant to municipalities, so that teachers who participate in the programme can still receive 80% of their salary. The programme is co-ordinated by the National Agency for Education.

Recruitment of teachers with an immigrant background

In majority of countries there is a disparity between an increasingly diverse student population and a relatively homogenous (largely native, middle-class, female) teacher workforce. This can create additional challenges for immigrant students. Some countries (e.g. Denmark) encourage the recruitment of teachers with immigrant or minority backgrounds in order to diversify school professional capacity. Employing a greater number of teachers who have a migrant background helps to decrease the cultural distance between migrants and the school[125] and connecting the school to the migrant children's families and the wider community[126]. Migrant students wish to have role models they can identify with among teachers or former students[127].

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[125] NESSE, p. 47.
[126] Office for Standards in Education, "Achievement of Bangladeshi heritage pupils". London, May 2004, p. 7. Available at:
http://publications.education.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=HMI%20513& [Accessed 4 July 2011].
[127] Bhatti, p. 159.

> **Recruiting teachers with immigrant background**
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> In **Denmark**, the Ministry of Education recommended that educational institutions should reflect society in terms of diversity. Mainly schools with high concentration s of immigrant students hire teachers with immigrant background. In the municipality of Copenhagen, the school authorities have created a wage structure that recognises the mother tongue and cultural competences of immigrant-origin teachers as a qualification that makes them eligible for a higher salary in the same way as formal qualifications.

Ensuring intercultural curricula and positive school climate is an essential element of children's integration into education process. And the role of schools and good will of teachers is not the last in this process. The role of national government would be to promote teachers training for diversity and encouragement of implementing intercultural guidelines. However, the specificity of this thematic aspect is its volunteering nature, which means it can be successfully implemented even if diversity is not a national priority.

Therefore, the Chapter presented an optimal and desirable list of framework conditions and thematic educational support measures to constitute an effective educational support model in Europe.

Taking into consideration the long term development of education system design, the research team suggested intermediate or second-best solutions how countries can address the existing gaps without changing their education systems dramatically.

Educational support measures are called to supplement framework conditions in addressing migrant children needs. There are certain measures and examples of good practices that could be implemented both in centralised and decentralised systems. Academic support measures and intercultural education could offset the negative effects of early tracking through empowerment and upskilling of migrant children.

The suggested list of policies is of recommendation character and is aimed at advising countries with different gaps in education provision on improvement of their policies.

6.3. Monitoring and policy implementation

It is important for the governments to know whether their policies and programmes are well-conceived, adequately implemented, efficient and achieve their stated aims. Monitoring and evaluation help to answer these questions by obtaining feedback on performance from individual student and classroom level to policy level.

Scandinavian countries have a well-developed system of monitoring student performance through individual learning plans and school counsellors (e.g. Denmark and Sweden). However, this measure still does not generate comparable statistics on performance of immigrant and native students making it difficult to measure the impacts at policy level. Sweden provides a good practice example of monitoring and assessment of school performance taking into account the characteristics of school population.

> **Measurement of school performance in Sweden**
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> The National Agency for Education is responsible for collecting and putting together official statistics regarding schools and education. The statistical measure SALSA has been developed for the analysis of school performance based not only on student performance, but also based on significant background factors. SALSA takes the following factors into account when calculating a school's mean value: parents' educational background, share of boys, share of students of first generation immigrant background and share of students born in Sweden, but with both parents born abroad — all factors highly correlated with overall school performance. Based on these factors, the *expected* mean value is computed and compared to the *actual* value of the school performance of the year. The usage of SALSA makes it possible to get a more adequate picture of school outcomes and to show that a school with a disadvantaged student population can perform far better than what could be expected — and the other way around.

