

**DIRECTORATE FOR EDUCATION
EDUCATION POLICY COMMITTEE**

Group of National Experts on the Education of Migrants

**SUMMARY RECORD OF THE 3RD MEETING OF THE GROUP OF NATIONAL EXPERTS ON THE
EDUCATION OF MIGRANTS**

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OECD, Paris**

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ON THE EDUCATION OF MIGRANTS**

1. ADOPTION OF THE AGENDA

EDU/EDPC/MI/A(2009)3/REV2

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

**2. ADOPTION OF THE SUMMARY RECORD OF
THE 2ND MEETING**

EDU/EDPC/MI/M(2008)2

2. The Group **ADOPTED** the summary record of the 2nd meeting of the Group of national experts on the education of migrants.

3. INTRODUCTION TO THE MEETING

3. Ms. Barbara Ischinger, OECD Director of Education welcomed the participants. She acknowledged the contributions from the many participating countries and thanked in particular the national coordinators of the six countries participating the policy review strand (Austria, Denmark, Ireland, Netherlands, Norway, Sweden). She welcomed the active participation of the European Commission, the Council of Europe and UNESCO in the meetings of the Group of national experts. She also highlighted the important role played by social partners in implementing policies and invited the active participation of all representatives in the meeting.

4. Ms. Deborah Roseveare introduced participants to the meeting and presented the meeting objectives: (1) to discuss the first draft of the Handbook for Policy Makers on the education of migrants, (2) to share experience, recent policy developments and emerging findings from national research, (3) to learn from the findings of the six individual country reviews and from progress made by other international organisations, (4) to agree on the dissemination strategy for the project. She underlined the need for cross-sectoral analysis and cooperation between the Directorate for Education and other related sectors. She highlighted in particular the successful cooperation with the Directorate for Employment, Labour and Social Affairs and the Economics Department of the OECD, as well as with the European Commission.

**4. WHERE DO WE STAND? UPDATE ON PROGRESS
OF THE PROJECT**

5. **Update by the Secretariat.** Ms. Miho Taguma updated delegates on progress since the last meeting. She provided information on the four main outputs of the review: (1) the Country Background Reports prepared by the six participating are available on the project website (www.oecd.org/edu/migration), (2) the OECD Country Notes for each of the six countries will be finalised by the end of the year (the Country Note for Norway has already been published and made available on the project website), (3) the first draft of the Handbook for Policy Makers on migrant education is available on OLIS – it will be finalised by the end of the year, (4) two Ad-hoc Meetings of countries participating in the review strand took place in April and October 2009.

6. **Update by countries participating in the review strand.** The delegates of countries participating in the review strand informed the Group of the main findings of their Country Notes. Ms. Breda Naughton updated the Group on the outcomes of the two ad-hoc meetings for the six review countries. She underlined that the meetings had given the review countries the opportunity to evaluate progress with the OECD review, to build up a network and to share ideas. Countries appreciated the added value of the OECD review, including the advantage of OECD's neutrality to engage key stakeholders in evidence-based discussions and its possibility to make strategic recommendations. The countries agree that dissemination of review findings is very important to get the buy in of national stakeholders and for this reason favour national seminars over an international conference. There was also discussion on the heightened importance of evaluation and monitoring to ensure that money is being well spent within the current restricted budget situation. All countries are concerned with implementation challenges and effecting real change in classrooms.

5. UPDATE ON RELATED WORK WITHIN THE OECD

7. Ms. Tracey Burns of the OECD Centre for Educational Research and Innovation (CERI) summarised the findings from the *Teacher Education for Diversity* project. This project aims to respond to two main questions: what are the best ways to prepare teachers to deal with highly diverse classrooms while at the same time improve students' learning achievements? And what education and training programmes for teachers have been demonstrated to be most effective? A publication of its findings is planned for December 2009. After this, the next steps will include the launch of the empirical phase of the project, case studies and thematic seminars in participating countries and the development of tools for teachers to adapt to their classrooms.

