Making the Mark?

An Overview of Current Challenges in the

Education for Migrant, Minority, and Marginalized Children in Europe (EMMME)

Education Support Program Discussion Paper

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Executive Summary

With clear targets set for European Union (EU) countries to achieve better educational outcomes, the question remains as to whether—and which—countries are likely to see the level of requisite change. These essential adjustments are set within a Europe experiencing an unprecedented scale of immigration from other (European and non-European) countries, which has been acknowledged to have resulted in profound social changes and deepening social stratification. The EU has made numerous commitments to reduce poverty and social exclusion.[1] These are encapsulated in the conclusions of the March 2000 Lisbon Summit, when the European Council set itself the objective for the decade ahead of becoming "the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs, and greater social cohesion."[2] The link between this social change and educational systems, while recognized, is generally underestimated in terms of the potential for educational systems—depending on their quality—to either enhance integration or deepen alienation.

This report examines the significance of this issue at this moment in time in Europe, laying out the evidence on migrant marginalization within Europe's schooling systems, and reflecting on the wider implications for the cohesion and progress of European society. It suggests that migrant education is an important, nay pivotal, factor in European social cohesion, and one which has been largely neglected by key actors despite the evident difficulties of European nations in turning what is currently a problem into an opportunity.

Cultural diversity along ethnic lines has long been part of Europe's social structure with gender, class, linguistic, regional, and rural/urban differences also informing the diversity of Europe's multi-cultural societies. Ongoing social changes alongside migratory movements have had significant and differing impacts affecting society as a whole, and with important effects on the school populations with which this report is concerned. Immigrants are projected to comprise up to a third of the EU school

[1] E.g. at the European Councils of Lisbon (March 2000), Nice (December 2000) and Stockholm (June 2001). Moreover, 2010 will be the European Year Against Poverty and Social Exclusion.
[2] The commitments made in this Summit are thus referred to as the Lisbon Agenda. See the Europa Education and Training website: **http://ec.europa.eu/education/policies/2010/et_2010_en.html**

population by 2020. In ethnically diverse urban communities of large cities, many schools already have half or more students of foreign origin.[3]

Net migration into Europe is increasing and is now the largest component of population growth. In many 'old' EU countries, the foreign-born population already constitutes more than 10% of the population, with at least one third of the population under 35 years of age in urban areas having an immigrant minority background.[4] Migrant populations are comparatively young, with a higher proportion of school-age children. For example, in the United Kingdom, 38% of people of Bangladeshi origin and 35% of Pakistani origin are under the age of 16. This compares with 19% of White British people.[5] In some large EU cities, school-aged children of foreign origin make up more than 50% of students in many schools.[6]

Societal divisions within European countries have resulted in the marginalization of some groups, and have become an increasing challenge for Europe's social cohesion. 78 million people are at risk of poverty, 19 million of whom are children.[7] Many of them, as this report details, are migrants. The treatment of the most disadvantaged and the general social well-being of society (as evidenced by inclusion, integration, and notions of justice and citizenship) can be seen as indicators of the degree to which a democracy is functioning well. We suggest these are currently under threat in Europe.

With the creation of the Schengen Agreement, which began the dismantling of internal borders, the EU started to take concrete steps toward a common migration and integration policy. The Amsterdam Treaty of 1999 gave the EU a mandate to require Member States to address discrimination on the grounds of race and religion. The most important step so far has been the EU adoption of the 2004 Hague Program, endorsing the need for a new integration agenda.[8] This new approach to integration adopted by the EU is guided by a general principle that all immigrants must be integrated, regardless of motivation for immigration or duration of stay. Integration has been declared a two-way process based on mutual rights and obligations, and a principle on the active participation of immigrants points directly to the importance of higher education, life-long learning, and training.[9]
The European Network against Racism has concluded that:

[3] Crul, 2007 (for example, in Amsterdam, and Rotterdam in the Netherlands). A similar situation is in the United Kingdom. According to a DfES report (see Department for Education and Skills, 2006 (1) in some parts of London, children from ethnic minority families account for more than nine in tn school places.
[4] This figure is widely reported in a number of documents, although the attributed source of the figure, Extra and Gorter, 2001, does not reference the original data sources.
[5] UK Cabinet Office 2003, p.16.
[6] See Crul, 2004.
[7] European Commission, March 2008.
[8] In November 2004, at the initiative of the Dutch Presidency, the EU Council adopted a set of Common Basic Principles on Integration.
[9] *Ibid.*

> if the EU is to be successful in preparing all its citizens for a more diverse and more competitive Europe of the future, a transformation of the education system is required at all levels […] the European Union needs to demonstrate strong leadership on the issue.[10]

The extent to which education contributes to or impedes equality of opportunity, inclusion, and participation of children and young people from all parts of society is a crucial aspect of educational outcomes. Education is a basic human right, is fundamental for building notions of justice and citizenship, and is vital for the social cohesion and economic development of the EU. It gives the most vulnerable and excluded the opportunity and means to alleviate themselves from their situation. The education sector is highly significant in informing migrant perceptions, and experiences of their host countries—not only for children, but parents for whom this contact with an institution of the State may constitute a primary interface. The issue of migrant education is therefore highly apposite and in some urban areas it is a priority policy concern. New patterns of immigration require new policy responses, and urgently so.

The Educational Situation of Migrant Children

Overall, the picture that emerges from the data analysis is that there are significant inequalities in the educational position of migrant and minority children in comparison to the 'majority' populations, and these are particularly notable for certain groups. Examples include those from country-level data on the type of secondary school attended by pupils from minority groups, and from international data showing significant gaps in academic performance.

Although the situation is complex, in absolute terms, first and second generation migrants seem to do better in the Netherlands than in France or Germany. Second generation students in Germany as well as in Austria, Belgium, Denmark, and Norway performed particularly badly in international comparisons.[11] In some countries, it is evident that certain minority groups enjoy better educational experiences and outcomes than other groups and in some cases, than the majority or native group. Furthermore, there are warnings against adopting a 'discourse of despair' among and about those ethnic minority groups that are at greater risk of underachieving. However, overall, and alarmingly, in most EU countries at least one in four first and second generation students fail to reach the lowest mathematics and reading proficiency levels, leading the OECD to conclude that these immigrant students: "do not demonstrate skills that would allow them to actively use mathematics or reading in real-life situations" and

[10] European Network Against Racism, 2007, p.35.
[11] In Germany, more than 40% of second-generation students perform below Level 2. In Austria, Belgium, Denmark, and Norway, at least 30% of second-generation students score below Level 2. OECD, 2006 (2).

"are expected to face considerable challenges in terms of their labour market and earnings prospects, as well as their capacity to participate fully in society."[12]

To explain inequalities in educational outcomes, the literature primarily points to the strong correlation between attainment and socio-economic status. However, the extent to which this explains the educational disadvantage faced by a specific minority group varies, and a number of other factors both within and outside the school system interact to affect the educational careers of ethnic minority and migrant children. These include: the structure of the educational system, with the practice of 'tracking' at the forefront; segregation within and between neighbourhoods and schools; direct and indirect discrimination in the classroom and playground by staff and other students, including bullying and lower teacher expectations; and curriculum bias. In addition, 'home-based' factors include language deficits, parenting styles, and in some cases social, cultural, and religious practices. Broadly speaking, these can all be considered as problems of inclusion.

The policy response to these inequalities involves interplay between the European, national, and local levels. However, the legislative measures, policies, conventions, and recommendations that constitute a European framework on the education of minority and migrant children are having only a modest impact at the national level. The EU could make more effective use of the measures it has at its disposal in order to strengthen its promotion of equality in its education work with Member States.

At the national level, while all children of compulsory school age have the right and the obligation to receive free education, the legislation and policies concerned with discrimination and inequality in the field of education are mixed. A strong anti-discrimination framework covering all areas of education is essential. Such frameworks form the basis for successful, systematic, national responses to discrimination and the underachievement of ethnic minority pupils.

Policy responses tend to be based on 'classic programs', which involve the national level targeting of additional resources at groups at risk of underachieving. They have, however, had modest success in reducing inequalities, and the literature points to their limited scope and a lack of underlying political will to tackle educational disadvantage. In most European countries, policymakers afford relatively high priority to the crucial component of language support. Nevertheless, each country could benefit by learning from the experiences of 'successful' countries (identified as those which have relatively small achievement gaps between 'immigrant' and 'native' students, such as Sweden).

Intercultural Education remains marginalized in policy terms, despite its prominence in the literature and clear policy intentions in some countries, such as the United Kingdom and the Netherlands. It seems central government has been unable or unwilling to drive

[12] *Ibid.*, p.9.

implementation at the regional or local level in the two key areas of teacher training and the curriculum. These should be prioritized, as should central government-led initiatives targeted at raising the achievement of children from 'at risk' groups. The report finds evidence that these are likely to raise awareness of issues specific to those groups and may indeed increase levels of attainment.

The significant correlation between socio-economic status and educational outcomes, and between socio-economic status and ethnic or migrant status suggest policymakers should take a broad approach to tackling disadvantage. So far, it seems interventions have had only partial impacts in breaking the link between poverty and poor educational attainment, and the literature suggests that concentrating on how to sequence and prioritize an extensive range of interventions is necessary. Crucially, it means tackling underlying societal inequalities and recognizing educational systems as both part of the problem and part of the solution.

Structural problems notwithstanding, local-level initiatives and implementation are critical for reducing educational inequalities in the context of educational decentralization. Effectively identifying and spreading good practice is reliant on clear criteria and the robust evaluation of initiatives, (at the moment notably lacking) as well as contextual analysis in order to transfer practice between educational systems. A number of 'good practice' areas have been identified in the literature. Effective schools tend to have strong leadership and a culture that is reflexive and explicitly committed to equality. Schools take a systematic approach to developing an inclusive curriculum and ensure that staff receive high-quality training so that they can tackle the needs of minority pupils with confidence. Throughout these schools, teachers have high expectations of all their pupils, often use mentoring to raise aspirations, and collect data by 'ethnicity' in order to ensure inclusion and target groups or individuals with resources and effectively designed interventions.

Responses to Educational Inequalities by Funding Bodies

It is clear that private foundations play a key role in designing effective programs, and influencing and implementing policies, in part due to national failures to deliver. A small number of foundations fund projects aimed specifically at education, while most focus on broader frameworks such as equal opportunities or non-discrimination within which education might be a component. Of those with a specific educational focus, the majority fund improved access and participation through scholarships, language acquisition and working with individuals and small groups, and as such have little direct impact on broader policy measures. Foundational support of diversity and equity in education and educational research tends to be at a national level, with little Europe-wide sharing of results, despite considerable potential relevance. Some foundations do support national-level policy debates. At the international level, collaboration between countries is mainly around large-scale research.

There is, in particular, a lack of coordinated efforts aimed at influencing EU policy. No significant actor has been found working in this area to place education at the top of a European policy agenda as a means to enable migrant integration, tackle exclusion and deliver human development outcomes. A player, or consortium of actors, is needed who can facilitate information sharing, the cross fertilization of ideas in policy and practice, and ultimately influence EU policy at the international level to enable delivery in each European country.

As the report has discussed, evidence, while patchy and difficult to compare, does reveal many similarities and some intriguing differences between countries. The overall pattern seems to be (with exceptions) one in which the problem of exclusion is recognized, resources to a degree have been allocated, and initiatives have been implemented but progress remains slow. The necessity for further action is very clear, there is an obvious need to enable work at a Europe-wide level, and the imperative to take action cannot be denied.

It is a sobering thought that, as Schnepf states, "[it is] the secondary school choice, based on a decision usually taken when the pupil is 10 years old, that shapes an individual's lifetime chances and limits professional opportunities, especially for children tracked at the lower end of the hierarchical school system."[13] Whether it is schooling alone that influences a child's prospects so profoundly is clearly a matter for debate, but schooling in European countries is undoubtedly a very influential factor in determining much of one's subsequent life course. Ensuring that it provides the best of opportunities for our young people is a primary responsibility of every European State and citizen.

[13] Schnepf, 2002, p 13.

List of Acronyms

AÇEV – Mother Child Education Foundation
CNLSY – Children of the National Longitudinal Survey of Youth
EFC – European Foundation Centre
EFFNATIS – Effectiveness of National Integration Strategies Towards Second Generation Migrant Youth in a Comparative European Perspective
EMAG – Ethnic Minority Achievement Grant (United Kingdom)
EMMME – Education of Migrants, Minorities, and Marginalized Groups
ENAR – European Network Against Racism
EP – École d'Education Prioritaire (FR)
EPC – European Policy Centre
EPIM – European Program for Integration and Migration
ESP – Education Support Program
EU – European Union
EUMAP – European Union Monitoring and Advocacy Program (OSI)
EUMC – European Union Monitoring Center (now FRA)
FRA – Fundamental Rights Agency of the European Union
GCSE – General Certificate of Secondary Education (United Kingdom)
IEA – International Association for the Evaluation of Educational Achievement
INTI – Integration of Third Country Nationals (EU program)
IPPR – Institute for Public Policy Research
IUFM – Instituts Universitaires de Formation des Maîtres
MMM – Migrant, Minority, and Marginalized groups
NEF – Network of European Foundations
NGO – nongovernmental organization
ODIHR – Office for Democratic Institutions and Human Rights
OECD – Organization for Economic Cooperation in Europe
OfSTED – Office for Standards in Education (United Kingdom)
OMC – Open Method of Coordination
OSCE – Organization for Security and Cooperation in Europe
OSI – Open Society Institute
PICUM – Platform for International Cooperation on Undocumented Migrants
PISA – Program for International Student Assessment
PPPG – Poverty and Public Policy Group
REF – Roma Education Fund
TIES – The Integration of the European Second Generation project
TIMMS – Trends in International Mathematics and Science Study
UNICEF – United Nations International Children's Education Fund
UNHCHR – United Nations Office of the High Commissioner on Human Rights
VMBO – voorbereidend middelbaar beroepsonderwijs [preparatory middle-level vocational education] (Netherlands)
VWO – voorbereidend wetenschappelijk onderwijs [preparatory scientific education] (Netherlands)

ZEP – Zones d'éducation prioritaires [Priority Education Zones] (FR)

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1. Introduction

1.1 Background, Rationale, and Aims

1.1.1 Background

Cultural diversity along ethnic lines has long been part of Europe's social structure with gender, class, linguistic, regional, and rural/urban differences also informing the diversity of Europe's multicultural societies. Ongoing social change alongside migratory movements have had significant and differing impacts affecting society as a whole, and with important effects on the school populations with which this report is concerned. Immigrants are projected to comprise up to a third of the EU school population by 2020. In ethnically diverse urban communities of large cities, many schools already have half or more students of foreign origin.[14] However, it is only recently that the impact of an unprecedented scale of immigration from other (European and non-European) countries has been acknowledged to have resulted in profound social changes and deepening social stratification. This has resulted in some 'soul searching' within European nations and increasingly, legislation and policy responses have aimed at improving educational outcomes for diverse populations. Societal divisions within European countries have resulted in the marginalization of some groups, and have become an increasing challenge to Europe's social cohesion. In Europe, 78 million people are at risk of poverty, 19 million of them children.[15] Many of them, as this report details, are migrants.

This is a crucial moment in history for the EU, which many in the world have looked to for its promise of democracy, as older EU States deepen their democratic traditions, and newer ones develop democratic institutions, some for the first time in their histories. The treatment of the most disadvantaged, and the general social well-being of society (as evidenced by inclusion, integration, and notions of justice and citizenship) can be seen as indicators of the degree to which a democracy is functioning well. We suggest these are currently under threat in Europe.

The Open Society Institute (OSI) has expressed a heightened interest in "strengthening the role of Europe as a model of an open society." This report of the Education Support Program (ESP) interrogates the evidence on formal education[16] and its fundamental role in contributing to successful 'open societies' in Europe. Taking a selection of European countries, we analyze the extent to which education contributes to, or impedes equality of opportunity, inclusion, and participation of children and young people from all parts of society. Education is a critical terrain where inclusion and integration ultimately succeed or fail; it is a basic human right; it is fundamental for building notions of justice

[14] Crul, 2007 (for example, in Amsterdam, and Rotterdam in the Netherlands). A similar situation is in the UK. According to a DfES report (see Department for Education and Skills, 2006 (1)) in some parts of London, children from ethnic minority families account for more than nine in 10 school places.

[15] European Commission, January 2008.

[16] By which we mean education delivered by / in primary and secondary schools, as opposed to learning that occurs through informal channels, e.g. via family members and peers.

and citizenship. Inclusive education is vital for the social cohesion and economic development of the EU. Education gives the most vulnerable and excluded the opportunity and means to alleviate themselves from their situation. The education sector is highly significant in informing migrant perceptions and experiences of their host countries, not only for children, but parents for whom this contact with an institution of the State may constitute a primary interface.

ESP/OSI has extensive experience in the field of minority education, and particularly Roma education. However, knowledge specifically on the education of migrant, minority, and marginalized children in Europe has been incomplete. ESP has thus launched this new project: *The Education of Migrant, Minority, and Marginalized Children in Europe (*EMMME[17]). Initial exploratory work has sought to understand the scope, nature and causes of inequalities and exclusion in education, particularly in the first Member States of the European Union. The study has looked at: different forms of disadvantage and the unequal treatment experienced particularly by migrant and minority groups in schools; the complex nature of factors surrounding social exclusion; which specific migrant and minority groups are the most vulnerable; and how countries work to overcome these inequalities and promote inclusion and justice in education. The project has explored EU responses to these issues, and identified actors that are seriously engaged with educational exclusion.

The ESP's mission is focused on promoting equity and justice in education. The EMMME project thus took equity and justice as a starting theoretical position in relation to promoting an equal chance and real opportunity for every child and young person. Equal opportunity is underpinned by an ideal of treating all people equally and providing people with equal rights. However, since inequality still exists in society, treating everyone the same does not necessarily mean fairness of treatment. The provision of equality of opportunity must be combined with social justice principles to provide substantive equality to marginalized groups. Justice in education provides equitable outcomes to marginalized groups by recognizing, and righting, past disadvantage and the existence of structural barriers embedded in education systems that perpetuate systemic discrimination.

1.1.2 Objectives

The main objectives of EMMME are to:

1. provide the basis for an informed discussion, within and outside OSI, of the educational situation for migrant, minority, and marginalized children in Europe and the wider democratic context within which both the problems and solutions are to be found;

[17] For the purposes of this paper, migrant, minority, and marginalized groups are referred to as MMMs.

2. map out the key actors among governments, international organizations, private foundations and civil society institutions active in the field of EMMME;

3. identify possible new directions and offer recommendations for the ESP and OSI on further action—this includes the identification of potential like-minded partners for OSI in promoting, disseminating, and advocating for good policy and practice to deliver justice in education.

More specifically, the exploratory work of the EMMME project has sought to provide answers to the following key questions:

- Which groups are at risk of exclusion, marginalization, non-participation, unfair treatment, disaffection, anomie or withdrawal? How are these groups defined and recognized?

- What are the status and educational outcomes of children from these groups in comparison to the majority student population?

- What are the main obstacles to achieving equality of opportunity, inclusion and participation for migrant, minority, and marginalized children? Which of these are education-related and which are not?

- How do countries address the ever more urgent need to increase the level of diversity and equity within their educational systems? What are the impacts of national and local policies on the educational outcomes of minorities and migrants, and what are the lessons we can learn from these policies that can be offered to other regions?

- Which interventions are effective? Do they work consistently for all groups or only for some groups?

1.1.3 Purpose of the Paper

This paper outlines the main outcomes of the exploratory phase of the EMMME project. It identifies large inequalities in education for children from migrant, minority, and marginalized groups in EU countries. These groups perform more poorly at school than children from other groups, a fact which has implications for their future professional and personal lives, and for society as a whole. Although some groups are more marginalized and disadvantaged than others, overall, migrant children face compounding disadvantages as they are in most cases minorities and frequently socially excluded. As such, they constitute the largest marginalized group in Europe, as a whole.

The report explores policy responses to these inequalities at the European, national and local levels. It argues that the legislative measures, policies, conventions, and recommendations that constitute a European framework on the education of minority

and migrant children have only a modest impact at national level. The EU could make more effective use of the measures it has at its disposal in order to strengthen its promotion of equality in its education work with Member States. While private foundations play a key role in designing effective programs, and influencing and implementing policies at the national and local levels, there is, in particular, a lack of a coordinated effort aimed at influencing EU policy.

This paper argues that there is a unique opportunity for actors to engage in this area in Europe. It calls for partners to join efforts to advocate at the European level for education that fosters diversity, ensures equality, and promotes integration and social advancement of **all** migrant, minority, and marginalized groups. Currently, while there is a general understanding among concerned actors that education is the cornerstone to holding a cohesive Europe together, a player to take the lead on networking and coalition-building on this issue is missing.

1.2 Methodology and Scope

1.2.1 Methodology

The ESP's exploratory initiative included three main strands of activities:

Literature Review. The project's outcomes are based on an extensive review of existing evidence available in printed and electronic format. The review drew on secondary sources including reports, comparative studies, academic articles, local and international research, and policy materials. It investigated in great detail the links between the educational experiences and outcomes of children from migrant, minority, and marginalized groups, and the complex nature of political, cultural, social, economic, and linguistic factors. The main focus was educational policy at the national and local levels and the extent to which such policies address the needs of migrant, marginalized, and minority children.

The external review conducted by the Overseas Development Institute's Poverty and Public Policy Group (PPPG) provided an in-depth analysis of literature from four countries: France, Germany, the Netherlands, and the United Kingdom.[18] The final report titled *Education for Migrant, Minority, and Marginalized Children in Europe* provides a comprehensive overview of the key contextual issues, opportunities, and obstacles for the education of marginalized children within the formal settings of primary and secondary education in the selected countries.

[18] These countries were selected due to their large immigration populations, and their long history of immigration. They have second and third generations of immigrants within their borders, and it is possible to analyze progress over time. The four countries also have quite distinctive national ideologies in regards to integration, and quite different education systems, and policies.

All materials gathered throughout the project have been archived on the Education Support Program's online blog, which acts as a virtual workspace for staff and consultants. In the future, the resources will be made publicly accessible.

Actor Mapping. In parallel, a mapping exercise was undertaken to identify and understand the work of EU institutions, international organizations, private foundations, think tanks, NGOs, and other organizations and institutions interested and involved in the education of migrants, minorities or marginalized groups in Europe. This mapping involved an extensive Internet search, review of reports, personal meetings, and phone interviews with experts and representatives of these organizations.

Consultation Process, Building Contacts and Identifying Potential Partnerships. The third strand of activity has been concerned with identifying partners and exploring links—within and outside OSI—with whom ESP could work as a partner in this area. EMMME has consulted a number of OSI programs with interests and activities relevant to EMMME's exploratory work. These included OSI Brussels, Children and Youth, Debate, and EUMAP programs. Information on the project's findings has been exchanged with EUMAP's *Muslims in European Cities* project and with the findings of EUMAP's *Equal Access to Quality Education for Roma* reports. In collaboration with these programs, ESP/EMMME have already engaged in providing input on the Green Paper on migration and education prepared by the European Commission on Education and Culture.

During the course of the exploratory project, a number of organizations with similar interests and potential partners have been identified, and ESP has already begun to collaborate and develop partnerships with some of them, including: the European Foundation Centre (EFC); the Organization for Economic Cooperation and Development (OECD); the Organization for Security and Cooperation in Europe (OSCE); the European Policy Centre (EPC); the European Network Against Racism (ENAR); and The Integration of the European Second Generation project (TIES).

1.2.2 Scope of the Project

This exploratory work has focused mainly on primary and secondary education. The pre-school and tertiary levels are also very important for children and youth from disadvantaged and marginalized groups and indeed have a significant impact on their primary and secondary school experience, and social and educational outcomes. However, within the terms of reference for this project it was not possible to cover these sectors and they require a separate study.

This mapping focused on the most developed Member States of the European Union—the 15 countries that comprised the 'old' EU and Switzerland—as they have been, and

still are, the main recipients of migrants.[19] These countries are: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden, and the United Kingdom. The in-depth literature review on the education of migrant, minority, and marginalized groups focused on four countries: France, Germany, the United Kingdom and the Netherlands.

A broad range of disadvantaged and marginalized groups were identified in the initial stage of this mapping work, including: the disabled, those suffering from chronic illnesses, certain ethnic groups, the unemployed, the homeless, disaffected young people, groups visibly 'different' from the majority society, as well as those disadvantaged due to their socio-economic background, geographical location or gender. Migrant children and youth, however, who are also ethnic minorities and from socially disadvantaged backgrounds, and thus face a double drawback, were chosen as the main focus of this study.

The reasons to focus on this particular group include the fact that there is already a vast amount of specialist literature and high-quality advocacy on some groups, such as autochthonous minorities or children with special needs; there is also broad commitment in Europe to inclusive education, which primarily focuses on the inclusion of children with special needs, learning difficulties, and disabilities. In addition, these groups have strong representation on the local, national, and EU levels and have access to various financial resources.

Roma children have not been included within this framework, since OSI has devoted considerable efforts over a long period of time and accumulated significant expertise in this area. The Roma Education Fund (REF)[20] now plays a major role in advocating for improved education for Roma children and there are a number of new reports mapping out the situation of Roma in Europe.[21] The EMMME findings point to the disadvantaged situation of migrant children being, in many areas, very similar to the situation of Roma children. Migrant children, as well as Roma children, face similar forms of exclusion, racism, and discrimination. In fact, despite variations between countries, Roma are usually close to the top of the list in almost every country's 'league table' of educationally disadvantaged minorities.