European countries mostly lack basic statistics on the situation of immigrant students and their educational performance. Typically, countries either do not collect or do not publish data that makes it impossible to determine whether systems are effective or equitable in reaching immigrant students and meeting their learning needs. Therefore, in many cases it is difficult to identify particular problems that immigrant students might face as the shortcomings cannot be revealed due to the unavailability of data. Therefore, the role of the central authorities who take inclusion of NAMS seriously should be to strengthen data collection about different groups of students, and to improve the evidence base by undertaking monitoring and evaluation of quality and equity in education. Few countries have a specific agency or department that monitors the education process. For example, in Ireland the Inspectorate Division of the Department of Education and Science in Ireland is the institution that implements monitoring and assessment of compliance of school policies with regulations.

The Netherlands is one of the few countries that break down the results of the national studies, periodic subject-specific assessments and international surveys (PISA, PIRLS, TIMSS) to identify the situation of immigrant groups and provide comparison with native Dutch students. Availability of such information can serve as a good basis for evidence-based policy making.

Targeted measures are easier to implement, monitor and evaluate as the stated objectives and beneficiary groups are clearly identified. For instance, measures of linguistic support and academic support in the 10 countries analysed in depth almost did not have implementation gaps between school and national levels with the exception of cases when national goals were not clearly defined. Whereas less tangible measures as parental involvement and intercultural education had the highest implementation gaps according to the current study. The reason is they cannot be targeted only at NAMS and require significant adjustments to how the schools are run and to curricula nationwide that are important elements for the overall inclusiveness of the education system.

The inclusive systems cannot be built without knowledge of which students need extra support and which education system characteristics create gaps and obstacles for students to perform better. Therefore, monitoring and evaluation are critical to understanding the scope, nature and scale of challenges immigrant students face and critical determinants of the effectiveness of education systems and implementation of policy responses.

CONCLUSIONS AND RECOMMENDATIONS

Newly arrived migrant students are a new target group within EU policy-making in the field of education and training that has not yet been explicitly identified and defined. However, some policy documents have recognised the needs peculiar to this group of pupils – primarily, the urgency of overcoming the language barrier. The Member States face challenges in responding to the diverse needs of newly arrived migrant children as the education outcomes of migrant students (in comparison to their native peers) depend on their social and cultural background as well as on the host country environment and the design of its education system.

Although targeted policy measures play a very important role in facilitating the integration of NAMS into school education in their host countries, a focus solely on these measures is not sufficient to create an inclusive environment for this new group. Many countries still do not differentiate between the first- and second-generation migrant students and provide educational support to all children (needs-based approach) or certain groups of students that NAMS may or may not be part of. The "Study on educational support for newly arrived migrant children" in the 15 European countries has shown that the overall design of the education system influenced the process of NAMS' integration to a greater extent than separate targeted policy measures. Therefore, a combination of universal inclusion policies and focused targeting of NAMS with specific support measures offers the best solution for standing up to the challenge of building or keeping inclusive and cohesive societies. Such a holistic approach is difficult, takes years, resources and political will to develop.

Regardless of the official rhetoric, most of the analysed countries still limit themselves to individual compensatory measures to address the lack of non-homogeneity caused by the increasing migration flows. Such an approach does not require an overhaul of their education institutions and curricula. Specialised institutions and corrective/remedial support measures for NAMS (or migrant students in general) are widespread in the analysed countries. Education systems would benefit from reflecting and accepting diversity better through the better involvement of NGOs and migrant communities in their relevant policy development processes and the provision of educational support to NAMS.

The comparative analysis of the education systems and the availability of the targeted educational support measures for NAMS in the 15 analysed countries helped to identify five educational support models[128]:

- Comprehensive support model (Denmark, Sweden)
- Non-systematic support model (Italy, Cyprus, Greece)
- Compensatory support model (Belgium, Austria)
- Integration model (Ireland)
- Centralised entry support model (France, Luxembourg).

Each model represents a certain combination of four thematic aspects of educational support provided to NAMS: linguistic support, academic support, outreach and cooperation, and intercultural education. Attribution of a country to a particular model was based on the defining characteristics of approach to educational support identified by the research team.