8. Mr. Georges Lemaitre of the OECD Directorate for Employment, Labour and Social Affairs presented findings from the *Jobs for Immigrants* project. The country reviews of labour market integration of immigrants have brought about very mixed results. In some countries, low-educated immigrants do better on the labour market, whereas in others, high-educated immigrants do better. Yet in other countries, all immigrant groups do well on the labour market and in some countries all immigrant groups do equally bad on the labour market. This suggests that education is not the only factor determining the labour market integration of immigrant groups. Other factors impacting on labour market integration include knowledge about the host country labour market, networks, and discrimination.

9. Ms. Deborah Roseveare of the Education and Training Policy Division of the OECD Education Directorate presented plans for the new project on *Assessing Progress in Improving Equity*. The new project takes as a starting point the OECD Review on Equity in Education ('No More Failures') completed in 2007. It is designed to (1) help countries in assessing progress in reducing educational failure and equity in education, (2) strengthen the OECD knowledge base on what policies work and don't work, (3) understand the challenges of implementing reforms in this area, and (4) identify ways to monitor progress in improving equity. The project methodology includes comparative analysis as well as national assessments of equity in education. For more information about this new project, the project manager can be contacted at beatriz.pont@oecd.org.

6. UPDATE ON RELATED WORK WITHIN OTHER INTERNATIONAL ORGANISATIONS

10. Mr Gelu Calacean of the European Commission provided an update on recent work undertaken by the European Commission, including the recent Green Paper consultations. Mr Calacean informed the Group that the Green Paper consultations had yielded 101 contributions by governmental, European and regional institutions, as well as NGOs, universities, political groups and others. While

there was agreement among the contributors on the main effective policy directions to improve the education outcomes of immigrants, there were also points of disagreement, namely on the added value of mother tongue support, policies for early tracking, and policies for desegregation. There was no consensus on the future of the 1977 Directive on the education of children of migrant workers.

11. Ms. Johanna Panthier of the Council of Europe presented recent work undertaken by the Council of Europe. She explained the difference between "language as subject" and "language in subjects" and highlighted a number of tools and practices to facilitate the language learning of migrant students. The tools include curriculum adaptations, guidelines for early language learning, minimum goals and standards. The Council of Europe is preparing a political document as well as a Toolkit for practitioners. Curriculum development guidelines for multilingual and intercultural education are also being prepared. Further information is available at: www.coe.int/lang.

7. DISCUSSION OF THE DRAFT HANDBOOK FOR POLICY MAKERS

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12. **Opening presentation:** Ms Miho Taguma introduced this item. She gave an overview of the content, structure and key conclusions of the Draft Handbook for Policy Makers on the Education of Migrants. She then invited general comments on the overall Handbook from the Group.

13. The Group agreed that the overall three-chapter structure and the scope of the book will not be revised. But the Group suggested adding an executive summary as a snapshot for high-level officials, as well as an introduction as setting the scene and contexts for key policy issues. The Group agreed that, due to the high political sensitivity of the topic, policy suggestions should be presented as 'options' rather than 'recommendations'. The policy options should reflect complex interactions and trade-offs of different policy interventions. Several delegates suggested that the book could provide more information on the source of the policy examples. Some delegates raised concerns about the title of the report and invited the Secretariat to reflect on alternatives.

14. **Chapter 1:** Ms Moonhee Kim and Mr Gregory Wurzburg introduced this item. They presented information on the immigrant history of participating countries and outlined the economic factors affecting migrant education policy. They then presented statistical information on education outcomes of immigrant students across the OECD and outlined the implications for policy development.

15. Ms. Synne Borstad from Norway was invited to comment on Chapter 1. Overall she commented on the good use of evidence. She suggested that some further evidence be included on student motivation to complement the discussion on educational performance. She will send some recent research in Norway on higher levels of bullying in schools with high concentration of immigrant students. Further, there should be some discussion on different types of immigration (labour, humanitarian, etc) and the different challenges that this poses for education. Plus an overview of national legal and political contexts would be useful.

