Inclusion and education in European countries

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Final report: 2. Comparative conclusions

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1 The assignment concerning inclusion and education

1.1 Assignment

1.1.1 DOCA Bureaus

The present study has been carried out by a consortium of thirteen researchers and their institutes, who are all level I experts in one or more fields as relevant. These fields are team leading, on the one hand, and topical fields, namely social inclusion related issues, organisation of teacher and school education in the different countries concerned, as well as the social sciences of education. The consortium was lead by DOCA Bureaus. Its Director, Dr. George Muskens, is a most experienced international team leader. Moreover, he is a level I expert in the field of ethnicity and social inclusion. He is familiar with sociological research on education, teachers’ tasks and school organisation, on the basis of earlier research involvement (Ager, Muskens, & Wright, 1993; Muskens, 1988). He and his team have prepared the Dutch national report and interim-report (Muskens & Peters, 2009 August; Muskens & Peters, 2008 June). He has prepared the present draft report on conclusions and recommendations. Ms. Linda Raymond MBA MALD of DOCA Bureaus is an experienced research manager, who has taken responsibility for project communications and the liaison between the team and ‘Brussels’.

1.1.2 The reference group

Thirteen top-experts have been members of the project’s reference group. The reference group acted as the project’s quality adviser and as its quality controller, if necessary. So, the reference group has guaranteed the scientific quality of the study, following internal review procedures for the proposal, the methods and instruments, interim reports, reports and recommendations. The reference group included most excellent scientific experts in the topical fields. Nine of them were both a member of the reference group and a national team leader. Three of them were distinguished ‘outsiders’. One of them, Prof. Ramon Flecha holds a key position in INCLUD-ED, which is an Integrated Project of the DG Research Framework Programme 6 on Strategies for Inclusion and Social Cohesion in Europe from Education. This 5-years research project that started 2007 is showing considerable overlap with the aims of the present study (Includ-ed: Strategies for inclusion and social cohesion in Europe from education). The second distinguished ‘outsider’ regarded Prof. Jaap Dronkers, who was at the time professor of education and stratification at the European Interuniversity Institute in Fiesole (Dronkers J., 2008; Dronkers & Robert, 2008). The third distinguished ‘outsider’, Prof. Jill Bourne, started as the UK Team leader. She transferred that responsibility to her colleague Prof. Rae Condie, when she joined the University of Strathclyde, Glasgow, in November 2007.

The further members of the reference group and leaders of the national teams were:

France: Prof. Danielle Zay, Emeritus Professor of educational sciences at University Charles de Gaule Lille 3. She and her team prepared the French national report and
interim-report¹ (Zay, 2009 August; Lemoine, Guigue & Tillard, 2009 August; Reuter, 2009 August; Padoani David, 2009 August; Cerra, 2009 August; Zay, 2008 May).

Germany: Prof. Ingrid Gogolin, leader of the Institute for International Comparative and Intercultural Educational Research at the University of Hamburg. She and her team prepared the German national report and interim-report (Gogolin & Mellenthin, 2008 May; Gogolin & Jochum, 2008 May).

Hungary: Prof. Pál Tamas, director of the Institute of Sociology of the Hungarian Academy of Sciences. He and his team prepared the Hungarian national report and interim-report (Tamas, 2009 August; Tamás, 2008 May).

Italy: Prof. Francesca Gobbo, University of Turin, professor of intercultural education, and the anthropology of education. She and her team prepared the Italian national report and interim-report (Gobbo, Ricucci, & Galloni, 2009 August; Gobbo, Galloni, & Ricucci, 2008 May).

Poland: Prof. Michal Federowicz, head of the research group on interdisciplinary studies on education. The research group is part of the Institute of Philosophy and Sociology of the Polish Academy of Sciences. He and his team prepared the Polish national report and interim-report (Federowicz, 2008 June; Federowicz & Sitek, 2009 August).

Slovenia: Prof. Albina Necak Lük, professor of applied linguistics at the University of Ljubljana, and Prof. Sonja Novak Lukanovic, scientific fellow at the Institute for Ethnic Studies. They prepared the Slovenian national report and interim-report (Necak Lük & Novak Lukanovic, 2009 August; Necak Lük & Novak Lukanovic, 2008 June).

Spain: Prof. Mariano Fernández Enguita, University of Salamanca, professor of sociology and leader of CASUS, the Centre for Social Analysis. He and his team prepared the Spanish national report and interim-report (Enguita, 2009 August; Enguita, 2008 June).

Sweden: Dr. Elena Dingu Kyrklund, who is the leader of Kyrklund Consultancy and a member of the Centre for Immigration Research at Stockholm University. She prepared, with the help of Linda Raymond (DOCA Bureaus), the Swedish national report and interim-report (Dingu Kyrklund, 2008 June; Dingu Kyrklund, 2009 August).

UK: Prof. Rae Condie, University of Strathclyde, Glasgow, professor of education. She and her team prepared the UK national report and interim-report, with special attention for Scotland and England (Condie, et al., 2009 August; Condie, et al., 2008 August).

1.1.3 The Expert Network

DOCA Bureaus has relied upon its strong research network in the fields of education, culture, ethnic relations and audiovisual policies. All members of the network are level I or level II experts in these fields. Members of the network have been a backup system for the studies in the ten countries, the comparative conclusions and recommendations following from these. Members from countries not being represented in the ‘sample of ten’ have been invited to comment upon the research issues, taking into account relevant national research and policies. Their response is reported in the attached report on the expert survey (Muskens, 2009 August).

¹ The national reports are attached to these conclusions and recommendations. The interim-reports are available on www.docabureaus.nl/INTMEAS.html.
1.1.4 Relevant Peer Learning Activities

EU education and training policy has been given added impetus since the adoption of the Lisbon Strategy in 2000, the EU’s overarching programme focusing on growth and jobs (Presidency of the European Council, 2000 March). EU Member States and the European Commission have strengthened their political cooperation in recent years through the Education and Training 2010 work program (Commission of the European Communities, 2008). There are three overall objectives:

- Improving the quality and effectiveness of education and training systems,
- Facilitating access to education and training systems,
- Opening up EU education and training systems to the wider world.

The philosophy is that Member States can learn very much from each other. The Commission has organised peer learning activities between Member States interested in jointly developing national policies and systems in specific fields. Their main working method is the identification and planning of Peer Learning Activities (PLAs). The PLAs are a process of cooperation at the European level whereby policy makers and practitioners from one country learn from the experiences of their counterparts elsewhere in Europe in implementing reforms in areas of shared interest and concern. The following relevant PLAs have taken place since 2006:

- Validation of non-formal and informal learning for teachers and trainers in vocational education and training, Lisbon, 14-01-2008,
- Fight against failure at school and inequality in education, Paris, 12-11-2007,
- How can Teacher Education and Training policies prepare teachers to teach effectively in culturally diverse settings? Oslo, 20-05-2007,
- (De)segregation in education, Budapest, 25-04-2007,
- Preventative and compensatory measures to reduce early school leaving, Dublin, 31-01-2007,
- School integration of immigrant children, positive discrimination measures, support to school drop-outs, Brussels, 09-10-2006.

The reports of the PLAs have been published on a special website, being the knowledge system for lifelong learning, http://kslll.net.

Examples of inclusion measures from Member States that were not covered by our ten research teams and the response to the expert survey have been added to the report of the expert survey, as further national examples.

1.2 Research questions and methods

European policy making in the field of education and social inclusion measures was to be served by comparative research on the policies and practices in the Member States of the EU. For the researchers, both from the academic and policy-oriented branches of European research, such a comparative research project represented a major, but difficult challenge. The researchers had to take the fol-

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2 See attachment 2 for the methodological annex.
lowing methodological constraints into considerations, and they have tried to find acceptable solutions where ends do not fit well.

- There are hardly any reliable, valid and comparable national and international indicators for social inclusion or social exclusion in education, as will be discussed below.
- At the national and the local level there is a considerable body of knowledge on issues and aspects of social inclusion, social exclusion and education. Part of it has been published in international scientific media, but a lot was only available as grey reports in the national languages of the countries and regions concerned. For making a European body of knowledge out of these local and national bodies, translation, interpretation and explanation were needed. These demanded great effort from the participants in and contributors to the present European research project.
- The local and national bodies of knowledge all follow more or less from a local and national frame and terminology. This added up to the constraints of translation, interpretation and explanation. The researchers have laid high emphasis on their common research questions, issues and terminology, and they were to be helped by the general and policy-oriented terms of reference of the present study. These were manifold and rather general, however, leaving (too) wide degrees of freedom to the national teams, on the one hand, whereas the major part of the local and national body of knowledge could hardly be undone of local, regional or national idiosyncrasies and particularities, on the other. Comparability was only possible to a rather low degree.
- As a matter of fact the original list of eleven research issues and terms of reference have been condensed to five issues of frames, as was explained in the general interim report and an internal paper (Muskens & Partners, 2008 June).
- The issues and frames for applicable inclusion measures were:
  - Reduction of early school leaving,
  - Priority education,
  - Inclusive education,
  - Safe education,
  - Support measures for teachers.
- These issues and frames have been leads for the comparative assessment of the national reports and further materials, as those from the expert survey. The results are discussed in the following chapters, with an introduction on their meaning.
- The common research questions and the general terms of reference represented an invitation to targeted empirical research and local case studies, to a certain extent. Within the budget frame of the present project these were not possible. The best the national teams could do was to rely on ongoing national and local research projects, incorporating the common research questions and general terms of reference of the present study into these.

‘Inclusion’ regards an important challenge for the European educational agenda. In 1999, it has been mentioned by the Working Committee on Quality Indicators of national experts among the five major challenges with regard to quality and education in the European countries, stating: “All European education systems aim to be inclusive, to offer children and young people the opportunity to benefit from school education and to prepare them for life after school” (Working Committee on Quality Indicators, 2000 May). The report included indicators or points that should be elaborated as an indicator for inclusion that will be discussed in the coming chapters, such as:
1.3 Ten countries: some more, some less inclusive in education

Measures and strategies to foster inclusion in primary and secondary education have been analysed and compared in ten EU Member States, namely:

- France,
- Germany,
- Hungary,
- Italy,
- The Netherlands,
- Poland,
- Slovenia,
- Spain,
- Sweden,
- UK – England and Scotland.

None of these countries is as high as possible on all indicators for inclusion in education, and none is low on all, neither. A country would be a ‘most inclusive’ if it would show inclusive scores on all or most indicators that are listed and compared in attachment 1 and that are summarised in the scheme below. In summary a country would be ‘most inclusive’ if:

- The structure of its primary and lower secondary education is comprehensive or single structure – comprehensive meaning that lower secondary education is undifferentiated, and single structure that there is one undifferentiated school for all (almost all) pupils attending primary and lower secondary education.\(^3\)
- Pre-school education for children at the age of 3 or 4 to 6 is (almost) 100%.
- Compulsory education is long, i.e. starting under the age of 6, with the aim to guarantee early (language) learning among children at (high) risk, and prolonged, part-time or full-time to the age of 17 or 18, with the aim of reducing early school leaving in e.g. upper vocational education.
- Early school leaving is low, i.e. under the EU’s aim of less than 10% early school leavers in 2010, according to the Lisbon Strategy.
- Disadvantaged priority groups representing urgent issues in national and regional policies and in school practice – this is actually the case in all ten countries and their regions.\(^4\)
- Repeated classes and outplacement are clearly low.
- Most handicapped, disabled and special needs children\(^5\) (i.e. more than 80%) find a place in mainstream education and are not out-placed in special schools and tracks.\(^6\)

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\(^{3}\) Upper secondary education is differentiated in all countries.

\(^{4}\) Gender is not urgent any longer in the ten countries, as participation and achievement of female pupils has turned into higher participation and achievements than those of male pupils.

\(^{5}\) Terminology is a serious issue with regard to the pupils concerned in relation to physical or mental characteristics of the pupils concerned. The terminology may reinforce their discrimination and exclusion. All countries have found their own way to manage the issue and to adjust their terminology. We will use a threefold term, as above, throughout the text.

\(^{6}\) The placement of the pupils concerned in special streams in mainstream education was interpreted as ‘inclusive’.
### Scheme 1. National inclusion and exclusion characteristics

<table>
<thead>
<tr>
<th>Indicators</th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK England</th>
<th>UK Scotland</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Structure of education</strong></td>
<td>Comprehensive</td>
<td>Differentiated</td>
<td>Single structure</td>
<td>Comprehensive</td>
<td>Differentiated</td>
<td>Comprehensive</td>
<td>Single structure</td>
<td>Comprehensive</td>
<td>Single structure</td>
<td>Single structure</td>
<td></td>
</tr>
<tr>
<td><strong>Compulsory education</strong></td>
<td>Standard</td>
<td>Standard</td>
<td>Early &amp; long</td>
<td>Standard</td>
<td>Early &amp; long</td>
<td>Standard</td>
<td>Standard</td>
<td>Early &amp; long</td>
<td>Standard</td>
<td>Early</td>
<td>Early</td>
</tr>
<tr>
<td><strong>Early school leaving</strong></td>
<td>12,7%</td>
<td>12,7%</td>
<td>10,9%</td>
<td>19,3%</td>
<td>12,0%</td>
<td>5,0%</td>
<td>4,3%</td>
<td>31,0%</td>
<td>8,6%</td>
<td>17,0%</td>
<td>13,0%</td>
</tr>
<tr>
<td><strong>(Almost) 100% pre-school education 3-6</strong></td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No7</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>Disadvantaged priority groups</strong></td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>Repeated classes and/or outplacement</strong></td>
<td>Not low</td>
<td>Low</td>
<td>Low</td>
<td>Not low</td>
<td>Low</td>
<td>Low</td>
<td>Not low</td>
<td>Low</td>
<td>Low</td>
<td>Low</td>
<td>Low</td>
</tr>
<tr>
<td><strong>Disabled pupils</strong></td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td>Inclusive and special</td>
<td></td>
</tr>
<tr>
<td><strong>Inclusion score</strong></td>
<td>3</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>3</td>
<td>5</td>
<td>5</td>
<td>4</td>
<td>5</td>
<td>5</td>
<td>6</td>
</tr>
</tbody>
</table>

Source: Attachment 1.

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7 In the school year 2008-2009 70% in the age group, i.e. near to the EU’s objective as agreed in the Barcelona Objectives.

On behalf of the seven indicators the countries represent ‘inclusion in education’ in the following way:

- All seven indicators: none,
- Six indicators: UK-Scotland
- Five indicators: Poland, Slovenia, Sweden, UK-England,
Four indicators: Hungary, Italy, Spain,
Three indicators: France, The Netherlands,
Two indicators: Germany

The value of this ‘rank order’ of the countries on inclusiveness is restricted. At first, the indicators and their data have not been validated, apart from those concerning early school leaving, to a certain extent. At best, the rank order is representing an educated guess that is based upon the evidence from international statistics and national reports.

Second point is that a fully inclusive educational system is not imaginable. Education has other functions than that of keeping minors or children or pupils aboard in mainstream schools, tracks and classes. Education has an apparent selective function with regard to capacities, competencies, knowledge and future position allocation. For that reason, pupils are replaced regularly during their educational career. For that reason, no country supports a fully comprehensive or single educational structure beyond the level of lower secondary education. All countries rely, although in varying degrees, for their upper secondary education and tertiary education on a differentiated mainstream system with levelled and specialised tracks and streams of general, vocational, professional and disciplinary education. In eight of the ten countries, however, the system has become comprehensive or single for primary and lower secondary education. Only in Germany and The Netherlands lower secondary education is differentiated with levelled and specialised tracks of general and vocational education.

Selection, specialisation and levelling or de-levelling is directly related to school achievement. Since some years, the highest and increasing national priority is regarding the educational achievements, their national and local indicators, e.g. in terms of passed exams, and their international indicators of PISA, PIRLS and TIMMS. Debate on achievement and inclusion is going on. The more extreme positions are that highest achievement is a pre-condition for the effective inclusion of pupils at (high) risk, one the one side. On the other side is the position that high achievement pressure on pupils at (high) risk would double or triple their risks. It would ‘trash’ them towards outplacement arrangements and make them early school leavers. Hard versus soft, one might say. The final conclusion is still open, and therefore no conclusion is to be drawn now on achievement, achievement indicators and the inclusiveness of mainstream education. Therefore, achievement is not an indicator for the rank order; the comparative achievements indicators are, however, included in attachment 1.

A similar discussion is going on with regard to repeated classes, outplacement and special schools. Argument in favour of a repeated class, outplacement or special schools for the pupils concerned is that they will receive special attention as needed in this way. At the same time, it would not lay a dysfunctional burden on ‘mainstream’ pupils, parents, staff, teachers and schools. The parents of re-

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8 A repeated class regards the exclusion of the pupils concerned from their classmates and year group.
peating children, out-placed children or children attending a special school may be satisfied with ‘special’ education of their ‘special’ children.

Against these exclusion arguments and mechanisms, the argument in favour of the inclusion of pupils at (high) risk is that it avoids the possible negative stigmatisation and ‘trashing’ of these pupils. It may encourage the ‘mainstream’ school community to focus on the many things all children and young people have in common, to focus on the potentials of children and pupils at (high) risk, and to accept the unavoidable differences between people in society.