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[128] Only 10 countries were analysed in-depth and could be attributed to different models with sufficient credibility.

Comprehensive support model

Denmark and Sweden represent the comprehensive support model. Comprehensiveness of education provision means that all thematic areas of educational support pertinent to NAMS are covered in these two countries. Denmark and Sweden provide inclusive education focusing equally on linguistic support and academic support to newly arrived migrant children, school cooperation, and involvement of migrant parents and mainstreaming of intercultural learning in education.

Non-systematic support model

The model is characterised by randomness of the support provided. There is no clearly articulated policy at the national level to support the integration of migrant children, and the support provided is very fragmented, e.g. in Italy. Alternatively, declared national policies are not supported with adequate financing or implementation policies and therefore they are not fully implemented at the local level, like in Greece or Cyprus.

Compensatory support model

The strongest facets of this model are linguistic support, parental involvement and intercultural education, but these are not as strongly present as in the comprehensive model. Each of the areas of thematic support is of medium strength. Countries provide ongoing teaching of the host language as a second language. Migrants' parents are encouraged to cooperate with schools through the provision of resource persons and interpretation services.

Austria and Belgium are countries with early ability tracking, which undermines the academic support aspect of the model. Early tracking leads to less equality between migrants and their native peers and has a negative impact on migrant students' educational outcomes. In addition, both countries have a federal mode of governance, which implies regional differences in support to migrant students. However, the countries are willing to harmonise the provision of academic support. For instance, in Austria comprehensive schools are being established that combine vocational and academic tracks and serve as bridges between vocational and general education.

Integration model

Ireland falls into this model. Its strongest aspects are academic support, outreach and cooperation and intercultural education.

Ireland provides linguistic support to newly arrived migrant students, but the provision stops after several introductory years (no mother tongue teaching or teaching of English as a second language is offered continuously throughout the schooling process). Ireland has developed systems for welcoming NAMS and arrangements for assessment of prior schooling received. The Home School Community Liaison scheme is an example of outreach and cooperation policies aimed at improving of parental involvement in the country.

Centralised entry support model

France and **Luxembourg** represent this model. The major components of this model are academic support and intercultural education. Even though the nature of other

types of support, namely linguistic support, outreach and intercultural education, is quite different in France and Luxembourg, both countries similarly focus on providing academic support as the main driver of educational inclusion. Both countries provide a reception desk and welcoming arrangements for NAMS (CASNAV in France and CASNA in Luxembourg) as well as targeted support for under-achieving students. The main focus is on the reception of migrant children.

Being an early tracking country, Luxembourg provides some opportunities for students who finish vocational tracks to enter higher education through the International Baccalaureate programme, hence minimizing segregation effects of early tracking. Unfortunately, however, the IB programme is available in only few schools in Luxembourg. The intercultural aspect, however, is the point of difference between the two states: Luxembourg, being a very multinational country, is more tolerant to diversity; whereas France is keen to promote French Republican values[129] and assimilate migrants.

Targeted policy support comprises a part of these educational support models. However, the models attempt to conceptualise other differences among countries too. For instance, a significant majority of policy measures specifically targets language needs, rather than the group of NAMS. Parental involvement and intercultural education are less tangible aspects and can hardly be targeted by a specific policy measure. It is thus important to design policy measures considering local circumstances and the structure of the education system, rather than simply adopting measures that work well in other countries. 'One size fits all' solutions cannot meet immigrant students' needs in all countries.

Comparison of the performance of models in improving NAMS' educational outcomes - namely access, participation and performance - revealed that comprehensiveness of thematic support and favourable framework conditions are necessary, but not always sufficient conditions for NAMS to reach parity in terms of educational access, participation and performance with their native peers.

Access

The research showed that **not all NAMS have equal access to quality education** in Europe. Accessing quality education is one of the major challenges that the newly arrived migrant students and their parents face upon arrival to the host country.

