

**DIRECTORATE FOR EDUCATION
EDUCATION POLICY COMMITTEE**

Group of National Experts on the Education of Migrants

**DRAFT SUMMARY RECORD OF THE 2nd MEETING OF THE GROUP OF NATIONAL EXPERTS
ON THE EDUCATION OF MIGRANTS**

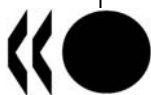
Paris, 13-14 October 2008

This Summary Record will be adopted at the next session of the Group of National Experts on the Education of Migrants.

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JT03258065

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**SUMMARY RECORD OF THE 2ND MEETING OF THE GROUP OF NATIONAL EXPERTS ON
THE EDUCATION OF MIGRANTS**

1. ADOPTION OF THE DRAFT ANNOTATED AGENDA **EDU/EDPC/MI/A(2008)2/REV2**

1. The Group **ADOPTED** the agenda.

2. ADOPTION OF THE SUMMARY RECORD **EDU/EDPC/MI/M(2008)1**

2. The Group **ADOPTED** the summary record of the 1st meeting of the Group of National Experts on the education of migrants.

3. INTRODUCTION TO THE MEETING

3. Dr. Barbara Ischinger, Director for Education, welcomed participants. She underlined the importance of the Group's work and welcomed the approach of drawing on both qualitative and quantitative evidence to establish the knowledge base. She highlighted the web framework policy tool as a promising method for further work and the importance of paying attention to the political economy of reform.

4. Ms. Deborah Roseveare, Head of the Education and Training Policy Division, welcomed participants. She set the five objectives of the meeting: 1) report on progress of the consolidation of the knowledge base; 2) share country experiences; 3) link research findings to policy; 4) confirm the best way forward for the country visits; and 5) address challenges of policy implementation.

4. PROGRESS REPORT ON METHODS AND EVIDENCE **EDU/EDPC/MI(2008)6-10**

5. The OECD Migrant Education Review Team reported on results from the first phase of the project to establish the draft policy framework, potential policy analysis tools and the preliminary knowledge base. Ms. Miho Taguma gave a brief summary of the project and introduced the policy evaluation framework that the project will use. She confirmed that Austria, Denmark, Ireland, Norway and Sweden would participate in country reviews and announced that Belgium (Flemish Community) and the Netherlands decided to participate. Ms. Janna Teltemann presented some facts about immigrant student performance, including international evidence from OECD's PISA and IEA's PIRLS. Ms. Claire Shewbridge presented some factors at the individual, school and system levels that influence the education outcomes of migrant students. Ms. Deborah Nusche presented findings from a literature review on policies at the system level to reduce segregation, provide quality resources and set priorities and policies at the school level to enhance language learning, promote intercultural education and increase parental involvement.

6. Drawing on these findings, Ms. Moonhee Kim presented possible policy alternatives and options that may influence: 1) individual factors such as language competencies and low socio-economic background); 2) school-level factors such as induction/introduction programmes, school cultures and

teaching workforce responsive to diversity, segregation/self-segregation, involvement of family and communities; and 3) system-level factors such as effective funding strategies, comprehensive and flexible education systems, effective early childhood education and care, and monitoring, research and evaluation of outcomes. Ms. Deborah Roseveare reminded participants that these were a range of possible policy alternatives from a mapping exercise and country-specific recommendations will be developed through the policy review visits.

7. The Group of National Experts on the Education of Migrants:

- **THANKED** the OECD Migrant Education Review Team for their work and commented on the usefulness of the preliminary knowledge base;
- **DISCUSSED** the need to recognise the diversity of immigrant student populations both across and within countries;
- **ACKNOWLEDGED** the importance to add to the existing knowledge base both national data to complement international data and qualitative and anecdotal evidence;
- **DISCUSSED** the need to focus the review on the educational outcomes of migrant students, but to consider the importance of social competencies and to pay attention to the wider political and economic context.

5. UPDATES ON RELATED WORK IN THE OECD

8. Mr. Thomas Liebig updated the Group about work on migration undertaken by the Directorate for Employment, Labour and Social Affairs (DELSA). DELSA work indicates that education plays an important role in the integration of immigrants and their children into the labour market but its role is not always clear-cut such that employment rates of the second generation increase with education level, but generally not to the same extent as for native children and that education has a stronger impact on the labour market performance of second generation women than men.

9. Mr. Andreas Fuentes updated the Group about work undertaken in the Economics Department (ECO) on the integration of migrants in Switzerland. Major recommendations were to reduce the impact of SES on educational outcomes and to increase the labour market participation of immigrant parents.