**Excercise 1. Targeting, stigmatisation and the trashing mechanism as referred to in the Dutch report**

\[
..., we referred [in the Dutch report] to the possible conflicts between three factors. The first factor is the point that targeted measures might be appropriate in relation to the handicaps, special needs and/or deficiencies of children and young people. The second factor is the necessity to avoid the stigmatisation and discrimination of children and young people with handicaps, special needs and/or deficiencies. The third factor is that outplacement from mainstream education might be an easy mechanism to ‘trash’ those children and young people, who do not fit into the mainstream.

For targeted measures as appropriate and necessary the target groups are to be defined – in some cases in raw lines, in other cases with great precision. Such precision might follow from restricted financial and professional capacity, and/or from claims on these capacities, e.g. on behalf of parents, specialists and special schools, etc. The more precision is needed the more the target group is to be labelled and indicated in clear terms. In The Netherlands it may regard the immigration history of the family, and parental status and education in relation to priority measures. It further regards medical diagnoses with regard to handicaps, learning difficulties, challenging behaviour, etc. Unavoidably, the target groups and their members are to be labelled and indicated, with the risk of stigmatisation and discrimination processes and mechanisms.

White flight and segregation as well as the resistance of certain parents against too many ‘troubled pupils’ in the classes of their children may represent these processes and mechanisms. However, until now the advantages of better and more targeted measures appeared to outbalance the risk of stigmatisation and discrimination.

Then, we turn to the third factor – are pupils at risk trashed? Heinz Bude discussed the point directly in his recent book on the groups that are at risk of exclusion from society. He referred, among others, to young people in lower secondary education, who receive the label of being ‘tired of education’ in the eyes of their teachers. It regards a generation with no chance in their eyes, and they cannot do much about it (Bude, 2008).

The pupils are certainly not trashed in the literal sense of the word. Nobody would do so, nor intend to do so. The mechanism, however, is that out-placement and downgrading is reinforced by an educational system that offers the opportunities for that. The Dutch system is offering these opportunities widely. First, it includes special schools and institutions for all kinds of handicaps and special needs, both at the level of primary and secondary education. The system and its ideology is not ‘inclusive’, unless’, as in Italy or Scotland. Out-placement in special education is offered as a fine and serious option. However, as far as educational quality is not guaranteed in special education, the special schools would actually mean the downgrading of the children – in that sense they may be ‘trashed’. Second, the Dutch system offers wide opportunities to parents to send their children to the school of their choice and kind, and therefore to reinforce the segregation between ‘white’ and ‘black’ schools – ‘black’ schools then becoming proverbial trash-schools. Schools are not primarily community-related as in Germany or France, but market-related. Third, it includes a rather wide variety of schools, streams and tracks in secondary education, both lower and upper. It is not comprehensive, as the system in France, Hungary, Italy, Poland, Slovenia, Spain Sweden or the UK. Most parents prefer direct admittance to schools for upper secondary education for their children, while they would not appreciate an advice for a lower secondary school. Such advice is often and easily seen as downgrading and trashing the children, to the regret and astonishment of e.g. its committed staff.

We think that the stigmatisation and trashing pupils at (high) risk may occur as a kind of interaction effect, in combination with ‘appropriate’ measures. Therefore, they should not be neglected in national and international debate.
Last point to be mentioned with regard to the weak knowledge base is that there are no comparative indicators of unsafe condition in the schools, and of the occurrence and severity of bullying and harassment. Only two national reports referred to data on occurrence and severity. For that reason the issue of bullying and harassment is not included in the rank order. The few indicators as available are included in attachment 1.

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9 This is not true. Recently, relevant data were gathered and published on behalf of a survey of the World Health Organisation. As its copyright holder, the American Public Health Organisation is only giving permission for the unedited reproduction of the prevalence figures in all countries, to be paid per copy (Due, et al., 2009, May). The publication and the figures can be ordered from the American Public Health Organisation.
2 General comparative conclusions?

On the effectiveness and efficiency of a number of inclusion measures considerable national evidence has been delivered. An example regards the fruitful mentoring of promising foreign pupils and students in France by successful students of their own origin and culture. They combine study motivation, role modelling, a shared cultural identity and practical ways for finding one’s way in a strange educational environment. Also other case studies as included in the national reports reveal sufficient evidence for the conclusion that appropriate inclusion measures were initiated and carried out in practice, with more or less remarkable inclusion effects – pupils at (high) risk belonging to national target groups were kept aboard. A number of pupils concerned made unexpected progress in their educational careers and achievement, while undesirable exclusion effects such as white elite schools or the ever-increasing outplacement to special education or outplacement without return perspective was avoided. Even evidence was delivered for the reduction of anti-inclusion mechanisms such as the mechanisms of the stigmatisation or trashing of pupils at (high) risk. These regarded the highlights in the outcomes of the present analysis and assessment of inclusion measures in European education. These will be discussed in the coming chapters.

We should also acknowledge that for many measures the knowledge base is rather weak, at the national, regional or school level, and certainly at the European level. As with many good things in policymaking, we were faced with a high number of good intentions and piloted measures, without further evidence on process and effects. In a number of cases this is not really wrong. The measures as intended may be ‘good’ for logical reasons. Positive effects are then to be expected, e.g. in relation to assessments of earlier failures or in relation to urgent national priorities that are accompanied by sufficient budgets and accompanying measures. We may refer to recent Dutch policies in the frame of the reduction of early school leaving, or to ‘doing something good and smart’ as a school, as an appropriate frame for the improvement of safe educational conditions. We will elaborate upon such intended and logical measures in the coming chapters.

The comparative knowledge base is almost absent. Available are only indicators of the inclusiveness of the educational system in the European countries that were discussed in the preceding chapter. They do not show what measures are feasible, effective and efficient at a ‘supra-national’ level, or what conditions make measures in the one country feasible, effective and efficient, while not in others. Some comparative international research is available on the effectiveness of the inclusive model for the education of pupils with a handicap, disability or special needs, compared to education in special schools (Persson B., 2006; Porter G., 2004; Vaughan M., 2008 April). In addition showed the Italian, Spanish and UK-Scotland reports that (almost) fully ‘inclusive education’ is apparently feasible, with good educational results (Gobbo, F., Ricucci, R., & Galloni, F. 2009 August; Enguita, 2009 August; Condie, R., Moscardini, L., Grieve, A., & Mitchell, I., 2009 August). Therefore, we have concluded rather convincingly that on the average the pupils concerned are better of in mainstream education in terms of educational achievement, on the one side, and less stigmatisation, on the
other. Actually, research is supporting the general idea of ‘inclusive education’ as the better frame for all pupils at (high) risk.

We further dispose of the following comparative studies:

- Country reports and comparative assessments of minority issues, discrimination, racism and xenophobia as published by the EUMC and its successor, the FRA, and other committed international organisations (European Union Agency for Fundamental Rights, 2007; Farkas, 2007 July; Liégeois, 2007; Luciak, 2004; Luciak & Binder, 2008).
- A comparative assessment of measures to reduce early school leaving in The Netherlands and surrounding countries (Smeets, 2007 November).
- A comparative analysis of early school leaving among second generation immigrants of Turkish descent in six Western-European countries (Crul, et al., 2009 May).
- A comparative analysis of bullying and the socioeconomic determinants of being a victim (Due, et al., 2009).

As further and decisive comparative evidence is absent, we must be reluctant with regard to generalising conclusions on inclusion measures in European education. Appropriate and targeted further comparative research is needed.
3  Measures to halve early school leaving

3.1  The qualification challenge

The basic qualification level of major parts of the European work force was and still is too low in relation to the demands of the modern knowledge society and economy. In the Lisbon Strategy Document (Presidency of the European Council, 2000 March), the European Council has stated that too many young people, who enter the labour market, have not passed the level that is required in this respect. The level should be at least that of a qualified worker with the proved capacities of ISCED-level 3C. The numbers, identified as early school leavers by the European Commission and EUROSTAT, were to be halved in the decade between 2000 and 2010. As stated in Presidency conclusion 26: “The European Council accordingly calls upon the Member States, in line with their constitutional rules, the Council and the Commission to take the necessary steps within their areas of competence to meet the following targets:

(...)

the number of 18 to 24 years olds with only lower-secondary level education who are not in further education and training should be halved by 2010;

Etc.”

In that sense, the reduction of early school leaving is declared to be a top-priority in Europe.

National and European policy statements referred then and since then to the issue of early school leaving as an issue of highest national and European concern, in relation to the qualification requirements of a competitive knowledge society. In general terms the political consensus among OECD and EU Member States holds that each participant in a competitive knowledge society needs at least an education beyond ISCED level 2, preferably in formal and certified education, but with growing opportunities for recognised informal learning and grading (CEDEFOP, 2007). Otherwise he or she will not be able to making a living on the labour markets of the knowledge societies. Next it is stated that too many people belonging to the youngest generation on the labour market did not reach the appropriate labour marker qualification level – 15.2% of EU-youth 18-24 had not reached an ISCED level 3C, ranging from 4.3% in Slovenia up to 37.7% in Malta (data 2007, EUROSTAT 2009).

3.2  Early school leavers in the ten countries, since 2000

3.2.1  Indicators

In scheme 2 the most relevant indicators in relation to the European target of halving the numbers of early school leavers are presented. The first one is the official European standard, recognised by the Working Committee on Quality Indicators and the European Council, and applied by EUROSTAT. It regards the

10 In recent documents the Commission is referring to a reduction of early school leaving to 10% in 2010, in relation to the low reduction pace between 2000 and 2007 (European Commission, 2008). It is 2.4% above the original target. For matters of convenience we will keep to the original target of ‘halving’ in the text. One should read: reduction to 10%.
share of the total population of 18 to 24 year olds having achieved the lower secondary level of education (ISCED level 2) or less and not attending education and training (Working Committee on Quality Indicators, 2000 May; Presidency of the European Council, 2000 March; EUROSTAT, 2009).

Scheme 3 refers to an indirect indicator of early school leaving. Per country, the portion is given of young people in the age of 20-24 that did not complete secondary education, as a result of EUROSTAT’s Labour Market Survey. Most of them will be early school leavers, although not all of them. Part of those, who have not attained that level, may be attending upper secondary education. It could be the case in rather great numbers, particularly in countries with a complex system of upper vocational education and training, leading to a diploma at ISCED 3C-level (or higher). Particularly in The Netherlands and Germany, the system may uphold the attainment, up to the age of 24 or higher. In the Netherlands, quite many young people, who were surveyed at the age of 24 or few years younger, were still completing upper vocational education and training, after delays caused by e.g. repeated classes in the course of their preceding career, by changed tracks or streams, etc. (ROA Research Centre for Education and the Labour Market, 2009 February).

Scheme 4 is a summary of data and explanations concerning early school leaving on behalf of the national reports, partly referring to national statistics and partly to points to be taken into consideration in the national context.

3.2.2 Insufficient urgency

Notwithstanding national and European policy statements, interesting cases, tailor-made measures, attempts at improved registration and analysis, and focused attention of the Peer Learning Activity (Cluster "Access and Social Inclusion in Lifelong Learning", Dublin, 31-01-2007), we should conclude that the issue has received insufficient attention in most countries. Clearer point is that the reduction remained low or very low in most countries, compared to the target of 50% reduction or the even the reduction to 10%. It varied from a reduction of more than 40% in Slovenia, where registered early school leaving is very low anyway, to an increase of 11.7% in Sweden.

\[11\] The statistics regard the portions that have completed upper secondary education in the age group 20-24. By subtracting that portion from 100 the remaining portion is referring to the those who have not completed upper secondary education in that age group at the day of survey (EUROSTAT, 2006, October 27, updates). In the scheme we gave the remaining portions.

\[12\] We will take for granted that some or even most national governments do not agree with this conclusion. They may refer to recent policies and measures, as well as to national statistics on the last years. As far as these policies and measures are set out decisively, it is to be seen as a good step forward. However, the results are not yet visible in the EUROSTAT-statistics and most years have passed without urgent and decisive policies and measures that would have been in line with the national commitments related to the Lisbon Strategy of halving early school leaving in ten years time.

\[13\] The Swedish figures have gone up and down in the course of time, in relation to measurement breaks in the time series. The highest percentage was measured in 2006, i.e. 12.2%.


Scheme 4. Figures and points on early school leaving in the national reports

<table>
<thead>
<tr>
<th>Indicators</th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>National figures</td>
<td>2003: 60,000</td>
<td>n.a.</td>
<td>High dropout among Roma pupils</td>
<td>No i.s.e. examination: 2.1%</td>
<td>65,000 new ESLs in 2009</td>
<td>9.8% is not enrolled in u.s.e.</td>
<td>High dropout rates among Roma pupils</td>
<td>High dropout rates among short vocational streams and tracks</td>
<td>High dropout rates among short vocational streams and tracks</td>
<td>1500 pupils without entrance certificate for u.s.e.</td>
</tr>
<tr>
<td></td>
<td>2005: only 4%</td>
<td></td>
<td></td>
<td>No u.s.e. examination: 2.7%</td>
<td>47,000 new ESLs in 2008</td>
<td>21.5% failed the examination of u.v.e.</td>
<td></td>
<td></td>
<td></td>
<td>1% unauthorised absence</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1% compulsory education excluded from u.v.e.</td>
</tr>
</tbody>
</table>

Source: Attachment 1.
The following points are more or less in contradiction with urgent policy making and taking all necessary measures:

- The EU-reduction was only 13.6% in seven years, from 17.6% in 2000 to 15.2% in 2007, with no reduction in 2006-2007 – since 2006 the portion of under-qualified young participants in the labour market remained 15.2% in the EU as a whole. At least a double pace would be needed to reduce early school leaving by half or to 10% in 2010. Most countries do not reveal sufficient pace neither.

- The EU-percentages of early school leaving are quite skewed. In four new Member States of Central and Eastern Europe (Czech Republic, Poland, Slovenia and Slovakia) the percentages are low (4.7 to 7 percent), while those in a number of Mediterranean countries (Malta, Portugal, Spain, Italy) are high or very high, i.e. 20 to 40 percent.14 Until quite recently, the high percentages have not attracted major political concern, neither at the national level nor at that of the European institutions. Apart from references to the low level of education among elder generations, no convincing explanation is available at this point. Taking into consideration the educational reforms in the countries concerned that started decades ago, including prolonged compulsory education, the too low level of too many young people should have disappeared from the statistics in the meantime.

- Most national reports referred to statistical analyses of schools and groups at risk of early school leaving and dropping out. These reveal that risks are concentrated at schools for lower secondary education and vocational training, and that pupils at (high) risk either belong to minority groups in general and Roma in particular, or to groups that are low on school attainment levels, such as young immigrants and young people of immigrant descent,15 young people living in weak neighbourhoods, and young people from families that are low on socio-economic and cultural capital. It is further reported that early school leaving might be high among bullied pupils and pupils with mental or physical disabilities. The conclusion then should be that early school leavers reflect the pupils at (high) risk of educational exclusion.

- Further analysis and elaboration has started in some countries, but is still in an early phase. In The Netherlands, first qualitative typologies of early school leavers were developed, referring (1) to pupils with too low capacities for ISCED level 2*, independent of their motivation, (2) pupils at (high) risk, i.e. disadvantaged and discriminated pupils in relation to inequities, bullying and/or disabilities, and (3) so-called rational early school leavers, i.e. pupils, who can but don’t, either by lack of motivation or because they feel better without school. This might be a fruitful approach for further analysis and elaboration, but it will need further research on e.g. numbers and appropriate intervention methods and measures. It might be obvious that each group deserves another, i.e. targeted approach.

14 The Italian figure has dropped under 20% for the first time in 2007. At the same time, its ‘attainment score’ raised by almost one percent-point per year since 1996, now being that 76.3% of all young people between 20 and 24 have attained the level of upper secondary education or higher.

15 For a European comparative research project on second generation youngsters of immigrant descent, the school careers of the ‘Turkish’ second generation in The Netherlands, Germany, Austria, Switzerland, France, Sweden and Belgium have been assessed comparatively. Early school leaving was apparently high in The Netherlands, Germany and Austria, independent of e.g. family background characteristics (cultural capital, socio-economic potential). Major explanation appeared to be related to structural characteristics of the national secondary education system in general (differentiated in the three high countries) and that of vocational education and training in particular (complex system of tracks, levels, diplomas, etc. in the three high countries) (Crul, et al., 2009 May).
The French report has revealed that the low motivation of many or even most pupils might be justified, given the ‘boring schools’ they have to attend. But what is the remedy? It remains a permanent challenge for teachers and schools to develop good, attractive and challenging pedagogy and it will remain their permanent challenge. In practice the combination of compulsion, quality education and extra-curricular points should keep the ‘boring schools’ acceptable for as many pupils as possible, combined with special care for pupils at (high) risk and ‘troubled’ pupils (Tilborg & Van Es, 2006 April; Zay, 2009 August, pp. 30-31; Reuter 2009).

As said above, measures as undertaken are embedded in the national mainstream tracks and streams of lower secondary education, vocational training and upper secondary education. Yet these tracks and streams cause apparent incentives for early school leaving themselves. These regarded e.g. (double) repeated classes followed by the forced dismissal of the pupils concerned, tracks that are finished under the ISCED 2+ level without clear further tracks, new school choices between the tracks of lower and upper secondary education, etc. At points like these weak, unmotivated or discriminated pupils and further risk-pupils may leave, with or without necessity.