The first important factor is that in some countries the legal status of immigrant can be a defining one for their enrolment into schools (e.g. asylum seekers in Denmark are first placed into special Red Cross schools).

Secondly, almost all countries have a certain degree of school segregation. This may happen due to different reasons: early tracking of immigrants (as in Austria or Germany) which defines their placement into less academic and lower quality schools; residential segregation (e.g. France) which implies the concentration of socially disadvantaged pupils in one school belonging to this area; or free school choice (e.g.

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[129] The ideas of liberty, equality and fraternity originated from the French Revolution. Despite the obvious social, economic and cultural inequalities generated by modern commercial societies, men should be politically equal. Citizenship was not to be derived from social function; citizenship would rescue men from their alienation from one another in society. It does not promise complete social equality nor absolute justice in economic affairs, rather it brackets those spheres in favour of a political identity that will compensate for and, ideally, transcend those other inadequacies like religion or cultural differences [James Livesey, "The Culture and History of French Republicanism: Terror or Utopia? Available at: http://theirelandinstitute.com/republic/02/pdf/livesey002.pdf [Accessed 25-02-2012].

Belgium on the Netherlands) which allows for native parents to search for "better" schools for their children.

School segregation is in most cases the result of the design of the education system itself (tracking or residence requirement), which can be addressed by education reform. However, certain arrangements can still be useful for improving the access of NAMS to quality education. Governments, local authorities or even schools themselves might help migrant parents obtain information on the country's education system, provide individualised guidance on school choice options, requirements that go with them and educational support measures available. Governments can also introduce special dispersal policies to avoid the concentration of disadvantaged or migrant students in certain schools as it was done in Denmark.

Countries representing the integration model have a positive assessment of schools in terms of accessibility to migrant students.

Participation

The research evidence showed that **NAMS and immigrant students overall do not participate to the same extent as their native peers in education process** in Europe. Facing multiple disadvantages, migrant children often risk leaving school earlier than their native peers.

Higher proportions of drop-outs among migrants are found in Southern Europe (Greece, Italy and Cyprus) where more than 40% of migrants leave education early. All three countries belong to the non-systematic support model.

Denmark and Sweden belong to the comprehensive support model, and the universality of educational support helps to motivate and keep immigrant children at school. In Luxembourg, the UK and Norway, the participation rate of the first-generation migrant students is even higher than that of their native peers. The integration model also correlates with good participation results for migrant children.

Austrian measures exempting 'extra-matricular students' from grading do not prevent migrant students from leaving education and training early. Notably, NAMS' drop-out rates are relatively high in early ability tracking countries, except for Luxembourg and the Netherlands. Evidently the compensatory support model countries do not focus much on early school leaving prevention and the design of the education system (segregating schools and early tracking) is also rather unfavourable.

Once newly arrived migrant students have enrolled into school, it is important to ensure that they stay and complete their education. School segregation and early tracking as well as lack of measures targeting academic support may result in early school leaving of NAMS. Therefore, it is important for the governments to focus on the creation of inclusive school environment and effective teaching.

Performance

In most countries, **immigrant students on average do not perform as well as native students.** The performance gaps are more pronounced for immigrant students who speak a different language at home than the language of instruction, and for immigrants from low socio-economic backgrounds.

Most governments assume the language barrier to be the major obstacle for NAMS to score equally with their native peers. This also explains the nature of the majority of targeted measures identified as they were assigned to the thematic area of linguistic support. Improved language proficiency should lead to better scores for immigrant students. Even though almost all researched countries have certain provisions for linguistic support targeted at first-generation students, NAMS still perform worse than their native peers or even second-generation migrants.

The performance gap is smaller in the UK and Ireland, both of which represent the integration model. This might also be explained by the better knowledge of English as the most widely spoken international language among NAMS at the moment of their arrival. In other countries, the presence of targeted linguistic support does not correlate with better performance outcomes indicating that linguistic support in itself is an insufficient support measure. For instance, Austrian 'extra-matricular' status usually granted to NAMS does not eliminate the gap between the average performance rate of native and first-generation migrant students. The same trend is observed for Belgium (both countries represent the compensatory model). Greek cross-cultural schools with extra support for migrant students also do not seem to improve the attainment levels of NAMS due to the non-systematic nature of support.