Other minority groups, such as linguistic, religious, and national minority groups—those that may or may not have a migrant background—have been considered at various points in the review, although not in a systematic way.

[19] When 'Europe' as a term is used, it refers to the 'old' EU countries. Migrant populations are still in relatively small numbers in the 'new' EU countries. Challenges in education that these countries are facing are related mostly to the Roma population.
[20] **http://www.romaeducationfund.org**
[21] One of the most recent reports looking at ethnic minorities and Roma was published by the European Training Foundation. See European Training Foundation, 2007.

1.2.3 Language Limitations

This review has mostly been conducted based on English-language materials, although abstracts and summaries of identified key documents in German, French and Spanish have been included.[22] To overcome the barriers to the national-language documents and to compensate for the English bias, we have asked for country-specific comments on the literature review. For any further in-depth examination of country-specific policies and initiatives, it would be essential to involve local researchers.

1.2.4 Terms and Definitions

There are large variations to the many terms that are used in this field of work. Not only does each country have its own terms and definitions—which in turn influences data collection—but the EU and other international organizations (e.g. OECD) use their own terminology, as do different disciplines (such as sociology and education).

The EMMME study focused particularly on minority groups with a migration background[23] in a broad definition that includes all pupils and students with an immigrant background regardless of their migrant status, citizenship, ethnicity, or whether their mother tongue or first language is different from the country's majority language. To monitor progress over time, this definition includes anyone who comes from an immigrant background up to three generations, especially if that background originates in a different religious and cultural heritage than that of the host country. Where possible, the situation of specific migrant and ethnic groups has been explored. Despite a general lack of differentiated data available, evidence points to great differences between and within groups.

Other terms used in the document referring to migrants:

- *migrants* and *immigrants* 'used' interchangeably;
- *first- or second-generation immigrants*;
- *foreign nationals*;
- *ethnic minority*;
- *newly arrived migrants*;
- *refugees*;
- *asylum seekers*.

[22] However, we are aware that many national policy documents and reports on national research were not possible to locate and include in this review, and that this may have affected the findings of the literature review.

[23] Others use the term 'new minority' to refer to this group. See Huddleston & Niessen, 2007.

2. Overall Context in Europe

2.1 Transformation of Europe

The face of Europe has been dramatically transformed over the past decades. The effects of increased immigration, diversity, and social polarization on intergroup relations, social inclusion, and integration are among the biggest challenges facing Europe at the beginning of the 21st century.

Although immigration to Europe has a long history, immigration at the current level is fairly new to 'old' Europe. Minority groups with migrant backgrounds now make up a significant proportion of the European population. The most recent statistics estimate that some 32 million immigrants live in Europe, accounting for approximately 6.8% of Europe's population.[24] These figures do not include immigrant children under 15, naturalized or undocumented migrants.

Net migration into Europe is increasing and is now the largest component of population growth. From 1990 to 2000, immigration accounted for 89% of population growth in Europe.[25] Migration patterns and histories vary from country to country and change over time. Countries that historically were sources of emigration are now also major receiving countries (Spain, Italy and Ireland).[26] Nordic countries with little or virtually no immigrants before the 1980s have become destination countries especially for asylum seekers and refugees. With EU enlargement since 2004, there has been significant migration from the 'new' to the 'old' EU. Although these are mostly temporary labor workers and students, increasing numbers are now settling permanently in their new countries.[27] The most recent studies point to a reverse migration related to the growing economies of some of the 'new' EU countries (such as Czech Republic, Poland, and Slovakia).[28]

Table 1. Foreign-born population as % of total population in EU countries

	Total population	**Foreign-born population**
	Thousands	As a % of total population

[24] OECD, 2008. Authors' own calculations from the figures in Table 1. Foreign-born population by country of residence.

[25] OECD, 2006 (1). Europe's population would have declined by 4.4 million without immigration between 1995 and 2000.

[26] *Ibid.* For these countries, international migration is advancing rapidly. The number of Spain's foreign-born workers increased six times between 1994 and 2004. For Italy, the increase is four times over the same period.

[27] Kyambi, 2005. New evidence on the situation in the United Kingdom was brought to public attention by the Institute for Public Policy Research (IPPR)

[28] de Quetteville, 2008, "The UK average wage used to be seven times higher than the Polish wage – now it's only two to three times higher."

	2005	1995	2005	1995
Austria	8,233	8,047	13.5	11.2
Belgium	10,438	10,137	12.1	9.7
Czech Republic	10,221	10,331	5.1	4.3
Denmark	5,416	5,233	6.5	4.8
Finland	5,246	5,108	3.4	2.0
France	60,873	57,844	8.1	7.3
Germany	82,466	81,661	12.9	11.5
Greece[2]	11,099	10,634	5.2	2.8
Hungary	10,087	10,329	3.3	2.8
Iceland	296	267	..	..
Ireland	4,131	3,601	11.0	6.9
Italy[2]	58,135	56,745	4.6	1.7
Luxembourg	455	413	33.4	30.9
Netherlands	16,320	15,459	10.6	9.1
Norway	4,623	4,359	8.2	5.5
Poland	38,161	38,275	1.6	..
Portugal	10,563	9,847	6.3	5.4
Slovakia	5,387	5,364	3.9	..
Spain[2]	43,398	39,388	6.2	1.3
Sweden	9,030	8,827	12.4	10.5
Switzerland	7,438	7,041	23.8	21.4
United Kingdom	59,989	58,025	9.7	6.9

2. Foreign population instead of foreign-born population.

.. Not available or not applicable.

Source: Adapted from OECD, 2007 (2).

In many 'old' EU countries, the foreign-born population already constitutes more than 10% of the population, with even higher proportions concentrated in certain areas. In the 'old' EU countries in 2000, at least one third of the population under 35 years of age in urban areas had an immigrant-minority background.[29] The age structure of minority groups with a migration background is significantly different to the population as a whole. Migrant populations are comparatively young, with a higher proportion of school-age children. For example, in the United Kingdom, 38% of people of Bangladeshi origin and 35% of Pakistani origin are under the age of 16. This compares with 19% of White British people.[30] In some large EU cities, school-aged children of foreign origin make up more than 50% of students in many schools.[31] Overall, large cities confronted with rapid changes in their population now face challenges addressing social segregation, social exclusion, and marginalization of (certain) immigrant groups.

[29] This figure is widely reported in a number of documents, although the source of the attributed source of the figure, Extra & Gorter, 2001, does not reference the original data sources.
[30] UK Cabinet Office, 2003, p.16.
[31] Crul, 2004.

2.2 Increased Attention to Inclusion and Integration of Migrants and Minorities in Europe

Reflecting these new pressures, interest in the issues of integration, diversity, and equality related to the education of migrant and minority children has grown in recent years. This can be witnessed in the growing number of reports and policy reviews. The EU has produced numerous reports on social inclusion and monitoring the Lisbon objectives with reference to education. In addition, EU institutions such as the EUMC (now FRA)[32] and Eurydice[33] have produced studies on migrants and minorities in education. The EU declared 2007 the 'European Year of Equal Opportunities for All'. In the middle of that year, the EU released a Green Paper called *Schools for the 21st Century* and an initial consultation process was launched. In 2008, the EU started work on a new Green Paper focusing specifically on the education of migrants. The fact that the European Union has of late put considerable energy into preparing policy papers on education demonstrates the growing importance of education as an underpinning and fundamental tool for social inclusion and integration.

The majority of international organizations such as the Council of Europe, OSCE, OECD, and UNICEF recognize the role of education in strengthening Europe's social cohesion currently under pressure from growing social tensions which are, in part, related to increased immigration. As a response, a number of reports have been produced focusing on the education of migrants and ethnic minorities as well as on broader issues of social inclusion, diversity, and non-discrimination. In 2005, the OSCE supported a project and paper on 'Education to Promote Respect and Diversity'[34] to present the benefits of diversity education to education authorities and practitioners. In 2006, the OECD's study 'Where Immigrant Students Succeed'[35] based on the PISA 2003 results brought out much needed data on the educational achievements of immigrant children. In 2007, UNICEF's Report Card 7 'An Overview of Child Well Being in Rich Countries'[36] highlighted problems of childhood poverty in many wealthy EU countries. This issue has also been put forward by the EC in the report of the Social Protection Committee on 'Child Poverty and Well Being in the EU: Current Status and Way Forward.'[37] In early 2008 the OECD launched a new thematic policy review project on Migrant Education. The areas of human rights in education, intercultural education, and teacher training are also well reviewed in many reports. For example, a recent report by ODIHR offers a

[32] The EUMC 2004 report 'Migrants Minorities and Education' came forward with the first comprehensive review on issues related to ethnic minorities and education in Europe, documenting as one of the first the growing importance of this issue. See Luciak, 2004.
[33] In the same year, Eurydice published 'Integrating Immigrant Children into Schools in Europe' – an overview of integration education policies in EU Member States. See Coghlan, *et al*, 2004.
[34] OSCE, unpublished.
[35] OECD, 2006 (2).
[36] UNICEF, 2007.
[37] European Commission, January 2008.

comprehensive mapping overview of action by international organizations in human rights education and education for mutual respect and understanding.[38]

2.3 Increased Diversity of Immigrants and European Societies

In the last decades, immigrants to Europe have come from a wider range of countries and cultures than ever before. Recent immigration has involved many more non-European, non-White, and non-Christian people. There is also greater diversity in the range of languages spoken. Those coming from former colonies are more likely to speak the receiving country's official language, but many others arrive at their host country with no previous knowledge of the local language.

Integration experiences of various groups—for example labor migrants' family members, refugees, and students—vary greatly. Their integration is influenced by a number of factors related to immigrants themselves, as well as to the integration policies of the host country. Personal factors include educational level, employment status, immigrant's individual and family resources, ethnicity, gender and perceived discrimination, migration motives, and the expected migration duration.[39] At the same time, the integration policies of the receiving country have a major role in the economic, social, cultural, and political integration of immigrants.[40] Many have been very successful and many more live as fully integrated, active, and effective citizens. However, there is significant evidence that immigrants face barriers to integration at all levels—whether it is access to public services (such as health and education), employment, housing, legal rights, or civic participation. Even immigrants that have successfully integrated in some areas (e.g. intermarriages) have been excluded in the others (e.g. unemployment).[41]

The increased diversity of immigrants into European societies has inevitably had an impact on social and community stability and cohesion raising a diverse range of questions related to integration. The new characteristics associated with these recent immigrant movements bring new challenges for welfare systems and public services, including education. More than ever, schools often have students from dozens of ethnic, cultural, religious, and linguistic backgrounds or they are coping with ethnic diversity where before they had none. New patterns of immigration require new policy responses and urgently so.

2.4 Social Exclusion, Poverty, and Unemployment

[38] This review is forthcoming. See: **http://www.osce.org/odihr/28741.html**.
[39] Drawn from a series of articles devoted to the integration experiences of second-generation migrants in various European countries. See Fibbi, *et al*, 2007.
[40] An EU-funded project 'Effectiveness of National Integration Strategies Towards Second Generation Migrant Youth in a Comparative European Perspective – EFFNATIS' provides a most comprehensive review of national integration strategies carried out between 1998 and 2000. The most updated survey on integration experiences and national education systems was carried out by the TIES project, 2007–2008. See European Forum for Migration Studies, 2001.
[41] *Ibid.*

In European policy discourse, the notion of 'social exclusion' is a widely used concept. Though relatively recent in origin, it has gained currency in response to rising unemployment and income inequalities which have characterized the period since the 1970s as one of considerable economic and social dislocation for many European countries. The term was adopted by the European Union in the 1990s as part of the European Social Model which seeks to wed economic growth with job creation and social cohesion.[42]

A useful definition of exclusion is one where disadvantage can be seen to operate in three dimensions to circumscribe the opportunities and life chances of individuals and groups. These are identified as *resource*, *identity*, and *spatial* dimensions.

The *resource* dimension relates to a lack of income, assets, health, education, and 'voice', commonly associated with a multidimensional conception of poverty. In other words, people are disadvantaged in terms of 'what they have'. The *identity* dimension reflects the cultural devaluation of groups and categories of people in society by virtue of 'who they are' (e.g. groups defined by gender, religion, ethnicity, disability or HIV-positive status). Members of such categories may share very little in common, aside from the discrimination they face. The third, *spatial* dimension points to disadvantages that may lie in the remoteness and isolation of a location, or may operate through the segregation of urban environments and the 'subcultures' of violence, criminality, drug dependence, and squalor which often characterize the territorially excluded neighborhoods. This dimension is linked to the other two dimensions since, usually, culturally devalued and economically impoverished groups inhabit physically deprived spaces.[43]

In the EU context, social exclusion is most often defined in relation to a combination of our three above-described dimensions, namely: poverty, unemployment, discrimination (based on ethnicity, gender, religion, disability), ghettoization, racism and xenophobia, and lack of participation.

Exclusion is thus a multifaceted phenomenon with long-term effects replicated over generations. The extent of chronic cumulative disadvantage experienced by migrants makes them an exceptionally vulnerable group with respect to social exclusion and while few studies measure all the above dimensions, many do illustrate exclusion related to a broad definition of poverty including income, living conditions, 'necessities of life' and, to an extent, social relations.[44]

Unemployment figures are a good source of data on migrants and intimately linked to issues of exclusion. Statistics show that many immigrants are unemployed and face

[42] See Atkinson, *et al*, 2004; Kabeer, 2005; Klasen, 1998; McDevitt, 2004.
[43] Kabeer, 2005, p.3.
[44] Tsakloglou and Papadopoulos, 2001.

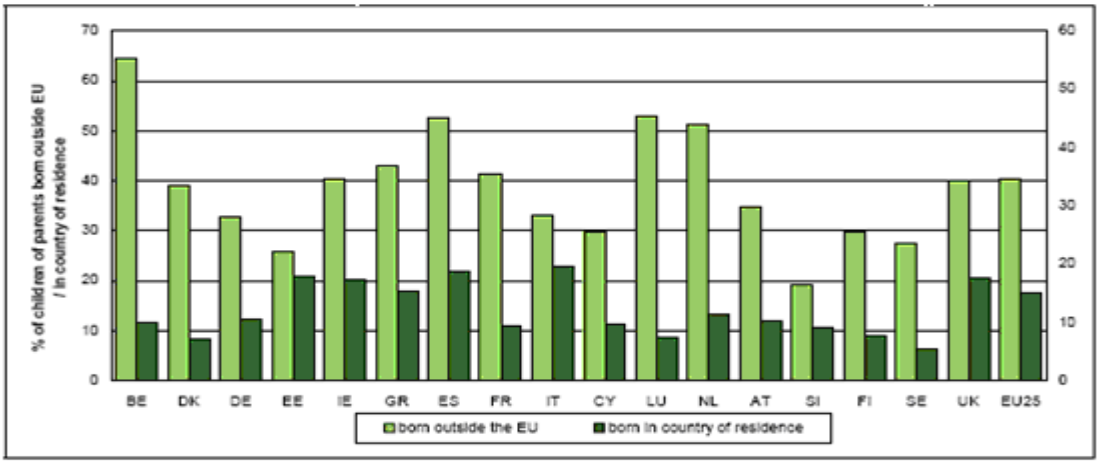
greater difficulties in entering the labor market. According to the OECD, "[employment] for both past and recent arrivals in many countries, and even for their offspring, is not as favorable as in the past."[45] In many countries, immigrants are overrepresented among the unemployed by a factor of at least two compared to their share in the labor force.[46] Barriers of language and skills contribute to some migrants' difficulties, but the fact that public sector jobs are closed to certain categories of foreigners in most European OECD countries is also a factor. The OECD reports that a large proportion of even skilled immigrants are unemployed or confined to jobs for which they are overqualified.[47] In most countries, women and elderly immigrants have particular difficulty finding work. In some countries men of certain background are last to be hired.[48]

In 2008, the EC reported that 16% of EU citizens remain at risk of poverty. The EC has called for 'reinforcement' of inclusion and anti-discrimination policies, especially in relation to immigrants and their descendants and to ethnic minorities.

There is considerable variation between different ethnic minority groups in their successful social and economic integration, whether it is in terms of access to work, income, or social recognition. For some ethnic and religious minority groups, social exclusion remains a huge problem even when they or the second generation become nationals. For example, in the United Kingdom, 65% of Bangladeshi and Pakistani populations (a substantial proportion of which are nationals) are among those who live in poverty in comparison to 20% of White British people.[49] Consequently, all policies which aim to enhance social inclusion need to specifically respond to the needs of ethnic minorities.

Chart 1: Proportion of children at risk of poverty, parents born outside the EU / parents born in the country of residence, 2005

[45] OECD, 2006 (1).
[46] OECD, 2007 (1).
[47] *Ibid*.
[48] For example, in France these are the men of African or Muslim backgrounds. The situation is particularly acute for people of Algerian origin and is persistent with age. Unemployment rates are five times higher for men aged 35–39 born in France of Algerian origin, than for French natives. Tribalat, 2004, pp. 71–72.
[49] Kenway & Palmer, 2007, p.13.



Source: EU-SILC 2005.

Source: European Commission, January 2008.

It could be argued that the success of inclusion polices should be measured by their impact on the situation of the most vulnerable groups in society. Children are particularly affected, in part due to their vulnerability and the long-term costs to their life course through lack of appropriate development in childhood. Out of the 78 million Europeans living at risk of poverty, 19 million are children.[50] Children living with single parents or in large families are at the greatest risk.[51] Children of migrants and minorities face a much higher risk of poverty than children whose parents were born in the host country. The risk is two to five times higher for children from immigrant families.[52] It is estimated that almost half of all children from ethnic minorities in the United Kingdom live in poverty.[53] A recent report by the EU[54] on social exclusion calls for better social policies and improved educational outcomes for each child, to break the cycle of poverty and exclusion.

2.5 Rise of Support to Conservative and Far-Right Political Parties

Integration and immigration policies can be sensitive and divisive and tend to attract the media's attention. They feature strongly in the election manifestos of political parties in almost all countries. Policymakers find themselves caught between economic needs and

[50] This means that 19% of children were at risk of poverty, against 16% for the total population. European Commission, January 2008, p.13

[51] In the EU-25 as a whole, as well as in most countries, the poverty risk for children living in lone-parent households is almost twice as high as the average poverty risk for all children together (34% against 19%). European Commission, January 2008, p. 20

[52] *Ibid.*

[53] Kenway and Palmer, 2007.

[54] High, and sometimes even increasing numbers of children in poverty in rich EU countries have been reported also in UNICEF, 2007. See also European Commission, March 2008.

commitments to openness and integration on the one hand, and fears, on the other hand, of the *perceived* consequences of increased immigration on their political and electoral life. Although migrants bring economic and cultural benefits, immigration is more often portrayed as directly or indirectly linked to serious economic pressures, rising unemployment, the challenges of aging populations and welfare state reforms. All this has provided conservative politicians, some media and part of the population with ammunition to argue that migrants are stealing native jobs or tend to ride on the welfare state. Recent years have seen a flare-up of racist and xenophobic violence, and the open expression of social tensions through violence against migrants, increased electoral support for right-wing parties and rising social tensions. The situation of Muslim minorities has particularly worsened after the events of September 11, 2001, and the bombings in Madrid in 2004 and in London in 2005. Rising anti-Muslim sentiments can be seen even in historically tolerant countries like Denmark and the Netherlands. Security-related concerns involving only a tiny fraction of migrants have affected the entire atmosphere for integration.

2.6 EU Response to the Challenges of Social Inclusion and Integration

There are many aspects of EU policy which are relevant to promoting the social and economic inclusion of ethnic and religious minorities in Europe. The EU has made numerous commitments to reduce poverty and social exclusion,[55] which are encapsulated in the conclusions of the March 2000 Lisbon Summit when the European Council set itself the objective for the decade ahead of becoming "the most competitive and dynamic knowledge based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion."[56]

Integration has emerged as a key area for the European Union only in recent years, and has been linked to an emerging common EU immigration policy. There have been a number of important initiatives in recent years. With the creation of the Schengen Agreement, which began the dismantling of internal borders, the EU started to take concrete steps toward a common migration and integration policy. The Amsterdam Treaty of 1999 gave the EU a mandate to require Member States to address discrimination on the grounds of race and religion. The most important step so far has been the EU adoption of the 2004 Hague Program, endorsing the need for a new integration agenda.[57] This new approach to integration adopted by the EU is guided by a general principle that all immigrants must be integrated, regardless of motivation for immigration or duration of stay. Integration has been declared a two-way process based on mutual rights and obligations. The fifth principle on the active participation of

[55] E.g. at the European Councils of Lisbon (March 2000), Nice (December 2000) and Stockholm (June 2001). Moreover, 2010 will be the European Year Against Poverty and Social Exclusion.

[56] See Europa Education and Training website: **http://ec.europa.eu/education/policies/2010/et_2010_en.html**.

[57] In November 2004, at the initiative of the Dutch Presidency, the EU Council adopted a set of Common Basic Principles for Immigrant Integration Policy in the European Union (further Common Basic Principles for Integration)

immigrants points directly to the importance of education, life-long learning and training.[58]

Despite this progress, integration policies and initiatives at the EU and national levels remain *ad hoc*, inconsistent and limited, and progress at national level in implementing the EU commitments is slow. Nevertheless, there are opportunities for the EU to put these commitments into action. The EU has a number of tools (such as laws on discrimination and the new European Integration Fund)[59] that should allow the process of implementing the Common Basic Principles for Integration. However, the biggest challenge for the EU in promoting integration through national policy remains countries' national interests.

2.7 EU Role in Education

The EU's role in education derives both from its responsibility for Europe-wide issues and its broad social and economic objectives. Education, and the integration of immigrants, is at the heart of these goals. Education, moreover, as underlined by the Common Basic Principles on Integration issued in the framework of the Hague Program, is a central building block of long-term integration policies.[60]

Education, however, has become at once a main instrument of integration and at the same time, paradoxically, a means of exclusion. The EU has recognized that one of the serious obstacles to achieving the Lisbon goals is a Europe that is challenged by a weakened social fabric and by the many suffering from poverty and social exclusion.[61]

While education is the responsibility of European Union Member States, the role of EU institutions in supporting the development of quality education is highly significant, particularly in relation to the migrant issue, which importantly links European countries through pan-European population movements. Additionally, the EU Member States are committed to responding coherently to common challenges and to agreeing on common guidelines for language policy through the European Council and the Council of Europe.[62] The EU also covers education in its policy framework, and a number of EU programs, such as the European Social Fund, Community Funds, and Lifelong Learning Program 2007–2013,[63] have a direct role to play in creating the conditions for education that lead to integration. Further, education is generally influenced by the EU's anti-discrimination and social inclusion agendas.

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[58] Council of the EU, Justice and Home Affairs, Press release, November 19, 2004. **http://ue.eu.int/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf**.

[59] See Bhandal & Hopkins, 2007.

[60] See European Commission, 2007 (2).

[61] See European Commission, 2004, p.12.

[62] The Education and Training 2010 program provides for a framework of key competences for all learners which includes, among other competencies, communication in the mother tongue. The Council of Europe's Language Division provides policy support, rather than imposing policy. The Council seems to be in favor of supporting linguistic diversity, or as they call it, "plurilingualism."

[63] See **http://ec.europa.eu/education/lifelong-learning-programme/doc78_en.htm**.

The EU also provides a forum for the exchange of ideas. Especially with the creation of the Open Method of Coordination (OMC)[64] to implement the Lisbon Agenda, it becomes clear that EU institutions are increasingly realizing the importance of providing immigrants with the means to fulfil their potential in education. The introduction of the OMC in the field of education was ground-breaking as the Treaty of the European Union explicitly states that the content of teaching and the organization of educational systems is a national responsibility, and the OMC would oversee cooperation and collaboration with Member States agreeing on common objectives and methods of evaluation in order to identify and disseminate best practice in education.[65]

Major education goals to be achieved by 2010 within the Lisbon Process

- to improve the quality and effectiveness of EU education and training systems;
- to ensure that they are accessible to all;
- to open up education and training to the wider world.

Source: Europa – Education and Training, **http://ec.europa.eu/education/policies/2010/et_2010_en.html**

Another positive accomplishment was the establishment through the OMC of a Working Group on Active Citizenship and Social Cohesion, in order to reflect on the nature of a multi-ethnic Europe specifically focusing on the need for education and training policies to create equal opportunities for Roma and migrants.[66] This highlighted the importance of applying the EU anti-discrimination guidelines in education and training, along with the possibilities for legal sanctions, and for the highest priority to be given to strategies for combating and preventing racism and xenophobia through the establishment of monitoring systems in educational institutions. The Working Group's recommendations for 'quality assurance' included the employment of staff with multicultural backgrounds and from groups that are discriminated against.[67]

However, there is an implicit point of tension in the EU's Social Inclusion Framework. While it puts education as a priority[68] and the need to achieve the goals of the Lisbon Council, the EU itself is not directly involved in national educational policymaking (which remains a Member State responsibility), and supplies only a little direct funding (through EU programs which provide grants for nongovernmental groups to perform projects). Thus, despite an overarching framework for policy influence, every EU

[64] The open method of coordination, or OMC, is a relatively new and intergovernmental means of governance in the European Union based on the voluntary cooperation of its Member States.
[65] Kate & Niessen, 2007.
[66] European Commission, 2003.
[67] European Commission, 2005. pp. 33–34, 36–37.
[68] More recently a demonstration of education being a priority can be seen in two papers being initiated by the EC in order to provide policy guidance to National Governments: 'Schools for the 21st Century' and a 'Green Paper on the Education of Migrants'.