The necessity of reaching minimally the ISCED 2+ level followed from considerations and standpoints with regard to the necessary qualification level on the labour market of the knowledge society. So, one might expect high commitment and involvement from the side of labour market related institutions. In varying degrees these institutions were consulted, e.g. at the national level and at the level of regional labour market consultations. The national reports revealed, however, that labour market institutions are hardly involved in the measures that have been mentioned in the reports, apart perhaps from rebound and return-to-school pilots that have been set up by job centres and youth desks. So, a highly interested actor is remaining actually rather irrelevant and marginal, whereas other sectors of youth care and youth work were co-operative partners, apparently. These regarded e.g. institutions in the field of the judiciary, medical and mental care, sports, youth work, etc. – important, but not directly interested in the functioning of labour markets and qualification requirements in that respect.

With these critical notes in mind we will present and discuss the measures as reported in the national report, the response to the expert survey, the PLA-cluster reports and further documentation.

3.3 Measures to reduce early school leaving

For the comparative assessment, the references to measures to reduce early school leaving in the national reports and interim-reports, have been coded and re-coded. First, it regarded the direct references to the issue, as identified by titles of chapters, sections, schemes, etc., or summaries of pertinent documents, projects and project evaluations, etc. In some cases also more indirect references have been coded as referents to applicable measures. These regarded for instance measures and projects targeted at pupils at (high) risk, with the aim to get them on a further qualification track, without the clear aim of keeping them in their mainstream schools. An example is the Aimhigher programme that is discussed in the British report. Its aim is to increase the portion of the population reaching tertiary education. It implicitly means that early school leaving under that level is to be reduced.

The measures have been coded according to the following list of applicable measures in mainstream education to reduce early school leaving as well as its
pre-phases of truancy and absenteeism or the phenomenon of dropping-in. Dropping-in regards the mental absenteeism of pupils, who are apparently not interested in learning and doing something relevant in school. The term was introduced in the French reports (Zay 2009 August: p. 29; Lemoine, Guigue, & Tillard, 2009 August).

List 1. Applicable measures to reduce early school leaving

- **Improved registration** – administrative measures that should improve the knowledge base with regard to early school leaving, truancy and dropping-in.
- **Improved education, quality** – quality education measures that should motivate the pupils at (high) risk to stay on track.
- **Individual tracks, special classes** – for pupils at (high) risk, for obvious drop-ins, for dropouts and absentees, within the own school, including personal counselling, mentoring and tutoring.
- **Rebound classes** – special courses and classes at (some) distance of the mainstream school, with the aim of temporary and functional outplacement.
- **Outplacement and replacement measures** – in other schools and tracks, or in other institutions or sectors outside mainstream education.
- **Welfare, youth care, judiciary** – joint measures of schools and other local institutions, dealing with youth at (high) risk.
- **Labour market instruments** – re-integration schemes for jobless young persons, re-enrolment in education in relation to labour market re-integration, measures related to improving the labour market qualification of young people at (high) risk, beyond the ISCED 3C level.
- **Involvement of parents** – consultation of parents, home-related projects, family care, etc.
- **Expertise measures** – training, certification, external experts, counselling, expert centres, knowledge bases, etc. as available and made available for schools, staff, parents and lost pupils.
- **Networking and co-operation** – facilities for the co-operation as necessary with e.g. the judiciary, municipalities, other and special schools, experts and expert centres, job centres, youth work, etc.
- **Other measures** – fines as in Poland, as well as free meals and milk; free transport for longer distances as in Slovenia.

The schemes on the next pages will show which kind of measures the ten countries have developed and applied, and which measures were mentioned in the expert survey and at PLA-meetings with regard to ‘further’ countries.

3.4 References and interesting cases

The national reports referred to a number of preventive measures as well as measures to reintegrate them into their educational tracks and streams. It regarded measures in relation to the curricula and quality of schools from where young people dropped out. It further regarded measures to improve the co-operation with relevant partners outside the educational institutions, particularly in the judiciary, in youth care and health care, and youth work, as well as measures to assure the involvement of external experts as appropriate.

In most national reports the responsibility of the parents is mentioned, as well as actions from the side of schools to reinforce their involvement.
Scheme 5. Measures to reduce early school leaving

| Improved registration | X | X | X | X | X | X | X |
| Improved education, quality | X | X | X | X | X | X | X | X | X |
| Individual tracks, special classes | X | X | X | X | X | X | X | X | X |
| Rebound classes | X | X | X |
| Outplacement and replacement | X | X |
| Welfare, youth care, judiciary | X | X | X | X | X | X |
| Labour market instruments | X | X | X | X | X | X |
| Involvement of parents | X | X | X | X | X | X | X |
| Expertise measures | X | X | X | X | X | X |
| Networking and co-operation | X | X | X | X | X | X | X |
| Other measures | X | X | X | X |

16 Added on advice of the Spanish Ministry of Education.
17 Added on advice of the Spanish Ministry of Education.

Scheme 6. Measures to reduce early school leaving, expert survey and PLA-cluster meeting18, Dublin 2007

<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Belgium, Flemish Community</td>
<td>The transition from insertion classes to mainstream education is to be improved, as to avoid comparatively high numbers of early school leaving among side-in-streamers.</td>
<td></td>
<td>Time-out projects. Since 2006 budgets are available for local time-out project, short-stay as well as long-stay. Most schools are controlling for truancy effectively. Special position is created to support frequent absentees, i.e. the JoJo. Jojos are young starters on the labour market, who are working as mentors of the absentees, while in the meantime finishing their upper secondary education. Absentees are apparently rather frequently foreign pupils, who have followed insertion classes before. Early school leavers may be found and guided by youth coaches, as in Antwerp.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Country</th>
<th><strong>Top-down measures as to be applied</strong></th>
<th><strong>Top-down measures as effectively applied</strong></th>
<th><strong>Bottom-up measures</strong></th>
</tr>
</thead>
</table>
| Belgium, French Community   | All measures are actually bottom-up measures in the sense that they follow from active planning and action on behalf of the schools. However, they are underpinned by targeted legislation, e.g. on SAS, which means a space of transition. SAS offers a sort of sabbatical period so as to allow pupils to explore other fields of activities. | The effects of the measures have not been evaluated systematically. With regard to dual courses (school in combination with training on the job), that should keep early school leavers from upper vocational training abroad, the outcome might be contradictory in the sense that only a minority appeared to do jobs in the sector of training. It is common sense knowledge that funding has been too limited. | In the frame of three lines the schools are encouraged to take action against early school leaving. These are:  
- Priority education, e.g. additional funding in relation to apparent deficiencies and disadvantages of pupils,  
- Special services against school failure, i.e. re-insertion classes and rebound arrangements for dropouts and pupils at risk of dropping out,  
- Encouragement of dual courses in the streams and tracks of upper vocational training, where the pupils at risk of dropping out are concentrated. |
| Bulgaria                    | In Bulgaria measures are mentioned that should support the groups of pupils at highest risk of exclusion from education, immediately or in a later phase. The Roma children are mentioned as the group at highest risk. The measures are applied in the grades 1-4 of compulsory education. The national program includes measures such as free textbooks and materials, free transportation, free good breakfast. | The measures are supposed to be an effective first step towards the inclusion of target groups at risk. | |
| Cyprus                      | Rather low priority, as numbers of early school leavers are moderate Apprentice scheme for dropouts from lower secondary education – dual courses Evening and over-night schools, with 800 dropouts from primary and lower secondary education | | |
| Czech Republic              | Numbers of early school leavers are low, apart from target groups as risk, particularly Roma children. Compulsory education up to the age of 15, sanctioned. Curriculum reform. | Roma teaching assistants. No evaluation research but experience showed relatively good results. | School counsellors and other specialised staff. |
| Denmark                     | Numbers are moderate. Municipal psychological services. Regional Youth and Career Counselling Services | | |
| Ireland                     | DEIS – Recent policy plan against educational disadvantages:  
- Home School Community Liaison, aimed at establishing collaboration between parents and teachers.  
- School Completion Programme, a positive discrimination measure, targeting those in danger of dripping out. Clusters of school receive extra funding.  
- YouthReach, second chance education for unemployed early school leavers.  
- Area Partnerships, since the 90’s; specific focus on education. | | |
<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finland</td>
<td>Comprehensive and compulsory education until the age of 18. The numbers that have not reached the ISCED 3C-level then is very low: 0.3% (EUROSTAT 7.9% in 2007). Rather high numbers are out-placed in special education (almost 8%) Early school leaving concentrated in male groups at risk. Repressive approach appears not to be effective. Special assessment and progression provisions for pupils from foreign countries. Observed gap between national policy making and the promotion of new measures at the grassroots level of the local communities.</td>
<td>Early support measures and individual tracks for the 55 that may not reach the requested level at age 18.</td>
<td></td>
</tr>
<tr>
<td>Greece</td>
<td>Not highest priority: numbers are moderate and declining (under EU-average), while 82% has completed upper secondary education; lower secondary education is compulsory and sanctioned. New measures: intercultural education, additional teaching support, Transition Observatory.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Latvia</td>
<td>Early school leaving is increasing, by 1000 pupils in six years. Roma children are the most important group at risk. Report: Youth and inter-Ethnic schools (DAPHNE Project)</td>
<td>Possible measures: Involvement of school social workers. Further support personnel for the schools and the teachers (not enough budget). Adapted curricula for pupils at risk and in need Pedagogical correction and re-insertion or rebound classes, up to three years.</td>
<td></td>
</tr>
<tr>
<td>Malta</td>
<td>Sanctions of obvious absenteeism.</td>
<td>The issue would be less urgent than (European) statistics appear to suggest. Inefficient court proceedings with regard to sanctions and fines.</td>
<td>Improved registration of absenteeism. In case, intervention by a Social Worker.</td>
</tr>
<tr>
<td>Portugal</td>
<td>Compulsory education up to grade 9; sanctions and fines. Sanctions for employers, who employ young people in their compulsory education age. Grants and further support for disadvantaged pupils and families. Increased school autonomy that should improve the pupils’ learning processes The Integrated Program of Education and Training intents to prevent children/adolescent from risk situation of child labour Reinforcement and training of teachers in some areas considered as “key areas” Good results in the 1990s, but no further improvement thereafter.</td>
<td>Further job training opportunities for dropouts. The school is responsible for the implementation for taking measures, with a permanent evaluation of them and of the results. Alternative School Trajectories, if needed Courses of Education and Training for pupils older then 15 years old Territories for priority measures and intervention Individualized teaching or domestic teaching Mobile education for children of itinerant professionals Flexible curriculum management Full-time schools The schools have been indicating a decrease in the number of dropouts</td>
<td></td>
</tr>
<tr>
<td>Slovak Republic</td>
<td></td>
<td>Strong inter-relationship between early school leaving and disadvantages, particularly in case of Roma children – for measures; see under.</td>
<td></td>
</tr>
<tr>
<td>Country</td>
<td><strong>Top-down measures as to be applied</strong></td>
<td><strong>Top-down measures as effectively applied</strong></td>
<td><strong>Bottom-up measures</strong></td>
</tr>
<tr>
<td>---------</td>
<td>---------------------------------------</td>
<td>---------------------------------------------</td>
<td>------------------------</td>
</tr>
<tr>
<td>Turkey</td>
<td>In Turkey, the Ministry of Social and</td>
<td>The program has led to the change of</td>
<td>( ), returning to school</td>
</tr>
<tr>
<td></td>
<td>the Ministry of Education have launched</td>
<td>mainstream education or it has reinforced</td>
<td>has been provided to the</td>
</tr>
<tr>
<td></td>
<td>a program on Reducing Social Risk. The</td>
<td>wider educational reform. It regards</td>
<td>10-14 aged children that</td>
</tr>
<tr>
<td></td>
<td>aim is to develop a social aid web in</td>
<td>particularly the establishment of rebound</td>
<td>are out of the education</td>
</tr>
<tr>
<td></td>
<td>order to support poor children to</td>
<td>classes outside the mainstream schools,</td>
<td>system in the frame of</td>
</tr>
</tbody>
</table>
|         | access basic education services. A    | where dropouts are to be kept for a certain | “Compensation Education”.
|         | financial aid is given to              | period. During that period the dropouts    | The students who |
|         | underprivileged families at condition  | should be prepared for their return to     | become successful in this |
|         | that they bring their children to      | mainstream education. In France, the issue | education system have |
|         | school to health services. Additional  | has led to the change of mainstream        | the chance of continuing |
|         | support is given to girls.             | education or it has reinforced wider       | to their education by   |
|         |                                        | educational reform. It regards              | settling them to the    |
|         |                                        | particularly the establishment of rebound  | classes according to    |
|         |                                        | classes outside the mainstream schools,    | their ages. 640,000     |
|         |                                        | where dropouts are to be kept for a certain | students have taken     |
|         |                                        | period. During that period the dropouts    | advantage of this       |
|         |                                        | should be prepared for their return to     | education till the end  |
|         |                                        | mainstream education. In France, the issue | of 2006.               |

The general picture is that schools and other relevant actors in and around schools for lower secondary education and vocational training should undertake tailor-made actions for pupils at risk of early school leaving, within the frame of national mainstream education. In France, the issue has led to the change of mainstream education or it has reinforced wider educational reform. It regards particularly the establishment of rebound classes, i.e. special classes outside the mainstream schools, where dropouts are to be kept for a certain period. During that period the dropouts should be prepared for their return to mainstream education.

**Case 1. Outreach or rebound classes in France**

The French report refers to the rule that “the outreach programmes (classes and workshops) are one of the principal tools used to combat disaffection from school and the social exclusion of young people subject to compulsory education.”

- These outreach programmes, classes and workshops have 3 main characteristics:
  - They are a school institution.
  - The outreach programmes are based upon external and privileged partnership within and outside national education.
  - Alternative teaching methods are to be applied, based upon a contractual arrangement between the school, the pupils and their family. The principle of these "strengthened partnerships” made it one of the alternative teaching methods recommended under the title “Pedagogic action” and this is a third characteristic of the outreach programmes. Tutoring is institutionalised.

Full evaluation is not yet available. Available is a comprehensive report drawn up by the two Chief School Inspectors. Their conclusions were positive.

The first conclusion suggests a very mixed, largely masculine public, aged from 11 to 17 years old, who have repeated a number of years, and come from socially deprived backgrounds with a number of problems arising from "chaotic" lifestyle conditions which have nothing to do with the school. The report gives examples of effective strategies that schools can use to manage such problems internally (repeating classes, specific reception facilities for new arrivals) so that the outreach classes can focus on really 'extreme cases'. They recommend that “It would be useful to develop measures that deal with the pupils as soon as any deviant behaviour begins within the school itself, before the outreach programmes are needed.”

The Inspectors have put the outreach classes in perspective. In effect, a dedicated and voluntary staff members manage to deal with the situations and the positive results outweigh the negative aspects. The general conclusion regarding this type of scheme like the Open Schools, whether class or workshop, is that “the commitment of the heads and the teachers is often based on strong convictions and true political militancy. This does not rule out deviations and does not mean that many of the actions taken are not also relatively conventional. But the commitment and enthusiasm certainly explains the sometimes exceptional success they can engender.” On the other hand, the return to their comprehensive secondary school, the ultimate aim of the outreach programme, can at times be a negative aspect of the results. This is effectively considered as the “programmes' stumbling block”: pupils being labelled by the teachers and other pupils.
Case 2. “Parcours relais – démission impossible” in Pas-de-Calais, France

“Parcours relais – démission impossible” (Outreach programme – drop-out and resignation not allowed) was developed and implemented in the Pas-de-Calais for pupils in comprehensive lower secondary education, 11-15 years old. This project provides help, support and training for professionals in areas where the conditions of everyday life are particularly difficult. It includes a project-leader and a number of teachers, who continue their traditional teaching activity part-time, and the rest of the time, they manage a large district in which they go where they are needed, either to help other professionals identify difficult situations and design prevention or support measures, or to talk to young people (and their parents), help them draw up a tailored programme, and then monitor and support their progress.

The initiative is designed for three different categories of young people. First category regards the majority, who are simply going through a bad patch, with one or two meeting and guidance. For the second category, the dropping out process has gone further with truancy, disturbance in class, etc. Changing class, personalised support, and, in particular, finding a work placement, should help the pupil to get back on track.

The third category regards pupils who have dropped out completely. Some have been expelled for serious incidents (violence, theft, racketing...), and a new school has to be found for them. Others are pupils have dropped out and need to be brought back into the fold. This might involve numerous interviews and meetings with the young person in question, their parents, school staff, and professionals from outside the school.

The pupils are seen and helped at the school they are affiliated to. The preferred solution is to get them to return to their class of origin. This avoids the creation of ghetto-like classes where the only common ground between the pupils is that they are in difficulty. The young person is supported through this demanding programme by the project coordinator who takes stock and collects feedback, and by a ‘tutor’ from the school staff who monitors the learners and discusses, advises, controls, guides and keeps in line, meeting the young person every week and, from time to time, their family.

Case 3. ESF-funded projects in Germany

In Germany, the Federal Government has launched the pilot program "School Refusal – The 2nd Chance" which is funded under the European Social Fund as well as by the Federal Government.

Funding has been provided to local projects at 74 locations across Germany since 1 September 2006. These projects help school refusers to attend classes regularly and to thus considerably increase their opportunities for obtaining a school-leaving qualification and thus also a training place. These on-the-spot coordination offices provide young people with so-called Case Managers to support them. A total of initially 1,450 young people throughout Germany are to be given support in finding their way back into everyday life at school.