16. The Group agreed that chapter 1 should be revised by adding a brief comparative overview of the organisation of education systems / classes for immigrant students. The Group further suggested that the storyline behind statistical information should be clarified and be further developed. The section on policy implications in chapter 1 should also be more closely linked to the policy options developed in chapters 2 and 3.

17. Several delegates suggested that the chapter should more explicitly mention the variations between immigrant groups and the variations between countries. Ireland underlined the importance of moving away from a deficit-oriented approach towards immigrant students. It was also suggested that

the importance of context factors should be clearly highlighted, especially the influence of other sectors such as housing, labour market and immigration policies on education outcomes. TUAC offered to provide access to its recent research on the impact of the financial and economic crisis on education.

18. Chapter 2: Ms Deborah Nusche presented chapter 2 of the Handbook for Policy Makers which focuses on school-level policies. The main policy issues developed in this chapter are: (1) language support, (2) teaching and learning environments, (3) school leadership and whole-school policies, and (4) parental and community involvement. For each of these four policy areas, Ms Nusche presented the main policy challenges and outlined a number of promising policy directions.

19. Ms. Liesbeth van Welie of the Netherlands and Ms Nadine Prost of France were invited to react on the presentation as discussants. Ms van Welie highlighted the need for teachers and school leaders to make better and more systematic use of the data that they already have. She cautioned that it takes a cultural shift to change policies and practices that are long established in schools. The focus should be on constant monitoring and evaluation of practices and on communicating research results. School leaders and teachers should be encouraged to integrate innovative and effective practices at the school level. Ms Nadine Prost added policy examples from France to each of the policy areas of chapter 2.

20. In the general discussion, the Group welcomed the overall content and structure of the chapter. Delegates from Ireland and Norway suggested that the focus on language as a resource for learning could be strengthened. Denmark and Germany highlighted that while early language support is important, there should be an equally strong focus on sustained language support across levels of education.

21. Several delegates including the Netherlands, Norway and Sweden highlighted the need to focus not only on language learning but more generally on improving teaching and learning environments in classrooms with diverse student populations. Norway suggested that the chapter should highlight the positive impact of effective learning environments on student outcomes and focus more on the social environment within classrooms.

22. Other delegates including Denmark, TUAC and Korea noted the importance of a positive school environment and climate in schools with a diverse student population. Creating such a school climate requires addressing safety and behavioural issues as well as issues related to peer culture and bullying. The Netherlands suggested that transitions in the education system, as well as guidance and counselling should also be addressed. Several delegates also noted that beyond pedagogical support, some immigrant students with a refugee background may need psychological support.

23. Chapter 3: Ms Claire Shewbridge presented Chapter 3 of the Handbook for Policy Makers which focuses on system-level policies. The main policy issues developed in this chapter are: (1) managing variation in educational support provision; (2) developing an effective funding strategy; (3) monitoring and evaluating system capacity; (4) managing the concentration of immigrant students in some schools. In each of the four areas, she outlined major policy issues and presented some policy options.

24. Mr Christian Rasmussen of Denmark commented that the structure of the Chapter was clear and the most important areas were addressed. Within the managing variations section he suggested that more suggestions on use of incentives be included. In Denmark, although it is not possible to design a national funding strategy it is possible to strengthen leadership and to encourage better decision making at the local level. Regarding parental choice, school quality is often not the major concern for parents in Denmark, but rather safety and school climate. He presented some new research in Denmark which

finds that there is an ethnic concentration effect when examining the school environment and teacher-student interaction effects. In schools where immigrant boys felt discriminated against, there was often a counter culture 'to not succeed', although it was unclear which factor drove the other.