Member State retains full responsibility for the content of teaching and the educational system. As a result, the EU lacks authority to exert effort on or influence national policies in education that can also serve an integration purpose.

The European Network Against Racism (ENAR) has critiqued EU policy by stating that the EU's commitment to mainstreaming race equality within education has been limited, and notes in their publication *Mainstreaming equality in European Union law and policy* that, "despite the rhetoric and these paper policies there has been little solid action in practice to bring the fight against racism to the forefront of the EU's policy concerns,"[69] and that there has been no further specific instruction to education systems on the matter since the 1995 Council of the EU Resolution on *The role of education in combating racism and xenophobia.*[70]

Another third-sector policy think tank, the Migration Policy Group, claims that, "the importance of immigrant integration in meeting the socio-economic objectives of the Lisbon Strategy […] is not consistently reflected in policies, programs or funding structures," and goes on to say that, "although impediments to immigrant integration are frequently identified as a problem, the Education and Training 2010 work program has undertaken few concrete actions to remedy the situation".[71]

The EU itself is aware of the weaknesses. A mid-term review of the Lisbon strategy notes that little progress has been made on benchmarks related most closely to social inclusion. Attention to efficiency, quality, and equity objectives of education—part of lifelong learning—should be considered. They are *sine qua non* of achieving the Lisbon goals while strengthening the European social model.[72]

There remain two additional concerns related to the Lisbon priorities in the field of education. Firstly, the EU does not collect ethnic data, thus failing to register disparate impacts on various ethnic groups. Secondly, the EU fails to identify racial segregation and other forms of ethnicity-based exclusion as a threat to the realization of the Lisbon goals. Thus, though some progress has been made on social inclusion, the social dimensions critical to the ability to learn are often ignored. Attention to the efficiency, quality, and equity objectives of the education system has not yet received equal consideration at the EU or national levels.

It is therefore clear that the EU could do more to use existing tools and reports to monitor how governments meet the needs of their increasingly diverse societies. As ENAR summarizes:

[69] Shaw, 2004, p.5.
[70] European Commission, 1995.
[71] Kate & Niessen, 2007, p.77.
[72] See *Official Journal of the European Union*, 2006 and Council of the European Union, 2005.

> It is clear from both documentary review and consultation with stakeholders that if the EU is to be successful in preparing all its citizens for a more diverse and more competitive Europe of the future, a transformation of the education system is required at all levels […] the European Union needs to demonstrate strong leadership on the issue.[73]

3. Key Findings

3.1. Educational Inequalities of Migrant, Minority, and Marginalized Children

With clear targets set for EU countries to achieve better educational outcomes, the question remains as to whether and which countries are likely to see the level of change required. The implementation of the action plan, 'Education and Training 2010', flowing from the Lisbon Agenda sets a number of challenges. To meet these, each European country needs to understand the constraints facing migrant and marginalized children in terms of education, and realize how this ultimately effects their life chances and the progress of society. The difficulties in addressing constraints vary from country to country, although there are many similarities and a sharing of this policy knowledge needs to be enabled. Here we outline the range of issues within educational systems which underlie educational inequalities.

3.2 Data Considerations[74]

Adequate and comparable data on the educational situation of migrants and ethnic minorities at the national and the EU levels is currently rare in Europe.[75] It is possible to trace inequalities regarding access to and performance in education of socially excluded children,[76] and it is also possible to find data on some discriminatory practices, such as exclusion and segregation[77] that lead to lower educational outcomes of disadvantaged groups. More subtle forms of discrimination are more difficult to trace, however, and on these issues there is little quantitative data available, although conclusions can be drawn from qualitative data. Thus, efforts to foster equality and combat social exclusion, discrimination and racism in education in Europe require more comprehensive and comparable data.

[73] European Network Against Racism, 2007, p.35.
[74] See Appendix 6.2 for more information on data issues.
[75] Luciak, 2004. Also see Appendix 6.2 on data.
[76] See European Commission, January 2008; UNICEF, 2007.
[77] In particular, institutional racism within schools, school tracking, segregation within and between neighborhoods and schools; direct and indirect discrimination in the classroom and playground by staff and other students, including bullying and lower teacher expectations; and curriculum bias. In addition, 'home-based' factors include language deficits, parenting styles, and in some cases social, cultural and religious practices. Broadly speaking, these can all be considered as problems of inclusion.

Most countries collect data on disadvantaged groups. However, there are great differences regarding the terms and categories used in the collection and supply of differentiated data in EU countries. In addition, each Member State has its own unique education system and a society composed of varying ethnicities. In many countries (e.g. Germany, France, and Spain[78]), there is no official routine collection of school-level pupil data on key indicators such as achievement, test scores, dropouts, or exclusions that are disaggregated by nationality or ethnic background. In the United Kingdom, on the other hand, the collection and use of data disaggregated by ethnicity and migrant background to check the participation and achievement of individuals and groups is widely regarded as a component of 'good practice'.[79]

The EU itself does not collect data on the education of migrant and ethnic minority groups. However, the European Common Basic Principles for Integration adopted in 2004 do call for establishing clear objectives and a need for evaluation and monitoring. This requires EU Member States to specify who should be monitored: who are citizens/ migrants/foreigners and who are the underprivileged. Until now, the EU has done little to support and encourage governments to collect data disaggregated by ethnicity. This lack of regularity creates confusion and makes any harmonisation of policies at a European level complicated.[80] Weakness in data collection capacity has again been an issue regarding the reporting on progress of the implementation of the Lisbon agenda which fails to register disparate impacts on ethnic groups.[81]

The two most comprehensive and widely used international educational datasets, in terms of understanding the educational position of ethnic minority and migrant children within and across European countries, are the OECD's 'Program for International Student Assessment' (PISA), and the 'Trends in International Mathematics and Science Study' (TIMSS) conducted by the International Association for the Evaluation of Educational Achievement (IEA). Both international studies include data on pupils' background—such as language spoken at home, immigration, socio-economic background, family structure, parental education level, and occupation.

The lack of disaggregated data on ethnicity and other criteria on the national and EU levels has proven to be a major barrier to making progress in implementing sound education policies towards more equitable education systems. The lack of appropriate information could have far reaching consequences: at a minimum it renders policy and planning ineffective and makes it impossible to monitor changes. More alarmingly, the lack of disaggregated data might encourage policymakers to disregard negative, race-

[78] In France, for example, the State does not officially recognise the concept of race or ethnic minorities among French citizens and consequently collects almost no data by ethnicity. In Spain collecting data based purely on ethnicity was technically made illegal with the Constitution of 1978.
[79] Department for Education and Skills, 2002; Blair, *et al*., 1998; Tikly, *et al*., 2006.
[80] Luciak, 2004; pjb Associates, 2001.
[81] The 29 'indicators for Monitoring Performance and Progress of Education and Training Systems in Europe' can be found in Commission of the European Communities, 2004.

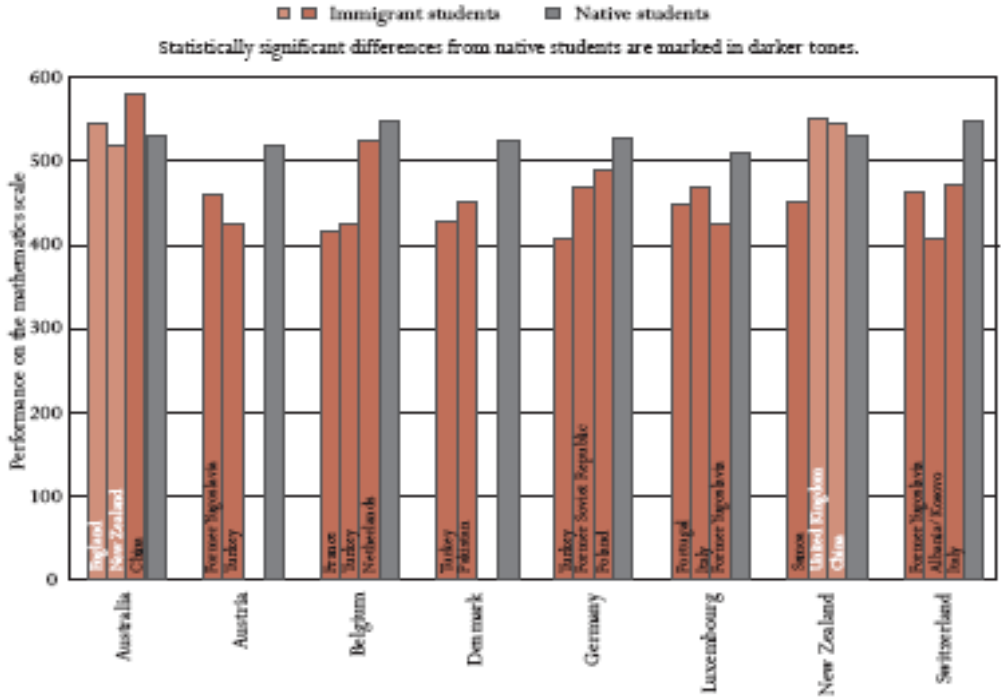
specific outcomes and undermine policymakers from achieving targets. Overall, these failures may result in a worsening of the situation for those located on the margins of educational systems in Europe, a worsening of a situation that is already poor.

3.3 Inequality in Outcomes

Analysis of available data indicates that children from migrant, minority, and marginalized groups perform more poorly at school than children from other groups, a fact which has implications for their future professional and personal lives, and for society as a whole. Certainly, some groups are more marginalized and disadvantaged than others. Their struggles within existing systems of education can be perceived in their learning outcomes and achievements, the kinds of schools to which they are tracked and referred, and also their rate of dropping out. Aggregated data on the educational performance of migrants and ethnic minorities indicate lower academic achievements compared to the majority populations in all EU Member States.

3.3.1 Levels of Attainment

Chart 2: Performance on the Mathematics Scale of the Three Most Common Immigrant Groups in Select European Countries



Source: OECD, 2006 (2).

The inequality of outcomes[82] for immigrant students has been documented in research, both international and national, in studies such as PISA, among others.[83] An OECD study[84] compared immigrant students to their native peers in countries with significant immigrant student populations. The study found that although performance levels vary across countries, first-generation immigrant students perform at levels significantly lower than their native peers. It also showed that in most EU countries at least one in four first and second generation students failed to reach the lowest mathematics and reading proficiency levels. The immigrant students "do not demonstrate skills that would allow them to actively use mathematics or reading in real-life situations" and "are expected to face considerable challenges in terms of their labour market and earnings prospects, as well as their capacity to participate fully in society."[85]

In TIMSS (1995), the number of first-generation immigrants in Germany and Sweden unable to solve even the most basic of mathematical tasks is twice as high as the number of natives, and three times higher in Switzerland. In Germany, Switzerland, and the Netherlands TIMSS results show that pupils with both parents born abroad lack about one year of schooling in mathematics and almost two years in science compared to natives.

These studies however do not show differences in educational achievement within immigrant groups. The achievements of immigrant pupils can vary significantly depending on their parents' country of origin, ethnicity, and socio-economic background.
Differentiated data show that large differences exist in achievements between various migrant and ethnic minority groups. While some ethnic groups achieve results significantly above average or even outperform majority pupils on some educational levels (e.g. pupils with Chinese and Indian backgrounds in England), others are very much behind (e.g. Black Caribbean in England, Turkish in Germany). Despite lower success ratings, there are positive developments reported by some countries regarding the starting performance of pupils with foreign backgrounds (e.g. in the Netherlands).

Second-generation migrants, in most cases, do better than new immigrants. Studies also show that these pupils often attain higher educational levels than their parents. However, in some countries (e.g. Austria, Belgium, Denmark, Germany, and Norway) the

[82] There has been a general shift of focus from 'equality of access' to what Stevens, 2007 considers as more radical models of 'equality of outcomes' in the education and ethnicity literature. This has lead to an increased focus on comparing levels of attainment, measured by test scores and achievement of core competencies, of migrant and ethnic minority groups with those of the white majority.
[83] PISA and TIMMS are the most well-known international and comparative assessment studies providing insight into the attainment gaps, as the studies account for student background. National level research also exists that documents the underperformance of immigrant students. Another source is a review of the current state of the research on second-generation achievement. See Rothon, 2006.
[84] OECD, 2006 (2).
[85] *Ibid*, p.9.

performance gap between second generation and native students is wide.[86] Indeed, the proficiency levels of high levels of second generation students (those who likely have spent their entire educational careers in the country) are a cause for alarm: 10% of second-generation students in France and 20% in Germany scored in the bottom proficiency level—the highest of any country. The Netherlands is part of a small group of countries in which the situation is not so grave. In Germany, the gap is larger than that between first-generation and native students, which may indicate that the German education system has a negative rather than a positive effect on immigrant students' learning. However, it is very important to note that the first-generation sample has a larger proportion of higher performing immigrant students from the former Soviet Republics, while the second-generation sample has a higher proportion of relatively lower performing Turkish students.

Across all ethnic groups, female pupils tend to achieve better school results than males. There are regional differences regarding the academic performance of migrants and ethnic minorities, which in part depend on the differing educational systems and differences in the ethnic composition of the population (e.g. in Germany and Spain). It is however, important to guard against simplistic interpretations of quantitative summary statistics. While a broadly negative picture emerges from the analyses of attainment data, questions are raised by some researchers.[87] Connolly says that statistics that simply compare the average performance of different groups have tended to lead to crude generalizations about *all* children from those groups and masks the considerable variation that exists within each group, and the overlap in levels of performance between groups.

3.3.2 School Types: Academic vs. Vocational

A second way of differentiating educational careers and outcomes is by focusing on the type of school in which a student enrols at the secondary level and beyond. Vocational streams are generally less selective in terms of courses completed and grades achieved than general streams. While for a significant proportion of students vocational training is a positive choice rather than an 'only option', evidence suggests that there are disproportionately high rates of 'streaming' or 'tracking'[88] of many ethnic groups into less academic schools, some of which, unfortunately, do signify a dead end.

[86] In Germany, more than 40% of second-generation students perform below Level 2. In Austria, Belgium, Denmark and Norway at least 30% of second-generation students score below Level 2. OECD, 2006 (2).
[87] Connolly, 2006, p.235; Gillborn & Mirza, 2000.
[88] Brunello & Checchi, 2007 explain that the term 'tracking' is used to describe the educational mechanism by which pupils are allocated, at some stage of their career between primary and tertiary school, to different 'tracks', which usually differ in the curriculum offered as well as in the average cognitive skills of enrolled students. In the European context, tracking takes the form of well-defined separate segments in the education process, typically specializing in general and vocational education. Insofar that allocation to tracks is non random, school tracking introduces selection in the schooling process, which may take several forms, ranging from self selection to admission based on a test or on teachers' recommendations. ('Streaming', on the other hand, tends to refer to the allocation of children to different classes within a single school based on perceived ability; the terms are, however, sometimes used interchangeably.)

An overview study looking at data in the Netherlands shows that non-Western ethnic minorities are overrepresented in the less academic school levels, although subsequent evidence is mixed in regards to percentages of ethnic minorities attending various kinds of schools.

Table 2: Percentage of students attending different types of schools in the Netherlands, 2001

Type of School	Non-Western ethnic minorities	Dutch
VMBO – lowest level	43	28
VWO – highest level	11	20

Source: Schreimer, R., 2004.

In Germany, PISA data in 2001 also indicated that first-generation migrant children and young people were overrepresented in the least academic type of schools.

Table 3: Percentage of students attending different types of schools in Germany, 2001

Type of School	First-generation migrants	German
Hauptschule	20.6	10.3
Sonderschulen	6.8	4
Gymnasium	9.3	24.6

Source: Will, G. & Ruhl, S., 2004.

The research for Germany also shows that different nationalities—pupils from Turkey, Italy, and Portugal, along with refugees from the former Yugoslavia—were registered in particularly low numbers at the *Gymnasium* but in high numbers at the *Hauptschulen* and *Sonderschulen*, which suggests that the ethnic origin of pupils plays a decisive role in decisions about in which type of school to enrol.[89] The Kristen study found that even after controlling for school grades, first-generation migrant children enrolled in the *Hauptschule* more frequently than ethnic German pupils—which means that a migrant child with the same grades as a German child was more likely to be 'tracked' into vocational education.

A comparative study[90] on children of Turkish origin in Germany, France, and the Netherlands confirms that the German system continues to be particularly restrictive of second-generation minority childrens' transitions to more academic levels of schooling. In France and the Netherlands, between a quarter and a third of second-generation Turkish students follow a vocational track, whereas in Germany the figure is between two thirds and three quarters.

[89] Kristen, 2002, in Will & Ruhl, 2004.
[90] Crul, 2004.

In France, although the system does not distinguish between ethnic minorities and other groups, proxy indicators show that a large portion of ethnic minorities (which are also socio-economically disadvantaged) coming from EP (École d'Education Prioritaire) schools are tracked into vocational secondary school.

Table 4: Percentage of students who move onto different types of schools in France

Type of school	EP students	Non-EP students
Vocational secondary	37	24
General and technological secondary school	49	60

Source: Franchi, 2004.

In general, evidence suggests that throughout Europe, students from ethnic minority groups tend to be overrepresented in less academic forms of schooling. In the Netherlands, the case of Turkish and Moroccan pupils is particularly acute. In Germany, the position of Turkish and Italian pupils is most notable. In the United Kingdom, which has a more comprehensive education system, the evidence suggests that Black students are least likely to enter higher education with academic qualifications.

3.3.3. Special Education

Some evidence suggests that migrants and minorities in Europe are overrepresented in special education. This is of particular concern since attending special education negatively affects the educational and future employment opportunities for students.

In Austria in the 2001–2002 school year, official school statistics showed that foreign pupils made up 20.6% of the student population in the *Sonderschule* as opposed to 9.2% in regular mainstream schools. In the French community of Belgium, foreign pupils represent over 18% of the student population in special education; for the Flemish community, however, their enrolment numbers in special education are much smaller, at 7.6%. In Germany, in the 2001–2002 academic year, migrant pupils with foreign citizenship represented 15.4% of the students in *Sonderschule*, as opposed to 9.7% in mainstream schools.[91] Luciak's research also indicates that male migrants are better represented than girls in those schools in both Germany (60.6% compared to 39.4%), and in Austria (61.3% compared to 38.7%). He concludes, however, that this phenomenon can be observed across all ethnic groups, including the majority population.

Similar trends can also be found for the Roma minority in Central and Eastern European education systems; research to date has indicated that the issue of cultural bias in testing and assessment systems for placement into special schools is largely to blame, and this same issue was also found in research for Belgium. There are systemic

[91] All figures taken from Luciak, 2004. p.28.

structural reasons, also, for wrongly tracking students; for example the 'success school' initiative in Belgium aims for schools not to repeat classes until the second year of primary school, which likely refers pupils to special education more rapidly.[92] The system of school financing is often quoted as a reason for special schools wanting to accept more students. More funds are usually allocated to pupils with special education needs.[93] Low teacher expectations in mainstream schools have also been identified as exacerbating the problem. Pupils' language differences and different socio-cultural models of behavior are often regarded as learning difficulties and disabilities.[94]

Table 5: Special education – enrolment figures for foreign citizens and ethnic minorities in Austria, Belgium, and Germany during the 2001–2002 school year.

	AT	BE	DE
Category	Foreign citizens	Foreign citizens[70]	Foreign citizens (Migrants)
School year	2001/02	2001/02	2001/02
School Type/ Total number and percentage	Sonderschule[71] 2 754 (20.6%) Percentage of females: 38.7	Special needs[72] FL: 3 401 (7.63%) FR: 8 110 (18.61%)	Sonderschule[73] 65 436 (15.4%) Percentage of females: 39.4
Main subgroups or nationalities	EU citizens (excl. Austria): All: 39 (0.3%) – f: 25.6% Non EU citizens[74]: All: 2 715 (20.4%) – f: 40.5% FY: 1 275 (9.6%) – f: 40.5% T: 1 170 (8.8%) – f: 36.8% Foreign First Lang.: 23.3%		Turkey: 27 613 (6.5%) Yugosl.: 9 635 (2.3%) Italy: 5 857 (1.4%)
Source	Ministry of Education Science and Culture (BMBWK) http://www.bmbwk.gv.at/medien/8752_PDFzuPubID422.pdf (08.04.2003); http://www.bmbwk.gv.at/medien/8953_Nr_2.pdf, (28.05.2003); own calculation by Austrian National Focal Point (Report 2002)	Statistical year book of Flemish education (2001-2002); Ministère de la Communauté Française; own calculation	German Federal Statistical Office, own calculation

Source: Luciak, 2004, p.32.

3.3.4. Dropout and Exclusion Rates

This indicator of underachievement is used as a proxy for the experiences and behavioral problems of ethnic minority children in school. In the United Kingdom, exclusion entirely from the education system is a problem for particular groups of students: Gypsy/Roma, Travellers of Irish Heritage, Black Caribbean, White and Black Caribbean (mixed heritage), and Black Other, which has become a key political issue in the United Kingdom.[95] In the Netherlands, dropout rates were higher among non-

[92] Belgian National Focal Point (2002), p.33f., cf. Luciak, 2004, p.29.
[93] NESSE, 2008, p29. See **http://www.nesse.fr/nesse/nesse_top/activites/education-and-migration**.
[94] ERRC, 2005, *amicus curiae* brief October 2006.
[95] Department for Education and Skills, 2006 (1); (2).

Western ethnic minority pupils than Dutch pupils, with 6.8% of Turkish students dropping out compared to 2.8% of autochthonous students in 1997.[96]

Crul's comparative study from 2004 also suggests that the German system outperforms France's and the Netherlands', having fewer dropouts. However, the reasons for this may lie in the institutional arrangements of the different education systems and indicates a level of complexity which cannot be revealed by the macro-level data alone.

Table 6: The proportion of Turkish second-generation children leaving school without a secondary school diploma ('dropouts')

Country	Percentage
France	46%
Netherlands	21%
Germany	7%

Source: Crul, 2004.

3.4 Explaining Inequality in Outcomes

3.4 1 Compounding Disadvantage in School

Children from migrant, minority, and marginalized groups face compounding factors which lead to educational failure. Many carry the burden of not only being in a minority, but also being migrants and socially marginalized. Immigrant children face disadvantages which influence their performance in school. Some of these are school-related while others are non-educational. The latter factors are arguably at least as significant as the quality of education in determining educational outcomes of poor and excluded populations.[97]

Many immigrant children have had a *challenging immigrant experience.* A majority of the children come to the host country as part of the family reunion process, some of them as refugees and asylum seekers. Most have legal status as immigrants, but for a percentage, their status in unclear. Some of the children (especially those who come as asylum seekers) are traumatized by the experience of war or civil unrest. Parents of these children often have no or very little education and the children themselves may be illiterate.

S*ocio-economic factors* play a large role in effecting school outcomes: while ethnicity and migrant status are important, for many ethnic minority and migrant groups, socio-economic status is a highly significant factor explaining inequalities in educational outcomes.[98] Children living in relative poverty can find this experience painful and may feel worthless and excluded if they lack the material effects their peers have, even if

[96] Schreimer, 2004, p.27.
[97] See Hirsch, September 2007.
[98] Raffo, *et al.*, 2007.

their basic needs are met. Further, children living in areas with high unemployment, high crime and drug abuse rates can feel unsafe, and may feel pressurized to join a gang themselves to feel included and protected. A re-examination of the PISA study for Belgium indicates that socio-economic problems are preponderant in schooling difficulties experienced by young migrants, although ethnic and cultural factors also play a role.[99] One review concludes that interventions that have been implemented have so far had only a partial impact in breaking the link between poverty and poor educational attainment. Policy needs to simultaneously address a whole series of factors and on different levels if it is to have any meaningful impact. In other words, it needs to have an overarching vision of how various interventions fit together and for what purposes.[100]

Some first-generation immigrants face *value conflicts* as their cultural traditions, especially those who come from non-European countries, may be very different from those of the new country, and moreover, whose knowledge is devalued in the immigration context. Even highly educated migrants may face a devaluation of their knowledge due to difficulties in recognizing qualifications.

Immigrant children often arrive in the host country with no prior knowledge of the *language* of the new country and/or with great differences in their prior educational experiences, and most speak a different language at home than that of the larger society. Although most countries do have language policies and programs put in place (see Section 3.5 *National Integration Education Policies* of this paper), the time and effort that students may have to initially put in to learn the language takes time away from learning other disciplines, which can put them academically behind their peers. Often, parents cannot offer help and support with studies due to linguistic differences.

Implicit prejudice[101] is a common problem for immigrant children where the treatment they receive may feel derogatory or inferior. For example, children, if deemed linguistically unprepared, are put into preparatory classes, often with mixed abilities, and large age differentials. Many children are often tracked into secondary professional schools, which are academically at the low end of the educational system,[102] and often branded with negative stereotypes due to their poor quality and high ethnic make-up. In Belgium, for example, research[103] suggests that fewer children of immigrants are found in general secondary education than native pupils, and that second-generation children are overrepresented in vocational training. Vasta[104] argues for the use of the term

[99] King Baudouin Foundation, 2006, p.2.
[100] Raffo, *et al*., 2007. Of note, this same recommendation was made in the Roma Education Initiative project, where the approach was called the 'Comprehensive Approach'.
[101] This moves beyond discrimination as individualistic, conscious and intended behavior to encompass organizational arrangements that may have nothing to do with ethnicity directly, but may nevertheless have disproportionately negative impacts on some ethnic groups. From this perspective, any difference in educational outcomes between social groups constitutes *prima facie* evidence of discrimination.
[102] Crul, *et al*., 2003, pp. 1065–1090.
[103] *Ibid.*
[104] Vasta, E., 2007, pp. 713–749.