Case 4. The national monitoring and evaluation of projects in Germany

A project is being carried out by the German Youth Institute (DJI) on behalf of the Federal Ministry of Education and is co-financed by the European Social Fund, in which examples of practice in the field of preventing school fatigue and school refusal are being systematically recorded. On this basis, the DJI is organizing and moderating a network of projects from as many German Länder as possible with different approaches to collaboration between youth social work and schools. Tested approaches are being documented, disseminated and developed further within the framework of this network.

Case 5. Measure to redirect dis- and misplaced Roma children to mainstream education in Hungary

In May 2003 a specific program was developed to promote the integrative education of kids with special needs. The Ministry in the same year initiated the „From the Last Bank, or Desk” Program with ambitions to reduce the incidence of misplacement of disadvantaged, and especially Roma children in special schools. The program remained especially relevant, because the actual segregation of Roma in the school in large extent is a result of false disability diagnosis by selection of the kids to special classes or institutions. As a result of this program the overrepresentation of Roma in the schools for disabled children was reduced [but even so it remains rather high].

In the same wave of reforms the government created the opportunity to study the two native languages of Hungarian Roma – Romani and Beas – in the Hungarian schools. In those years only 30 schools started to use those languages. Practically the...
Hungarian Roma population is bilingual, and for their majority Hungarian is their mother tongue. Anyhow, plans of „mass Romanization in linguistic terms of the minority education” were not realistic.

In those years an important experiment started in 51 schools, financed by the EU’s EQUAL program. Unemployed Roma were trained and employed as teaching assistants of the schools. Those people were employed as „family coordinators” and trained simultaneously. The program was initiated as a model of future programmes, where practice-oriented and flexible training modules and stable employment are offered together at the same time. However mass diffusion of that highly promising form of training and work didn’t take place.

Case 6. "A school for the ROMA too", Reggio di Calabria, Italy

The project is aimed at promoting the participation and the enrolment of Roma pupils. A teacher-training course was organised to design specific teaching units to improve the school performances of this group, considering their specific social and cultural attitudes.

Case 7. “Turtle project”, Meda (Milan), Italy

The aim of the project is to schedule the school year in a different way for disabled pupils. According to this, these pupils could perhaps reach better school performance than their peers forced to follow the same programme as the other (normal) pupils.

Case 8. Project "SMARRITI.NET", Palermo, Italy

Through ICT, a teacher group promotes on-line tutoring to help pupils at risk of failure in the main school subjects (Italian, Maths, English). Funded by the European Social Fund, the project is based on the e-learning methodology.

Case 9. “Operations restore hope”, Nuoro, Italy

Promoting the school success of pupils at risk of dropout through the instruments of cooperative learning and peer education is the aim of the project. Three steps are outlined: 1) teacher training; 2) lessons on mathematics starting from daily life experiences; 3) laboratories on problem solving using topics from the social activities developed in the pupils’ spare time.

Case 10. “Don Dilani Centre”, Gioiosa Ionica (Reggio Calabria), Italy

The project is aimed at defining a continuity between school time and leisure time, useful for improving school results of pupils with a lack of home-support. A team-workers of teachers and youth workers define together the educational goals of each pupils.

Case 11. “Try it again, Sam” project, Turin, Italy

This project has been testing various cooperation structures among schools, regional associations and local organizations on the issue of withdrawal recovery and school/training failure prevention of 14 to 20 year-old youths for a number of years. Therefore, it is a project targeting the promotion of an intra-institutional network aiming to ease school integration of adolescents with temporary integration and learning difficulties. Activities favouring the integration of foreign minors and adolescents - identified as the new subjects “at risk” of social separation -, are being devised by a synergic collaboration of social services and leisure time workers.

Case 12. Regional benchmarking and targeting – towards an effective reduction, The Netherlands?

In 2008, the Ministry has installed a new directorate for the reduction of early school leaving. The directorate should implement appropriate policies and measures to reduce the percentage of new early school leavers from secondary education from 4.1% (54.090) in 2005-2006 to 2.6% (35.000) in 2011-2012. The directorate is expecting highest effects of clear benchmarking of local and regional reductions as realised, local and regional budget allocations form the national budget of 52 MEURO that was made available by the government for the Cabinet’s period 2007-2011, and agreements with local and educational authorities.

For the benchmarking, reliable figures on new early school leavers have been produced, as was explained above. Since 2005-2006 each young person, who follows, may follow or has followed education, is holding a unique education registration number. These numbers are linked to a national educational database. Each year on October 1st it is measured where each young pupils is following education. Those,
who did a year before, but did not on that date, are registered as a new early school leaver, unless he or she has passed an examination for upper secondary education. The registered new early school leavers can be linked to regional and local indicators such as municipality and place of living, to their present school and school career, and to the individual characteristics of gender and age. Analyses of the Ministry have been focussed on regional differences and differences between schools, streams and tracks. The latter showed that early school leaving is concentrated in the streams and tracks of upper vocational education.

The outcomes are published in a strategic way. That is on a special comparative website (www.voortijdigschoolverlaten.nl/VSV-verkenner). Here local actors, schools and others find their performance with regard to early school leaving and its reduction in the course of time. These outcomes function as regional and school-related benchmarks that apparently will encourage the local actors and the schools to take appropriate action. Consultations of the Ministry with local, regional and school authorities revealed the eagerness of most authorities to improve their performance and to comply with the national target of 2,6% new early school leavers maximally in 2011-2012. The regional impact seems also to be reflected in the case of Amsterdam (see next case) and the regional press.

The encouraging web-based benchmarks are reinforced by agreements of the Ministry with the regional, municipal and school authorities on their targets and budget appropriation. These were concluded in 2008.

Case 13. Promising measures to reduce early school leaving in Amsterdam

Since two years the municipality of Amsterdam represents an exemplary case of reduced early school leaving. Most relevant actors are the schools for upper vocational education, namely the regional clusters ‘Amsterdam’ (11.000 pupils) and the regional cluster Amaranitis (4000 pupils). At the schools the municipality’s bureau for Compulsory Education Plus (LeerplichtPlus) has initiated pilots of its new measures at two units belong to each cluster. It is a reasonable conclusion to relate the reduction of 21% to the agreement between municipality and relevant actors, on the one side, and the measures as carried out, on the other.

The measures as applied reflect an atmosphere of control and numbers. They include a combination of reliable and immediate registration, municipal control of the schools and the school leavers, measures targeted at absent pupils and their parents, and measures to reduce the effects of absenteeism and leaving mechanisms. The latter may regard absenteeism among teachers or bad time schedules, on that side, and ‘luxury absenteeism’ (early and prolonged holidays, shopping days), on the other side.

The officers that were consulted for the present study, however, underlined their commitment to good, attractive and challenging education. It is their intention to support the best educational careers for the pupils by urging them to go to school or to return there, in case of early broken careers. Therefore, they want to know immediately and exactly which pupils are absent and why. They have developed the forms and protocols for clear and easy registration. They have taken direct control on the registration by relating control officers to schools, thus creating direct and easy communication lines. Their number has, therefore, been doubled.

These control officers, the bureau’s management and the Councillor of Education in Amsterdam keep in touch with the schools, units and staff, as needed on what is to be done for absent pupils and early school leavers. This regards, among others, immediate contact by phone and in person with absent pupils and their parents, if needed. In addition to control and communication the bureau itself has strongly intensified its practice of home-visits to absent and lost pupils. The bureau is supporting its communications with brochures and a general periodical magazine.

The municipality, the bureau and, increasingly, the schools keep to the principle of “don’t let them go”. Amsterdam has implemented the principle now by two measures. The one is that no pupils can be out-placed or place themselves out without clear appointment on his or her next school, rebound place, or further track, such as the youth desk of the job centre. The second is that the pupils remain on the school’s list and registration record until a new place is assured, even in case of disciplinary outplacement.

With the schools the control is co-ordinated, as to assure that the school and the bureau keep to their responsibilities. In the pilots the practical sides of the reduction of absenteeism and early school leaving were explored, and the tracks were elaborated on who should do what. It was also shown that the schools themselves could and should take measures the reinforce reduction effects, apart from ‘severe’ registration and control of absenteeism, on the one side, and better, more attractive and more challenging education, on the other. Teachers and further school staff can be kept to

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their responsibility to be in their classes (or other locations as appropriate) at their scheduled hours, and schools can be kept to the responsibility of a full and doable time-schedule for the pupils. In upper vocational education as well as in other streams and tracks of secondary education too flexible classes, teachers and time-schedules appear to reinforce absenteeism among the pupils, while a present teacher and a full time-schedule apparently discourage it.

The encouraging outcome is the highest reduction of early school leaving in the country since regional data were made available in 2005. As said above, the reduction was 21% in two years.

**Case 14. Voluntary Labour Corpses, Poland**

Voluntary Labour Corpses (Ochotnicze Hufce Pracy, OHP) organized on the regional basis with the headquarters in Warsaw, are the statutory labour market institutions, specialized in operations supporting youth on the labour market, in particular, as emphasized by legislation in the two areas: the youth in danger of social exclusion, that is early-school leavers and, secondly, for the unemployed under 25 years of age.

Work Corpses provide education to enable early school-leavers to complete primary or secondary education or acquire vocational qualifications. They also organize employment of early-school leavers of more than 15 years of age, the unemployed under 25 years of age and pupils and students. For this purpose they refund the costs of salaries and social security contributions (up to a threshold defined in social security legislation) of employed on the basis of contract paid from the Labour Fund. The participants in OHP complete the general education on the level of primary or lower secondary schools and gain at the same time job qualifications or qualification at the level of basic vocational education (ISCED 3C). General education takes place in schools and the practical training is organized in cooperation with employers or in units run by OHP. The practical part of training lasts for 2-3 years until completion by the participant of the lower secondary level of general education, but no longer than 22 months. After completion of education, the participants get the school leaving certificate and after passing the practical exam, the certificate of training for a specific job title. This form of education is attractive because training is free of charge and the participant can combine education with paid work. About 16 thousands of young people have enrolled in the OHP, including 30% of those who could not finish their education (such as repeating the grade twice or three times), 50% coming from very poor families and 40% of families with unemployed adults or with many children. The poorest individuals taking part in the activities of the OHP have a right to a free of charge place in dormitories and full board.

OHP has been running several projects financed from the European Social Fund and the Community Initiative EQUAL in the area of social inclusion of youth. One of them was the “Education-Knowledge-Work” project (2006-2007), being a continuation and widening of the similar project “Your knowledge - Your success” (2005-2006). As part of the project vocational, psychological and legal guidance was offered, together with foreign language courses, practical computer literacy skills and learning methods of activities. Altogether 3000 project beneficiaries were recruited on the basis of contacts with municipalities and social workers of the people aged 15-18 years (group 1) and 18-24 years’ old (group 2) coming from families and communities threatened with social pathologies, poverty and long-term unemployment, not-studying and not-working. The achieved results included a return to the education system or continuation of the education or trainings by 85% of beneficiaries from group 1 (3400 participants of the project), acquiring professional qualifications by 85% from group 2 (1200 participants of the project) and taking the employment or a business activity by 30% of beneficiaries from group 2 (1200 participants).

**Case 15. Policies and measures in Slovenia: the qualification of target groups at risk**

Slovenia intends to decrease the drop-out rate from the vocational, secondary and higher educational system and the proportion of young persons who after primary school do not continue their education, so that the share of those young who do not acquire any vocational education will fall below 5%. For that the following measures are taken:

Modernization of the programmes of education and by ensuring their restructuring, so that the education programmes will be connected to the needs in the labour market,

Ensuring a more appropriate system of vocational counselling and teaching assistance to young persons with learning difficulties,

Strengthening the dual system of education

Special attention is given to the Roma population. For the integration of the Roma population and other less employable groups the following measures are applied:

- The preparation of special projects for the employment of Roma,
measures.

For example, a common measure involves the local and provincial committees that
adapted to combat truancy and early school leaving.

These measures seek to foster the greater engagement of management teams, guid-
ance teams and departments and the inspection service through the organisation of
seminars and meetings, the drafting of provincial programmes and training courses
adapted to combat truancy and early school leaving. They also seek to introduce
mechanisms of institutional coordination between the different administrative levels.
For example, a common measure involves the local and provincial committees that
accept the responsibility and commitment to control and prevent truancy by deploying
human resources, material means and premises for ensuring the success of the
measures.

Case 16. Measures at school in Spain

Schools articulate their sphere of action by adapting the teaching process to the
needs and interests of those children who are at risk of, or already involved in, tru-
ancy. To do so, they introduce specific measures such as the preparation or adapta-
tion of curricular materials, software applications, books or teaching resources that
involve the pupils in the education process or improve the system for controlling class
attendance. A highlight amongst all these measures, given its innovative nature, is
the opening up of the system to those students aged between 16 and 24 who have not
successfully completed Compulsory Education and who wish to return to their
studies.

Case 17. Measures targeting the home environment in Spain

These measures have the same common denominator, which involves convincing
those families whose living conditions, lifestyles and culture are the cause of the chil-
dren's truancy to become involved and agree to ensure that their children attend their
necessary schooling on a regular basis. An important aspect along these lines is that
household benefits are not limited to schooling, as welfare instruments are also intro-
duced in cooperation with child welfare authorities, the education services and even
the local police whenever circumstances so require.

Case 18. Measures for occupational training and job seeking in Spain

The actions included in this sphere focus on preparing young people for accessing the
job market. These range from training schemes tailored to suit the students’ needs
and interests with a view to facilitating their integration in society and employment,
such as Professional Induction Programmes, Training Workshops, Linked Work and
Training Centres and Occupational Training Courses. There are even measures that
provide a new learning opportunity for those who already have a job and wish to im-
prove their training and can reconcile it with their working life.

Case 19. Co-ordination measures in Spain

These measures seek to foster the greater engagement of management teams, guid-
ance teams and departments and the inspection service through the organisation of
seminars and meetings, the drafting of provincial programmes and training courses
adapted to combat truancy and early school leaving. They also seek to introduce
mechanisms of institutional coordination between the different administrative levels.
For example, a common measure involves the local and provincial committees that
accept the responsibility and commitment to control and prevent truancy by deploying
human resources, material means and premises for ensuring the success of the
measures.
3.5 Comparative conclusions with regard to early school leavers

While taking notice of recent policy changes and new actions as announced in some countries, we first have to conclude that the issue of early school leaving and the target of halving it between 2000 and 2010, was not taken up with the urgency as needed and agreed at the Lisbon Council meeting.

Second conclusion that is justified on behalf of the research materials, is that the knowledge base as available for grounding policies and measures appears to be focussed on certain sides of the issue, while neglecting others. Major source for this conclusion regards emerging knowledge on the issue in The Netherlands (see above and the national report). Almost all measures and assessments were focussed on ‘troubled’ young people and pupils at (high) risk, who may leave their school because of lost motivation, the feeling of discrimination, or as a consequence of being disadvantaged. The measure, therefore, mostly regarded measures for keeping pupils at (high) risk aboard, i.e. priority education measures, inclusive education measures and safe education measures that will be discussed in the coming chapters.

However, it is a grounded educated guess that only a quarter or a third of the early school leavers belongs to the target groups at (high) risk: immigrant descent, socioeconomic disadvantages, discriminated minorities, bored pupils, pu-
pils with disabilities, bullied pupils, etc. The majority appears not to belong to these groups or it is a minor point in their ‘decision’ to leave their school. Most early school leavers appear to be ‘rational school leavers’, who leave their schools after reaching the age of non-compulsory education, while still being in a low stream or track of vocational education and training, i.e. in a stream or track under the level of ISCED 3C. They appear to enter the labour market directly, not being sufficiently qualified. At that moment they will join another target group at (high) risk in society, i.e. that of under-qualified workers, who run a double risk of unemployment in the (near) future. As far as this issue is neglected, the relation between early school leaving, qualification requirements and the functioning of the labour market in modern knowledge societies is underestimated. On behalf of the available materials we should conclude that this was originally the case in the ten countries and in other European countries in 2000, and that it still appears to be the case in a number of them. Appropriate measures that were announced may regard the linking of the age of compulsory education to required qualification levels and changes of the streams, tracks and choices of vocational education and training.

There is a third type of early school leavers that is easily neglected too. It regards those young people, who are unable and will remain unable to reach education at the level if ISCED 3C, for physical and/or intellectual reasons. The estimate referred to (less than) 10% of the pupils. It regards pupils, who will needs special attention.

This and other conclusions will be followed up in the Final report: discussion and recommendations.
4 Priority education measures

4.1 The frame of priority education

In most countries, the frame of priority education has been developed since the sixties and seventies of the last century. It offered a more or less coherent frame for means and measures to compensate schools and pupils for deficiencies and/or discrimination. Without these priority means and measures, deficient and/or discriminated pupils would run the risk of failing in their educational career and to be excluded from schools for further education. In the UK, The Netherlands, the Scandinavian countries and in other countries too, it was acknowledged that children from lower socio-economic strata and/or children, who were not raised at home in a so-called ‘elaborated’ code, had less chance to attain the highest ranks of education. Their average achievement was too low in relation to talents and opportunities, as was proved in research, referred to, among others, in the national reports. The countries acknowledged the disparities and inequities of their mainstream education, and decided to counter-act it more or less directly, by offering compensation means, measures and incentives to schools and pupils. These ‘priority means and measures’ were aimed at the improved school achievement of the pupils, in accordance with their talents, and improved average achievements of compensated schools and their pupils. The ‘priority means and measures’ should also counter-act the discrimination of pupils belonging to disadvantaged minorities.