25. Mr Volker Bausch of Germany reported several promising policy initiatives, notably the National Integration Plan which had led to self-appointed obligations for each region (land). Nearly all regions reported that they would implement both early language support and support for new comers to Germany. Some regions developed comprehensive education plans for each child throughout their educational career which greatly improved co-operation between kindergarten and school. Initiatives in Hessen include advancing school registration date by one year to allow each child's language development to be assessed and support offered where necessary, plus creating school networks around different school requests and providing targeted funding. There is also positive collaboration with private foundations.

26. Mr Wolfgang Schlump of Germany reported some initiatives at the federal level, notably the importance of political commitment to integration and awareness raising. A first report on integration indicators was published in June 2009 by the Federal Government and will be helpful for education policy. Following a summit on education between federal and regional governments, an implementation report will be published next year; in regard to migrant education with the focus on: increasing the number of places for children under 3 years; improving kindergarten training and further education; reduction of drop outs; improving transitions between school and vocational education; setting targets to increase immigrant student performance.

27. The Group agreed that the structure was clear and the most important issues had been addressed, but requested the discussion on incentives be expanded beyond setting targets. Norway provided an example of the evaluation of the curriculum for Norwegian as a Second Language which was not sufficiently implemented at the upper secondary level and has since been adapted to better meet the needs at this level. The EC reported that local authorities in response to the Green Paper had underlined the need for flexible funding to meet the needs of different inflows of immigrant students. The Netherlands provided an example of extra funding in Amsterdam coupled with an incentive for immigrant students to participate in training for the national test at the end of primary schooling.

8. WHERE DO WE GO FROM HERE?

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COMMUNICATION STRATEGY, FOLLOW-UP SEMINARS AND REFORM IMPLEMENTATION

28. Mr Gregory Wurzburg introduced this item. He presented the dissemination strategy options for the next stage of the project. He noted that the Country Background Report and Country Notes are being made available on the OECD website, and that the Handbook and Country Notes will be available in hard copy. He explained that international conferences can be important means for dissemination, but cautioned that it may not be as effective as in other policy areas because the topic of migrant education has many country specific characteristics and the involvement of a broad spectrum of stakeholders is important. He noted that judging from the experience in countries that were visited, national seminars are likely to be more an effective means for countries to focus on critical (country-specific) policy issues and to include the relevant stakeholders. However, OECD participation in conferences organised by other international organisations such as the Council of Europe are important as less resource-intensive alternative vehicles of dissemination.

29. The Group agreed that the primary focus of the dissemination strategy of the project should be on national seminars within countries and be linked to the national implementation process. National seminars to launch the Country Notes took place in Norway (June and October 2009) and are planned in Austria (December 2009) and the Netherlands (early 2010). National events are under consideration

in some other countries for which Country Notes are available. Germany, which did not participate in the review strand, is also planning a dissemination conference in spring 2010 and is considering the option of inviting the Secretariat to participate. TUAC suggested that the Secretariat present the report at the next TUAC meeting and possibly at the Education International Conference in March 2010. The Council of Europe would also be glad to help with dissemination of the report and invite the OECD to participate in its conference in November 2010 in Geneva. France suggested that it would also be useful to organise an OECD international conference, but several delegates and the Secretariat raised concerns about the high cost that this would involve.

9. CONCLUDING REMARKS

30. The Chair presented his summary conclusions of the meeting and outlined next steps for the Thematic Review on Migrant Education:

- Countries are invited to provide written comments on the Draft Handbook for Policy Makers by 13 November,
- The Secretariat will present main policy messages of the project at the EDPC on 25-26 November,
- The revised draft of the Handbook will be put on OLIS by late November and countries will be invited to provide final comments on EDG by early December.
- The Handbook will be published in December 2009 or January 2010.

10. ANY OTHER BUSINESS

ANNEX 1: LIST OF PARTICIPANTS

**PARTICIPANTS LIST FOR THE THIRD NATIONAL EXPERTS' MEETING FOR THE EDU
THEMATIC REVIEW ON MIGRANT EDUCATION**

26/10/2009 - 27/10/2009

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