'institutional racism' in reference to the Netherlands, but believes that policymakers and researchers continue to use the 'milder' term 'discrimination'. She cites claims that if racism is recognized at all, it is seen as a problem of individual error, not as an institutional problem. She argues there is a 'politics of avoidance' in terms of academic research and society generally.

Explicit prejudice is a common complaint of immigrant children who claim to experience racism from school staff and other students. Reactions to such perceived racist treatment are low self-confidence and self-esteem, fear and inability to concentrate, truancy due to fear of racist abuse and attack, joining a gang to feel more secure, and subsequent absenteeism.

Some groups of children and youth, such as Roma, refugees and asylum seekers, Muslims from a variety of countries, African and Caribbean Blacks, and children of low-skilled migrant laborers from African and Asian countries are particularly vulnerable to marginalization and exclusion in education and in society at large.[105]

3.4.2 School Systems

The literature makes the case that educational failure, while in part due to the above-mentioned compounding factors, also lies—to a large extent—in the school systems themselves. Evidence shows that most schools in Europe do not do well enough for the benefit of migrant and marginalized children, and that most European countries are far from closing attainment gaps. Europe's schools, rather than ensure equality, actually foreclose opportunities for education and social advancement**.** The possibility that global political, economic, technological and cultural developments are currently rendering older education paradigms inadequate is now on the political agenda.[106]

3.4.3 Segregated Education in Europe

School segregation for migrants and minorities in Europe is increasing: a fact not missed by the media whose articles on this subject are also on the increase. There is a considerable body of academic and policy-related work on 'segregation': the concept and its measurement; evidence on ethnic residential segregation, and on ethnic and income segregation across schools; and literature on the impact of segregation on educational outcomes.[107] The evidence is clear that *segregation, tracking* and *streaming* are, overall, detrimental for overall outcomes. However, the complexity of the picture and range of issues should not be underestimated and there are contexts where these policies do have positive outcomes.

Though segregation in European countries is not *de jure*, but *de facto*, it is nevertheless a fundamentally structural problem that limits the futures and lives of millions of school

[105] Luciak, 2004, pp. 123–124.
[106] See Süssmuth, 2005.
[107] For example, Massey & Denton, 1988; Allen & Vignoles, 2006

children, and is a major limiting factor in achieving the Lisbon goals for Europe. The problem of segregation for Roma children has been well documented and established, and OSI-backed efforts have already made headway into legally countering this problem.[108] Despite a significant investment in Roma-targeted actions by the EU, however, educational disadvantages and segregation still persist.[109] Less known, however, is segregated education in Western Europe for migrant children, which should not be compared to separate schools for autochthonous ethnic or national minorities, where cultural autonomy dictates a voluntary separation.

There are a growing number of schools in Europe that have a majority of their student populations coming from single ethnic groups, or at least, a mix of migrant groups. For example, in France, it has been ascertained that 10% of *Colleges* educate more than 40% of immigrants. This has been called "educational apartheid" by the University of Bordeaux sociologist, George Felouzis.[110] In Germany, every fourth student in the 10–14-year age cohort with a migration background goes to a school in which migrant students are the majority.[111] In Germany, France, Spain, and the Netherlands, so-called black schools have become synonymous with poverty, underachievement and violence such as the Rutli School in Berlin, a *Hauptschule*, where 83% of its students do not speak German as their mother tongue, and only a few succeed in finding jobs after graduation.[112]

Any type of segregated education is regarded as problematic for two main reasons: firstly, it's an obstacle to society's wider goal of social integration; and secondly, because of the adverse effects of social composition on student attainment. There is compelling evidence concerning the peer effects of segregation on student outcomes, where the positive impact on achievement levels resulting from a greater mix of abilities exceeds any negative impact on the achievements of high-attaining students'.[113]

There are three primary causes of segregated education in a *de facto* situation: as a result of residential segregation; tracking into specialized schools (vocational, for the mentally challenged); and 'white flight' linked to free choice of schools, all of which have been well documented in Europe. The issue of residential segregation should be noted in particular, since research shows that where housing is highly segregated, neighborhood schools will generally be segregated too[114] and further, that for most ethnic groups, children are *more* segregated in school than in their already highly

[108] Reference is made here to the Ostrava case, which was fought in European Courts and whereby the defendants won.
[109] The EU spent €270 million on Roma targeted actions by 2004.
[110] *Newsweek*, 2006, pp. 34–41.
[111] Bundesministerium für Arbeit und Soziales, 2008.
[112] Ochs, 2006, p. 386.
[113] Zimmer & Toma, 2000, p.75.
[114] Granato & Kristen, 2004, pp. 123–142.

segregated neighborhoods.[115] Since migrants and minorities tend to live in segregated neighborhoods, it can be concluded that their schooling, then, is even more so.

The structure of educational systems, and their tracking arrangements, impact on where migrant children attend school, largely relegating them to segregated vocational and special education schools, and impacting on their future careers and lives. Research conducted by Crul reveals three crucial factors contributing to immigrant children being tracked to vocational education: school starting age, the number of face-to-face contact hours, and school tracking mechanisms.[116] Austria, Germany, Belgium, and the Netherlands have retained 19th-century school systems that track and divide children into streams of schooling as early as age 10, which cements their future career paths. In Germany, two thirds of children of Turkish origin are sent to *Hauptschule*—pre-vocational schools that offer only a 'rudimentary' education—where the dropout rate is 10%.[117] It has frequently been claimed that early school selection—that is, tracking students into disciplines earlier in their school careers—tends to be associated with greater social class inequalities, whereas educational systems that delay selection are more egalitarian.[118] In its recent study on equity, the OECD also recommends to limit early tracking and streaming and to postpone academic selection.[119] Research demonstrates that tracking and ability grouping undermines the academic achievement of initially lower achieving students. Because a disproportionate number of students from immigrant backgrounds are lower achieving (for various reasons), ability grouping is likely to increase the achievement gap between immigrants and others.[120]

The phenomenon of 'White Flight'coincides with residential mobility (where people with higher incomes can move to better school districts) or when children are either withdrawn from perceived low-performing schools or deliberately placed in more favored schools without moving to a different residential area. White Flight in Europe has been found in Belgium, the Netherlands, and the United Kingdom, though it is highly likely that it is a common feature in all European countries. In the United Kingdom, admission procedures are a key cause of school segregation and where schools are able to administer their own admissions, they covertly select on the basis of ability and socio-economic background.[121]

It is clear that mixed ability students attending schools encompassing a mixed social background have a large positive impact on immigrant childrens' learning outcomes, and future life chances. Segregation in education is a major structural problem exacerbating Europe's already rising social problems, and warrants policy attention. One

[115] Burgess, *et al*., 2004.
[116] Crul, 2007, p.3.
[117] *Newsweek*, 2006, pp. 34–41.
[118] Breen & Jonsson, 2005, pp. 223–244.
[119] Field, *et al*., 2007.
[120] Schofield, 2005.
[121] Brooks & Tough, 2007.

reason why segregation continues to be a threat to justice in education in Europe is the failure of the EU to identify racial segregation and other forms of ethnicity-based exclusion as a threat to the realization of the Lisbon goals.[122]

3.4.4 Teacher Qualifications and Expectations

Teachers' qualifications, attitudes, and expectations are one of the most important determinants of the quality of teaching and the proven impact this has on student performance.[123] UNICEF describes quality teachers as, "those most capable of helping their students learn, [and who have a] deep mastery of both their subject matter and pedagogy."[124] Teachers' expectations and attitudes have proven to be of considerable importance for student performance. There is good evidence that lower teacher expectations reduce the aspirations for students from particular ethnic groups and this can have an indirect impact on their attainment. Some authors argue a cycle of low expectations, low aspirations, and low attainment has been created for certain groups.[125] Conversely, students invested with positive expectations improve their academic performance.[126]

OSI practice and research has also confirmed that quality education consists of high academic expectations for all children.[127] Good practice guides suggest that high expectations and programs of support are key characteristics of schools where pupils from minority ethnic groups achieve highly.[128] OSI-funded research on the Roma also confirm this finding.[129]

European education systems and teaching practices have not fully adapted to rapid processes of immigration. In many cases teachers are ill-prepared for teaching large numbers of migrant children. Their attitudes may harbor implicit racism, and one study in the United Kingdom observes that the relationship between Black Caribbean pupils and their teacher was characterized by conflict. This has been ascribed this to teachers' negative attitudes to, and lower expectations of, Black Caribbean pupils, and their experiences of racism, even if this was not the teachers' intention.[130] It is important to note, however, that some of these studies are based on small samples and that teachers are not the only group responsible for direct or indirect discriminatory behavior against ethnic minority and migrant students, affecting their capacity to study, achieve, and enjoy the school experience. The entire social structure of a school, including other members of school staff (e.g. administrative, maintenance and transport staff), and other students, are also involved, and this is often in the form of bullying.

[122] European Commission, 2004.
[123] Hanushek, 2005.
[124] UNICEF, 2000, p.13.
[125] Cassen & Kingdon, 2007; Franchi, 2004; Stevens, 2007; Tikly, *et al*., 2006.
[126] See for example, Rosenthal & Jacobson , 1968; more recently Thomas, *et al*., 1998.
[127] Proactive Information Services, 2006, p.6.
[128] Department for Education and Skills, 2002.
[129] Proactive Information Services, 2003, p.15.
[130] See discussion in Stevens, 2007.

In the United Kingdom, ethnic differences in exam tiers have been attributed, in part, to teacher expectations. Black Caribbean, Black African, Pakistani and Bangladeshi groups are roughly half as likely to be entered for higher tier papers in GCSE science and mathematics and some argue a cycle of low expectations, low aspirations and low attainment has been created for certain groups.[131]

Teacher attitudes and expectations are not only important in how they affect students' aspirations, but they obviously can have a major influence on the student's school trajectory, their tracking to lower quality schools and the perpetuation of segregation over their life course. In school systems with secondary-school tracking such as in Austria, Germany, and the Netherlands,[132] teacher recommendations are important for, and can even supersede, parental decisions on school type. Teachers can also make decisions about the ability level of the set, and the exam tier, that a pupil should be entered into.

3.4.5 Teacher Training and Content of Education

Teacher expectations and cultural 'visibility' in the curriculum are important in enabling children from minority groups to feel valued, 'fit in', and reach their potential.[133] Teacher training, and the curriculum and textbooks, are therefore two important areas where policy is translated into practice.[134] It has been argued that in Europe, both the formal and informal school curricula are biased against minority cultures by attaching higher status to a White, middle-class culture, and thereby marginalizing expressions of minority cultures, particularly students of mixed heritage.[135]

The EU itself has recognized that the *content of education* in Europe does not meet the needs of a diverse and multicultural society. This recognition is reflected in the *Working Group on Active Citizenship and Social Cohesion*'s recommendations for 'quality assurance' which includes employing staff with a multicultural and discriminated against background in order to, among other things, address the lack of multicultural curricula and to ensure the participation of ethnic and cultural minority groups in the development and adaptation of national curricula and learning materials.[136] Intercultural education, which is often used interchangeably with multicultural education, is discussed below in the section on national education policies.

[131] Cassen & Kingdon, 2007; Franchi, 2004; Stevens, 2007; Tikly, *et al.* 2006.

[132] In Germany and Austria, tracking happens at the age of 10. In the Netherlands, a considerable group of pupils enters lower vocational education at the age of 12. Crul, 2004, pp.9–10.

[133] This is linked to discussions about wider political policy that emphasizes either multiculturalism or assimilation. See Vasta, E., 2007, pp. 713–749; Rijkschroeff, *et al*., 2005, pp.417–435.

[134] Luciak, 2006, pp.73–80.

[135] Stevens, 2007, pp.147–185; Tikly, 2004.

[136] European Commission, 2003.

Teaching methodologies and curriculum content are also criticized for being inadequate in dealing with a diverse student body. The importance of intercultural education has been accepted within national policy, however implementation has been left in the hands of teachers who have not necessarily been trained or supported in implementing these new concepts. Therefore, though mandates may exist on a policy level, most teachers do not receive specific training. For example, in Germany[137] pedagogical students have expressed a lack of confidence on the subject of multicultural education and have repeatedly requested modules on intercultural education.[138] In France, the IUFM (Instituts Universitaires de Formation des Maîtres) institutes have no form of intercultural training and the students have a very limited understanding of cultural diversity, even though they were regularly in diverse environments.[139]

3.5 National Integration Education Policies

Most EU Member States have implemented policy actions to raise the achievement, attendance and integration of ethnic minority children in education. Approaches vary greatly country by country, and range from comprehensive race equality legislation to strategies for learning the majority language. Some strategies are fairly comprehensive, while others can be characterized as partial.

As governments have changed with different political agendas over the past 15–20 years, so have their educational and related integration policies, more often than not becoming more conservative.[140] One study takes a rather critical view of national education integration policies:

> Educational policies represent what are seen as judicious compromises between a disposition to absorb minority children into the educational system as given, and recognition of the need for some disparate educational treatment. Theoretically, we can distinguish between a broad trend of 'total inclusion' in the educational system for immigrant children; and an alternative trend of 'reserving separation, even segregation'. In practice, however, both trends are at work in all the partner countries, albeit to differing degrees. The differences arise in the decisions concerning which groups are to be 'included' or 'excluded' and about what means are to be deployed.[141]

3.5.1 Resources and Redistribution

In most countries, national strategies relating to the education of children from migrant and ethnic minority groups have focused on *resources* and have contained a core

[137] Luciak, 2004, p.89.
[138] Pitkänen , *et al.*, 2002, p.42.
[139] Pitkänen , *et al.*, 2002, p.42.
[140] See Vasta, 2007, p.17; Back, *et al*., 2002, p.445–454.
[141] Pitkänen , *et al.*, 2002, p.24.

redistributive element, which involves targeting additional resources—in the form of finance and teaching staff—at those groups who are most at risk of underachieving. These are described as 'classic programs' which "still form the core policies to combat educational disadvantage in many Western countries."[142] Alongside these 'classic programs' there are also some broad elements that might fall within the remit of national policy (as opposed to *local initiatives*), and include intercultural education, language support, and centrally led initiatives aimed at specific minority groups.[143]

There are differences in the target groups and the way in which funding is allocated by central government in those countries with 'classic programs'. In the United Kingdom, the Ethnic Minority Achievement Grant (EMAG) funds both language support for pupils with English as an additional language and, more broadly, initiatives to raise the achievement of minority ethnic pupils at risk of underachieving. The Dutch and French allocation systems have a wider target group and are based on 'weighting' systems that allocate resources to the local level on the basis of factors relating to both 'ethnic' and socio-economic background. The French system for additional resource allocation is largely based on Priority Education Zones (ZEP), which allocate additional teaching and non-teaching staff (such as educational counsellors) and financial resources for the socially disadvantaged. Education policy in Germany is determined by local government on the state (Länder) level. At present, however, the educational component of local strategies is entirely comprised of language promotion for immigrant children and parents, as part of local integration objectives.[144]

3.5.2 Legislation

Legislation forms the basis for successful national responses to racial discrimination and the underachievement of ethnic minority pupils. In Europe, children of compulsory school age[145] have the right and the obligation to receive free education. This right takes expression in a number of international legal instruments, including the UN Universal Declaration of Human Rights[146] and the UN Convention on the Rights of the Child.[147] This right is extended to children irrespective of their migrant or minority status, including children who are newly arrived migrants, refugees or asylum seekers. These children are also entitled to benefit from school services and financial support awarded

[142] Karsten, 2006, p.7.

[143] These national policy areas are necessarily broad, and more specific interventions and practices are implemented at the local level.

[144] German Federal Ministry of the Interior (ed.), 2005.

[145] Starting age is four in Northern Ireland, four or five in Scotland, five in England, Wales, and the Netherlands, and six in France and Germany. Minimum school-leaving age is 16 throughout the United Kingdom and in France and the Netherlands; it is 18 in Germany. In the Netherlands up to the last half year can be part-time; in Germany up to the last three years can be part-time.

[146] See the Office of the High Commission for Human Rights, Declaration of Human Rights Article 26, 1948.

[147] See the Office of the High Commission for Human Rights, Declaration of Human Rights Article 28, 1989.

by education authorities in the same way as nationals.[148] By and large, the right to education is secured in international and national legislation.

The EU also has a legislative framework assuring the right to education. According to EU law, from November 2003, children of 'third-country nationals' (i.e. from outside the EU) that are long-term residents receive the same treatment as nationals with regards to education. However, despite this EU legislation, Member States may restrict equal treatment with nationals with respect to access to the education system by requiring proof of appropriate language proficiency.[149] This means, for example, that immigrant children can be grouped together separately from other children within a school so that they can receive special attention geared to their language needs. Thus, though European legislation aims to grant entitlement to education for first-generation immigrant children to be equal as that of nationals, it does not include any *positive* measures in assisting immigrant children.

The EU's Race Equality Directive[150] is another legislative framework that could be implemented and mainstreamed in the education sector. Not all countries in Europe have done so, however, and some organizations have called on the EU to be more proactive in requiring implementation by Member States. Some groups have called for the EU to develop guidance documents and toolkits on how to mainstream race equality in education in all levels of education in Member States.[151]

The United Kingdom is the country with the strongest and most robust anti-discrimination national legislation in education. The Race Relations (Amendment) Act (2000) obliges all public authorities, including education authorities, to be proactive in challenging racial discrimination and promoting race equality, and the national schools inspectorate, the Office for Standards in Education (OfSTED), is responsible for monitoring school and Education Authority compliance with the new legislation. For schools, this means they are expected to monitor the impact and operation of policies on pupils from different minority ethnic groups, including in terms of pupil achievement.[152] Schools are required to develop a reflective school culture, reflecting critically on their normal practice and how it might negatively affect different groups of pupils. Though implementing this critical culture may be one of the key challenges facing education in the United Kingdom[153] the legislation is solidly in place. Such protective legislation, however, does not exist in all EU member countries. In the Netherlands, the Dutch Equal Treatment Act and the Quality Act are in place to protect

[148] Coghlan, *et al*, 2004.
[149] *Ibid*. See also summaries of EU legislation at EUROPA **http://europa.eu/scadplus/leg/en/lvb/l23034.htm.**
[150] Council of the European Union, 2000.
[151] European Network Against Racism, 2007.
[152] Coghlan, *et al.*, 2004.
[153] Warren, 2006.

against discrimination on the basis of race or ethnicity. France has no anti-discrimination legislation in the field of education, nor does Germany.

The 2007 ENAR report concludes that: "positive national legislation and policy [...] are essential for creating an environment that is conducive and supportive of educators and education systems in addressing the problems and challenges of racial inequality in education at the practitioner level,"[154] and argues that such legislation forms the basis for successful national responses to racial discrimination and the underachievement of ethnic minority pupils that must be systematic in their approach.[155]

Significant differences in EU Member States exist regarding the existence of legislative measures to combat ethnic discrimination, racism, and inequalities. Some countries have specific anti-discrimination or equal treatment legislation pertaining to the field of education, such as Ireland, the Netherlands, Portugal, the United Kingdom, or Sweden (in higher education), while others lack this, or are currently proposing to introduce new laws.

3.5.3 Intercultural Education

Intercultural Education[156] was introduced in Europe in the 1980s[157] as one tool with which to address the needs of diverse learners—and is recognized by experts as a necessary pedagogical approach.[158] As one scholar puts it, its aim is "to deepen students' knowledge and appreciation of different cultures, to reduce prejudices, to facilitate critical awareness of discrimination and inequalities, and to foster debate about diverse culturally based perspectives and practices."[159]

There is also agreement among experts that the term, though recognized and used on the European Level (Council of Europe and the European Union), might actually just be hollow words, meaningless or misused. The result of this misuse is that intercultural education is not a well established process in any European country,[160] and results in different patterns of applications in different contexts.[161] One researcher argues that

[154] European Network Against Racism, 2007, p.34.

[155] The issue of compliance at the local level in the UK is highlighted in Department for Education and Skills, 2006 (2).

[156] The use of the terms 'intercultural' and 'multicultural' education in the literature reflect a terminological shift that took place in the 1980s. This was in large part because of a concern that multicultural education did not sufficiently or directly address issues of racism and offered only a tokenistic understanding of non-dominant knowledge. While the term 'intercultural' is definitely more widespread the terms continue to be used interchangeably and some claim the term multicultural education is preferred by some people that have a much more sophisticated view of cultural discourse than early multiculturalists.

[157] Intercultural Education was developed in Europe during the early 1980s, following a proposal submitted by the European Council in response to immigration.

[158] See Luciak, 2006, pp 73–80; European Network Against Racism, 2007; Süssmuth, 2005.

[159] Luciak, 2006, p.75.

[160] European Network Against Racism, 2007.

[161] See Portera, 2004, pp. 283–294; Luciak, 2006.

because intercultural education policies were slow to take effect, they were abandoned before they had a chance, and were often cosmetic and inadequately funded.[162]

The ESP commissioned review of literature, for example, was unable to identify any discourse on national policy in France, or Germany in relation to intercultural education, although there is a long-standing discourse in the Netherlands and United Kingdom. Despite clear national policy intentions, however, evidence suggests that central government has been unable or unwilling to drive implementation at the regional or local levels. In the Netherlands, for example, content and pedagogies are not officially prescribed and schools and teachers have considerable freedom in the way they bring intercultural education into practice. Evaluations of the extent to which this has been done in practice have not been encouraging. According to the Committee for the Evaluation of Primary Education in 1994, it appeared that only 20% of the schools had integrated intercultural education into their curriculum.[163]

In the United Kingdom, after the 1999 MacPherson Report's findings of institutionalized racism in schools, the Home Secretary's Action Plan prioritized the amendment of the school curriculum to better reflect the needs of a diverse society. Analysis of curriculum content in relation to discrimination and racism, however, remains almost totally absent.[164]

France's policies are not as advanced as those of the other countries in regards to intercultural education, and the perception is that intercultural education is only a matter concerning minority pupils, a very narrow and limiting interpretation.

Two areas have been identified as key in translating national policy rhetoric into practice (teacher training, and the curriculum and textbooks[165]) and evidence suggests, as discussed above, that in both these areas, implementation has been poor. Thus, the overall position of national intercultural education appears weak. While national governments have been slow, or resistant, to take action to promote intercultural education, the resources and activities that do exist at the school level have been funded primarily through EU programs, notably through EU Comenius funding.[166]

3.5.4 Language policy

[162] Tomlinson, 2003, pp. 213–230.
[163] Hermans, 2002, pp. 183–199.
[164] Tikly, 2004.
[165] Luciak, 2006.
[166] One of the most notable resources is the INTER Project, a prize-winning initiative from the Evens Foundation. The guide is made up of eight modules that are structured to provoke thinking; provide information, activities and resources; and support planning and adapting of the curriculum (Aguado, *et al.*, 2005). Additional DVD and web resources are also available to teachers from the *Inter Project* website: http://eqibelt.srce.hr/fileadmin/dokumenti/tempus_eqibelt/zagreb_rad/InterGuide.pdf

Whereas intercultural education has been a low priority at national policy level, language support is a prominent component in many countries.

While there are significant intercountry differences, this focus on language support for migrants for their successful integration in school is widespread. Most countries understand that proficiency in the language(s) of instruction of the host country is a *sine qua non* for immigrants' successful integration into a school. The most prominent approach to supporting immigrant students with limited proficiency in the language of instruction is immersion (in the host language) with systematic language support.[167] This means pupils are taught in the main language of instruction, in the mainstream classroom, but they receive specified periods of instruction aimed at increasing proficiency in the language of instruction over a period of time. Bilingual language support (or 'mother-tongue initiatives') is a widely discussed, and controversial, policy option. It is unclear from the data whether bilingual approaches are more effective than monolingual approaches in helping children attain proficiency in the language of instruction.[168] Other sources emphasize, however, the importance of mother-tongue or bilingual education in developing children's self-esteem, and form a central component of intercultural education which aims to ensure that children feel that their cultural, thought, and interaction patterns are valued to the same extent as those of the 'majority'.[169] This is a policy point that has been emphasized in OSI's own work in Roma education. However, bilingualism as a real policy option is most realistic in a setting with a maximum of two ethnic groups. In most EU countries, with migrants coming from so many different countries, and in schools with such diverse student bodies, it is not financially feasible to support a mother-tongue bilingual program. Having said that, however, it is very important for all teachers to have training in second-language acquisition and bilingual/multilingual education approaches so that they can individualize the curricula to meet the needs of linguistically diverse children.[170]

Transitional bilingual programs with initial instruction in a student's native language do tend to be useful especially for newly arrived immigrants. However, the length should be as short as possible in order to mainstream the students. Further, it is very important to provide linguistic support at all levels, whereas most countries provide support only at the primary level. Sweden is one example that does provide support throughout the system, and Sweden is one country which has performed particularly well in the PISA study.