The first target groups for priority means and measures were the children from lower socio-economic strata (‘working class’) and children, whose parents were low on education, as an indicator of not being familiar with the elaborated codes of (higher) education and as an indicator on the lack of cultural capital in the family.

With the sharp increase in most Western European countries of the immigration of lowly educated workers, post-colonial citizens, asylum seekers, family re-unifiers, and ‘illegal’ immigrant minors\(^\text{19}\), immigrant children and families became a new and major target group of these priority means and measures.

Further target groups were children belonging to indigenous minorities, particularly from Roma families and other travelling groups (Cluster "Access and Social Inclusion in Lifelong Learning", Budapest 2007 April 04; Farkas, 2007 July). It regards or regarded the countries with high numbers of indigenous minorities (Hungary, Slovenia, Spain, UK), or the countries that have given high priority to minority policies (Italy, Slovenia, Spain, Sweden) (Luciak & Binder 2005 January; Luciak 2004; European Union Agency for Fundamental Rights, 2007; European Union Agency for Fundamental Rights, 2007).

\(^{19}\) On behalf of international charters and agreement all minors have to be educated, whether they are legal residents of the country or not. So, up to the age of adulthood, the illegal immigrant minors should be educated in mainstream education, as all other pupils. Countries may stop the financing of their education and their access to their school on the day that they become an adult (Berlin Institute of Comparative Social Research 2007).
To a certain extent, the national reports also referred to pupils with physical and/or mental handicaps among the target groups for priority means and measures. In some countries rules were set and practices were implemented that compensate the mainstream schools for the extra efforts or that give a backpack to or for the pupils concerned. So, they should be enabled to make their educational career in mainstream education.

For the ten countries, the quantification of the national target groups of priority means and measures are given in scheme 8 below.

**4.2 Tailor-made support for individual disadvantaged pupils**

On the basis of the logics of means and ends, appropriate measures should be implemented that give tailor-made support to individual disadvantaged pupils (Cluster "Access and Social Inclusion in Lifelong Learning", Paris, 2007 November 12; Cluster "Access and Social inclusion in Lifelong Learning", Brussels, 2006 October 09; Commission of the European Community, 2008 July 03; Commission staff, 2008 July 3; Heckmann, 2008 April), e.g. through special classes, language courses, individual teaching, counselling and mentoring, special care, etc. The tailor-made support should educate them up to their full potentials, independent of the disparities that apparently keep them under that level, compared to other pupils, who are not struck by disadvantages and disparities. In addition to the measures mentioned, tailor-made support for immigrant and minority children may include ‘home language classes’, as high proficiency in the home language has proved to be a support factor for learning other languages in general and the national language, or vice versa, under certain circumstances (Extra & Verhoeven, 1998; Ager, Muskens, & Wright, 1993; Skutnab Kangas, 1981; Grima, 2007; Idiazabal, Amorrotu, Barreña, Ortega, & Uranga; Working Committee on Quality Indicators, 2000 May; Gogolin & Jochum, 2009 August; Necak Lük & Novak Lukanovic, 2009 August; Dingu Kyrklund, 2009 August).  

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20 Germany, The Netherlands and Poland follow this line too, to a lesser degree, relation to ‘their’ minorities of e.g. Frisians, Danes, Sorbs and Kashubians.

21 On 5 August 2009, i.e. one week before the present report was submitted to the Commission, the Commission’s staff published the results of a consultation round on the education of children from a migrant background in Europe (Commission Staff, 2009 August 5). Although they were grouped differently, there was considerable overlap with the measures and strategies that were observed in our reports and that are discussed in this chapter. In comparison with our efforts, the attention for the effects of strategies and measures was rather moderate. There was, however, a shared interest in research, data, benchmarks and the processing and dissemination of relevant knowledge through a European knowledge centre, in line with our recommendation in the ‘final report: discussion and recommendations’.

22 It is obvious that children of highly educated ex-patriates learn the elaborated codes of their parents first and then the elaborated codes of their new country and schools. Colloquial codes they may learn ‘on the street’. Immigrant children and their parents often do not speak or write any elaborated code, and certainly not that of their country of origin. They speak ‘restricted’ Arabic, Turkish, Kurdish, Amazigh (Berber), etc. They are not helped by learning them ‘elaborated’ Arabic of Turkish. So, the axiom of learning the home language first needs at least some nuance and modification.
In cases that support as needed cannot be realised during the usual school time, the time of education might be extended. Examples regarded both the extended school day as well as pre-school years and courses during holidays for disadvantaged children. Indirect ways in which educational careers might be extended regarding re-integration tracks and language courses for unemployed young people after their age of compulsory education, as the insertion classes in France, the integration courses in The Netherlands and the SFI-scheme in Sweden.

In addition to ‘tailor-made support’ of disadvantaged pupils, further measures may be implemented to support the schools, teachers and other relevant actors in the field of training, expert support, or external co-operation and co-ordination with e.g. youth care, the judiciary, the local community, etc., as appropriate.

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<thead>
<tr>
<th>Country</th>
<th>Indicators</th>
<th>Class and/or neighbour hood</th>
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<tbody>
<tr>
<td>France</td>
<td>223 ambition schools, more than 17% in p.e.; 135,000 in s.e.</td>
<td>25% ambition success</td>
</tr>
<tr>
<td>Germany</td>
<td>370,000 or 12.1% in p.e.; 430,000 in s.e.</td>
<td></td>
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<tr>
<td>Hungary</td>
<td>Yes, Roma minority</td>
<td></td>
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<tr>
<td>Italy</td>
<td>Pre-p:e 6.1% Rome, p:e 7.1%</td>
<td></td>
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<tr>
<td>The Nether lands</td>
<td>2% 370,000 or 15.1% in p.e.; 60,000 or 9.3% in s.e.</td>
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<tr>
<td>Poland</td>
<td>Rural disadvantage, highest in the EU</td>
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<tr>
<td>Slovenia</td>
<td>Poverty among minors</td>
<td></td>
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<tr>
<td>Spain</td>
<td>Immigrant children not speaking Slovenian</td>
<td></td>
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<tr>
<td>Sweden</td>
<td>Somali and Romani, among those 0.2 million</td>
<td></td>
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<tr>
<td>UK England</td>
<td>430,000 or 12.8% in p.e.; 387,000 or 11.7%</td>
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<tr>
<td>UK Scotland</td>
<td>370,000 or 15% ethnic minority pupils</td>
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<td></td>
<td>2300 asylum seeking and refugee children</td>
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<tr>
<td>Country</td>
<td>Indicators</td>
<td>Travelers</td>
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<tr>
<td>France</td>
<td>Roma pupils; no numbers</td>
<td>60-60,000 North-Romans &amp; 60,000 Roma dwellers</td>
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<tr>
<td>Germany</td>
<td>10,000 German, Slovak, etc.</td>
<td>Roma dwellers</td>
</tr>
<tr>
<td>Hungary</td>
<td>70,000 speakers of Roma language; 400,000-600,000 Roma</td>
<td>Roma dwellers; 70,000 Roma; 10,000-20,000 German minority</td>
</tr>
<tr>
<td>Italy</td>
<td>3500 Roma and Sinti, 26,000 dwellers</td>
<td>Roma dwellers</td>
</tr>
<tr>
<td>The Netherlands</td>
<td>Not to be registered</td>
<td>Roma, Dutch</td>
</tr>
<tr>
<td>Poland</td>
<td>13,000 Roma</td>
<td>Roma children</td>
</tr>
<tr>
<td>Slovenia</td>
<td>600-650,000 Gypsy/Roma</td>
<td>Roma children</td>
</tr>
<tr>
<td>Spain</td>
<td>15,000-25,000 dwellers</td>
<td>Roma, Basque / Euskadi, Catalan, Galician, Valencian</td>
</tr>
<tr>
<td>UK England</td>
<td>8000 Roma, Irish and other traveling children in England</td>
<td>3000 Roma, Irish and other traveling children in UK</td>
</tr>
<tr>
<td>UK Scotland</td>
<td>6800 Roma, Irish and other traveling children in Scotland</td>
<td>3000 Roma, Irish and other traveling children in Scotland</td>
</tr>
</tbody>
</table>

It is to be questioned in how far these linguistic groups (still) represent disadvantaged minorities. In Slovenia, these groups are not to be seen as disadvantaged minorities since several decades. Since the major changes in Spain, these languages do not signify a disadvantage. Most of them have become a national language and a language of instruction in one of the regions in decentralized Spain.
<table>
<thead>
<tr>
<th>Indicators</th>
<th>Pupils with disabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>France</td>
<td>156,000 SEN pupils (2007); 77,000 in schools relative to health institutions.</td>
</tr>
<tr>
<td>Germany</td>
<td>487,000 SEN pupils; 477,000 in special schools, 7,000 in mainstream schools</td>
</tr>
<tr>
<td>Hungary</td>
<td>SEN pupils: 487,000 in special schools, 7,000 in mainstream schools</td>
</tr>
<tr>
<td>Italy</td>
<td>SEN pupils: 1,615,000 in mainstream education; 159,000 in special education</td>
</tr>
<tr>
<td>The Netherlands</td>
<td>175,000 (46,2%) in mainstream education</td>
</tr>
<tr>
<td>Poland</td>
<td>109,000 SEN pupils in p.e. (6,6%)</td>
</tr>
<tr>
<td>Slovenia</td>
<td>73,000 SEN pupils</td>
</tr>
<tr>
<td>Spain</td>
<td>229,000 SEN pupils, or 2,8%</td>
</tr>
<tr>
<td>Sweden</td>
<td>Yes (22,000)</td>
</tr>
<tr>
<td>UK England</td>
<td>222,000 SEN pupils, or 2.8%</td>
</tr>
<tr>
<td>UK Scotland</td>
<td>130,000</td>
</tr>
</tbody>
</table>
| Source: Attachment 1.

The Spanish Ministry of Education does not agree with the FRA-report that also referred to direct discrimination of Roma pupils in Spain.
4.3 Fighting discrimination

Not only this is the political aim of priority means and measures in European countries. In all countries, although in varying degrees, it was acknowledged that substantial minorities were segregated and discriminated, with direct and negative effects on their educational chances. It regards at first the local Roma and Sinti communities as well as other travelling communities. It may also regard national cultural and linguistic minorities, religious minorities, etc. (Luciak & Binder, 2005 January; Luciak, 2004; FRA European Union Agency for Fundamental Rights, 2008). Further: children with mental and/or physical challenges, bullied pupils, male or female pupils. It may regard the segregation processes in Western countries, cities, neighbourhoods and schools between well-to-do and educated ‘white’ people, on the one side, and poor immigrant and white classes, on the other – with the remark that such segregation is not necessarily the outcome of discriminatory choice for ‘us’ and against ‘them’, but that of market mechanisms that apparently offer the best houses, commodities, services and products to the more affluent classes. These may include the offer of ‘best schools’ on emerging educational markets, where the mainstream schools compete with other schools for pupils and funds. Educational market mechanisms were referred to in the national reports of France, Hungary, The Netherlands, Poland, Spain, Sweden and the UK. For most countries it regards a rather new phenomenon, which is related to the recognition and state-financing of private schools, besides and in competition with public schools in local communities. The effect was the phenomenon of ‘good white’ and ‘bad black’ schools, as the schools were labelled, against all odds.

25 The issue of minority discrimination is a rather controversial issue in a number of countries, although not for principles that are stated in the European Human Rights Charter and in the national constitutions and laws. We may refer to three points that are raised in several countries ‘against’ priority measures for ‘discriminated’ groups. First point is that former discriminated minorities were no longer to be seen in that way, e.g. in relation to ‘appropriate national legislation’, national integration policies, home language policies and the introduction of regional autonomy, as in Spain and the UK. Second is that continued priority measures may reinforce the dependence of the groups and their young members upon public resources – the so-called ‘victimisation’ and ‘hospitalisation’ effects. Third is the occurring self-isolation and resistance against the ‘majority culture’ among minority groups, up to real or feared terrorism. The latter was related to violence in the seventies and eighties in e.g. Northern Italy, Basque regions, Northern Ireland and the Moluccan hijacks in The Netherlands. Presently the point regards mostly the (orthodox) Muslims, their clothing rules and terrorism as occurred in the US, UK, Spain, Morocco, Turkey, Israel and Palestine, Iraq, Afghanistan, Indonesia. As INTMEAS-partners do not share the same opinion on these points, but we keep to the mission of the Fundamental Rights Agency of the EU with regard to fighting discrimination (e.g. FRA, 2007).

26 Apart from the luxury boarding school for the super-rich.

27 For The Netherlands the phenomenon goes back for almost a full century. Competition on the educational market emerged since the 1970-ties.

28 Case studies, local statistics and achievement comparisons have revealed that the labels are often fully wrong or at least questionable (Dronkers & Robert, 2008), as labels and labelling mechanisms usually are. Besides, ‘black’ is a fully wrong metaphor for immigrants and immigrant communities in Western Europe, as dark sub-Saharan African, Afro-Americans and Afro-Caribbeans represent a minority among all immigrants and immigrant communities, even in countries with high numbers of post-colonial immigrants from these regions. As a metaphor it
Discrimination is an offense against the moral codes of the ten countries, in line with the treaties and Charters of the United Nations and the European Union. Therefore, it is to be counter-acted.

As far as discrimination is the issue, other priority means and measures appear to be most appropriate compared to those used to counter-act socio-economic and other disadvantages, disparities and inequities. Discrimination itself is seen as a cause, and so discrimination itself is to be counter-acted, immediately and directly. Most appropriate measures may regard the collective empowerment and self-organisation of discriminated groups (Koenig & Guchtenaire, 2007) as well as ‘civics’ or intercultural education for all (Arnesen, et al., 2008; Mesic, 2004; Working Committee on Quality Indicators, 2000 May) and for teachers in particular (Cluster 'Teachers and Trainers' Oslo, 2007 May 20). Collective empowerment and self-organisation are referring both to actions from within the groups and to the national, international and regional recognition of minorities, e.g. by the way of linguistic minority rights, the right of minority education, or mixed community education (Necak Lük, 1993; Necak Lük, Muskens, & Lukanovic 2000; Dingu Kyrklund, 2009 August).

However, the same or similar measures that might be appropriate for individual tailor-made action may also be applied for anti-discriminatory purposes. Extra courses, classes, mentoring, counselling, etc. may serve empowerment and enrichment purposes, and therefore these may be appropriate measures (Manço, 2006; Commission of the European Communities, 2005 June). Extended school days and school-time may also be applied as an appropriate anti-discriminatory measure, offering time for, e.g., extra-curricular intercultural activities. The measures listed above for the support of teachers, schools and other relevant actors (training, networking, expertise, co-ordination and co-operation) may be useful both in the frame tailor-made individual action as in that of anti-discriminatory action. Without clear specifications of the foci it appeared to be hard to differentiate between the two lines of action. In this respect the relevant actors may keep to their own priorities.

4.4 References to priority education

In the national reports and the response to the expert survey, priority measures as applied for better individual achievement and/or less segregation and discrimination were reviewed. The results are summarised in scheme 9, 10 and 11 below.