10. The Group of National Experts on the Education of Migrants **NOTED** work being undertaken in other Directorates of the OECD and **COMMENTED** on the importance of examining the recognition of foreign qualifications and linking findings to broader policies and socio-political context.

6. FURTHER INSIGHTS FROM THE RESEARCH COMMUNITY

11. The purpose of this session was to ensure that the policy reviews are informed by the latest research evidence. Ms. Jana Huttova presented findings of best practices at the school and local level based on research from France, Germany, the Netherlands and England. She underlined the importance of a holistic approach and collaboration with local government and emphasized that sufficient time must be taken to build up a strong school culture with vision and commitment from school staff. Ms. Nancy Hoffmann presented findings on good practices in the United States, including work in building an evidence base by creating unique student identifiers to follow students' progress. She also noted the importance of teachers' expectations and cultural sensitivity, as well as the provision of academically rigorous programs to help students develop academic identities. Ms. Beatrice Schindler Rangvid presented findings of research undertaken in Denmark on school segregation. She noted that after a certain

proportion of the school comprises immigrant students, native Danes choose to move their children to different schools. This has led to a complex situation of school segregation, but she warned that the answer was not to limit school choice, as native Danes then choose to move to different areas, thus creating residential segregation. Mr. Sjoerd Karsten presented findings on system-level policies concerning resource allocation, priority setting and target groups in the Netherlands. Research has identified the importance of considering a combination of indicators when determining target groups for intervention and linking resource allocations to measured improvements.

12. The Group of National Experts on the Education of Migrants **NOTED** the further insights from the research community.

7. REPORT FROM COUNTRIES

13. The purpose of this session was to allow countries the opportunity to share their experiences and to highlight some key issues in ensuring good educational outcomes for migrants in their national contexts. Ms. Laurence Lessard-Phillips, an OECD expert, provided an overview of country responses to the OECD international questionnaire.

14. Ms. Oon Ying Chin of Australia informed the Group that the composition of the immigrant student population in Australia provides a favourable context. She highlighted some findings in Australia associated with good educational outcomes for immigrants, including the importance of commitment of teachers specialised in English as a second language studies and the strong commitment and involvement of parents. She also highlighted the good monitoring tools in Australia, including a longitudinal study, but commented on the under use of results from such studies.

15. Ms. Oon Ying Chin of Australia informed the Group that the composition of the immigrant student population in Australia provides a favourable context for the good educational outcomes for immigrant student. Beyond that, Australia placed special emphasis on strengthening the literacy capabilities of these students, highlighting the importance of specialist teachers trained in English as a second language studies, as well as general teacher training and curriculum design that emphasised the role of all teachers as teachers of English. She also underlined the ready availability of reading resources and the active involvement of parents in schools, which acted as effective levellers of education disadvantage from the early years onwards. She highlighted the regular assessment and monitoring tools in Australia, including a linked PISA-Australian Longitudinal Survey of Australian Youth, but observed that these had not been fully exploited to date.

16. Mr. Rudiger Teutsch of Austria informed that there is recent political will to address the issue of inadequate learning outcomes for immigrant students, including a statement to use evidence based policy and a new communication style with different educational stakeholders. However, Ms. Barbara Herzog underlined that there is little evidence available on the educational outcomes of immigrant students in Austria. Although there have been efforts to collect national data since 2003, these are still not available to researchers. Therefore, PISA has been the major source of data. However, she underlined the importance of careful interpretation of data, in particular the use of averages, stressing that different groups of immigrant students perform differently among countries and family backgrounds among these groups vary from country to country.

17. Mr. Gaby Hostens of the Flemish Community of Belgium presented the Flemish Community's policy to fund socio-economically disadvantaged children using a basket of indicators to target such children. Indicators used include mother's education, language spoken at home, family income (means-tested scholarship) and a measure of disadvantaged neighbourhood (% of twice repeaters). The aim of such

policies is to identify disadvantaged schools to receive additional staff (ISCED 1 and 2) and to promote equal access to ISCED 1 by capping parental contributions.

18. Ms. Nadine Prost of France explained that there is no explicit policy for immigrant students in France beyond the measure of French language teaching. Each school assesses the student's needs at entry and support is available in the form of initiation classes comprising several hours of intensive French language teaching and remedial lessons where teachers come into the school to work with special groups of students. She also presented the target priority education zones (ZEP), which was first introduced in 1981 and re-launched in 2006 with an intention to reduce the negative stigmatism of ZEP, better coordinate among different efforts undertaken in school and outside school, and develop a pedagogy better adapted to students.