[167] Coghlan, *et al.*, 2004.
[168] Christensen & Stanat, 2007, p.4.
[169] See Grieshop, 2004; Save the Children, 2007; The Scottish Executive, 2005.
[170] This point is included in recommendations for language policy which have drawn from successful examples from Europe; countries that are successful are those which have a relatively small achievement gap between immigrant and native students, or smaller gaps for second-generation students compared to first-generation students. See Christensen & Stanat, 2007.

Language policies may act to help children gain a "foothold into the host education system"[171] but language policies are not a silver bullet to solve the educational or integration policy problems of Western European countries. Evidence indicates that having a strong policy in only this one area is not enough to bolster education systems that are profoundly weak in addressing other areas such as teacher training, curriculum development, pedagogy, segregation, and school culture, including implicit or explicit racism.

The allocation of resources, intercultural education, and language support are policies designed to improve the educational position of minority ethnic groups, generally. However, there is variety in both the average and the range of attainment by different groups, and some countries also have policies targeting specific minority groups. One example from the United Kingdom is the 'aiming high' program whose goal is to raise the achievement of children from the Black Caribbean population, and whose evaluation has shown that the program has made a difference in how schools serve minority children.[172] In September 2005, the project was rolled out to around 100 schools in England as the 'Black Pupils Achievement Program'. Unusually, this is a central government-led initiative. At this time we cannot report on other such initiatives from other countries.

3.6. Other Insights into National Policies

While the above-described policies are implemented to a greater or lesser degree, it is notable that national education policies do not focus on those very areas that so clearly undermine the potential educational achievements of migrant children such as tackling the issue of bias and low teacher expectations.[173] For example, in one analysis of Dutch policy, researchers observed that it has focused almost exclusively on influencing the financial resources available to ethnic minority pupils and schools, but that 'the mechanisms of inclusion and exclusion,' which include low teacher expectations and secondary school selection policies, have not been tackled at all by national policy.[174]

The lack of systematic evaluations and research into the impact of national policies has resulted in poor understanding of their real impact. Some have argued that "in many countries, many provisions have hardly been evaluated, or evaluations have been restricted to qualitative or descriptive research."[175] Some of the evaluations that are available suggest, however, that there are some clear positive policy lessons: in particular, policies that shift from a focus on language support to a broader and more explicit focus on underachievement; new, clear, and transparent funding explicitly targeting pupils at risk of underachieving and minority ethnic groups with English as an

[171] Coghlan, *et al.*, 2004.
[172] Tikly, *et al*., 2006.
[173] Rijkschroeff, *et al.*, 2005, pp. 417–435.
[174] *Ibid*.
[175] Driessen, 2000, p.69.

additional language; and policies that recognize and enhance the role of local governments.[176]

While ethnicity and migrant status are important, for many ethnic minority and migrant groups, socio-economic status is also a highly significant factor explaining inequalities in educational outcomes. Some recent research emphasises the large role that socio-economic status plays in explaining educational inequality. Blanden and Machin (2007) demonstrate that in the United Kingdom the relationship between a child's educational attainment and the socio-economic status of their parents is strong. Their study, which is not primarily concerned with ethnicity, showed that by age seven, those children from poor backgrounds who performed the best on cognitive tests at age three were likely to be overtaken by children from more affluent backgrounds who had scored poorly at age three.[177] Recent evidence from Europe suggests that both factors—ethnicity or immigration status and socio-economic status—play a role in determining educational inequalities. Neither set of factors offers a complete explanation; local context (e.g. the ways in which race and class interact), as well as the ways in which studies are constructed, help to explain why one study emphasizes the importance of race while another emphasizes the role of class.

Most major studies have found that the relative performance of immigrant or ethnic minority children cannot be solely attributed to socio-economic, or background education, variables. In most studies, attainment gaps remain for particular 'ethnic' or minority groups even when socio-economic status is controlled. For example, the OECD states that based on the PISA data: "performance differences remain between immigrant and native students in many countries after accounting for these background characteristics. For example, there are still significant performance differences between native and second-generation students in […] France, Germany, [and] the Netherlands."[178]

A widely referenced study from the US supports the view that differences in test scores of black and white children cannot be fully explained by the socio-economic status of their families. Their extensive analysis of data from the Children of the National Longitudinal Survey of Youth (CNLSY) showed that this accounted for only one third of the difference for six year olds.[179]

[176] Tikly, *et al.*, 2006.
[177] Children from the poorest fifth of households but in the 88th percentile on cognitive tests at age three dropped to the 65th percentile at age five. Those from the richest households who were in the 15th percentile at age three rose to the 45th percentile by age five. If this trend were to continue, the children from affluent backgrounds would likely overtake the poorer children in test scores by age seven.
[178] OECD, 2006 (2), p.79
[179] Phillips *et al.*, 1998

One review[180] regarding policy in England suggests that the plethora of policy initiatives in England tend to focus in a piecemeal fashion on meso-level factors, rather than at the macro or micro levels, simply because it is easier. The reports says that interventions have so far had only very partial impacts in breaking the link between poverty and poor educational attainment, and that policy needs to simultaneously address a whole series of factors and at different levels if it is to have any meaningful impact. In other words, policy interventions must be complex and extensive in their scope, paying attention to socio-economic factors as well as ethnicity and race issues if the established relationship between poverty and poor educational outcomes is to be interrupted.[181]

3.7 Implementing Policies on the Local Level

A great variety in policies, practices and outcomes derives in part from a loose EU policy framework and the devolving of authority to local government. With a tendency in Europe to decentralize the governance of education systems, the responsibility for combating educational disadvantage has been moved to a lower, most often municipal level. One of the hopes for benefits of this form of governance in education was a reduction in unnecessary bureaucracy and the advantage of local-level knowledge, although this achievement is variable. Decentralized governance proves in fact, to be a challenge to the implementation of national policies. In the United Kingdom, the issue of a lack of central intervention in critical areas has been strongly emphasized, suggesting that political will has been tempered by the failure to link the initiatives funded by the Ethnic Minority Achievement Grant (EMAG) into a consistent commitment to tackling institutionalised racism in the educational system.[182]

One strategy to help implement national policy at the local level is to 'spread good practice'. However, two problems have been identified in regards to this. The first problem concerns criteria for what constitutes 'good practice'. The second is related to a lack of good evaluation of programs, generally.[183] Therefore, it is very difficult to know, precisely, which local-level initiatives really work, or not. In the UK highlighting and spreading the practice of successful schools has become the central strategy for improving levels of attainment. Other than this example from the United Kingdom, there appears to be no systemic or systematic way for governments to actively support municipalities and schools in implementing national policies, or in achieving the criteria of 'good practice' and, consequently, in supporting the education of the most marginalized groups.

[180] Raffo, *et al.*, 2007.
[181] The theme of comprehensiveness in policymaking and interventions is something that has come up in the literature in regards to policymaking for Roma (see European Commission, 2004) and was also the impetus behind designing the Roma Education Initiative's approach.
[182] Tikly, *et al*., 2006.
[183] See Warren, 2006, p.77. This was also confirmed in OSI's own work; See Proactive Information Services, 2006.

What constitutes good practice is a matter of some dispute, with several suggestions as to what might demonstrate good practice but few clear criteria.[184]

Select characteristics of 'good practice'[185]

- Schools where there is a culture for critical reflection. The United Kingdom seems to be the only country that has a proper legal framework for this.
- Schools where inclusion and diversity are reflected in curriculum and school organization.
- Strong school leadership with a vision and commitment to addressing inequality and to mainstreaming initiatives to raise achievement.
- Induction strategies for 'newly arrived' migrant pupils—including children from asylum seeker or refugee families are important. 'Induction' strategies include interactions between and with teaching and administrative staff, students, parents, and often LEA or other officials in the admissions procedures.
- High-quality training so that staff can tackle the needs of ethnic minority pupils with confidence.
- The meaningful involvement of parents and community.
- High expectations from teachers and all school staff of their students, and the inclusion of mentoring programs.
- Utilizing 'restorative' and 'preventative' approaches to behavior management that seek to mediate the root causes of conflict rather than simply punishing.

Though concrete evaluation of good practice is rare, there is plenty of *anecdotal* evidence of good practice from all countries, and many noteworthy actions undertaken by Municipalities or private foundations. It is not possible to discern whether the good practice that is documented is directly linked to any national policies. It may simply be an initiative undertaken by the Municipality on its own, or be a joint venture with a private foundation (public-private partnership).

For example, the Municipality of Roskilde in Denmark implemented a project (Roskilde Borne-og Kultur Forvaltningen [BKF] 1997) that addressed issues involving the education of children from non-Danish-speaking homes in the local schools,[186] although the connection to national policy is not apparent. Work by the Bertelsmann Foundation has highlighted successful practices such as language instruction; interestingly the success factors highlighted in the report describing the work mention "anchoring integration as a multi-departmental task,"[187] which reinforces observations made earlier in this paper

[184] Luciak, 2004, p.95.
[185] This summary of what constitutes good practice was taken from the ESP-commissioned literature review. For a more detailed account, see Brind, *et al*., 2007. pp. 60–67.
[186] Virtue, 2006.
[187] Bertelsmann Stiftung, German Federal Ministry of the Interior (ed.), 2005, 'Successful integration is no coincidence – Strategies for a local community policy'.

regarding comprehensive approaches to policy making. ENAR[188] also highlighted the importance of comprehensiveness in tacking underachievement in schools, and gave a good example of local practice in Leeds, United Kingdom where head teachers of a 'Family of Schools' (an initiative to promote collaboration between groups of schools and to support the development of partnerships between communities, school and other service providers) took coordinated action to address racism and raise awareness in their schools and wider community.[189]

Examples of good practice may be one way to inspire and help local government and schools to implement national education policies. Such examples would also be useful at the EU level. This topic was raised recently in a series of meetings in Brussels between OSI programs and EU representatives. One representative from the EU stated that it would be important, "to provide good examples of projects on desegregation in education which the Commission could use to convince Member States."[190] Despite the common agreement that such examples of good practice would be important to have, little documentation and evaluation studies actually exist. If they do, they perhaps exist in the national languages of EU Member States, and are not accessible at the international level.

4. Responses of the Private Sector and Civil Society

In order to better understand the landscape of actors involved in the area of the education of migrants, minorities, and marginalized groups, a review was undertaken to map out the landscape of private donors and civil society organizations. The analysis focused particularly on the activities of private foundations, and included a number of think tanks and other organizations and institutions interested and already involved in this area in Europe. The review was based on a close reading of a number of documents, a web-search and personal contacts with foundations.[191]

4.1 Role of Private Foundations

It is undeniable that the situation for migrants, minorities, and marginalized groups in Europe in general, and the educational situation in particular, deserves the increased attention of policymakers at all levels. However, much criticism exists that governments have failed to equalize chances for all their citizens and that policies are not designed for, or benefiting, increasingly diverse societies. At the EU level, not enough has been

[188] European Network Against Racism, 2007.
[189] ENAR, 2007, p.26.
[190] OSI internal notes, December 18, 2007, EUMAP reports presentation, December 13–14 .
[191] Some of the more useful documents, in addition to general ones used to develop this paper, include: the European Foundation Centre's 'Mapping European independent funders' initiatives on migrant integration', prepared for the Barrow Cadbury Trust and the King Baudoin Foundation by the European Foundation Centre in March 2006; 'European foundations active in education targeted at minorities' prepared by the EFC staff; 'Advancing Equality: What Foundations Can Do? A Selected Overview of Equal Opportunities Actions' also by the EFC and presented at their general annual assembly in June 2007.

done on providing educational guidance and putting pressure on Member States to implement their commitments to social inclusion and non-discrimination.[192]

As governments struggle to address the needs of increasingly diverse student populations, private foundations have become more involved; private foundations play a key role in designing effective programs and in implementing policies, often in partnership with local authorities. Innovative approaches are frequently found to emanate from small initiatives often supported by private foundations and civil society organizations. Where national policies are not implemented, it is often due to decentralization, the lack of systemic means to implement policies, and sometimes due to insufficient state funding and resources.

Private foundations and civil society organizations can—sometimes—also be key players in influencing national policy, and some have more potential for this than others. While most foundations fund specific projects and interventions, a smaller number have the potential to influence policy change. Those with a potential for such a role include: the King Baudouin Foundation in Belgium; the Bertelsmann Foundation in Germany; Compagnia di San Paolo in Italy; Calouste Gulbenkian Foundation in Portugal; and the Joseph Rowntree Foundation in the United Kingdom. These foundations have demonstrated their ability to be strategic in using their partners and grantees for advocacy. They play a significant role at the national, European, and international levels, often in cooperation with other major foundations.

4.1.1 Program Level Responses

This review has focused on initiatives in primary and secondary education and analyzed particular projects aimed at achieving a policy impact. The review also identified a number of noteworthy smaller projects implemented at the local level that seemed to have a wide influence on the quality of education and educational systems.

The following questions were asked:

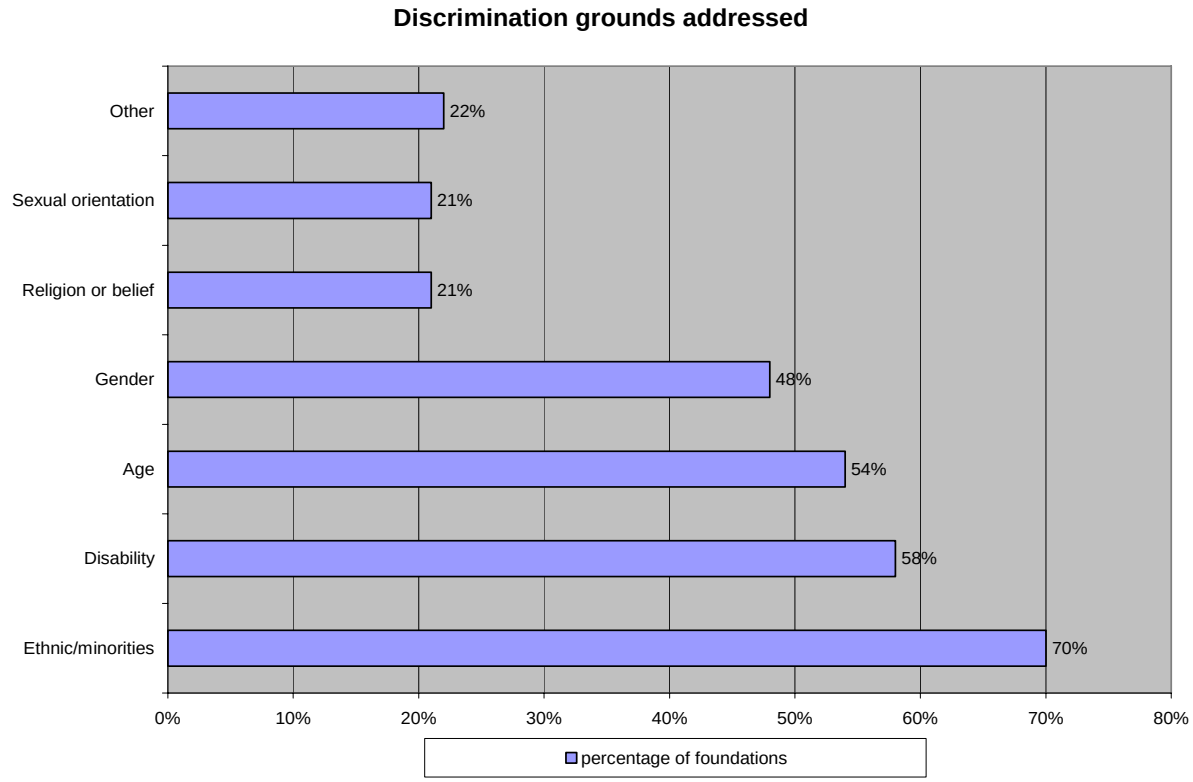
- What specific groups (marginalized, minorities or migrants?) do foundations target or support?
- What aspect of educational inequalities of migrant, minority, or marginalized children are targeted by the foundations' initiatives (e.g. access, participation, or attainment)?
- What are the geographic spreads/focuses of the foundations' work?
- What can be learned about the effectiveness and impact of these initiatives? Is project evaluation available?

The review started with an already existing analysis of the EFC analyzing the work of 88 of its member foundations in the field of non-discrimination.[193] The EFC analysis pointed

[192] See ENAR, 2007 and also Süssmuth, 2005.

out that among the six discrimination grounds (age, disability, gender, race or ethnic origin, religion or belief, and sexual orientation), foundations mostly focused on groups experiencing discrimination due to their race or ethnic origin, followed by disability, age and gender dimensions—though many other discriminated against groups are also supported. [194] It was not possible to identify whether foundations distinguish which ethnic minorities and migrants are specifically targeted.

Chart 3: Target groups



Source: European Foundation Centre, 2007. From the 88 selected funders.

Only a smaller number of foundations fund projects aimed specifically at education. Many more tend to support broader frameworks such as 'equal opportunities', 'non-discrimination' or 'integration and migration' within which education might be a component.[195] The Bertelsmann Stiftung is an example of a foundation with education as one of its priorities. The foundation supports numerous programs in early childhood, compulsory, and higher education targeting all children, including migrants and children

[193] European Foundation Centre, 2007. See **http://www.efc.be/ftp/public/EFCpublications/Advancing_Equality.pdf**.
[194] Other marginalized groups supported by private foundations include those with poor socio-economic backgrounds, poor rural populations, prisoners, and undocumented migrants. European Foundation Centre, 2007.
[195] A more comprehensive analysis (i.e. survey) of foundations' work in education of MMM children was not possible within the framework of this project.

from disadvantaged families. An integral part of the programmatic work aimed at improving quality of all schools is the development of teaching materials, programs and training courses.[196] The King Baudouin Foundation is one of the leading foundations in Europe for which integration is among top priorities in their strategic and funding portfolio. Education is part of the Foundation's integration agenda. The King Baudouin Foundation plays an important role both in terms of the overall size of funds it distributes, and with advocacy work it supports in Belgium and Europe. The Foundation is a member of the Network of European Foundations (NEF)[197] and one of the key funders of NEF's large-scale international project, the 'European Programme for Integration and Migration' (EPIM).[198]

The following conclusions come from a review of foundations identified as funding projects and initiatives in the education of MMM groups. These projects vary in terms of scale and the size of the target group. Some foundations support broader and more complex interventions at the national or international levels, and some more basic.

Of those with a specific educational focus, the majority fund improved *access and participation* through scholarships and working with individuals or smaller groups and as such have often little direct impact on broader policy measures. The most frequent measures identified at this level include scholarships, mentoring, and tutoring**.** In Germany, the Talent im Land program[199] and, the START[200] program are good examples of scholarships. Tutoring, mentoring, and after-school homework programs are effective measures providing more individualized support for students in need. Such programs compensate for the lack of individual support in schools, facilitate partnerships with parents or substitute for the lack of support at home. Foundations in many countries support mentoring and tutoring programs (e.g. Mercator For-Mig-Treff[201]; Verikom Young Role Models Program[202] in Germany; Stichting De Witte Tulp in Amsterdam;[203]

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[196] See **http://www.bertelsmann-stiftung.de/cps/rde/xchg/SID-0A000F0A-DF13F4D4/bst_engl/hs.xsl/prj_5278.htm**.

[197] NEF is a flexible not-for-profit international organization located in Brussels (Belgium) whose mission is (a) to act as an operational platform to develop projects between foundations and other types of organized philanthropy and other giving programs; (b) to develop programs related to Europe and the role of Europe on the global stage; and (c) to give a European perspective and opportunities for European experience to regional/local initiatives. For more information see: **http://www.nefic.org/**.

[198] See **http://www.epim.info**.

[199] 'Talent im Land' is a scholarship program supported by the Robert Bosch Stiftung, aimed at gifted students from immigrant families, and enables them to pursue their academic goals and become role models for other students in the same group. **See http://talentimland.bosch-stiftung.de/content/language1/html/index.asp**.

[200] START (**www.start.ghst.de**) provides financial support to promising migrant pupils who show commitment to academic work and public service. They receive a computer and Internet access as well as a range of mentoring and counseling services. Response to the program, which was piloted in one region, has been so positive that other organizations in other parts of Germany are keen to copy it. It is now funded by a large number of German foundations.

[201] See **http://www2.erzwiss.uni-hamburg.de/foermig-treff/**.

[202] Other mentoring projects supported by Verikom: Schools with Migration Background, KENDI. See **http://www.verikom.de/**.

Moroccan Coachings Project in the Hague,[204] the Netherlands; or Project 'Wisnina' in Switzerland[205]). One interesting example of an initiative aimed at a particular ethnic group is the work of the Mother Child Education Foundation (AÇEV)[206] from Turkey. AÇEV implements mother and child education initiatives in Germany, Belgium, France, and the Netherlands targeting Turkish citizens living in these countries. It provides support to parents in their parenting roles, helps them to better understand the educational system in their destination countries, and enables them to gain skills so they can support their children.

The second area most frequently supported by foundations is *language acquisition*, generally, and through early childhood programs, especially for immigrant children aged three to six who are preparing to start primary school. For example, the Fondation Fnac éveil & jeux (France)[207] runs workshops in which children can develop their written, oral, reading, and computer skills. The aim is to help children successfully make the transition from their mother tongue to the French language. An example of a language program for children in primary schools is a summer camp supported by the Jacobs Foundation (Switzerland).[208] This project is aimed primarily at children from immigrant families who wish to improve their second-language skills, thus enabling them to improve their academic performance in school. Language acquisition is often supported through larger integration projects with education as one of the components. For example, in a joint project entitled 'Successful Integration is no Coincidence' funded by the Bertelsman Foundation[209] and the German Federal Ministry of the Interior, the focus on language promotion for pre-school children and their parents is highlighted as one of the key integration strategies.

The EMMME review identified a smaller number of projects that were more complex, reaching a wide array of teachers and students, and aiming to improve the *quality of the educational process*. For example, one such complex project, the INTER project on intercultural education,[210] co-funded by the EU's Socrates Comenius 2.1 and private foundations,[211] involved eight countries. Its aim was to improve the quality of education and to contribute to innovation in schools by supporting them in implementing an intercultural approach. The project involved policy analysis, materials development, teacher training, and implementation of training and materials in schools.

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[203] See **http://www.stichtingwittetulp.nl/**.
[204] Crul, M. 2005 (1).
[205] A project aimed specifically at migrant and refugee young girls. See **http://www.cfd-ch.org/d/migration/aktivitaeten/wisnina.php**.
[206] See **http://www.acev.org/english/index.html**.
[207] See **http://www.eveiletjeux.com/fondation/home.html**.
[208] See **http://www.jacobsfoundation.org/cms/**.
[209] See **http://www.bertelsmannstiftung.de/cps/rde/xbcr/SID0A000F0A28FA2ABD/bst_engl/Successful%20Integration_engl_1205.pdf**.
[210] See **http://inter.up.pt/inter.php?item=prizes**.
[211] Also funded by the Evens Foundation's intercultural education prize, see below.

Several foundations stimulate and reward good practice in *integration*, *diversity*, and *equity in education* through competitions and prizes. The Evens Foundation[212] (Belgium) awards an intercultural education prize every other year to a project or organization recognized for making an "outstanding contribution to European social integration in the field of intercultural education, and [having] demonstrated determination and creativity."[213] The prize is their major tool in the Intercultural Education department of the foundation and the INTER project mentioned above was a winner in 2005. The Carl Bertelsmann Prize[214] similarly supports integration and the 2008 prize is for "integration through education—Fairness for all." The prize of 150,000 EUR is awarded to an outstanding project focused on how children of immigrant origin can be given fair opportunities in their school education—and how this can facilitate their successful integration in the host country. The Bertelsmann Foundation is planning to prepare a publication with a selection of examples of good practice identified through the competition.

A few foundations support *research* or fund programs to disseminate findings to influence change in policy and practice nationally. However, wider dissemination in Europe and/or globally is rare despite the potential to do so based on the quality and relevance of research. In September 2007, the Joseph Rowntree Foundation (United Kingdom) published a series of research papers looking into the affects of poverty on educational outcomes. The King Baudouin Foundation (Belgium) has produced a number of publications on the education and integration of migrants. The sharing of these findings is limited, in part due to language limitations. Overall, dissemination of knowledge and good practice is very limited despite its potential influence on policy.

Some foundations engage in the policymaking process by promoting *public discussions*, and in raising the importance of education for successful integration. Foundations in Germany tend to be the most engaged and active.[215] PISA results have also provoked some discussion at the national (or federal) level concerning educational reforms as a means of integration in countries like Germany, France, the Netherlands, Austria and Switzerland. Within the framework of the international project EPIM, the King Baudouin Foundation has also supported public policy discussions on education in Belgium.[216]

4.1.2 International Projects and Private Donors

[212] See **http://www.evensfoundation.be/en/ice.html**.
[213] See **http://www.evensfoundation.be/en/ice_2007.html**.
[214] See **http://www.bertelsmannstiftung.de/cps/rde/xchg/SID0A000F0A28FA2ABD/bst_engl/hs.xsl/prj_85815.htm**.
[215] E.g., the Bertelsmann foundation (Germany), 'Successful integration is no coincidence – Strategies for community policy'.
[216] The seminar jointly organised by the King Baudouin Foundation, the Bernheim Foundation, and the Evens Foundation in Brussels in December 2006 resulted in a report 'Pathways to success in education for young migrants. The identification of factors critical to success within a European context.'