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reinforces the racist undertone of the debate on immigrants and integration in Western-European countries (Muskens, 2007).
### Scheme 8. Priority measures for fair and best chances

<table>
<thead>
<tr>
<th></th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home language and culture measures</td>
<td>X</td>
<td>X</td>
<td>X²⁹</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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</tr>
<tr>
<td>Priority measures for pupils at risk</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Additional and individual teaching</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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</tr>
<tr>
<td>Pre-school education</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X³⁰</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Language education</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Insertion classes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
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<tr>
<td>Extended school days</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Further special classes and schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Expertise measures</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Networking and co-operation</td>
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<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Other measures</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X³¹</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Scheme 9. Priority measures for non-discrimination

<table>
<thead>
<tr>
<th></th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home language and culture measures</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Legislation, mainstreaming against discrimination</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Neighbourhood and community development</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Access rules</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Parents’ participation</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Extended school days</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Expertise measures</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Networking and co-operation</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Intercultural education</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Other measures</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

²⁹ Presently home language courses are part of temporary projects and cases. Their continuity is not assured.
³⁰ Added on advice of the Spanish Ministry of Education.
³¹ A wide range of family benefits and educational benefits for pupils form poor families, although low compared the other EU-Member States.
### Scheme 10. Expert response and PLA-meetings concerning priority education

<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
</table>
| **Belgium, Flemish Community** | Extension of compulsory education for all 2.5-4 year is considered as to guarantee full participation in pre-school education. | The Flemish authorities have issued legislation with regard to GOK, being priority education for disadvantaged pupils, e.g. in relation to home language use, low cultural capital from home or poverty, other socio-economic disadvantages, or moderate individual disorder. In this frame a GOK-budget is available for the schools with high numbers of disadvantaged pupils. | Schools may use the GOK-budget that is allocated to them for measures, such as:  
  - Remedial teaching,  
  - Additional classes and hours,  
  - Language education in Dutch as second language (after language tests),  
  - Intercultural education,  
  - Orientation classes for further education,  
  - Socio-emotional development training,  
  - Participation of pupils and parent. |
| **Belgium, French Community**  | Decree on Positive Discrimination  
Bridge classes for newcomers (French, civic education, math and science) | Bridge classes have proven to be effective; they take one week up to one year.  
Tutoring has also proven to be useful. Some lack of co-operation from some teachers, who may be reticent towards students entering the school. | Tutoring university and college students, helping disadvantaged pupils in the transition phase from secondary to tertiary education. |
| **Bulgaria**                  | Anti-discrimination programme 2006-2015, for the integration of Roma children and other discriminated groups without segregation.  
Remaining gender discrimination, especially concerning the content of the textbooks. They continue to perpetuate the old gender stereotypes. Lack of gender sensitivity is a common feature for the whole educational system. | 5500 pupils and 300 teachers until 2010 |  
| **Cyprus**                    | Zones of Educational Priority, since 2003 on a pilot basis, for zones with high concentrations of ethnic minorities (Turkish Cypriots), immigrants, asylum seekers, among others.  
Literacy programme to tackle functional illiteracy at the end of compulsory education, Special needs education and individualised programmes | Ongoing evaluation research.  
Permanent working research for the promotion of literacy and school.  
Nationwide individual assessment of functional illiteracy. |  
| **Czech Republic**            | Applicable laws with regard to special needs children, including “socially disadvantaged” children | Obviously not effective, particularly among/for Roma children. These are labelled as being “unadaptable”.  
Linking the Roma families and the schools are potentially very promising.  
The local centres for the integration of minorities are viewed as being effective. | Roma school assistants  
Preparatory and insertion classes.  
Linking the Roma families and the schools.  
Local centres for the integration of minorities. |
| **Denmark**                   | Enforced language screening for proficiency in Danish, at the age of 3 and 6. In case of need, supplementary language stimulation will take place (from 2009 onwards).  
| **Finland**                   | Debate on (new) immigration and education is going on.  
Offered is preparatory education (insertion classes) for newcomers. | Teaching for Lappish children at Lappish language schools.  
The own culture of the Romanian people is taken into account. |  

32 See footnote 18.
<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greece</td>
<td>Implementation of programmes and curricula for intercultural education (Roma, Muslims).</td>
<td>Quite effective minimum framework over the last ten years (Support Centres, Intercultural Education).</td>
<td>Support programmes for disadvantaged pupils, particularly pupils with a handicap – developed by national expert centres. Reliance on the national ombudsman (Children’s Advocate) in case of discrimination.</td>
</tr>
<tr>
<td>Latvia</td>
<td>Bilingual classes for the Russian etc. minorities, as to ensure the learning of Latvian.</td>
<td>The Latvian knowledge has increased among minority children.</td>
<td></td>
</tr>
<tr>
<td>Malta</td>
<td>None</td>
<td>No decrease of the poor population.</td>
<td>Training of staff in multicultural knowledge and skills.</td>
</tr>
<tr>
<td>Portugal</td>
<td>Entitlement for social insertion revenues (very moderate). Expert centres for the relevant handicaps, to support inclusive education.</td>
<td>Immigrants from Latin America (Brazil) and Africa (former colonies). Strong rhetorical discourse on multicultural society. Mother-tongue education if appropriate.</td>
<td>Social housing. Goodwill and scarce measures in some schools School for children of itinerate Professionals Mobile School Full-time schools Individualized/domestic teaching.</td>
</tr>
</tbody>
</table>

4.5 Giving fair and best chances – cases, recommendations

Most measures that were observed in primary and secondary education should upgrade the level of disadvantaged pupils to the standard of their peers in mainstream education. Cases from the national reports are presented below.

Case 22. Integration and adaptation classes, France

A recent report (…) on “intercultural approaches in education,” provides us with a basis for comparing the situation in France with that of other countries. The author gives a historic overview and analyses the different measures taken in this area in France: (…), integration and adaptation classes, (…)
Case 23. The PSE (Excellence Support Project), Pas de Calais, France

The Excellence support project studied a tutoring initiative in a ZEP (Education Priority Zone), from the secondary school Jean Moulin in Roubaix. The pupils were tutored by students from ESCIP (Nord-Pas-de-Calais School of International Business) and the EIPC (Pas-de-Calais Engineering School). It began on Tuesday 7 November 2006 and ended in August 2009. Some of the tutors (on one-year academic exchanges in France) come from developing countries, in particular Latin America. The results presented here concern the first two academic years, 2006-2007 and 2007-2008. 14 top students were involved in the project each year, chosen by their principal year teacher.

They were given two hours of tutoring a week in small groups. They used the most effective Grandes Ecoles teaching activities and strategies to help enhance the pupils’ chances of joining higher education programmes, thereby improving their employability and social mobility (trips abroad, body language and oral expression, activities during the National Science Week, visits to museums and companies, CV writing, simulations, etc.). The purpose was also to increase the pupils’ interest and motivation through input from a wide range of activities that extended the pupils’ traditional learning frameworks and helped them explore the possibility of entering higher education.

From the point of view of academic success, (.....) the progress made in their general average mark was greater than that of students who did not have access to tutoring.

Case 24. Project: Linguistic development the pre-school, Germany

The aim of the project was to develop and implement a theoretically based framework for the linguistic promotion in child care institutions and Kindergartens; this is seen as a prerequisite for the later educational success of children, namely those who live in less advantageous conditions. In 2005/2006 the basic concept for the elementary education was compiled and published, together with a number of recommendations and back-up materials for the educational practice. Moreover, a project aimed at the elaboration of networks for the support of early language education that could lead to a combination of classical and innovative approaches to create a linguistically rich environment for children – not least with respect to the multilingual composition of the vast majority of child care institutions and Kindergartens today.

The general principle of the material that was developed is to dock with the children’s ability, openness and curiosity for learning language. Four aspects of Kindergarten education are addressed in the materials: music, movement and motion, media and science. For every field a number of very exciting and well explained stimulations for playing and learning (with) language was developed, accompanied by explanations of their aims, usage and possibilities to observe the language development of the children. The language stimulation units are accompanied by rich suggestions for the creation of a linguistically rich environment, for cooperation with parents and other experts and for the in-service training of the Kindergarten-personnel.

The first results of the project were published 2006; the results of a 2½ years testing-phase of the material were published 2009.

Case 25. Project: Study on pilots for full-day schools (StEG), Germany

the KMK together with the Federal Ministry of Education and Research (BMBF) launched an investment programme “Zukunft Bildung und Betreuung” (A Future for Education and Care, IZBB)” in 2003. Within this programme, the federal government is to provide 4 billion € for development and expansion of all-day school; the money is given to the Länder. Closely linked to this, numerous initiatives have been launched by the Länder that aim at the qualitative and quantitative enhancement of all-day schools.

It was new for Germany that the considerations with regard to children’s and families’ needs did not result in two separate discussions about school on the one hand and “after school day care” on the other hand. Instead all-day schooling was regarded as an instrument for innovation – adequate for both needs. Nevertheless, the development of all-day school turned out to be different in Berlin for example, all primary schools were transferred to all-day schools; after school care centres were closed down; the personnel was integrated in the work of the all-day primary schools. Thus, in Berlin all children from 6 to 12 years profit from all-day schooling. In other Länder only a small number of schools was transformed into all-day schools. Whereas in Berlin 71% of schools are all-day schools, in Bavaria this is only the case for 20% of all schools. The total number of all-day schools in Germany doubled from 5,000 in 2002 to nearly 10,000 in 2006.

There is no doubt that the launch of all-day school belongs to the most important structural changes of the German education system in the post war era.
The development is accompanied by a number of research projects, which try to uncover the results and impact of this development. Most of the projects are still ongoing, many questions are currently unanswered. First empirical data allow a cautious interpretation of the results and impact. In a conference in autumn 2008, some research results were presented. To the most important belongs the following:

All-day schools in Germany are organized according to two different models: (a) as compulsory offer to all children, (b) as ‘open models’, that is to say: additional offer in which children can take part voluntarily. The respective research shows that only fully compulsory all-day school models fulfil the intention of the reform. In open all-day schools, only some of the students are present at school in the afternoon. Thus, the time for lessons is limited to the regular schooling hours in the morning and extra-curricular activities cannot start until the afternoon. This additive model of all-day schooling doesn’t support the idea of alternative learning environment and an alternation of learning and recreation phases. A second point frequently mentioned in favour of the fully compulsory model is that no student is excluded from the benefits all-day schools may have, but that students with special needs in fact do profit most.

Case 26. Project: Development and chances of young people in socially deprived areas, Germany

The Federal Government developed the program „Entwicklung und Chancen [E&C] – development and chances”, aiming at the promotion and support of disadvantaged young people in social hot spots that are mainly located in urban areas. The project started in the year 2000 and ended 2006. It aimed at the mobilization of resources of the municipalities, which – instead of solely being invested in a welfare system that addresses individual needs – is partly being dedicated to the development of sustainable regional support structures. These are mainly concentrated on the development of local or regional support networks, within which it is possible to bundle up resources from different sources and thus accompany a child or family in a disadvantageous situation. The program activities were distributed over a number of thematic fields, for example the identification and care for school drop outs, intercultural management in urban areas or the promotion of young people in the transfer phase from school to work.

Case 27. Case Study: Labour market instruments, Germany

The National institute for vocational/professional training has developed a number of activities in the area of support for disadvantaged young people. To these belongs the “good practice centre gpc”.

The transition from school to work, and moreover: from a training period into an adequate occupation is a major problem for disadvantaged young people. A current approach to the relief of transition from the school into a professional training as well as to overcoming the problems of the second threshold, the training-to-work-transition, is the development of cooperation between the educational institutions, the institutions in which young people receive their professional training and the labor market. The gpc was developed as a resource- and information centre in order to facilitate and promote such cooperative approaches. A project portal makes reports on good practice of professional or vocational promotion available. Thus, the transfer of experience, from good practice to good practice is facilitated. Moreover the gpc organizes conferences and publications for exchange on good practice, e.g. for teachers from vocational schools or for experts working in training centres. These target groups are provided with specific qualifications for the support and advisory services for disadvantaged young people. Moreover the gpc produces information and teaching material for institutions that fulfil tasks in the area of transition to work.

Case 28. Programme ‘from the last bank, or desk’, Hungary

The Ministry in the same year initiated the „From the Last Bank, or Desk” Program with ambitions to reduce the incidence of misplacement of disadvantaged, and especially Roma children in special schools. In that program, improvements of expert qualification commissions, introduction of stricter rules including medical diagnosis, better evaluation tools and tests, and also periodic re-examination of children were the most important points. The program remained especially relevant, because the actual segregation of Roma in the school in large extent is a result of false disability diagnosis by selection of the kids to special classes or institutions. As a result of this program the overrepresentation of Roma in the schools for disabled children was reduced [but even so it remains rather high].

Case 29. EQUAL Programme for Roma assistants, Hungary

In those years in an important experiment started in 51 schools [EQUAL program] unemployed Roma were trained and employed as teaching assistants of the schools.
Those people were employed as “family coordinators” and trained simultaneously. The program was initiated as a model of future programmes, where practice-oriented and flexible training modules and stabile employment are offered together at the same time.

Case 30. Yes you can. Multi-media tools for second language learning, Turin, Italy

Learning the language is the first step for a good integration within the school. Given the scarcity of resources available for specific language workshops for foreigners, every school tries to manage this problem independently. The resource to multi-media tools can be a more appealing way for students to approach a new language. In this respect, the “Guarda che ce la fai” CD contains 11 meetings for L2 Italian for foreigners. In fact, there are 11 movies conceived and designed by teachers and students of the schools involved, and a wide range of activities to improve oral and written communication.

Case 31. Voluntary insertion support for young immigrants, Turin, Italy

The association, in this project, carries out activities in three main areas: after-school classes, Italian classes and workshops (art, drama, music...)
- Italian classes for foreign children and adults
- Many youngsters arrive in Italy, to join their families or on their own, and they need to learn the language as fast as possible in order to avoid social exclusion and to guarantee an easier insertion in schools and in the work field. The association organizes Italian classes for youngsters and adults. The courses are short and cyclical, in order to always allow the insertion of newcomers. Many courses are also held during the summer, so the youngsters can use the summer months to get ready for enrolment in school in September.
- After-school classes (doposcuola)
- More than 100 volunteers are involved in after school classes for primary, secondary and high school students. Every volunteer helps one student with his/her homework after school. The service is coordinated by a professional youth worker, who is the link between school, family and volunteers. There’s an individual project on every student, shared by all the participants (families, teachers, volunteers, youngsters).
- Computer classes
- One of the causes of social exclusion is the lower access rate to resources. That is why the association gives the chance to youngsters to get to know and use new technologies, with computer classes and with a free Internet point.
- Let’s get to know our city
- Along with Italian classes, the youngsters have the chance to get to know the city they came to live in and to visit museums and exhibitions, accompanied by volunteers and youth workers.
- Art and expression workshops
- The workshops (dance, music, juggling, drama, etc...) which the association carries out allow the youngsters to get involved, to get them to do something together, Italians and foreigners, to develop youth empowerment and self-expression.

Case 32. Language and culture guides as bridge builders for second language learners, Italy and other countries

In this EU-RESEARCH project, the focus was on ways of teaching and learning the main official language of the partner countries. It was developed and tested the use of language and culture guides (LCGs) in language teaching and learning. Developing and piloting training seminars for “bridge builders” in each partner country was an important task for the project.

The concepts of LCGs have been developed and tested in relation to language courses. It is however, apparent that they have an important role to play in other situations where people with different languages and backgrounds meet such as in schools, public offices, hospitals, and firms. They can facilitate communication and make it more efficient, avoid or handle misunderstandings, mediate when problems arise and improve cooperation. This is something that benefits all people involved.
All together the partners see the work of BRIDGES as part of the wider aim of ensuring active citizenship, inclusion and the construction of multi-cultural societies.

Case 33. Models of success: the case of adolescent Sikhs, Italy (Cremona, Brescia, Reggio Emilia)

Ethnographic research results indicate that schools do not always have appropriate tools to evaluate and understand abilities, needs and aspirations of Sikh students. Furthermore schools have trouble to orient them in the choice of secondary school type. Most of the Sikh students are suggested to enrol in vocational courses, regardless of what the young people really want. Young Sikhs are very often more aware of the schools’ inability to help them in making their choice for the future than their parents and even teachers are. However, young Sikhs look for strategies to overcome such obstacles. They weight their own priorities against those of their families, evaluate the values characterising the new contexts they attend (schools, out-of-school services and centres, social forces, etc.) and adopt behaviours that is appropriate, or functional, to their own goals. More specifically, and with regard to the out-of-school dimension, the ethnographic research has highlighted various problems, such as the distance of residence from towns and villages, the scarcity of recreational resources for young people, social discrimination, personal and family priorities (further schooling is less relevant than helping the family and/or peer socialization), difficulty or even fear towards non familiar environments, etc.. Ethnographic research in out-of-school locations has nevertheless testifies to the need and desire of young Sikhs to access such occasions for socialization.

Since the politics of integration are deployed especially at the local level, the research has underlined the existence of different models of young Sikhs’ participation into the social and school life, depending on the availability of the local contexts and people. The existence of local resources for young people and political-educational decision making processes aimed to implement social inclusion strategies are more determining than the young Sikhs’ own cultural and religious membership to promote and realize their chances of social inclusion and integration.

Case 34. With changing colours – support for second language learning, Cremona, Italy

Courses in ISL for newly arrived students enrolled in higher secondary schools, including schools with low number of foreign students. Course continuity was guaranteed, they stay on even during summer. Courses for ILS (Italian as Language of Studying) due to the awareness that a specific attention to this linguistic competence is of extreme relevance. ISL teachers’ teams are very good. Dissemination of good practices and learning materials. A weaker point regarded the cooperation of classroom teachers with teachers working in the project.

Case 35. Best education – best achievements. The Mozaiek School, Arnhem, The Netherlands

The school is not focussed on the issue of race and difference, although it may refer to the deep cultural divide in Dutch working class districts. The school is focussed on the performance of its pupils in basic skills as needed for further education and society, and at realising the highest gains in this respect during the eight years of primary education. The measurable performance at this point is obvious and remarkable. Since years, the average scores of the pupils for their final test with regard basic skills in language and arithmetic skills were on or beyond the local and national average. The gain from an obvious deficient position at early childhood up to that point is very remarkable. Most schools did not succeed to reach an average score beyond expectation and many even showed a score below expectation. At this school the scores were clearly and significantly beyond expectation. Therefore, the school is willing and able to advise a major part of its pupils to proceed to the upper streams and tracks of secondary education. The usual pattern is the other way around, namely that even the possibly talented boys and girls from ‘black’ primary schools were to proceed at the lower streams and tracks of secondary education and vocational training.

The school could rely on additional funding on behalf of the weight rules as well as other funds for priority education. So, the conclusion should be in favour of priority measures as applied at the Mozaiek school.