Interestingly, Denmark and Sweden belong to the comprehensive model and have a wide range of different linguistic policies and academic support, but still the performance gap between migrant children and native students is among the highest. This fact suggests that there are other factors that may influence the school attainment of migrant children. Both Nordic countries have generous asylum policies which attract various groups of migrants from developing countries. Often those migrants do not have any prior school background and are of a low socio-economic position compared to wealthier and well-educated native population, which may have long-term effects on their schooling process.

Therefore, there is no systemic correlation between a particular educational support model and better academic performance of NAMS. Targeted support is usually limited, in most cases to host language teaching. The results of the current study clearly support the conclusion of the Green paper on Migration and mobility which states that language is not the only problem of migrant children, but the educational environment, expectations and role models are also of great importance, and these cannot be tackled solely by targeted measures. Moreover there are powerful background factors that may influence the effectiveness of education support policies and the situation of migrant children in the country, most important of them being the social-economic status, age of arrival to host country, and prior schooling experience and others.

Recommendations

Two-level recommendations can be drawn based on the above findings: for European level and national level. It is important to stress the **universal character** of recommendations – their implementation would improve the general design and education situation which would benefit not only immigrant students, but the whole young population of Europe.

The recommendations for **European institutions**:

1) It is essential to *eliminate the gaps in European education statistics* and improve the possibility to monitor the effectiveness of European education support policies for native and different groups of immigrant students. Better data would enable

benchmarking; inform future policy analysis and decision making. The introduction of new or the improvement of existing indicators to distinguish NAMS in the Eurostat's education statistics would be a very important achievement.

2) The European institutions could stimulate the integration of migrants by prioritising the NAMS inclusion policies recommended by the current study in the *funding of relevant EU financing support mechanisms*. While sources such as the European Integration Fund or European Social Fund might be too small to make a difference directly, they might be a very useful source of funding for pilot projects helping to test new approaches and to identify the most effective measures that could then be mainstreamed on the national scale.

3) The new programme for education and training Erasmus for All should also be used for addressing certain migrant children needs in education and offering them new grant opportunities and mobility as European students enjoy.

4) The diverse education systems of the EU members provide a rich natural experimenting and learning ground. Approaches tried and tested by some countries could be learnt by others without actually having to invest much time and resources in developing them. The Open Method of Co-ordination in education and training facilitated by the European Commission offers an excellent opportunity for peer learning. Therefore the European institutions should use make better use of this policy process for sharing of the experiences in planning and implementation of education support to NAMS. In EU external actions the collaboration platforms such the Torino Process and other relevant international and bilateral collaboration frameworks could be extended to support policy learning on the inclusion of NAMS.

5) In order to ensure the most realistic reflection of migrants' needs in education policies, it is advisable to consult NAMS themselves on the policies targeting them (e.g. through an international survey). This way a bottom-up approach would be ensured and the design of education policies might be substantially improved.

For the **national governments** the following recommendations can be drawn:

1) It is important that policy-making takes *an integrated approach to NAMS' inclusion*. Targeted policy response to NAMS' needs will only work effectively in an inclusive and comprehensive education system that is already favourable for the integration of newly arrived migrant children. This integrated approach should allow for 1) NAMS to develop, as much as possible, within the mainstream education system; 2) additional support, where necessary, in all subject areas, not just languages; and 3) remedial (perhaps extra-curricular) opportunities for students not fluent in the host language to catch up. *Policy-makers should pay attention to the overall design of education support, rather than targeting particular groups*. Denmark is a good practice example of addressing NAMS' needs through a comprehensive education system.