At the international level, collaboration between countries is mainly around large-scale research. A notable international research project, the Integration of European Second Generation (TIES)[217] research program, is co-funded by the EU and a number of foundations (Volkswagen Foundation in Germany; King Baudouin Foundation in Belgium; Bertelsman Foundation in Germany; and the Jacobs Foundation in Switzerland). TIES is a large-scale international comparative research study, which takes place in 15 cities in eight countries (France, Germany, Spain, Austria, the Netherlands, Belgium, Switzerland, and Sweden) with the largest proportion of migrants being descendants of immigrants from Turkey, ex-Yugoslavia and Morocco. In education, the study looks at variations in education systems, such as the starting age of compulsory schooling, the number of school contact hours at the primary level, school system characteristics, and practices of early or late selection in secondary education, and their impact on school achievement.

International initiatives tend to face greater difficulties in attracting private donors' funding. Most often, the funding is provided for country-based activities, often leaving a very important part of the project (i.e. international comparison and dissemination of the results) without financial support. Some German foundations provide examples of exchange programs between the Turkish minority in Germany and Turkey but on the whole, while there is a certain level of international outreach, the majority of private foundations base their work, generally, in their countries of origin.

However, the increased interest in bringing the international comparative perspective to practice is clearly on the rise. More often nowadays, policymakers, researchers and practitioners from other countries are invited to participate in nationally based conferences and discussions. The presence of an international audience is frequently intended to act as a policy advocacy tool, putting pressure on national policymakers. One of the most recent examples of such an international event was a symposium on 'Integration by Education in the 21st Century' organized by the Vodafone Foundation and the Federal Chancellor's Office in Berlin in October 2007.[218]

To conclude, there is excellent research ongoing and funded by foundations in many countries, with some conducted across several countries, and some notable projects and practice in the areas of individual support, language acquisition and exercises in stimulating thoughtful work on integration, in particular the competitions run by foundations. However, there does not appear to be much work on evaluating impact, and evaluation is not widely available, not least due to language constraints. Foundation support for policy analysis and advocacy is perhaps the weakest area, with little evidence of substantial practice and support to policy influence. This mapping exercise found out that there is plenty of *anecdotal* evidence of good practice from all countries

[217] See **www.TIESproject.eu**.
[218] This symposium highlighted the crucial role that education plays in the integration of migrants and the role of public-private partnerships. See **http://www.integration-symposium.de/programme_en.pdf**.

and from foundations, and many noteworthy actions undertaken, but there is little verifiable evidence. Evaluation of successful projects are rare and if they exist, they are in local languages and not publicly available. Finally, although many foundations are set up to fund excellent practice, few aim to package the lessons learned and to look at policy implications of that practice. Some may lack mechanisms to influence policy in their context, or internationally; others may choose not to do so.

This review also showed that the majority of foundations' education work is within their broader strategic priorities such as equal opportunities, non-discrimination or integration. Thus, as education emerges as an ever more important issue on the European scene, a reflection of current funding and adequate programming in education is not commensurate with the growing need.

4.2. Grassroots organizations

One important component in this mix of different players and stakeholders in the education process is the critical role of the ethnic communities themselves. The involvement in programming and advocacy of community organizations has been considered as crucial. Several experts have recommended to consider a more positive role for immigrant elites when addressing migrants, minorities and marginalized groups in education. Crul[219] has consistently called for using the potential of migrant and ethnic communities and has highlighted the positive role of students or parents with an immigrant background as school contact persons and school assistants, and student mentors as role models. The potential of immigrant elites from business, culture or sport and their involvement in the development of integration policies in education has not yet been properly utilized. Until now, the direct voice of immigrants in the development of integration policies has been missing.[220]

Foundations support grassroots organizations most often indirectly via larger frameworks and funding agreements with intermediary organizations, and channeled through a variety of projects such as youth empowerment, employment or economic development. For example, the NGO Platform for International Cooperation on Undocumented Migrants (PICUM)[221] is funded by ordinary and affiliated members in many European countries as well as by representatives of international organizations. It is also supported by the Network of European Foundations through their project EPIM. One of PICUM's projects targets grassroots organizations to support their work in combating discrimination-based violence against undocumented children, including in the arena of education.

EPIM was initiated to strengthen the role of NGOs active on migration and integration issues in advocating for a European agenda that benefits migrants and host

[219] Crul, 2005 (1).
[220] See Martiniello.
[221] See **http://www.picum.org/**.

communities. The second phase of EPIM which runs from 2008 until 2011 provides grants to organizations/projects that impact on constructive integration policies nationally and locally, and informs policy at the European level. EPIM specifically calls for projects that support and encourage greater involvement of the *migrant's voice* in developing and implementing policy.[222] However, education is not among EPIM's priorities.

4.3. Need for Coordination of Advocacy Efforts

This review revealed a lack of coordinated efforts aimed at influencing EU policy in the area of education. No significant actor has been found working in this area to place education at the top of a European policy agenda as a means to enable migrant integration, tackle exclusion, and deliver human development outcomes. A player, or consortium of actors, is needed who can facilitate information sharing, the cross fertilization of ideas in policy and practice, and ultimately influence EU policy at the international level to enable delivery in each European country in this important sphere of education.

As the report has discussed, evidence, while patchy and difficult to compare, does reveal many similarities and some intriguing differences between countries. The overall pattern seems to be one in which the problem of exclusion is recognized, resources to a degree have been allocated, initiatives have been implemented but progress remains slow, with some exceptions. The necessity for further action is very clear; there is an obvious need to enable work at a Europe wide level, and the imperative to take action cannot be denied.

No foundation can work on this issue alone; collaborative efforts are needed to achieve impact particularly at the EU level. OSI is therefore interested in opening a European-wide discussion on the role of education in integration and establishing a social advocacy coalition of civil society organizations, donors, and government actors. This will provide a platform for sharing experiences, identifying gaps and issues that require support, planning how those gaps may be filled, and exploring opportunities how to harmonize funding to address priority issues.

OSI would like to explore common interests and to discuss ideas for possible collaborative efforts (e.g. a joint response to the EU's Green Paper) or funding. While migrant children have been identified as the most disadvantaged group in the old EU countries, such an initiative would give an opportunity for interested funders to pursue a broader framework to monitor and advocate for equity and inclusion in education for **all** MMM children. This may for example include socially and economically disadvantaged children from the majority population, children from specific religious groups or children with special needs. Solid evidence and measuring of effective policies

[222] See **http://www.epim.info/**.

as well as searching for new alternative approaches would become central to any new initiative.

4.4 Integration and Diversity in European Education (IDEE)

Based on the key findings of the EMMME exploratory work, OSI developed a concept for a new two-year initiative that would focus on promoting **Integration and Diversity in European Education (IDEE)**. The overall concept ideas are intentionally broad to allow collaborative input from other organizations and for possibilities of joint action.
This initiative would focus on involving affected communities rather than advocating on their behalf. Three main lines of action are foreseen:

1 – Advocacy action at the European level: Recent interest in the education of immigrant children at the European Council and European Commission provides an immediate opportunity to engage in policy debates at the EU level. This line of activity would build on this momentum and focus primarily on finding ways to influence the content of various papers, including the European Commission's Green Paper, 'Migration & Mobility: Challenges and opportunities for EU education systems', and debates at the EU level. Rather than taking a leading advocacy role, OSI foresees itself as playing a convening role to bring together key partners, enable the participation of new social actors, and to amplify the voices of the most affected communities to influence EU policy at the national and local levels.

2 – Collaborative projects and public awareness campaigns in selected sites: This could be the core component of an initiative; it provides an opportunity to develop expertise on the ground, accumulate fragmented community-level experiences and elevate them to a coherent policy level. OSI believes a lot can be achieved through strengthening local coalitions for action in selected localities where these already have some movement. Marginalized communities would be directly involved in initiatives to promote public awareness of the injustice of unequal education, and the threats to safety and stability that inequality inevitably brings. This line of action would attempt to build support in local media and mobilze affected communities to broaden support for diversity and integration in education in Europe through collaborative action in local projects. Small grants would be awarded to a small number of communities (5 –8) that display energy and motivation for collaboration among diverse groups, and involving public and private partners. This line of activity, as well as the size of the grant component, may be extended if other foundations become interested in collaboration.

3 – Campaign for three national strategies to promote integration and diversity in education: Campaigns in three selected countries could be mounted for enabling policies to address marginalization and inequality in education. This line of action would complement advocacy taken at the level of the EU and its various

committees and be informed by joint action at the local level taken by affected communities. Through the grant component, key players shall be identified at national level with a strong advocacy capacity, which could help develop evidence-based strategies for advocacy campaigns that would come into full force mainly in the second year of the initiative.

These three activity lines are non-sequential; they will run in parallel and overlap in many areas and at different points of time. A key element of this initiative—underpinning advocacy work in all three activity lines—would be research evaluating successful local initiatives. A vigorous evaluation of what works and why would become part of the recommendations to policymakers in designing more effective EU, national, and local education policies.

We believe that partners would need to work together strategically to identify the most appropriate intervention entries to link practice and grassroots level initiatives with policy arenas.

Recommendations below comprise further suggestions of much-needed action in the area of education for migrant, minority, and marginalized children in Europe. These recommendations were suggested to OSI by the external literature review report 'Education for Migrant, Minority, and Marginalized Children in Europe'.

Recommendations

Education Sector

Probably of most importance is national policy regarding **segregation**, **tracking** and **streaming** where the evidence is clear that it is, overall, detrimental for overall outcomes. However, the complexity of the picture and range of issues should not be underestimated and there are contexts where these policies do have positive outcomes. **Local initiatives** are not widely considered in the literature and could receive more attention. Inaccurate assumptions may well be made about the capacity or willingness of diverse communities to help to find solutions to the problems of mixed ability.

Allowing **extra resources** for ethnic minority areas is the most common national approach and remains important, but the policy is criticized by some for focusing almost exclusively on influencing the financial resources available to ethnic minority pupils and schools. The mechanisms of inclusion and exclusion, which include low teacher expectations and secondary school selection policies, have, in many cases, not been tackled at all, thus limiting the potential for extra resources to make a real difference.

In part as a result of this, **intercultural education** is highlighted as probably the major theme which needs to inform teaching and learning in all subjects, thereby deepening

students' knowledge and appreciation of different cultures and fostering debates about diverse culturally based perspectives and practices. Related to this is **improved teacher training and curriculum development**, where, in both areas, there is evidence that implementation has been poor.

In contrast, **language support** has received much attention. However, it still requires more resources, and teachers trained in second-language acquisition, pre-service training and in-school support for co-operation with class teachers. More research and evaluation of the importance of language differences and support is needed, in particular related to the significance of bilingualism.

Teacher development in relation to the problems of implicit racism and equality issues are also widely identified, as is attention to developing a more **reflexive school culture and strong leadership**. Training also for school governors in similar areas is recommended.

The use of **mentors**, **counsellors**, and **advocates** for particular children has proven quite successful, also in limiting exclusions, which are generally seen as a non-productive.

Data

The quality of the data is clearly an issue and at an EU level, countries have been asked to produce better and more comprehensive data. This has been discussed, but includes better analysis of existing data, including new analysis of cohort studies, more in-depth collection, evaluation of evidence, more qualitative analysis, and the generation of data by young people and communities themselves. Certainly, more case-study evidence of what works, including micro-, meso- and macro-initiatives, would be very useful.

Learning

Learning should be enhanced by analysis of success stories at a national level. More in-depth country studies are also necessary to complement the overview presented here. Studies of non-European countries may be useful—in particular Australia and Canada. Using learning from non-Western countries may be useful, especially in relation to inclusion, discrimination, and community participation.

Shared learning by professionals or students can also kick-start a creative process of change and can be supported through study tours or joint research.

Legislation

A better understanding of the actual implementation of legislation at a national level, through evaluation, would enable countries to be held to account. Some budget monitoring could be helpful in actually identifying the resources being allocated and

used at a local level. Budget monitoring in developing countries has proved useful for many groups in holding their administrations to account.

Education before and after school

What happens before and after school in educational terms needs to complement the overall educational picture. Early years and pre-school in particular need greater examination, as does the effect of formal schooling 'start' ages related to outcomes in general and in relation to minority children with migrant backgrounds. It is known that language acquisition is especially important at pre-school age along with confidence and socialization skills. At the other end, vocational training and youth employment need to be related more strongly to the educational picture. The progressively earlier preferred leaving age for many poor-performing children begs the question as to what it is, both within, but also further to school that enables young people to progress. Education is, after all, a lifelong pursuit and moving to a wider understanding of what education is and where it comes from could be fundamental to improving outcomes.

Beyond nominal parental and community involvement

Community and parental involvement in schools in a genuine rather then tokenistic way holds much promise. This includes the abovementioned wider understanding of what education means, whether it should be seen as a lifelong pursuit, and how different cultures, including White culture, understand education, including valuing parental and community roles in teaching their children—as they do daily, in life skills, and knowledge-based areas. However, this does require a radically different approach by professionals in the education sector, opening up to alternative knowledge systems and ways of working. Additional to this, an approach to education which promotes the wide variety of human intelligences and presents a broader understanding of well-being[223] encompassing other aspects of life and life choices, would provide a more relevant educational system for all young people.

Improving socio-economic status

Socio-economic status is clearly of prime importance. It is a good predictor of educational outcomes and can be a better predictor than ethnic or immigrant background. Poverty may be the most marginalizing factor in terms of educational outcomes for some groups. Attempts to address this are beyond the scope of this report, but education is part of the picture in terms of anti-poverty policy and is also part of the solution. Those working nationally and locally to improve social mobility more generally need to see education in this light. Clearly, further analysis of the relationships between education and socio-economic status in particular, using both

[223] Shar & Marks, 2007.

quantitative and qualitative analysis could be highly revealing.

Non-school factors, citizenship and the State

Related to this, the importance of non-school factors needs more integration into attempts to improve schooling outcomes. This involves a diverse range of factors, from better integration of cultural differences by educational staff, to a broader take on the relationship of young people to authority and the State. These relationships have a profound influence on young peoples' attitudes and feelings of citizenship, of belonging to and of having a stake in society. Consequently, they impact on their commitment to formal learning and the school as a representation of state authority at a local level. There is a body of literature in this area which could be usefully examined in relation to educational outcomes and where the implementation of effective policy and local action could have educational impacts.

Advocacy for change

In areas where exclusion is particularly problematic, shared learning between students could be encouraged. The support of advocacy groups or social movements for poor and excluded peoples is not uncommon in Europe and provides the basis for support for excluded and marginalized groups and children in a way which reaches the ears of policymakers. Thus, supporting NGO initiatives to promote the voice of young people, or those acting on their behalf, with a focus on educational achievement, in its broadest sense, should be considered.

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6. Appendices

Appendix 6.1

Summary of Actors with Work Relevant to EMMME

I. FOUNDATIONS

A select number of foundations were chosen to be included in this appendix based on one or more criteria:

- their work focused on aspects of formal education (teacher training, module development, etc.) in support of diversity and equity (rather than individual support, which was the most common activity);
- they supported projects that had wide-scale impact encompassing many people (rather than the individual);
- they supported projects outside of their own country: international and/or advocacy and policy projects in cooperation with other foundations to impact change on the national and international (EU) levels.

The foundations are listed in alphabetical order:

Atlantic Philanthropies (Ireland)
www.atlanticphilanthropies.org

The foundation believes that all children deserve the opportunity to lead fulfilling lives, regardless of economic circumstances. The foundation seeks to make lasting improvements to the lives of disadvantaged children and youth through preventive programs in the United States, the Republic of Ireland, Northern Ireland, and Bermuda, being committed to giving them access to the educational and health resources, and support of caring adults, that can change their lives. The foundation focuses consistently on keeping disadvantaged children and youth healthy, engaged in learning, and connected to key supports. This means supporting:

- learning opportunities that prepare the whole child for adulthood;
- comprehensive, preventive health care for adolescents;
- mentoring programs that foster personal responsibility, and counseling that helps families understand and access benefits; and
- in the Republic of Ireland and Northern Ireland, early education and care to begin nurturing young minds.

Many of their educational activities are supported through their 'Disadvantaged Children and Youth' grant category.

Barrow Cadbury Trust (United Kingdom)
www.barrowcadbury.org.uk

This foundation focuses on fostering a society where black and ethnic minority communities in Britain have equal rights and opportunities, and has funded groups working on addressing systematic discrimination. Under its 'Inclusive Communities' program, it supports projects in the United Kingdom which empower individuals and/or groups within local communities that face difficulties on grounds of gender, race, poverty, and disability. It has also been working on the establishment of a coalition of migrant community organizations: the Migrant Rights Network (MRN), which aims to facilitate grass-roots involvement in campaigning for change. The Trust's work on disability has focused on inclusive education and independent living. The Trust also supports equity in education by, among other things, funding the Roma Education Fund (REF).

The Bertelsmann Stiftung (Germany)
http://www.bertelsmann-stiftung.de/
The Bertelsmann Stiftung focuses largely on how to achieve successful integration of migrants; and education is included within a larger approach. They understand that integration is experienced most profoundly at the local level. Bertelsmann has demonstrated the ability to take the lead in raising the issues of education as an integration tool, and whether education is currently meeting the challenges of Western Europe.

The foundation designs and initiates its own projects, developing them through to practical implementation. Active on the policy level, their contribution has mostly been in understanding good practice, and in producing publications to describe the practice for wider dissemination.

The Bertelsmann Stiftung joined forces with the Migration Policy Institute to form the Transatlantic Task Force on Immigration and Integration, whose goal is to promote thoughtful immigration policies, and assess and respond to the profound challenges of integrating immigrants and building stronger communities on both sides of the Atlantic. It addresses its recommendations to European Union institutions and Member State governments, the governments of the United States and Canada, state and local governments, and civil societies everywhere. The Task Force considers education as a means to achieve integration. http://www.migrationinformation.org/transatlantic.

The Bertelsmann Stiftung is a member of the European Foundation Centre (EFC).

Calouste Gulbenkian Foundation (Portugal)
http://www.gulbenkian.pt/
One of the most influential foundations in Portugal, it is active in the Network of European Foundations (NEF), and supports the European Platform for Integration of Minorities (EPIM) project. This foundation has been identified as having exceptional policy influence in Portugal. In the field of education, its activities focus primarily on art education.

Compagnia di San Paolo (Italy)
www.compagnia.torino.it

In 2009, the Compagnia will focus on education on two levels: the university and post-graduate levels; and on that of the school system, including pre-school. The foundation will support innovation and qualitative growth in the educational process with a particular emphasis on both the promotion of excellence and equal opportunities of access. The Compagnia also intends to pursue its strategic decision to consider self-governance in schools as a means both for improving the teaching of the basic subjects, and for strengthening students' sense of citizenship. The Compagnia will continue its commitment to promote initiatives that enrich school curricula: the *integration of educational projects* will cover, above all, scientific culture and the education for citizenship from a European viewpoint. The themes of 'education for citizenship' (starting from a knowledge of the Italian Constitution) and 'European citizenship' (including language training) will be developed in cooperation with projects developed in other sectors in order to groom young people for a better understanding of the processes of change in the present-day world. The Compagnia is a member of the EFC.

The Evens Foundation (Belgium)
http://www.evensfoundation.be/en/index.html
This foundation prioritizes and funds initiatives in intercultural education—a methodological and pedagogical approach to support diversity—and moreover, funds such projects that are international. The foundation funds projects both at the local and European level, all in partnership with other foundations or authorities, and awards the Evens Prize for Intercultural Education. The Evens Prize targets and supports a wide array of people (scale), and attempts to make significant changes in favor of equity and diversity on the school level, thus impacting systemic change. The Prize is awarded to schools in Belgium, France, and Poland that display commendable results in mainstreaming intercultural teaching through adaptation of methodologies, policies, and any other approaches that make diversity awareness a long-term goal, and a pillar of their educational system. The Prize encourages a diversity approach to quality education for all.

Other than the Evens Prize, the Foundation has funded other important projects, such as: ENAR; A Classroom of Difference; and EPIM. As a result of EPIM 1, the Foundation launched an award, which has as its objective to encourage learning about diversity, encouraging nursery schools to make an effort to welcome and provide support for foreign-born pupils.

The Evens Foundation is a member of the EFC. It participates actively in the Centre's Diversity, Migration and Integration Interest Group (DMIIG). It is also a partner in the NEF, making it a strategic partner and supporter on some important international initiatives, such as the REF.

Freudenberg Stiftung (Germany)
http://www.freudenbergstiftung.de/
Though the Freudenberg Foundation's budget is not large, their visibility in education issues related to equity is. Their programming in education is innovative, although only supported in Germany. Their focus on education is within the context of intercultural learning, and local-level solutions to integration. Much of their work only takes place in Germany, although their funding in education has also been strategically placed internationally, joining the efforts of the NEF to fund the Roma Education Fund.
They are a member of the EFC, and are active in the DMIIG, and the newly established Youth and Education interest group.

From Boyhood to Manhood Foundation (FBMF) **(United Kingdom)**
http://www.usatfbmf.com/TheFromBoyhoodToManhoodFoundation1.php
The Foundation is a community organization based in the London Borough of Southwark. It believes that boys in trouble deserve a chance to turn their lives around before it becomes too late. It helps teachers deal with disruptive pupils to prevent exclusions. For those who are excluded from school, it offers an alternative to dropping out of the system and hanging out on the streets. Boys are referred to the FBMF by local education authorities, special needs departments, Youth Offending Teams, and social services departments. The FBMF helps them to get back on track through its day program of education and self-development.

The **German Marshall Fund of the United States** (GMF) **(United States and Europe)**
http://www.gmfus.org/template/index.cfm

The German Marshall Fund of the United States (GMF) is a non-partisan American public policy and grant-making institution dedicated to promoting greater cooperation and understanding between the United States and Europe. Founded in 1972 through a gift from Germany as a permanent memorial to Marshall Plan assistance, the GMF maintains a strong presence on both sides of the Atlantic by supporting individuals and institutions working on transatlantic issues, by convening leaders to discuss the most pressing transatlantic themes, and by examining ways in which transatlantic cooperation can address a variety of global policy challenges. The GMF supports a

number of initiatives to strengthen democracies; among its many activities, and of relevance to immigration and integration in the EU, the GMF implements the 'Transatlantic Trends: Immigration', a public opinion survey that addresses immigration and integration issues including national identity, citizenship, migration management policies, national security, and the economic opportunities and challenges brought on by migrants. It measures broad public opinion in the United States, the United Kingdom, France, Germany, Italy, the Netherlands, and Poland. This has been implemented with support from the Lynde and Harry Bradley Foundation (United States), the Compagnia di San Paolo (Italy), and the Barrow Cadbury Trust (United Kingdom).

The Joseph Rowntree Foundation and Trust (United Kingdom)
http://www.jrf.org.uk/
The Joseph Rowntree Foundation is one of the largest social policy research and development charities in the United Kingdom. It supports a research and development program that seeks to understand the causes of social difficulties and explore ways of overcoming them. They fund research, and disseminate the findings to influence change in policy and practice. In regards to education, the Foundation has a program called the **Education and Poverty Program**, which has funded several research projects looking into the effects of poverty on educational outcomes. The Foundation does not fund initiatives internationally.

The Joseph Rowntree Charitable Trust, which operates independently of the Foundation, is an independent, progressive organization committed to funding radical change towards a better world. The JRCT makes grants to individuals and to projects seeking the creation of a peaceful world, political equality, and social justice. They support work undertaken in the United Kingdom, Ireland, and South Africa. Hywel Ceri Jones, Chairman of the NEF, spoke of this foundation as one of very few which had national influence on policy issues in the United Kingdom. The Trust is a member of the EFC and the NEF.

The King Baudouin Foundation (Belgium)
http://www.kbs-frb.be/index.aspx?LangType=1033
The King Baudouin Foundation does not fund education projects, but is extremely active on the international level for funding and actively supporting projects which have education as a part of their project activities and portfolio, and which command much attention for policy influence on the international level. The projects that it has supported are PICUM, EPIM, ENAR, the Forum on Migration and Integration (in partnership with the European Policy Centre), and the Migration Integration Policy Index (MIPEX). This Foundation has demonstrated exceptional leadership strength on the European level. The King Baudouin Foundation is a member of the EFC and NEF.

Mercator Foundation (Germany)
http://www.stiftung-mercator.org/cms/front_content.php
The Foundation supports projects that foster tolerance and the active exchange of knowledge between people with different national, cultural, and social backgrounds. In education, the Foundation supports innovative projects for better educational opportunities that focus on general and higher education, and which effect new strategies for a peaceful co-existence. Mercator recognizes that educational opportunities in Germany are unevenly distributed, with especially vulnerable groups and migrants on the losing side; and that the social, cultural, and political interest of young people has continued to decline. With projects on cultural, social, and political education, Mercator encourages young people to participate in society; and through language and professional promotion, they provide better educational opportunities and integration of immigrant children. They also support teacher training, teacher development, and promotion of individual students.

Network of European Foundations (NEF) **(Belgium)**
http://www.nefic.org/
The NEF consists of heads of 13 European foundations, and is a driving force in the advocacy and development of policy-oriented international projects. This core group acts as a catalyst for partnership building in European philanthropic work. The NEF initiates new projects for which they seek partners. At the moment, around 62 foundations are involved in various projects. Two projects currently run by the NEF are: ILDE (Initiative for Learning and Democratic Education) and EPIM.