Case 36. Social stipends for education, Poland

In kind benefits are preferred over the financial help and the assistance should be targeted at the covering the costs or refunding educational materials and services. In practice this means full or partial coverage of the costs associated with the participation in education activities, in-kind benefits related to education (covering the cost of textbooks or other educational materials). In case of upper-secondary schools, the cost of all or partial costs of travel and accommodation are covered, if pupils attend a school which is far away from his or her place of residence. These are financed during
As pointed in the evaluation studies of and parents can also rely on cause of the aged 3 a day, three or four days a week. The teachers work with groups of 10 schools, libraries, community centres or fire stations) are open for three or four hours learning activities to 1,268 children could take part in classroom activities for a few hours per day, three or four days a week. The teachers were trained and guided by the Foundation, while municipalities provided the funding for the Centres’ resources and the teachers’ salaries. The involvement of parents was emphasized, as well as monitoring of the class activities and sharing the experiences. The project was followed by the programme "Pre-school Centres: A Chance for a Good Start", which was co-financed from the European Social Fund. The project was implemented between June 2005 and March 2008 in 6 regions in localities with the lowest participation in the pre-primary education. 94 Pre-school Centres have been opened in 36 communities, providing learning activities to 1,268 children. The Centres established in gminas (located in schools, libraries, community centres or fire stations) are open for three or four hours a day, three or four days a week. The teachers work with groups of 10-15 children aged 3-5 years following an innovative curriculum. The activities are innovative because of the mixed-age grouping and involve active parent participation. Teachers and parents can also rely on the expert support of a psychologist and a speech therapist, who visit the Centres regularly.

As pointed in the evaluation studies of the projects, the added value of this kind of project was their role in activating local communities and parents in the initiative.

Case 37. Free meals and milk, Poland

The second initiative is the program ‘State aid for extra meals’ in which funds are allocated from the state and local government budgets to finance meals for all levels of education (primary, lower and upper-secondary levels). In 2008 about 70% of all schools and kindergartens participated in the program. About 900 thousands of pupils (about 14.5% of the total) benefited from the program, mostly attending primary schools. A related program is ‘A glass of milk’ program, which involves extra payments for the consumption of milk and milk products in educational centres and which is coordinated by the Agricultural Market Agency.

Case 38. Rural poverty measures, Poland

In recent years, important role was played by stipends financed from the European funds (measure 2.2. of the Integrated Regional Development Program for the years 2004-2006). They were targeted at students living in the village or town if 5 thousands inhabitants or less and attending the upper-secondary schools leading to matura exam with the per capita income in the household below a pre-defined threshold. According to the evaluation study, this measure only partially led to the improvement of the situation of pupils from the poor background. This had to do with the relatively low value of stipend, the administrative burden involved, the limitations of the income-criterion and neglect of the local conditions. As the results of the negotiations with the European Commission in 2007, these kinds of stipends were changed and in 2007-20013 they are now targeted at the most gifted students. The Human Capital Operational Programme priority ‘The development of education and competence in the regions’ includes a sub-measure 9.1.3. ‘The grant assistance for the most gifted pupils’, which enables implementation of regional grant assistance programmes for the most gifted pupils of lower and upper-secondary schools, whose poor financial situation constitutes an obstruction in their education. The sub-measure is estimated to cover some 3000 pupils.

Case 39. New pre-schools, Poland

Activities of the Jan Amos Komeński Foundation started with the project “Where There Are No Pre-schools” that was designed to help local communities to build new, flexible early childhood services for children aged 3-5. The project helped to establish centres in selected gminas, housed in community centres, schools or library facilities, where the children could take part in classroom activities for a few hours per day, three or four days a week. The teachers were trained and guided by the Foundation, while municipalities provided the funding for the Centres’ resources and the teachers’ salaries. The involvement of parents was emphasized, as well as monitoring of the class activities and sharing the experiences. The project was followed by the programme “Pre-school Centres: A Chance for a Good Start”, which was co-financed from the European Social Fund. The project was implemented between June 2005 and March 2008 in 6 regions in localities with the lowest participation in the pre-primary education. 94 Pre-school Centres have been opened in 36 communities, providing learning activities to 1,268 children. The Centres established in gminas (located in schools, libraries, community centres or fire stations) are open for three or four hours a day, three or four days a week. The teachers work with groups of 10-15 children aged 3-5 years following an innovative curriculum. The activities are innovative because of the mixed-age grouping and involve active parent participation. Teachers and parents can also rely on the expert support of a psychologist and a speech therapist, who visit the Centres regularly.

As pointed in the evaluation studies of the projects, the added value of this kind of project was their role in activating local communities and parents in the initiative.
Case 40. Priority measures for individual achievement in Spain

The measures adopted for achieving academic success combine aspects that are basically of an educational nature with others of a political or social bias. The measures adopted of an educational nature combine teaching aspects with others of an organisational nature. For example, those related to the curriculum resort to the use of rewards together with modifications in content to help students learn. Especially, changes are made in instrumental subjects that help to improve the basic skills of those with some difficulty or who are lagging behind, or simply to achieve a suitable level in them. In the case of those pupils whose language is not the one used for teaching, other measures are provided to enable them to make swift progress in learning the language and thereby ensure the basic qualities for successfully addressing their schooling. Although these measures are based on the notion of fostering equal opportunities as a necessary condition, they do not forget to encourage measures that in turn recognise interculturality and respect for diversity in the classroom. A further aspect of interest is the boost given in Secondary Education to training focused on the job market through the setting up of Occupational Courses, Training Workshops and specific workshops, as provided for in the Programas de Cualificación Profesional Inicial.

In turn, on a social and political level there are two specific measures, namely, coordination and cooperation with outside services. One issue that is being particularly stressed is the achievement of effective coordination between the different institutions. This involves applying innovative schemes, which tend to include institutional mechanisms for stimulating involvement or else those between the authorities at different state and regional levels.

Case 41. Priority education, based upon applicable legislation, Sweden

Attention has also been paid to some other specific problems affecting children of immigrant origin. Children in the process of immigration submitted to the effects of the Aliens’ Act have received special attention, in the process of adapting this law to the requirements of the Child Convention, in the sense of ensuring that the rights of e.g. asylum-seeking or refugee children are being observed. In some cases, an opposition between this Aliens’ Act’s provisions and other laws’ provisions regarding the prevailing interests of a child occurred, leading in the end to consequent modification of the application of those provisions. Otherwise, a general observation is that Swedish legislation, in general, is striving to permanently adapt to these new situations and requirements that, which increases its functionality contributing to its modernization.

Case 42. Immigrant and other ‘deficient’ children, doing ‘playful learning’ in Gotenburg, Sweden

The pedagogical model used at Emmahuset school differs in some respects from traditional schooling. Teaching is based on a concept of playful learning, linking knowledge to the children’s individual circumstances and needs. According to the authors of the study, here pupils learn about math and language while they bake, play and work with beads.

The main idea is that of learning by doing, stimulating the interest and curiosity of the children and making use of their daily life experiences – placing children in the center of attention and using their desire to learn as a main motivational factor.

Case 43. Extra-ordinary support for extra-ordinary role models, Sweden

Getting back to the issues raised by the Rinkeby school and its rector, despite its many problems, the school went in time from a school with basically bad to hopeless reputation at times, where excessive levels of diversity rather created problems, of which the most important remains that of language acquisition in an environment where native speakers are more than scarce. I would daresay that, despite the many problems of many successive generations with a far too extensive number of pupils who did not make it on an acceptable level, it should not be ignored the importance of managing to support at least a few, whose successful development – without compensating for the massive failure of others – have the important contributions in fostering hope. The very fact that pupils with immigrant background from a formerly obscure low-means segregated school, could compete and even win in competition with native pupils from high-income areas, may play an extremely important role for others, who can get the encouragement they require to feel that they too, have a chance of success in this country, even in competition with native-speakers. From this point of view, the rector of the school has been instrumental in creating an
**atmosphere of hope, even though strongly limited by the high level of poor, substandard performance, whose importance should never be minimized. It is however also a concrete fact that that is not unrelated to the constant number of pupils who still need to begin with learning the language, in a school that still lacks the presence of native speakers, and the means necessary to offer that kind of individualized attention and instruction required to overcome, fast enough, barriers of communication – and in time, scholarly barriers.**

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**Case 44. Homework support, UK-England**

Arnot and Pinson reported that a number of schools ran lunchtime/after school clubs and/or summer schools though these seemed designed to socialise asylum seeker and refugee children rather than support their learning or homework. In one LEA there were some schools which ran homework clubs specifically for asylum seeker and refugee children.

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**Case 45. The Impact of Aimhigher Leeds, UK-England**

In 2003, the government published a White Paper (White Paper: The Future of Higher Education – needs reference) which set the target that, by 2010, 50% of all people between the ages of 18 and 30 should have the opportunity to enter higher education. Aimhigher was part of the government strategy for achieving these aims. It developed out of pre-existing government programmes with similar aims, although with a much reduced coverage.

Individual local authorities developed Aimhigher programmes accordingly and with regard to their own needs and contexts. (....) In Leeds, the Aimhigher programme is based on a comprehensive strategy targeted at learners in the 14-19 years age range, through a number of activities and initiatives designed to support the personal and social development of young people from identified, disadvantaged groups.

In 2007, Aimhigher Leeds commissioned an external evaluation of its programme. The evaluation focused on four key groups – Looked after children, Black and ethnic minority learners, White working class boys and the Gifted and Talented.

The evaluation was concerned to capture a range of evidence, from ‘hard’ statistical data on achievement and progression to ‘softer’, qualitative data on the nature of the student experience for those participating. It sought feedback from students, their parents and other key stakeholders including mentors, programme coordinators and those responsible for the management and organisation of various activities as well as the overall programme.

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**Case 46. Supplementary schools supporting ethnic minority children , UK-England**

In order to support the integration and achievement of children whose first or home language is other than English, supplementary schools have been established in many communities. In a described speaking supplementary schooling refers to a practice of providing additional or extra support, typically ‘organised by and for particular ethnic groups outside of mainstream education’. They usually take place on Saturdays and may be referred to as ‘Saturday schools’ as a result. They can take place in various venues such as community/learning centres, school buildings, youth clubs or places of worship and are frequently staffed by volunteers and funded by the community itself, charities or local authorities.

In 2007, a new national resource for supplementary schools was announced by the government. Jointly funded by the DCSF and the Paul Hamlyn Foundation, the National Resource Centre (NRC) for Supplementary Education is managed by ContinYou. (ContinYou is a registered charity and one of the UK’s leading community learning organisations.) The ContinYou website lists a number of strengths and weaknesses in many of the supplementary schools that they worked with.

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**Case 47. Settling in buddies for disadvantaged pupils in secondary education, UK-Scotland**

Some secondary and primary schools had established a ‘buddy system’ where refugee or asylum seeker children were befriended by Scottish children. This was found to be helpful by both asylum seeker and refugee children. This finding was validated by the HMIe report which also reported that befriender projects targeted at unaccompanied children and young people were considered good practice. Children and young people were recruited on a voluntary basis and matched up with asylum seeker/refugee children. They met regularly and took part in a range of social activities.

In addition, where children were personally welcomed by members of the senior management of the school, where uniforms were made available for children to make them feel part of the school community, and where needs were assessed and
programmes implemented by specialist staff, asylum seeker/refugee children felt more at ease and settled in more readily. These forms of support were also welcomed by parents.

**Case 48. Homework support, UK-Scotland**

Some schools in the first city established homework clubs to help support asylum seeker and refugee children. However, in the second city, no homework clubs were reported as available within schools. This may have been because there was no need for them; the study found no evidence that those in this city felt a need for one.

### 4.6 Non-discrimination measures in education

Relevant cases from the national reports concerning non-discrimination measures in education are presented below.

**Case 49. Educational priority zones and networks, France**

(….) leading to the creation of priority education areas, known by the acronym, ZEP. This form of positive discrimination corresponded to a policy of territorialisation at the same period in France.

“ZEPs are groups of schools located in areas with a number of social, economic and cultural problems. The national education system and its partners conduct concerted educational schemes in these areas that aim to help as many pupils as possible to get good educational results and better social and professional integration opportunities.”

“In 1999, the priority education zone incorporated a new structure: the REPs, in which the institutions “pool their teaching and educational resources as well as their innovations to help pupils get good educational results”. A network is a coherent socio-geographic group, usually made up of each ZEP classified college, together with the schools that are attached to it. “The number of REPs is limited insofar as they each require considerable resources.”

**Case 50. Integrated language education and multilingualism in the frame of FörMig, Germany**

- **Support of general language skills**
  The main focus of FörMig is the support of academic language skills which are considered to be the key to academic success. But the practical experience of the projects showed that development of literacy competencies and facilitation of academic and professional language often cannot be achieved directly without developing general language skills as a first or accompanying step.
  - Multilingualism as a resource in the education process and entry into the job market
  Migrant children usually have language competencies in two (or more) languages. However, the level of proficiency in each language – depending on the language context and language learning opportunities – frequently differs. To be able to link language support to the actual level of proficiency, assessment of the knowledge and skills in both languages is advisable. Some of the FörMig basic units work on this topic. They attempt to determine language education requirements in both languages. The Institute for Intercultural and Comparative Research has developed diagnostic tools for Russian and Turkish that assess oral skills at school entry and written skills at the transition from the primary to secondary level and at the transition to a vocation. These tools can be used together with parallel tools for assessing these skills in German to determine language profiles relevant for both languages.
  - Academic language and specialist languages in school and vocational training
  The distinction between ‘general language’ and ‘academic language’ is based on research findings showing that the ability to comprehend and use everyday language is inadequate for successful completion of the education process. In fact, additional skills must be acquired that may not be needed exclusively in the area of education but are especially relevant for academic success.
  - Development of literacy competencies
  Skills for dealing successfully with written culture are considered a basic qualification – not just for participation in society and culture in general but also for learning academic and specialist language in school and on the job. These skills are therefore a priority topic for FörMig. The basic units working on this topic teach many possibilities of receptive and creative handling of written texts. They initiate early trials of written production and promote motivation to read and write. The work
focus on the adult population signifies improving migrant parental skills: it relates to written culture inside and outside the educational institution and incorporates work with new media. The basic units develop materials and programmes that they also share with each other and present at FörMig events.

Case 51. Diversity management in schools, intercultural competences of teachers, Germany

The KMK declares to be conscious of the fact that schools with a high rate of immigrant children and youth must make more efforts in order to carry out integration work to the necessary extent. For these schools, specific material support shall be made available (e.g. lowering classroom size, increasing the number of teachers, supporting teachers by social workers). Furthermore, the KMK declares to recognize that these schools need particularly qualified staff. The Länder intend at employing more teachers and other pedagogical staff with migration background and at offering an advanced pre- and in-service- training especially for this target group. Modules for the acquisition of intercultural competence are included in a new framework of general standards for teacher training. The KMK intends to advocate and promote the implementation of these measures. Here again, this can only be realised by the single Länder; the regulations for Higher Education in general, and teacher education especially, are the responsibility of Länder.

Case 52. Roma integration, Hungary

In the last 15 years the Roma policies – in education but in other field as well – used more and more organizational and other resourced, but both the political class and the broader public opinion are unsatisfied with its efficiency and outcome. The 1992-95 Roma educational programme underlines the cultural features of the Roma ethnic group and targets the emancipation of Roma language and culture in the framework of Romology college programs and textbook publishing. New college programs started on Roma culture especially in elementary teachers” training institutions. In that context in Roma corrective educational programs the tuition can use a chosen Roma language reflecting the local requirements. In this period the disadvantaged position of the Roma was naturally well understood, but both the authorities and the independent NGOs thought that multiculturalism, and stabilization of a Roma elite are the major primary tools usable for their social emancipation. Integration policy measures were introduced already in the 1993 Act on Public Education, the 11/1994 statue of the Ministry of Public Education 39/D and 39/E Sections. In those years (…) an Integrated Pedagogical Framework and a National Integration in Education Network were also created.

Case 53. Participation and understanding of foreign youngsters, Cremona, Italy

The goals are (1) to understand how foreign youngsters and their families live and perceive the Cremona social environment (2) to single out tools and proposals for creating participation of those youngsters. At the end of the research, a video and printed material will be produced to be used in meetings and workshops in both lower and higher secondary schools of the Cremona area, in collaboration with schools, out-of-schools centres, immigrants’ associations, the Intercultural Centre of the municipality of Cremona has been established so as to single out families available to participate into focus groups, however difficult it is to work in synergy with all the actors and to produce joint plans. Thanks to the latter, resources and problems have been learned that either favour or prevent inclusion and integration of foreign youngsters in the Cremona area.

The young people have been individually interviewed (after the interviews were permitted by the families) and the families themselves have also been interviewed. Later on a number of meetings-interviews have been organized in classrooms.

The research aims to single out needs of, and feasible answers for young immigrants. Living together and dialogue have been singled out as one of the major difficulties both for educators and local agencies. From this it follows the request to look for reflective occasions to suggest both to Italian and foreign youngsters.

Case 54. Civic education, Turin, Italy

A teacher group has worked for six months to define a special training course on the project topic, paying attention both to the specific needs of social integration adults with migratory backgrounds and to the level of literary competence in Italian. The result is a text, consisting of 4 chapters: 1) The territory (from the EU level to the district area); 2) Italian history (from the XVIII century to now); 3) The principal rights: education, housing, health; 4) The Constitution and migration law.: The goal was ‘civic education’ to improve the knowledge of Italian society (Constitution, history, organisation of education, social services, health services, housing sector, etc.). The focus on the adult population signifies improving migrant parental skills: it
is important to re-enforce parental status in front of a growing second generation. Negative point to be noticed was that the teaching materials have been written in complex Italian: a lot of participants have high educational qualifications, but they have a very low level of Italian.