2) It is essential to *avoid school segregation* as it impedes successful integration of NAMS into formal education. Paradoxically, the *catchment area requirement decreases school segregation* and makes school education more inclusive, although it may seem an administrative imposition on students and parents. As seen from the education outcomes for NAMS in certain countries of the sample, free school choice reinforces school segregation. If they are given the opportunity, native and better-off parents tend to place their children into more prestigious schools that are usually inaccessible to disadvantaged groups, which NAMS often belong to. When

catchment area requirements are not possible to implement, other measures should be provided to ensure that school populations do not become unrepresentative and that NAMS are integrated into different schools. This can include measures such as providing parents with help and information on school selection or school dispersal policies to ensure equal distribution of migrant and native students in schools.

3) *Ensuring equal opportunities* is vital for NAMS' integration into formal education. Initial language barriers and sometimes the lack of prior schooling prevent NAMS from succeeding at school to the extent their native peers do. Systems that practice early or middle ability tracking tend to widen the performance gap between migrant and native pupils, depriving NAMS of access to the more prestigious academic tracks. Therefore, *late ability tracking is more beneficial to NAMS' integration and equality*. If late ability tracking is not possible in the education system, then provisions should be made to allow for the possibility for students to change tracks if their skills improve. This would be particularly beneficial to NAMS, who may be placed in lower tracks due to linguistic factors, rather than skill level.

4) Schools and municipalities should be given a *reasonable level of autonomy*, so that they can better address the specificities of local needs. Decentralisation is an important engine for educational system adjustment. *With a degree of autonomy, schools can more easily and effectively adapt to local challenges and conditions.* However, a structured central level approach should be preserved to maintain the system of control and security. Even within a centralised system there can be a certain window of autonomy, so that the schools could have authority to address local needs better. An ideal system would allow for a general direction to be set centrally, ensuring continuity between schools, while still allowing schools and municipalities the freedom to allocate resources and support as necessary to target groups, including NAMS.

5) It is important for governments to develop *a comprehensive system of monitoring and evaluation* of implemented policies and achievements of migrant children. There are huge gaps in basic information on the situation of immigrant students and their educational performance. Typically, countries either do not collect or do not publish data that make it possible to determine whether systems are effective or equitable in reaching immigrant students and meeting their learning needs. The absence of data disaggregated by immigrant status on access, participation and performance, has direct and indirect consequences for migrant education. As a result shortcomings are not revealed or just hidden behind general measures, which make it difficult to adequately assess the situation of NAMS. Statistics should provide breakdowns based on gender, generation (NAMS or first- and second-generation migrants), country of origin and any other category relevant in particular country contexts.

The comprehensive provision of educational support is vital for the better inclusion and integration of NAMS, as it is most effective and beneficial in the long term. Scandinavian countries are the closest to reaching this ideal. It is important to tailor educational support to individual needs and therefore an effective education support policy mix would need to include all the key types of educational support: linguistic, academic, parental and community involvement and intercultural education. They are broken down into policy measures below. A particular set of measures chosen has to be well adapted to national or local circumstances as well as to diversity of migration flows. It is also important to provide a continuous educational support with the focus on the entire school career of NAMS instead of targeting concrete NAMS's gaps in terms of access, performance and participation. Focus on school career will allow for

generating a comprehensive inclusive approach which would benefit not only immigrant children, but native students as well.

Linguistic support

Host language proficiency is a crucial factor for immigrant students to participate and perform well in school. Those who do not master the language of instruction face significant academic challenges. Therefore, language support should take an important place in migrant education policy.

Many countries provide initial linguistic support to immigrant students by placing them in separate classes. However, one of the important factors for learning the language faster is the interaction of NAMS with their native peers. Therefore, it is advisable to integrate them into mainstream classes as fast as possible and provide them extra language support within the regular class instruction.