New Economics Foundation, London (United Kingdom)
www.neweconomics.org
The New Economics Foundation is an independent think-and-do tank that inspires and demonstrates real economic well-being. The foundation works through practical pilots and tools for change, in-depth research, campaigning, and policy discussion.

Robert Bosch Stiftung GmbH (Germany)
http://www.bosch-stiftung.de/content/language1/html/index.asp
This foundation is particularly involved in work with the Turkish minority, and in particular, its integration. They support projects, especially on the local level, some of which are educationally focused (day-care centers, schools) for improving the integration of immigrants from Turkey in the 'Improving Integration for Immigrants from Turkey and Integration of Young Migrants' programs. This foundation is active with the NEF and is a member of the EFC. As a member of NEF, this foundation has supported EPIM.

Vodafone Foundation (Germany)
http://www.cire.irisnet.be/appuis/udep.html
Vodafone, as with many other Foundations, provides grants to individuals to pursue their studies. *Vodafone Chancen* [Vodafone Opportunities], which launched in 2007, is the only scholarship program in Germany for students from migrant backgrounds at private universities

II. THINK TANKS and RESEARCH CENTERS

These research centers and think tanks were identified as having a particularly prominent position in regards to the education of migrants, and diversity. Others were identified in the externally commissioned literature review. They are listed in alphabetical order.

Centre for Diversity in Learning (CDL), **University of Ghent (Belgium)**
http://www.steunpuntico.be/main.asp?lan=1&typ=32
Formerly known as The Centre for Intercultural Education (CIE), CDL is attached to Ghent University (Belgium). Its main assignment is to provide coherent and scientifically based support to organizations active both inside and outside the field of education, in the Flemish Community, and internationally. The CIE brings together a range of activities: research, training, and consultancy, the development of materials and tools. They are all pursued with interculturality in mind, and coordinated on the basis of constant exchange and cooperation within the multidisciplinary team. The CIE's activities are directed at both inner-school development and school-community development. As a consequence, the CIE shows a strong involvement in school policy and practice. The former director of this unit, Marc Verlot, was the winner of the Evens Prize for Intercultural Education in 2000.

Centre for Research in Education Inclusive and Diversity (CREID) **(United Kingdom)**
http://www.creid.ed.ac.uk/about.html

Based at the University of Edinburgh, CREID undertakes research exploring issues of inclusion and diversity in relation to children, young people, and adults in education and related areas of policy and practice (including health, social welfare, training, and employment).

Centre on Migration, Citizenship and Development (COMCAD) **(Germany)**
http://www.comcad-bielefeld.de/

Centre on Migration, Policy and Society (COMPAS) **(United Kingdom)**
http://www.compas.ox.ac.uk/
Based at the University of Oxford, the mission of COMPAS is to provide a strategic, integrated approach to understanding contemporary and future migration dynamics across sending areas and receiving contexts in the United Kingdom and the EU. It does this through research, policy assessment, dissemination, user-engagement, teaching and training, and capacity building.

Centre d'Information et d'études sur les migrations internationales (CIEMI) **(France)**
http://www.ciemi.org/

Commission for Racial Equality (CRE) (*Now part of the Equality and Human Rights Commission*) **(United Kingdom)**
http://www.equalityhumanrights.com/en/Pages/default.aspx

The new Commission is working to eliminate discrimination, reduce inequality, protect human rights, and to build good relations, ensuring that everyone has a fair chance to participate in society. The Equality and Human Rights Commission is a non-departmental public body (NDPB) established under the Equality Act 2006—accountable for its public funds, but independent of government.

European Forum for Migration Studies (EFMS) **(Germany)**
http://web.uni-bamberg.de/~ba6ef3/

EFMS is an institution dedicated to basic migration research to contribute to an informed discourse on migration and integration in Europe. It cooperates on an international level and contributes to the knowledge transfer between science, politics, administration, media, the general public, and the education system.

European Policy Centre – Forum on Migration and Integration (Belgium)
http://www.epc.eu/
This Forum, run by the European Policy Centre in collaboration with the King Baudouin Foundation, analyzes immigration, asylum, and integration policies in Europe, assesses their economic and social impact, and considers the issues raised by our increasingly diverse societies. With an ageing population, declining birth rates and specific labor market shortages, Europe is increasingly turning to migrants to help sustain its economic and social model. This Forum seeks to raise awareness about the facts—and dispel the myths—surrounding migration and integration. It explores how migration policies have evolved at both the national and the EU level, and considers what action should be taken at all policy levels to promote the integration of migrants. It also analyzes the economic, social, cultural, and political implications of this process, including the rights and responsibilities of immigrants and attitudes towards them, and

considers how best to foster the positive values of cultural pluralism and a multiethnic Europe. This group does not focus on education.

European Centre for Minority Issues (ECMI) **(Germany)**
http://www.ecmi.de/index.php
ECMI advances majority-minority relations in the wider Europe through action, research, and documentation. It supports the stabilization of areas of ethnopolitical tension and conflict, contributes to the strengthening of relevant legislation and best practices in governance, and enhances the capacity of civil society actors and governments to engage with one another in a constructive and sustainable way

European Education Policy Journals
http://www.educationpolicy.eu/?page=journals
A gateway to research into European Policy on Education, providing access to a number of academic journals and regular publications, which engage with the European level of education policy.

The European Educational Research Association (EERA)
http://eera.educ.umu.se/web/eng/all/home/index.html
An association of national research associations, EERA's Network 7 on Social Justice and Intercultural Education continues to contribute to a lively debate on the concept of intercultural education in different European countries. Network 23 on Policy studies and the politics of education focuses on equity in general as well as on particular dimensions of equity, e.g. 'race', gender, class, sexuality, disability, and the politics of inclusion.

Interculturalism, Migration and Minority Research Centre (IMMRC) – University of Leuven **(Belgium)**
http://soc.kuleuven.be/immrc/

The main objective of the IMMRC is to encourage research at the department in the field of migration, ethnicity, and multiculturalism. The activities of the IMMRC are linked with the various parts of studies planned at the department within the '. Their international peer-reviewed journal, *KOLOR: Journal on Moving Communities*, publishes on issues which belong to the broader field of migration, interculturalism, ethnicity, and racism. This group includes education in its portfolio.

Institute for Migration and Ethnic Studies (IMES) – University of Amsterdam **(The Netherlands)**
http://www2.fmg.uva.nl/imes/

IMES is an interdisciplinary and interfaculty research institute. The primary goal of the IMES research program is to gain fundamental insights into the processes of international migration and societal integration of immigrants and their descendants,

while moreover strengthening the theoretical basis of such research. IMES also engages in the monitoring and advising of various activities based explicitly on systematic research. IMES is a strategic partner in the TIES project, and has an international scope.

Institute on Minority Rights (EURAC) **(Italy)**
http://www.eurac.edu/Org/Minorities/IMR/index
EURAC carries out research and practice in the area of international minority protection with a central interest in current 'European', issues such as the management of ethnic and cultural diversity.

L'Institut national d'études démographiques (INED) **(France)**
http://www.ined.fr/
INED studies the populations of the world and of regions or countries—in particular Europe and France—using the tools of demography in association with those of other disciplines such as history, geography, sociology, anthropology, economics, biology, and epidemiology. It conducts research on universal phenomena such as births, unions, migrations, and mortality, and its researchers work in a wide variety of fields, ranging from contraception and abortion, to migration trends, marginal populations, and life expectancy.

Migration Policy Group (MPG) **– Brussels (Belgium)**
http://www.migpolgroup.com/

MPG's mission is to contribute to lasting and positive change resulting in open and inclusive societies by stimulating well-informed European debate and action on migration, equality, and diversity, and enhancing European cooperation between and among governmental agencies, civil society organizations, and the private sector.

The MPG coordinates the work of the EPIM project. They are active in other international initiatives focusing on integration, such as the MIPEX. Few activities, however, other than EPIM, had education as a component. They offer policy advice directly to the European Union.

Migration Policy Institute (MPI) **– (Washington D.C.)**
http://www.migrationpolicy.org
The Migration Policy Institute is an independent, non-partisan, non-profit think tank based in Washington dedicated to the study of the movement of people worldwide.

The MPI has convened a task force to promote thoughtful immigration policies and assess and respond to the profound challenges of integrating immigrants and building stronger communities on both sides of the Atlantic. It addresses its recommendations to European Union institutions and Member State governments, the governments of the United States and Canada, and state and local governments and civil societies everywhere. In its initial stages, the task force is focusing its work on creating greater

openings to legal migration, as well as on education, workplace integration, and the political and civic participation of immigrants. Special attention is being paid to the descendants of immigrants and to the role of religion and gender in integration.

The MPI's co-convener and principal partner in the project is Germany's Bertelsmann Stiftung, although the task force is also receiving substantial support from the Luso-American Foundation, an MPI strategic partner in parts of its European work; the Niarchos Foundation; the Hellenic Institute for Migration Policy; the Government of Canada; the Government of the Netherlands; and other funders.

III. PROJECTS and ACTIVITIES:

The projects and activities listed are education-focused, or have education as part of their portfolio, and bring forth new information and/or advocate for equity in education on the European level; they also target migrants and minorities or other marginalized groups.

These identified projects and activities were usually an amalgamating force for foundations, pulling in funding from a variety of sources for a common cause, and resulted in donor and public-private partnership. They had a particularly high profile, and were spoken of frequently by those foundations which supported their work, which is an indicator that they have achieved their goals for advocacy.

CREADE – Resource Centre for Cultural Diversity in Education (Spain)
https://www.mec.es/creade/index.do/
The CREADE project, supported by the Spanish Ministry of Education and Science, offers a wide variety of intercultural resources, a space for sharing materials, reflections and experiences from an intercultural perspective, and training and assessment for the development of intercultural competencies. CREADE also promotes research and innovation on intercultural education.

Ecole + (Belgium)
http://www.school-ecole-plus.be/Alternatief_Startscherm_frans.htm/
The 'ECOLE+ Plate-forme pour une école sans exclusion' project is supported by Cera SCRL, Poticus, the Queen Paola Foundation and L'Institut Supérieur du Travail, (all in Belgium). This program supports school initiatives in Belgium that encourage the participation and engagement of socially disadvantaged groups. It aims to put into practice a strategic and scientific vision of equal opportunities in teaching and provides schools with the didactic material, information, and financial support needed to support this vision.

Ethnic Minority Attainment Online (UK)
http://www.emaonline.org.uk/
This online resource base for teachers has been developed by Birmingham, Leeds and Manchester LEAs with funding from the DfES.

European Program for Integration and Migration (EPIM)
http://www.epim.info/
EPIM was initiated in 2005 by a group of foundations from different European countries. It aims to strengthen the role played by NGOs active on migration and integration issues in advocating for a European agenda that benefits migrants and host communities.
The primary activities for 2005–2006 were national 'consultations' and round tables. Education was the focus of the consultation in Belgium. The second phase of the EPIM (2008–2012) will focus on a grants program for civil society and aims at capacity-building and advocacy efforts. EPIM wants to attract greater involvement of the migrant voice.

EU Monitoring and Advocacy Program (EUMAP) **(Hungary)**
http://www.eumap.org/
EUMAP, a program of the Open Society Institute (OSI), monitors the development of human rights and rule of law standards and policies both in the European Union and in its candidate, and potential candidate countries. EUMAP has published monitoring reports highlighting specific areas in which state performance conforms to, or falls short of, broadly accepted international standards. These reports also examine ways in which EU standards or policy could be clarified or further articulated.

Platform for International Cooperation on Undocumented Migrants - PICUM **(Belgium)**
http://www.picum.org/
PICUM is a network of grass roots organizations that work with undocumented migrants. In the field of education, their emphasis is particularly on *access* to education. PICUM acts as an international advocacy group to raise issues to the European level, but at the same time, supports local actors who are supporting migrants on the country level to achieve real access to education. PICUM's new project 'Fighting Discrimination-Based Violence Against Undocumented Children' (February 2007–February 2009) focuses on information collected from nine EU countries on undocumented children who are, in some countries, refused access to schools; in other countries, the foreigners' police is using the educational system to detect undocumented migrants, and undocumented children are increasingly being detained.

Renewal.net (United Kingdom)
http://www.renewal.net/aboutus.asp
An online guide, developed by the UK Communities and Local Government, that identifies 'what works' in neighborhood renewal. Documents on the site include 'how-

to' guides, case studies, and project summaries. Wherever possible, the documents are based on evaluated evidence.

School Without Racism
http://members.lycos.nl/astrada/szr/swr.html
School Without Racism is a European movement against racism. It has member organizations in several countries throughout Europe. By educating a generation of youngsters who are willing to resist racism, it hopes to build a new society without racism and discrimination.

Integration of the European Second Generation project (TIES)
http://www.tiesproject.eu/index.php?lang=en
The TIES project is a collaborative and comparative research project on the descendants of immigrants from Turkey, ex-Yugoslavia, and Morocco in eight European countries (Austria, Belgium, France, Germany, the Netherlands, Spain, Sweden, and Switzerland). The 'Second Generation' refers to those children of immigrants who were actually born in the receiving country, and have followed their entire education there. The TIES project studies the topic of integration (economic, social, educational, or in terms of identity). The main objective is to create the first systematic and rigorous European dataset of more than 10,000 respondents in 15 European cities—relevant not only for a better general understanding, but also for the development of policies at all levels of government. TIES is also an umbrella for a number of related activities around research and training, transfer of knowledge, communication, and policy recommendations.

INTER Project
http://www.uned.es/interproject/
The INTER Project won the Evens Foundation Prize in 2005, and was also supported by the EU through its Socrates Program, Comenius 2.1. INTER is a practical guide to implementing intercultural education at school. The Project's aim is to improve the quality of education, and contribute to innovation in school by supporting them in the implementation of an intercultural approach. The project focuses on developing, utilizing and validating a practical guide for teacher training (for both initial, and in-service trainers) which facilitates analysis, implementation, and improvement of intercultural education in schools. The Project took place in Spain, the United Kingdom, Estonia, Portugal, the Netherlands, Norway, Latvia and the Czech Republic.

The Regional Centres for Integration, Education and Democracy (RAA) **(Germany)**
http://www.raa.de/
The RAA are supported by the Freudenburg Stiftung. These are regional associations based in various cities which deal with an array of integration problems encountered by migrants, and intercultural conflict, focusing on so-called points of transition—between pre-school and school, between school, and vocational training and employment. The RAA develop concepts and proposals, work as consultants to organizations working on integration, and bring together different organizations to coordinate common efforts of

integration. They also sponsor initiatives and associations, such as vocational training by Turkish and Greek associations in Germany.

Mercator For-Mig-Treff (Germany)
http://www2.erzwiss.uni-hamburg.de/foermig-treff/
This project is implemented in 10 Bundeslandes. It targets pupils and students from grade 4 to 13 in order to help them complete the highest level of upper-secondary education and possibly enroll at a university. They cooperate with higher education institutions, e.g. in Hamburg with Hamburg University. The Young Role Models program provides three main areas of support: subject specific; language support; and intensive training during spring, summer, and autumn school breaks. The training courses are organized for afternoons over at least half a year. The program also provides counseling on school career opportunities. Training courses for small groups take place on university premises. Evaluation indicated greater achievements of students enrolled on the training courses, improved learning environments in classrooms, and greater parental involvement.

Multiverse (United Kingdom)
http://www.multiverse.ac.uk/index.aspx?menuId=583
Multiverse (funded by the UK Training and Development Agency for Schools) is an Initial Teacher Education (ITE) Professional Resource Network created to meet the challenge of raising the achievement of pupils from diverse backgrounds. It has been developed for teacher educators, student teachers, and trainees in response to newly qualified teachers' requests for more support in teaching pupils from minority ethnic backgrounds, and those with English as an additional language.

One Square Kilometre Education (Germany)
This project, run by the Freudenberg Foundation, aims to improve pupils' achievements and well-being, and ensure that every child fulfils their potential. The program is implemented in pre-schools, as well as elementary and secondary schools in disadvantaged neighborhoods where there is an immigrant majority, in Berlin, Wuppertal, and other German cities. Partners for this project include centers for integration, education, and democracy in 43 German cities. Two important success factors in the implementation of this program have been the active support of the local mayors and that of the schools' headmasters.

Right to Education (RTE) **(Denmark)**
http://www.right-to-education.org/home/index.html
RTE is a public-access human rights resource. RTE defends the right to education and human rights in education, and promotes enhancement of all human rights through education. As a specialized, applied research project, it carries out assessments of the global realization of the right to education, provides input for education strategies, and facilitates the exposing of, and opposition to, human rights violations.

The Society for Intercultural Education, Training and Research (Sietar Europa) **(France)**
http://www.sietar-europa.org/
An interdisciplinary network with over 3,000 professional members, the Society's purpose is to encourage the development and application of knowledge, values, and skills which enable effective intercultural and interethnic relations at individual, group, organization, and community levels.

IV. NGOs and ORGANIZATIONS

Defence for Children International (DCI) **(Switzerland, the Netherlands)**
http://www.defenceforchildren.nl/
Defence for Children International is an international children's rights organization that was established in 1979. DCI is an independent nongovernmental organization operating in more than 40 countries. DCI promotes and protects the rights of the child by:

- giving information about the rights of the child to both children and adults;
- investigating and denouncing violations of children's rights;
- taking action against violations of children's rights;
- establishing legal defense centers for children in less developed countries.

Equal Treatment Commission (CGB) **(Netherlands)**
http://www.cgb.nl/index-en.php

The Dutch Equal Treatment Commission is an independent organization that was established in 1994 to promote and monitor compliance with Dutch equal treatment legislation. The Commission also gives advice and information about the standards that apply. Everyone in the Netherlands can ask the Commission for an opinion or advice about a specific situation concerning unequal treatment, free of charge.

European Network Against Racism (ENAR) **(Belgium)**
http://www.enar-eu.org/
ENAR is a network of European NGOs working to combat racism in all EU Member States. ENAR aims to fight racism, xenophobia, anti-Semitism, and Islamophobia; to promote equality of treatment between EU citizens and third-country nationals; and to link local/regional/national initiatives with European initiatives. Though not specializing in education, much of ENAR's work has focused on this area, specifically in regards to the education of Roma children. Their *Shadow Reports*, released every year, include a chapter on education.

Eurabia Student Organization (Netherlands)
http://www.eurabia.nl/
Eurabia is a student organization dedicated to supporting students of Muslim origin living in the Netherlands.

European Federation for Intercultural Learning (EFIL)
http://efil.afs.org/
The members of EFIL are voluntary, nongovernmental, nonprofit organizations providing intercultural learning opportunities to help people develop the knowledge, skills, and understanding needed to create a more just and peaceful world.

International Association for the Evaluation of Educational Achievement (IEA)
http://www.iea.nl/
The IAE is an independent, international cooperative of national research institutions and governmental research agencies. It conducts comparative research and assessment projects in education, including TIMSS and PIRLS, with the aim of providing high-quality data for policymakers.

Learning Migration Com 3 Network
http://www.migrationhistory.com/lm/
The main objective of the network is to establish an Internet-supported framework for effective collaboration between different types of institutions in the field of migration and intercultural relations. A thematic group for educational authorities discusses issues on the needs of educational authorities. The result of discussions is to be published as printed guidelines and recommendations and to be presented at annual conferences and on the website. They are hosting a conference titled 'LearningMigration 3rd Annual Conference (Romania 2008) "Intercultural Dialogue in Education: Training Teachers for the Future"'. This network was formerly known as MIR: Migration and Intercultural Relations – A Challenge for European Schools Today (2002–2005) 101605-CP-1-2002-1-NO-COMENIUS-C3 (http://www.learningmigration.com/comenius/)

Mentor Escale (Belgium)
http://www.mentorescale.be/
This organization ensures the engagement of exiled youth, who are living on their own, in society and education. Its goal is to teach them to take charge of themselves in an independent and responsible manner.

National Association for Language Development in the Curriculum (NALDIC) **(United Kingdom)** http://www.naldic.org.uk/
This is an organization whose membership is largely drawn from teachers and practitioners working with pupils for whom English is an additional language.

Ni Putes, Ni Soumises (France)
http://www.niputesnisoumises.com/
This organization fights for the rights of young Muslim women in France, and speaks out against the poor treatment of these females in France's segregated communities. It works on the community level, and tries to reduce violence against women (physical violence, rape, gang rape, psychological torture, verbal aggression, insults, humiliation, etc.).

Réseau Education Sans Frontières (RESF) (France)
http://www.educationsansfrontieres.org/
This network, which operates all over France, participates in the PICUM network. They deal exclusively with education, helping those without proper papers to have access to education and social protection.

Salusbury World (UK)
http://www.salusburyworld.org.uk/
Salusbury World is a charity that supports refugee and asylum-seeking children and families. Established in 1999, it was the first refugee center to be set up within a primary school. Salusbury World provides educational, social, and emotional support for refugee children, and supports parents and the wider refugee community by providing home/school liaison, family workshops and outings, and also a comprehensive social advice service.

Stichting De Witte Tulp – Amsterdam (Netherlands)
http://www.stichtingwittetulp.nl/
A grass roots initiative which started 10 years ago by a small group of Turkish students, it now includes mentors and 'mentees' from 10 migrant ethnic groups. Originally, it provided homework help, but more recently, in addition to academic and personal support, it provides special training before exams, weekend and summer trainings, and an annual scientific festival. Volunteers mostly perform the work, but it is professionally managed. A recent evaluation showed that 40 percent of pupils enrolled in WT mentoring programs scored above the national exam test (SITO) level.

TANS (Netherlands)
http://www.tans.nl/
This is an organization dedicated to supporting talented young Moroccans succeed in Dutch society.

Union Pour La Défense des Sans-Papiers (Belgium)
http://www.cire.irisnet.be/appuis/udep.html
Union Pour La Défense des Sans-Papiers is a national movement which was created and is directed by those without official papers and documentation. It is open to all, regardless of political affiliation, nationality, gender, religion, or language. It helps

immigrants without proper documentation gain access to resources. It operates in Liège, Brussels, Charleroi, Anvers, Verviers, Ghent, Louvain, and Morlanwelz, among other cities.

V. INTER/GOVERNMENTAL DEPARTMENTS AND EUROPEAN AGENCIES

Department for Children, Schools and Families (DCSF) **(United Kingdom)**
http://www.dfes.gov.uk/
The Department for Children, Schools and Families leads work across the United Kingdom government to ensure that all children and young people stay healthy and safe; secure an excellent education and the highest possible standards of achievement; enjoy their childhood; make a positive contribution to society and the economy; have lives full of opportunity; and are free from the effects of poverty.

EU Agency for Fundamental Rights (FRA) – *Formerly the European Monitoring Centre on Racism and Xenophobia* (EUMC) **(Austria)**
http://eumc.europa.eu/fra/index.php
The European Monitoring Centre on Racism and Xenophobia became the EU Agency for Fundamental Rights on March 1, 2007. The objective of the Agency is to provide the relevant institutions and authorities of the Community and its Member States, when implementing Community law, with assistance and expertise relating to fundamental rights in order to support them when they take measures, or formulate courses of action within their respective spheres of competence to fully respect fundamental rights. The Network of National Focal Points (RAXEN) for FRA collects educational data which are included in their reports. Available at:
http://eumc.europa.eu/fra/index.php?fuseaction=content.dsp_cat_content&catid=1

European Agency for Development in Special Needs Education (Denmark; Belgium)
http://www.european-agency.org/
The Agency is essentially a network of member-country representatives and experts nominated by the ministries of education in their own, and observer countries. It aims to provide policy-makers and professionals with access to relevant information in the field of special needs education by providing mechanisms and services that facilitate contact and exchange between different users. It facilitates the transfer of accurate and reliable information, and offers its members the opportunity to learn from each other in such a way that quality in special needs education provision is promoted.

European Commission against Racism and Intolerance (ECRI) **(France)**
http://www.coe.int/t/e/human_rights/ecri/
ECRI is the Council of Europe's monitoring body, combating racism, xenophobia, anti-Semitism, and intolerance in greater Europe from the perspective of the protection of human rights. ECRI's actions cover all the measures needed to combat violence, discrimination, and prejudice against persons or groups of persons on the grounds of race, color, language, religion, nationality, or national or ethnic origin.

Eurydice – The Information Network on Education in Europe
http://www.eurydice.org/
Eurydice is one of the strategic mechanisms established by the European Commission and Member States to boost cooperation, by improving understanding of systems and policies. Eurydice is an institutional network for gathering, monitoring, processing, and circulating reliable and readily comparable information on education systems and policies throughout Europe. Since 2007, Eurydice has become part of the EU Action Programme in the field of Lifelong Learning**.** In 2003 and 2004, Eurydice undertook a comparative study on the integration of immigrant children in Europe: http://www.eurydice.org/portal/page/portal/Eurydice/showPresentation?pubid=045EN

Statistical Office of the European Communities (EUROSTAT)
http://epp.eurostat.ec.europa.eu/

Federal Ministry of Education and Research (BMBF) **(Germany)**
http://www.bmbf.de/en/index.php
The BMBF has many different tasks at the national level within the framework of its responsibilities under the Basic Law. They include: Legislative, policy, and coordination tasks for nonschool initial and continuing vocational training; research promotion; legislation on training assistance and the funding thereof (in conjunction with the Länder); the promotion of gifted school students, trainees, and students and the fostering of young scientific talent; the promotion of international exchanges of trainees, students, and persons taking part in continuing education—instructors as well as scientists. Until responsibilities are redistributed within the framework of the Federalism Reform, the tasks of the BMBF also include: regulation of general policy in the higher education sector; education planning (in conjunction with the Länder); and the extension and construction of institutions of higher education, including teaching hospitals (in conjunction with the Länder).