19. Ms. Breda Naughton of Ireland presented the key objective in Ireland to develop an intercultural strategy in 2009. She underlined the growing importance of immigration in Ireland. She underlined that educational support is based on students' English language needs and not their nationality. She highlighted the important strategy for Ireland focusing on: mainstreaming of all newcomer students; increasing knowledge of English (and Irish) for all residents; raising awareness of rights and responsibilities; increasing high aspirations and high expectations; and ensuring partnership and engagement.

20. Mr. Rosario Sergio Maniscalco of Italy informed the Group that Italy does not take a particular political position on the integration of immigrant students. However, all children in Italy are guaranteed education. Immigrant students are enrolled into the regular class for their age. There is no systematic language support, but each school can decide whether/how to give such support. Decentralized system with strong school autonomy, plus regions and provinces also play a role. There are national guidelines with a general framework and school leadership is extremely important in this case. He stressed a need for comprehensive mapping, monitoring, evaluation and dissemination of good practices.

21. Mr. Fernando I. Salmeron Castro from Mexico informed that the major educational challenge is the indigenous children rather than immigrant children. He commented that, among foreign residents, it is mainly the children of US nationals who are enrolled in ISCED 0.

22. Ms. Lisbeth van Welie from the Netherlands underlined the importance of keeping in mind the long term return on investment in education and the demographic context of aging population underscoring the need for well educated labour force. She presented the dual system of education in the Netherlands, starting at age 12 and asked whether the system is flexible enough. Most students of Turkish and Moroccan background choose the vocational track at age 12. She argued that immigrant students typically take a longer route to university (on average 4-5 years longer) which may reflect a lack of information at the primary school for students to choose the correct pathways, but can effectively increase the students' social capital.

23. Ms. Synne Borstad from Norway emphasised that immigrant children provide resources to Norway, with the vast majority living in Oslo. Kindergartens are vital to promoting the inclusion of immigrant children. 86% of 4 year old immigrant children are in preschool, which is crucial for language stimulation. Recent initiatives to improve educational outcomes include a new curriculum introduced in autumn 2007 and a standardized assessment tool. Guidance material has been developed for teachers in basic Norwegian and mother tongue languages. In general the overall aim is to improve the quality of educational outcomes for all students.

24. Ms. Isabel Oliveira of Portugal informed the Group of a new wave of immigration to Portugal from Eastern Europe (since 2000) providing different needs and educational challenges/expectations. However, the largest proportion of immigrant students remains from Africa. There are no special

immigrant education policies in Portugal, but there are more general policies that positively influence immigrant students. She presented the policy of 'education for all' aimed at tackling grade repetition and early school leavers. Since 2006/7 particular importance is given to non-Portuguese speakers (diagnostic testing of new comers, initiation groups, national tests in non-Portuguese languages, training for teachers on the challenges of diversity for schools).

25. Mr. Anders Widholm of Sweden presented some macro-level aspects to the challenges of improving the educational outcomes for immigrant students. Sweden has a homogenous and inclusive education system on the surface such that schools work with a common set of goals, including independent schools which cannot exclude children or charge fees. However, the decentralised system means that there is no such thing as a typical Swedish school. Policy formulation is, therefore, a delicate balance between centralisation and decentralisation. In general, funding comes from municipalities, but there is dialogue with the State to provide additional funding and in-service training for teachers. There is uncertainty on how to organize school activities to best accommodate new arrivals. There is a growing shift to evaluating educational outcomes.

26. Ms. Meral Hacipasaoglu of Turkey illustrated some policies in place to help Turkish nationals living in other countries. The Turkish Government has regular meetings with education experts in Germany, Austria, Sweden, Norway, France, the Netherlands, Denmark and Belgium to discuss and solve problems. There are also sister school projects with the host countries. However, the host countries need to offer additional language courses to immigrant students and to inform the mothers of the importance of attending ISCED 0 to learn the language. Sending and receiving countries could engage in migrant integration projects. One important element of healthy integration is for students to develop a strong sense of personal identity. Learning in their mother tongue is the most important element of cultural identity and is an essential prerequisite for students to become proficient in a second language. Experts from the motherland can provide support in teaching the mother tongue, plus introduce the host countries' principles. She advised that housing policies are a key to segregation of schools.