> ### *Recommended mix of policies for effective NAMS' integration into education system*
>
> - Language assessment when entering education
> - Initial language support
> - Continuous language support
> - Training of teachers in acquisition of the host language as a second language
> - Valuing and provision of mother tongue instruction

Introduction of more comprehensive linguistic support policies would especially strengthen educational provision and situation fo NAMS in countries with **non-systematic support** and **centralised entry support** systems.

Academic support

Beyond language support, it is important to highlight several other pedagogical and organisational strategies as particularly relevant to improving teaching and learning in socially, culturally and linguistically diverse schools.

It is worth mentioning the universality of most of the academic support measures. Once the school develops such an academic support systems it guarantees a supporting learning environment and facilities for all its students, including newly arrived migrant students.

> **Recommended mix of policies for effective NAMS' integration into education system**
>
> - Ensuring a well-developed reception of migrant students and initial assessment of migrants' education background
> - Placing NAMS into an appropriate class based on the **assessment of their previous schooling, abilities and need**s
> - Monitoring system ensuring adequate tracking and diagnosis of student's performance and potential
> - Qualified teachers to work with culturally diverse students
> - Smooth transition between reception and regular classes
> - Prevention of early-schools leaving and provision of re-integration programmes

Countries with **compensatory** and **non-systematic support** systems would benefit from additional measures of academic support. Countries with **early tracking** systems require more careful attention to the students' progress and in-time assistance to the under-achieving students. While **Southern countries** would benefit from a more centralised reception mechanims and prevention programmes against early school leaving.

Outreach and cooperation

Parental and community involvement into education process is an important educational success factor. In the case of migrant students, parents who lack proficiency/literacy in the host language are not able to get actively involved in their children's school life and help their children in their education. Therefore, comprehensive programmes involve migrant children's parents as well, so as to help decrease their exclusion. Compared to native parents, however, immigrant parents are often less likely to get actively involved in their children's education.

However, schools can take actions themselves to involve migrant parents. Strong links with the diverse local community benefits schools as well as they understand the pupils' background, potential assets and challenges better. Encouraging migrant parents to have their say helps school to improve and innovate, also in their intercultural policies.

To benefit from parental and community involvement, national policies should stimulate schools' and teachers' initiatives to reach out to wider groups of immigrant parents and communities.

> **Recommended mix of policies for effective NAMS' integration into education system**
>
> - Encouraging parents to participate in NAMS' education process, through **home-school tutors** and **partnerships, as well as sensitivity to different approaches to parental involvement**;
> - Encouraging school cooperation in sharing good practice experience in NAMS' integration.
> - Provision of detailed information about schools system and opportunities for children
> - Empowering immigrant parents through improving their language skills and involving into school-governing bodies
> - Capitalising on the resources of immigrant communities and local partners

School cooperation and encouragement of parental involvement would strenthgen **all types of systems** as these measures are least developed in European countries overall.

Intercultural education

The linguistic and cultural backgrounds of students at schools are becoming increasingly diverse. This, in turn creates a challenge for school staff to accommodate this diversity at schools. Teaching methodologies must be sensitive to diversity and students' background. One of the most important factors of creating a multicultural friendly environment in education is devoted and highly qualified teachers, as they are the main mediators between immigrant children and learning process. Therefore, it is essential for the national authorities pay an increased attention to teachers' education and training.

> **Recommended mix of policies for effective NAMS' integration into education system**
>
> - Ensuring a positive environment at school
> - Compulsory training of teachers for diversity
> - Employment of teachers with an immigrant background
> - Educating and benefiting from diversity through bilingual coordinators and advisors.

In heterogeneous societies intercultural education benefits not only immigrant students by creating a friendly and inclusive environment, but also native students, by educating them on diversity and tolerance to other countries. It would create an incentive for native students to learn more about other cultures and up bring the sense of tolerance and multiculturalism, which is the initial step for creating an equal inclusive society free of ethnic conflicts and xenophobia. The implementation of such measures implies a more flexible curriculum and a certain degree of autonomy for schools, as they are the actual executors of intercultural policies.

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