Ministry of Education, Culture and Science (MINOCW) **(Netherlands)**
http://www.minocw.nl/english/

The MINOCW makes policies, drafts legislation, and appropriates public funds on behalf of Dutch citizens. It serves 3.5 million pupils, students, and their parents, as well as artists, curators, and teachers. It also serves everyone else in the Netherlands affected by the activities in its remit.

National Institute for Statistics and Economic Studies (INSEE) **(France)**
http://www.insee.fr/en/home/home_page.asp
INSEE collects, produces, analyzes, and disseminates information on the French economy and society. It is responsible for coordinating France's official statistical system. It represents France in European Union institutions and international bodies in charge of statistical harmonization.

National Ministry for Education (France)
http://www.education.gouv.fr/pid1/accueil.html

Office for Standards in Education (OfSTED) **(United Kingdom)**
http://www.ofsted.gov.uk/

OfSTED inspects and regulates care for children and young people, and inspects education and training for learners of all ages in order to raise aspirations and contribute to the long-term achievement of ambitious standards and better life chances for service users. The Office carries out hundreds of inspections and regulatory visits each week, publishing themed and subject-specific findings and recommendations on wider issues within the care, learning, and skills agenda, as well as statistical information.

Organisation for Economic Co-operation and Development (OECD) **(France)**
http://www.oecd.org/home/0,2987,en_2649_201185_1_1_1_1_1,00.html
The OECD brings together the governments of 30 countries that accept the principles of representative democracy and a free-market economy, to support sustainable economic growth, boost employment, raise living standards, maintain financial stability, assist other countries' economic development, and contribute to growth in world trade. Work on education in the OECD seeks to develop and review policies to enhance the efficiency and the effectiveness of education provisions and the equity with which their benefits are shared. Strategies include thematic reviews in specific policy areas, and collecting detailed statistical information on education systems, including measuring the competence levels of individuals.

Organization for Security and Co-operation in Europe (OSCE) **(Austria)**
http://www.osce.org/
The OSCE and its Office for Democratic Institutions and Human Rights (ODIHR) office are becoming involved in education, despite their traditional mandate. They are undertaking a report called 'Report on Education for Mutual Respect and Understanding,' together with UNESCO and the CoE.

Statistics Netherlands (CBS) **(Netherlands)**
http://www.cbs.nl/en-GB/default.htm
CBS is responsible for collecting, processing, and publishing statistics to be used in practice, by policy-makers and for scientific research. In addition to its responsibility for (official) national statistics, CBS also has the task of producing European (Community) statistics.

United Nations Educational, Scientific and Cultural Organisation (UNESCO) **(France)**
http://portal.unesco.org/education/en/ev.php-URL_ID=48712&URL_DO=DO_TOPIC&URL_SECTION=201.html
UNESCO is the United Nations' specialized agency for education. Since its creation in 1945, the Organisation has worked to improve education worldwide. Its close links with education ministries and other partners in 193 countries put it in a key position to press for action. The mission of the UNESCO Education Sector is: to provide international leadership for creating learning societies with educational opportunities for all populations; and to provide expertise and foster partnerships to strengthen national educational leadership and the capacity of countries to offer quality education for all. It facilitates the development of partnerships and monitors progress, in particular by publishing an annual Global Monitoring Report that tracks the achievements of countries and the international community towards the six 'Education for All' goals. While research has been undertaken on the education of migrant and minority children under the auspices of UNESCO, the large majority of this has focused on developing countries.

Appendix 6.2

Data and the Educational Situation of Ethnic Minority and Migrant Groups in Europe

The Available Data

There are three main sources of data on the educational position of ethnic minority and migrant children in Europe: official international- and national-level sources, and academic papers that draw upon these official datasets and publications, as well as upon the authors' own research.[224] In this section, we examine the available evidence in order to identify the categories and definitions used by policy-makers, and to describe the educational position of ethnic minority and migrant children in the four countries. The strengths and weaknesses of the different data sources are assessed.

International Data

The two most comprehensive and widely used international educational datasets, in terms of understanding the educational position of ethnic minority and migrant children within and across European countries, are:

- The 'Program for International Student Assessment' (PISA), organized by the OECD in 2000, 2003, and 2006 (with a further round planned for 2009). The 2006 round was conducted in 57 countries, including France, Germany, the Netherlands, and the United Kingdom. Between 4,500 and 10,000 15-year-old students were assessed in each participating country in each wave.[225]
- The 'Trends in International Mathematics and Science Study' (TIMSS), conducted by the International Association for the Evaluation of Educational Achievement (IEA) in 1995, 1999, 2003, and 2007 (with a further 'advanced' round planned for 2008). The 2007 round was conducted in 68 countries and subnational regions, including England, Scotland, Germany, and the Netherlands, with all students in the fourth and eighth grades.[226]

In addition to providing details on student proficiencies in reading, mathematics and science, the surveys provide detailed background information on both schools and students, and their households.

[224] A few independent research bodies and other nongovernmental organizations have engaged academic researchers, or undertaken in-house research on this topic; this is primarily qualitative, specific to local areas, and in national languages. Some of this material is drawn upon in the latter sections of this paper.

[225] See http://www.pisa.oecd.org/.

[226] See http://isc.bc.edu/.

The PISA study is the most widely referenced in the literature. This is because its student-level variables include not only the language spoken at home, and the immigration background of the student and her parents—also included in the TIMSS—but also family structure, parental occupation, an index of economic, social, and cultural status, and parental educational level.[227] For example, the OECD report *Where Immigrant Children Succeed: A comparative review of performance and engagement in PISA 2003* [228] provides a detailed analysis of the data on the 'immigration background' variable, but because it is an international comparative review drawing on 17 countries (including France, Germany, and the Netherlands, but not the United Kingdom), it only undertakes this analysis at an aggregated level, comparing *native students* (those born in the country of assessment with at least one parent born in that country) with *first-generation students* (those born outside the country of assessment with parents also born in a different country) and *second-generation students* (those born in the country of assessment with both parents born in a different country).

A number of country-level studies also draw on national PISA data, particularly in the case of Germany.[229] As the following sections show, this is largely because official country-level data tend to lack information on second-generation students—those children born in the country to immigrant parents.

While research has been undertaken on the education of migrant and minority children under the auspices of UNESCO, the large majority of this has focused on developing countries.[230]

Country-Level Data Sources

This section reviews data in four European countries: the United Kingdom, Germany, France, and the Netherlands, with reference to some Europe-wide data issues.

The most comprehensive official data appear to be from the United Kingdom, particularly England. There are notable gaps for Scotland, Wales, and Northern Ireland. This review has also managed to uncover a number of English-language publications, and translations into English of publications in French, German, and Dutch, that discuss the education of ethnic minority and migrant children in those countries. Although

[227] Although a third international educational assessment survey, the Progress in International Reading Literacy Study (PIRLS), includes the same level of background data as the TIMSS, it is not referred to in the literature on the education of ethnic migrant and minority children to the same extent. PIRLS was conducted by IEA in 2001 and 2006. The 2006 round was conducted in 50 countries and subnational regions, including England, Scotland, France, Germany, and the Netherlands, with all students in the fourth grade. PIRLS was undertaken in Germany under the name *Internationale Grundschul-Lese-Untersuchung* (IGLU) [International Primary School Reading Study]. See http://isc.bc.edu/ for details.

[228] OECD, 2006 (2).

[229] For example, Michaelowa & Bourdon, 2006; Schnepf, 2003; Will & Rhul, 2004.

[230] For example, Sherman & Poirier, 2007.

conclusions about these three countries are necessarily tentative, it has been possible to establish an overall picture of the level of country-level data collection.

That said, the overriding impression is of a paucity of data. It seems that for the Netherlands, Germany and France, there is no official routine collection of school-level pupil data on key indicators such as achievement, test scores, dropouts, or exclusion that are disaggregated by nationality or ethnic background. This impression is supported by criticisms from European-level studies that have attempted to compare the position of minority and migrant children in education using country-level data.

For example, a briefing paper[231] describing the findings of the 2001 European Commission-funded 'Child Immigration Project' focused on understanding the evaluation structures and policy responses to issues of the well-being of immigrant and ethnic minority children, with a focus on education and training, in Belgium, Greece, France, Israel, Sweden, and the United Kingdom. It concluded that while "Current classifications for immigrant minors and minors of immigrant origin are insufficient and vary from country to country," it was still clear that "the school system is failing 'these children' in a variety of areas."

Similarly, the analytical reports on education for the European Monitoring Centre on Racism and Xenophobia[232] concluded that:

> The European Union and Member States should […] take the necessary steps to increase the availability, the scope and quality of data […] The collection of differentiated data, including pupils', students' and parents' citizenship status, place of birth, ethnic group affiliation, and socio-economic status […] will allow the collection of data of highest relevance, improve its comparability, and avoid unjustified generalizations based on aggregate undifferentiated quantitative data.

Academic studies have also been hindered by a lack of data. In the cases of Germany and the Netherlands, Crul and Schneider[233] argue that: "the data needed for more adequate and in-depth comparisons are missing […] more rigorously comparable data-sets are urgently needed."

[231] Collicelli, 2001.
[232] Luciak, 2004, p.126.
[233] Crul & Schneider, 2006, p.17.

Largest Minority Ethnic Groups in the UK

- Indian
- Pakistani
- Mixed Heritage
- Black Caribbean
- Black African
- Bangladeshi

United Kingdom

In the 2001 Census, over 92 percent of the United Kingdom population described themselves as White (though not necessarily British). Asians made up 4 percent of the population, and Blacks made up 2 percent. The six groups noted above made up over 82 percent of the ethnic minority population in 2001.[234]

The effective monitoring of achievement and exclusion by ethnicity in England has been driven by requirements of the Race Relations (Amendment) Act 2000. In England, the Department for Children, Schools and Families (DCSF)[235] collects data on the ethnicity of pupils in government-maintained schools through its Pupil Level Annual School Census (PLASC). PLASC uses a basic ethnicity classification: White, Asian, Black, Mixed-heritage, and Other, with three to five subcategories under each heading. It also allows Local Education Authorities (LEAs) to choose to use an 'extended' ethnicity schedule, with a greater amount of detail regarding the country or region of birth or heritage, for local planning purposes. This allows the production of comprehensive national data on a range of attainment indicators disaggregated by ethnicity, by matching the PLASC records with the national test and examination results held in the National Pupil Database (NPD) [236] A number of academic studies have made use of this data.[237] Less comprehensive data seem to be available for the other parts of the United Kingdom, with the EUMC Report concluding "there are still significant gaps in the available data, especially for Scotland, Wales and Northern Ireland," although Wales and Scotland have recently begun to collect comparable information.

However, the ethnic categories used in the collection of PLASC data do not allow for a systematic mapping of the relationship between asylum seekers and refugees in relation

[234] ESRC, 2005.

[235] The Department for Education and Skills (DFES) became the Department for Children, Schools and Families in June 2007.

[236] DfES, 2006 (1).

[237] For example, Wilson *et al*., 2005.

to education. Information is not necessarily collected or available on pupils by country of origin, and date of entry to the United Kingdom education system or immigration status is not collected. This means that there is limited systematic information regarding the educational outcomes and processes for asylum seekers, refugees and other new migrants. In order to get this information, Warren[238] suggests that evidence has to be drawn from a number of alternative sources, including datasets where various proxy indicators are substituted for new migrant status. Much of the evidence is, however, provided by independent research, which is often small-scale, qualitative, and overwhelmingly focused on London. The evidence base is thus not consistent across the nations and regions of the United Kingdom.

Another recent advance in data collection is the 'Termly Exclusions Survey' which was carried out for the first time in 2003. It now collects detailed information from LEAs in England on all types of school exclusions, together with information on the characteristics of excluded pupils such as age, gender, ethnicity, and special educational needs, as well as the reasons for exclusion, and can be used to analyze trends. [239]

The datasets described above are most valuable in highlighting problems and trends. Different forms of evidence are required to identify causes and generate policy. In particular, the national datasets do not contain wider contextual data to help interpret results on attainment or exclusion, such as information on pupil attitudes or family circumstances. This gap has been partly filled by the 2004 DfES Longitudinal Study of Young People in England (LSYPE). This study interviewed a sample of over 15,000 13- and 14-year-olds and their parents, combining this with information from the NPD. It is an especially useful source of information on minority ethnic pupils and their families and households, because the sample was boosted for the six major minority ethnic groups. Analysis of the LSYPE data focusing on the relationships between various pupil, family, school, and neighborhood factors, in order to better understand the reasons for differences in the educational attainment of different ethnic groups, was possible.[240]

[238] Warren, 2006.
[239] For example, DCSF, 2007.
[240] DfES, 2006 (2); Strand, 2007.

Largest 'Ethnic' Groups in the Netherlands

- Indonesian
- German
- Turkish
- Surinamese
- Moroccan
- Antillean / Aruban

The Netherlands

The conceptualization of ethnicity in the Netherlands is complex, reflecting its particular colonial and migrant experience, so data are collected and organized differently than in other European countries. A person is defined as a member of an immigrant minority when at least one parent was born abroad. This means that the data includes country-specific information about both 'first-generation' and 'second-generation' migrants. National statistics in the Netherlands have included such data since the mid-1980s .[241]

A person from these minority groups is referred to as an allochthon in Dutch political rhetoric. However, among the general public, visible racial and cultural differences matter as well, and more recently, data collected by Statistics Netherlands (CBS) take this into account. Western countries of origin are distinguished from non-Western countries, with only the latter being targeted by policies for 'disadvantaged' ethnic minorities. A Western country is a European, North American or Australian country, along with Japan and Indonesia (a former Dutch colony). (People from the Netherlands Antilles and Aruba, although they have Dutch citizenship, and for many people from Suriname who migrated when they too had Dutch citizenship, are considered non-Western allochthon.)

In 2007, just over 80 percent of the population of the Netherlands was considered autochthonous—that is, someone with both parents born in the Netherlands. Of the remaining population, just over 10 percent are considered to be of Western origin and just under 9 percent were considered to be of non-Western origin. Just over 12 percent of the total population, or 60 percent of the ethnic population, is made up by the six groups listed above—although Indonesians and Germans, as Western allochthon, are not targeted as ethnic minorities.

[241] Muskens, 2006.

Educational institutions register pupils according to the CBS standards. A database has been developed concerning ethnicity and school achievement in terms of the type of school at which pupils are enrolled,[242] and in 2002, the regional reporting and co-ordinating of school dropouts also became obligatory.[243] In addition, primary and secondary schools also use a CUMI (cultural minority) definition to assign a 'weight' to each student, so they can be recognized in the system and additional resources allocated. In addition to criteria specifying the low educational and earnings status of the parent/s, a key criteria is that one of the child's parents belongs to one of the integration policy's target ethnic minority groups[244] or is from a non-English speaking country outside Europe (with the exception of Indonesia).[245]

A number of academic articles note, however, that adequate national-level data that would enable more detailed analysis of the educational careers of ethnic minority and migrant children, in terms of attendance, educational performance and attainment, and repeated years, are not available. Whether the school attended is academic or vocational has been used as a proxy for attainment.

For the Netherlands, Crul and Schneider[246] use data from the Social Position and Services Usage of Ethnic Minorities (SPVA) surveys to judge the impact of educational tracking systems on Turkish immigrant children. These standardized national social surveys have been carried out periodically to collect information on the four largest immigrant minorities (Turks, Moroccans, Surinamese, and Antilleans) and a native Dutch reference group, and were conducted in 13 municipalities in the Netherlands including Amsterdam, Rotterdam, and The Hague where the majority of the Dutch ethnic-minority members live. Tolsma, *et al.*[247] also use SPVA data to investigate trends in educational inequality through looking at the final level and type of completed education, and the transitions between school levels, among natives and the four major ethnic minority groups.

An additional source of data on ethnic minority children in the Dutch system is a number of large-scale cohort studies started since 1988 to evaluate the Educational Priority Policy (EPP). Driessen[248] reports that the studies' main emphasis have been on monitoring the educational progress of various categories of students, including Dutch working-class and ethnic-minority children, compared to the amount of additional resources the school received as an EPP or non-EPP school.

[242] For example, academic or vocational; Muskens, 2006.
[243] Schreimer, 2004.
[244] Belonging to the Moluccan population group, or for whom at least one parent or guardian comes from Greece, Italy, the former Yugoslavia, the Cape Verde Islands, Morocco, Portugal, Spain, Tunisia, Turkey, Surinam, the Dutch Antilles, or Aruba.
[245] Schreimer, 2004.
[246] Crul & Schneider, 2006.
[247] Tolsma, *et al.*, 2007.
[248] Dreissen, 2000.

Largest 'Ethnic' Groups in Germany

- Turkish
- Former Yugoslavia
- Italian
- Polish
- Greek

Germany

In Germany, national statistics are collected by nationality, not by ethnic background. According to the German Federal Statistical Office and the Statistical Offices of the Länder, at the end of 2006, 8.8 percent of the German population was foreign—that is, holding nationality of another country. Close to one-quarter of these people were Turkish, and about another one-quarter were from the countries of the former Yugoslavia, Italy, Poland, and Greece. A greater proportion is foreign-born: the OECD statistical database, reporting on its SOPEMI data, states that almost 13 percent of the German population was foreign-born in 2004. Since 2000, new laws have meant that it is easier for children born on German soil, and for long-term resident foreigners in general, to acquire German citizenship. It is also important to note that many migrants of German descent from the former Soviet republics are immediately given German citizenship.[249]

In Germany's federal system, school statistics are supplied by school heads to the State Statistical Offices, which then pass them to the Federal Statistical Office, which prepares collated federal statistics for the Conference of the Ministers for Education and Culture. Will and Ruhl[250] have noted problems with these official, national education statistics, particularly because the school-level statistics only register the characteristic of nationality and "thus underestimate the proportion of children and young people from families that have experienced migration." In effect, this means that there is no official school-level data on 'second-generation' migrants. The national education statistics also offer less comprehensive information about migrant (i.e. 'first-generation') students and apprentices than about 'ethnic' Germans. For example, the level of qualification achieved by pupils is only differentiated between German and non-German nationality, and is not disaggregated by migrant country. Thus, specific forms of underachievement of certain 'national' groups might not be identifiable from the data.

Academic studies have made use of the PISA data, as well as other sources of official data, to overcome the lack of differentiation in education statistics. Riphahn [251] applied data from the national annual census (*Mikrozensus*) for the first time to compare the

[249] OECD, 2006 (2), p.27.
[250] Will & Ruhl, 2004.
[251] Riphahn, 2003.

educational achievements of German-born children of immigrants (i.e. 'second-generation) and their native counterparts. The measures of educational attainment used were the level of the secondary school being attended by teenagers (cohorts born 1970– 1980), and the highest educational degree completed by cohorts born 1956–1974. Crul and Schneider[252] also use this census data in their comparative study of Turkish immigrant children. Diefenbach[253] used official data from the Socio-Economic Panel (SOEP) between 1984 and 1998 to look at the educational position of children from migrant backgrounds/families rather than just 'non-German' children. According to Will and Ruhl,[254] although these official datasets take social origin into account (in terms of the profession of the head of the family), they only allow assessments to be made relating to the larger nationality groups (Turks, Yugoslavians, Italians, and Greeks).

Non-official data from various empirical studies are available which differentiate between first- and second-generation migrants. These are largely based on interviews with 'native German' and German-born people of immigrant families and are relatively small scale.[255] Unfortunately, the language constraints on this report mean further details of these studies could not be provided.

[252] Crul & Schneider, 2006.
[253] Diefenbach, 2002.
[254] Will & Ruhl, 2004.
[255] See summary translations of Hechman *et al.*, 2001; Kristen & Granato, 2007; and Straßburger, 2001 in Will & Ruhl, 2004.

Largest 'Immigrant' Groups in France

- Algerian
- Moroccan
- Portuguese
- Italian

France

In France, immigration and naturalization are monitored, rather than ethnicity or nationality, due to the French Republican principle of equality described below. The National Institute for Statistics and Economic Studies (INSEE[256]) estimated that there were about 4.9 million immigrants living in mainland ('metropolitan') France, or about 8 percent of the population. About 40 percent of these immigrants had been naturalized. In addition, over half a million children were born in France but are foreign citizens, such that there are about 3.5 million citizens of foreign countries living in metropolitan France, or over 5 percent of the population. The national makeup of these groups is unclear, but includes those from southern and eastern Europe as well as France's former colonies in North Africa and elsewhere.

In France, the 'Republican' principle of 'equality' is characterized by a refusal to recognize 'cultural' or 'group' differences within the public sphere. This holds that public institutions, including the school context, should be pluralist in its recognition of any one individual's right to define him or herself in terms of multiple, shifting identities and systems of reference, while remaining careful not to impose or ascribe any one group identity to an individual by virtue of some externally-determined 'cultural', 'ethnic', 'religious' or 'national' group membership. Franchi[257] states that this: "renders it impossible to collect 'ethnic' and 'racial' statistics in France" and that "the French National Education System effectively refuses any and all references to the 'racial', 'ethnic', or 'religious' […] origins of pupils, even when such information is essential to the monitoring of discrimination and inequalities."[258] Thus, "in France, given the particularity of restricted data collection on educational issues and on pupils' minority background, little can be said about the achievement of the different migrant groups."[259]

Official education statistics *are* collected from school heads by the Ministry of Education on the *number* of pupils of 'foreign-born' nationality in French primary and secondary schools. There are explicit official instructions with regard to the census of pupils of foreign nationality specifying that it is the nationality of the *child* and not of her or his parents that is to be recorded, such that information specifying second-generation students is not collected. However, Franchi[260] also indicates that 'minority background'

[256] Borrel, 2006.
[257] Franchi, 2004.
[258] See also Payet, 2003; Simon, 2003; A. van Zanten, 1997
[259] Franchi, 2004, p.46.
[260] *Ibid.*

data *are* in fact collected at the academy level[261] to determine which schools, or groupings of schools, are to be accorded Priority Education Zone (ZEP) status. Along with employment indicators and school rates of failure, dropouts and disciplinary problems, this includes information on the proportion of foreigners, newly arrived pupils, *and children of migrants* attending the school. Nevertheless, the National Statistics bureaus and the Ministry of Education statistics do not reveal the number of pupils with 'foreign' or 'migrant' origins (i.e. the 'second generation').

Despite all these constraints, it is possible to gain insight into the educational position of children of 'immigrant origin' from official indicators. These are indirect and therefore imprecise but nonetheless valuable. It is possible to infer the educational position of ethnic minority and migrant pupils from national reference statistic indicators (ICoTEP) which are prepared by the Ministry of National Education for use by establishments which are part of ZEPs. It is also possible to highlight differences between Priority Education (EP) schools and non-EP schools regarding the population enrolled, pupils' school careers, and their test scores. As ZEPs are designated in part on the proportion of foreigners, newly arrived pupils, and children of migrants attending the school, the information provided on learning lags, repeated years and vocational orientation between EP and non-EP can be used to indicate the educational position of both 'ethnic' minority and migrant pupils.

Data on the educational situation of children of immigrant origin is available from non-official and academic sources as well. The most widely referenced study is that based on a special panel in the 1990s by Vallet and Caille.[262] This examined the school careers of new immigrants and nationals of French origin and immigrant origin of similar socio-economic backgrounds. It compared their chances of success measured by school achievement, length of school career, and orientation towards mainstream or vocational streams.

* * * * * * *

The table below summarizes the overall status of data collection and availability in the four countries. It is important to note that while it is possible to gather some level of information from national official and academic data sources in each country, comparability across countries is limited. In particular, this relates to the different definitions used for 'second generation' in each country.[263] In the French INSEE survey, 'second generation' includes those born in the country of migration, and those who are naturalized; in the German *Microzensus*, 'second generation' includes those that came before the age of seven and excludes those who are naturalized; in the Dutch SPVA

[261] Academies reflect geographical areas of jurisdiction defined by the National Education System. The curricula and overall educational policies are centralized and are disseminated through these academies.

[262] Vallet & Caille, 1996, 1999.

[263] Crul, 2004.

surveys, 'second generation' includes those who came before the age of six and those who are naturalized. In the United Kingdom (which Crul does not consider), data on immigration generation is not collected, as the focus is on self-identification of ethnic status. Furthermore, Crul notes that sampling methods vary across these surveys, which has an effect on the outcomes.

Summary table of available information on national-level data

	United Kingdom	**Netherlands**	**Germany**	**France**
Official school-level data collection	Yes	Yes	Yes	Unclear—some collection, but not made available
Overall extent of data	High	Moderate	Low	Low
Extent of data	Tests and examinations, exclusions, contextual factors	Numbers of pupils in different school types; dropout rates?	Numbers of pupils in different school types; (pupil qualifications?)	Number of pupils in primary and secondary schools
Categories	Minority ethnic status (self-determined, using National Census 2001 categories, plus LEA 'extended codes'); home language	Ethnicity indicator (native/first/second generation; Western/non-Western; non-English-speaking European)	Nationality; (or German/non-German)	'Foreign-born' by nationality; 'minority background' collected only at ZEP level
Other official data sources on education	LSYPE	SPV, EPP cohort studies	*Microzensus* (information on second generation)	INSEE (information on second generation)