27. The following discussion highlighted the importance of ISCED 0 to integration, but that this should be seen as part of a comprehensive education plan, ensuring adequate continued support and/or follow up in ISCED 1 and 2. The importance of involving parents more effectively in their child's education was also discussed with a need for outreach to immigrant parents. There is much debate in many countries on the importance of language and there was general consensus on the need for more research in the role of the mother tongue in learning. Further, it was agreed that the country presentations highlighted the importance of conducting the OECD review to pool together the different research and evaluation available in different countries.

28. The Group of National Experts on the Education of Migrants **NOTED** the wide range of policy issues and country experiences.

8. **UPDATE ON RELATED WORK IN OTHER INTERNATIONAL ORGANISATIONS**

29. Ms. Laura Cassio of the European Commission presented the updates on the Green Paper and plans for a Eurobarometer survey on the public's perception of schools with different student composition. Ms. Florence Migeon from UNESCO informed the Group that UNESCO gives priority to inclusive policies, develops guidelines on the development of intercultural education as a practical resource for teachers or policy makers and is currently preparing an inventory of good practices in migration. Ms. Philia Thalgot from the Council of Europe informed the Group of the Council of Europe data on language acquisition for adult immigrants, lists of good practices and the upcoming project on curriculum analysis in different countries.

30. The Group of National Experts on the Education of Migrants **NOTED** the updates from the other international organisations.

9. FURTHER DEVELOPMENT AND REFINEMENT OF THE POLICY EVALUATION APPROACHES AND TOOLS **EDU/EDPC/MI(2008)7 and10**

31. This session gave the Group an opportunity to steer the way for the further development and refinement of the proposed policy evaluation approaches and tools. Ms. Miho Taguma presented the proposed approaches. Ms. Ann-Kristin Bostrom from Sweden commented on the approaches, suggesting several ways that the web-style framework for identifying policy focuses could be useful such as for international comparison, specification of major immigrant groups, or inclusion of different age groups. The Secretariat responded that the framework cannot seek to establish international comparison due to availability/unavailability of different indicators from countries and that the use of the approaches can be adopted to each country note. Mr. Thomas Huddleston from the Migrant Policy Group presented work on the Migrant Integration Policy Index (MIPEX) which is a benchmarking tool compiled by independent experts focused on targeted measures. He stated that the approaches of the MIPEX and the OECD's migrant project would complement each other and expressed interest in comparing the final outputs from the two projects.

32. The Group of National Experts on the Education of Migrants **NOTED** different approaches and tools to carry out policy reviews.

10. THE COMMUNICATION PLAN FOR THE PROJECT **EDU/EDPC/MI(2008)4**

33. Mr. Gregory Wurzburg presented the project's draft communication plan and options for country events. Delegates expressed support for a final conference as well as national seminars. The Secretariat noted that it would be financially difficult to support both events. It was agreed that the Secretariat would follow up in writing a decision about how to proceed by mid-2009.

34. Ms. Breda Naughton informed the Group of the national seminar held in Ireland and Mr. Rudiger Teutsch informed the Group of the national seminar held in Austria. They illustrated the concrete examples of how the Secretariat could assist countries to synchronise the OECD's exercise with internal review-related activities and/or raise awareness among key stakeholders within the country.

35. The Group of National Experts on the Education of Migrants **NOTED** the importance of planning communication strategies and **AGREED** that the Secretariat will follow up in writing regarding dissemination strategies.

11. OTHER BUSINESS

36. The chair's summary stressed that there is no "one size fits all" solution. It highlighted that: key issues vary among countries; there is a wide range of diversity in the composition of immigrant student populations with different language challenges; it is not sufficient to focus on "average" situations; there is a need to consider political context in collecting data and implementing changes; it is desirable to reflect generic, cross-cutting competences in addition to literacy; there is a need for further evidence to consolidate the knowledge base; and there is a need for improved systems of monitoring, reporting, assessment was underlined. The important factors were summarised such as: language acquisition; segregation- and concentration-related issues; ECEC policies; involvement of parents and local community; execution of rights *and* responsibilities; the learning environment; systems and practices on counselling; policies on inclusion; and balancing universal and targeted measures.

37. The Group decided to hold the third meeting in September 2009. It was suggested that the Secretariat organise an ad hoc meeting among the countries that participate in the policy reviews before the third meeting.

ANNEX 1. FINAL LIST OF PARTICIPANTS

2nd Meeting of the Group of National Experts on the Education of Migrants

13-14 October 2008

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