Case 55. Civic education paths, Lombardy, Italy

A pilot project focussed on improving the knowledge between both Italian and migrant pupils and Italian and migrant parents. In this way, schools should be able to better define integration project and to organise educational paths in order to respond to the different needs of pupils with various and heterogeneous educational backgrounds. The core of the project was the collaboration among the different institutions working in a specific territorial area. In this way, the project should define initiatives and tools useful to join schools with associations building a bridge between the "institutional educational path" (represented by teachers) and leisure time (represented by group leaders’, educators).

A strong point regarded the collaboration between schools, although not many, and their context. In this way, activities promoted by schools will continue after school-time, supporting both education and civic/social integration.

Case 56. Parental action against ‘white’ and ‘black’ schools, Amsterdam, The Netherlands

In 2002, two native Dutch middle class neighbours wanted to undertake action, because they found the distinction between immigrant and native Dutch in De Baarsjes undesirable. They decided to register their children at the nearest primary school 'Sint Jan'. This was a black school with 75% pupils of immigrant descent. It was located next door in their street. The school was to be ranked as a ‘quality school’ in relation to the achievements of its pupils and the assessment of the educational inspectorate. So, the two parents wondered why other native Dutch parents brought their children to other, i.e. white schools in other parts of the city. The neighbourhood around the school is ethnically and culturally mixed, which gives an excellent opportunity to create a mixed school. The two parents and the school thought this to be important for the children and their development. They were to become acquainted with different ethnic backgrounds and cultural lifestyles. And for all parents, it would also create an opportunity for meeting each other. So the school and the ‘initiative-parents’ decided to recruit of a considerable number of native Dutch children and so to transform a black school into a mixed one.

The two parents started their initiative in 2002 by registering their children at primary school Sint Jan (at that moment a so called black school, situated in a mixed neighbourhood) and proposing actions towards mixing the school population. The parents distributed leaflets on the initiative and together with the school they organized a meeting. The school arranged attractive changes of the school curriculum and invested in the physical appearance and the maintenance of the school building. At strategically chosen occasions, the school arranged publicity and presented itself as a school of interest. This is a process continuing until today.

Case 57. Zoned access rules, Tiel, The Netherlands

In terms of school choice many native parents living in mixed city districts appeared to be inclined to register their children at popular ‘white’ schools in other parts of the city. This process had led to a rather obvious ethnic segregation in Tiel, particularly in primary education: some schools were much more ‘black’ than the population in the surrounding district and some were too ‘white’ in this respect.

To realize the goal of desegregation, the school boards in Tiel formed and implemented their natural recruitment zones scheme.

In each zone there is a Catholic, Protestant and a public school. So, according to the boards and the BCP, parents would have sufficient opportunities to choose a school in relation to their constitutional freedom of education. Children should go to a school in the zone they live in. This means that schools would not be allowed to admit children from other zones. In case of admittance against this rule, the admitting school would have to explain the scheme and aims to the parents. Then, they should advise them to register their child at a school in the recruitment zone they live in. Although not all the headmasters agreed with this line of action (they were afraid to of losing children, and becoming a smaller school), they promised their board to carry it out appropriately. But they cannot be obliged to do this, in relation to the constitutional and legal framework with regard to school choice.

The case of Tiel appears to prove that, even under the condition of a high freedom of choice for schools and parents, there are opportunities for desegregation schemes. This success was enhanced and fostered by:
The mutual agreement between the local actors – i.e. school boards, schools, parents and municipality,
No fear of discrimination, and
A high level of parents' participation.

Case 58. Roma language and culture in mainstream education, Roma assistants, Slovenia

Each year, the ministry, together with representatives of the Roma, prepares an action plan with specific measures for the implementation of solutions from the strategy: in 2005 a curriculum was prepared for Roma cultures, and by 2008, with the assistance of ESF funds some books in Roma language were elaborated, and it co-financed the introduction of Roma assistants in kindergartens and schools.

Case 59. Effective Roma integration in mainstream education, Slovenia

The three approaches above mentioned have been practiced in a number of individual elementary schools. As proven by their experience as well as by educational research homogenous Roma classes did not have the desired effect. Early integration of Roma children into heterogeneous departments at the very beginning of a kindergarten and elementary school attendance proved to be the best choice. Several reasons can be enumerated in favour of integrated classes and against segregating children on the basis of ethnic adherence. Possibility of spontaneous learning among children, developing respect for each other’s culture and language are among them. In such classes cultural pluralism and plurilingualism as two crucial European concepts can be practiced in vivo.

Case 60. Teacher training for minority education, Slovenia

There are programs and tasks for teachers (prepared by the National Education Institute), related to Roma pupils, ethnic communities, children with special needs and migrants. Within these complex tasks which are more focused on the curriculum and didactics, the social inclusion of these pupils is certainly important. It includes different forms of training for expert workers in schools. Such training is indirectly focused on the prevention of prejudice, as stated in the Yearly Work Plans and Financial plans of the National Education Institute. According to our respondents, these tasks are numerous and systematically carried out.

Case 61. Measures to reduce segregation and discrimination in education, Spain

The measures taken by the education authorities to reduce segregation and discrimination at school should be understood from the perspective of integrating all the parts within the same whole. Firstly, there are such highlights as those that seek the recognition, through respect, of all existing cultures and the introduction of channels that favour the learning of the language used in the education system as a basic tool for enabling pupils to communicate on the same level. In this holistic approach, families are the main focus of the measures, with their involvement in the education process being encouraged as a crucial way of ensuring their children receive proper schooling and of achieving the full integration of these groups within the school community.

Elsewhere, one of the focal points attracting the greatest number of measures is the establishment of support channels between experts and services from outside the schools and the schools themselves whereby they can jointly address this challenge on a collective basis. The creation of new models of mediation, classroom monitoring and support with the backing of social services, or the creation of socio-educational areas outside the school is just some of the measures proposed accordingly.

Institutional cooperation is also sought as a key element in the fight against discrimination. It is required at all administrative levels – state, regional and local — and between both education authorities and those of another nature, basically those related to social matters and employment. The aim is to join forces and achieve the full cooperation of the institutions within a school’s immediate environment.

Finally, in addition to this block of measures, there are also a number of other schemes: adapting legislation for the schooling of ethnic and cultural minorities and those at socio-educational disadvantage, the preparation and diffusion of teaching materials and support for teacher training.

Case 62. Controversy: independent (Muslim or Christian) identity schools in Sweden

In 2003, a TV-review program specialized in social investigations of occurrences of general interest, often with a hidden camera (as in this case), presented a critical
program revealing that insulting treatment, physical and mental abuse, etc., occurred in some independent school visited – serious issues that, once confirmed, may well lead to their permit being withdrawn. A first broadcasting showed personnel from nine Muslim/Arabic schools – mainly rectors, who in certain cases expressed controversial opinions indicating that they showed too much tolerance for upbringing methods used against pupils of the respective schools – such as physical punishments (explicitly prohibited by the Swedish law), and chose to ignore their obligation of reporting cases when children were likely to have been exposed to such treatments (equally not acceptable according to Swedish law) to the Social authorities. The broadcasting started a rather lively debate of pros and cons echoing over the Mass Media. Various instances felt obliged to react, including the National Agency for Education, who initiated controls that should check up the presented facts, as well as politically tainted individuals and organizations, etc. The press published critical articles about the presented facts, engaging various voices in discussion, on both sides. The inspections initiated by the National Agency of Education devoted special attention to the situation of the pupils and their eventual exposure to bad treatment – as well as investigating whether the school staff (rectors, etc.) were ignoring their obligation to disclose eventual risks pupils could be exposed to, to the Social authorities, according to the legal provisions in force. An interesting effect – that also provoked reactions – was that the signaled conditions in the Muslims schools lead to critical expectations and demands of inclusion among the inspected ones Christian confessional schools (doubts were expressed in a discussion group suspecting that the latter may have even more problems of the kind).

Representatives of the confessional schools themselves – e.g. of the Islamic schools, but not only, as well as parents choosing to send their children to such a school, tend to consider this as what one could call an opportunity for exclusive inclusion – by creating the possibility for the children and their families to feel equally entitled to their culture, religion, traditional values and even to feel that they benefit from equal opportunities in education. (....)There are (also) concerns that such schools, addressing a certain immigrant group, may have a “segregational effect”

Case 63. Successful bilingual education, Sweden

An article published in 2006 tells the story of a school (Borgskolan) in one of the immigrant-dense areas of Stockholm, Botkyrka, most often referred to as a “problem” school, managed to show a spectacular turn of results when it raised the number of pupils who get passed from 26 percent in 2003 to 86 percent in 2005. One of the main reasons for that was that the school focused particularly on the language development of the pupils – 51 totally in the two classes referred to (7A and 7B), speaking together 20 languages as a mother tongue (most usually Syrian, Turkish and Armenian – but most pupils are born in Sweden, even though mostly everybody has an immigrant background). The role of mother tongue instruction – including that of the teachers teaching them, was particularly underlined, as well as the important role that adults must pay and the continuous feed-back as well as supervision of progress and results.

Case 64. School-buddies and friends for asylum children, UK-Scotland

Some secondary and primary schools had established a ‘buddy system’ where refugee or asylum seeker children were befriended by Scottish children. This was found to be helpful by both asylum seeker and refugee children. This finding was validated by the HMIE report, which also reported that befriender projects targeted at unaccompanied children and young people were considered good practice. Children and young people were recruited on a voluntary basis and matched up with asylum seeker/refugee children. They met regularly and took part in a range of social activities.

Case 65. Home-school relations, UK-Scotland

Candappa et al’s (2007) study highlighted that parents were keen to be involved in their children’s education and to support them as much as possible. Parents commented favourably on the availability of interpreters at parents’ evenings. However, often schools communicated with the home by letter, in English, which posed difficulties for parents.

Case 66. Promotion of a positive ethos, UK-Scotland

HMIE (2007) reported that most head teachers of primary schools promoted a positive ethos and implemented speedy and effective responses to bullying or racial harassment from both staff and pupils within the school community. Secondary schools were seen to be less effective in this respect.
The Gaelic Learning in Primary Schools programme (GLPS) was initiated in 1998, with the first pilot programme 2000-01. It represents a more limited approach than total or partial immersion but, it is argued, ‘serves different aims and offers opportunities to pupils and their parents which would otherwise not be available’ (Johnstone, 2003: ?). It is one in a range of measures designed to promote Gaelic in Scottish schools, with the specific aim of encouraging more learners in secondary schools by introducing them to the language and culture during their primary school career. Although no exact figures are available, it is estimated that approximately 4000 pupils were involved in 2007.

Overall, the primary teachers who participated in the training and went on to teach through and about Gaelic were very positive about their experiences. They considered that learning in and about Gaelic benefited pupils by boosting their confidence, raising awareness of the cultural heritage of Scotland and improving their language skills more generally. In some places, the local community had become involved, raising awareness and reviving interest in Gaelic more widely. The tutor on the original programme had made informal visits to several schools and reported that young children were writing in Gaelic and that she had been impressed by the displays in several classrooms.

Many LEAs have established school-parent partnership projects. In addition, some schools employed a specific home-school link teacher to support integration. Translators were used at times, mainly for parents’ evenings although in some instances, the students or other members of the asylum seeker/refugee community had the task of translating. This was considered to be undesirable but at times unavoidable. However, some schools found the cost of interpreters to be an issue, as was the ease of access to professional interpreters.

Some schools (especially secondary schools) used the ‘Red Card to Racism’ Scheme to overcome intolerance, and questionnaires to parents and pupils to scope out the problems encountered by students (Whiteman, 2005: 384). Show Racism the Red Card (SRTRC) is an antiracist education charity, which aims to raise awareness amongst young people about the dangers of, and issues surrounding racism in society. It uses well-known professional footballers to help get the message across and the charity produces a range of materials for use in schools as well as other educational settings.

In addition it was felt that citizenship education was good practice, however it related to valuing refugee and asylum seeker children rather than supporting them in their learning.

4.7 Comparative conclusion: what proof?

A sincere amount of proof on the value of priority education measures is delivered. It is certainly convincing at the case level. It has shown that at places, where disadvantaged pupils were supported by priority measures or at places at considerable risk of educational segregation and discrimination, remarkable progress was observed. Progress meant, in case, e.g:

- Shared satisfaction among relevant actors such as pupils, parents, teachers, school-leaders, experts, policy makers, etc.,
- Better images of the ‘others’ in majority-minority relations,
- Better school climate,
- New mixed schools or newly mixed schools that were segregated in the past,
- Improved local relations and less ‘racial’ incidents as portrayed in the media,
- Extra-ordinary learning gain as measured in the course of ‘priority time’,
- Improved linguistic capacities,
Higher marks for mathematics, science and other important subjects, Etc.

Comparative proof and proof that should follow from statistical time series is, however, not convincing. Success-stories at the one place or school appeared sometimes to be also a success-story at most other places and schools, particularly with regard to specialised support staff such as Roma assistants and/or voluntary (student) tutors and mentors from the ‘own’ group, but success appeared not to be guaranteed. The success-stories are most convincing arguments in debate on the necessity and urgency of priority measures in education in relation to inequities and/or discrimination as observed and as to counter-acted.

Other successful ‘pilots’ could hardly be replicated at other places and schools, without major adaptations to local people and circumstances. Apparently, a successful pilot or some successful cases are not full and convincing proof for further measures and action. Often, lessons are to be learnt and adaptations to be made. Failing ‘pilots’ and pilots that could not be replicated easily may work out as arguments against priority measures in education.

Statistical time series have delivered convincing proof in all countries concerned on inequities and segregation or discrimination, as these emerged and changed or disappeared over time. Proof regarded the prevalence on indicators of inequities, disadvantaged, segregation and/or discrimination, not the causes. They did not show, neither, in how far certain measures were leading to changed rates and figures on the indicators, i.e. had effects. Politicians have stated that they expected that their policies and measures would change the indicators in a positive direction. However, so far the changes were not observed or observed changes could not be related to policies and measures.

The general conclusion then is that there is no convincing proof with regard to priority measures in education beyond the level of success-stories. People and their schools make the successes: committed school-leaders and teachers, supporting specialists/volunteers, expert advisers, parents etc. They may find and get facilities as available in the frame of national or regional priority education, adapting these to their people and circumstances. In this frame top-down measures would badly fit. Such measures may explain part of the failing proof with regard to positive effects of priority measures. They may have gone lost in educational and school routines, lack of time and attention, resistance to change, displacement of goals, and other NIMBY-mechanisms. This and other conclusions will be followed up in the Final report: discussion and recommendations.

33 In the methodological annex we have argued that controlled comparative experiments are infeasible in educational practice.
5 Inclusive education measures

5.1 International consensus on ‘inclusive education’?

The international community, represented by the UN’s Human Rights Council, has endorsed the ideas and practices of ‘inclusive education’ for children and young people with disabilities. The council has assigned the preparation of special reports to a Special Rapporteur, who has reported to the UN’s General Assembly on 19 February 2007. The basic principle is that persons with disabilities have the right of ‘inclusive education’, implying “that it is possible for all children and young people, regardless their situations or differences, to learn together” (Special rapporteur on the right to education, Vernor Munoz, 2007 February 19). He referred to great numbers of children and students having special needs at some point in their educational career, up to some 15 to 20 per cent worldwide. The international community is further endorsing the principle of ‘inclusive education’, among others by the UNESCO programme ‘Education for All’ (EFA) and by the inclusive NGOs of persons with disabilities, such as the NGO Inclusion Europe. In 2008, Inclusion Europe devoted its annual meeting to inclusive education in Europe and elsewhere.

Comparative research in Canada, the Scandinavian countries and England showed a positive balance, i.e. that ‘inclusive education’ was better for the disabled pupils in most cases and that it did not seriously harm the other pupils. It had positive implications for their attitude towards ‘outsiders’ (Persson, 2006; Porter, 2004; Vaughan, 2008 April; Mooij & Smeets, 2006)

The national reports and further European research (Smeets, 2007 November; European Agency for Developments in Special Needs Education, 2005) showed also considerable numbers of children and young people with a handicap, with disabilities or special needs. In some countries, such as Italy, Spain and UK-Scotland, they are all or nearly all catered for in mainstream education, with more or less support of special teachers, materials, hours, or with that of their personal assistants, guides and mentors. In most other countries ‘inclusive education’ is not discouraged, if appropriate. There is, however, a wide offer of special schools for primary and secondary education, where they may find their appropriate place and teaching, outside mainstream education. For the national data of the ten countries, see scheme 12.

In case, medical professionals, educational professionals, ‘able’ children and pupils and parents may encourage the outplacement of children and pupils with disabilities in special schools. Medical professionals may prefer a special place and institution in the frame of their (long-term) treatment plans. Educational professionals might not find enough time and expertise to cater for a number of pupils with special needs. ‘Able’ children and pupils may make disabled children and pupils a victim of bullying and discrimination. Parents of children and pupils with a handicap may be convinced that a special place might be the best for their children and the parents of ‘able’ children and pupils may fear reduced attention for their children. In Hungary, the Roma associations appeared to be in favour of special Roma schools.
<table>
<thead>
<tr>
<th>Scheme 11. National characteristics concerning inclusive education</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Indicators</strong></td>
</tr>
<tr>
<td><strong>Ethnicity: Roma, Sinti, dwellers</strong></td>
</tr>
<tr>
<td><strong>Roma pupils; no numbers</strong></td>
</tr>
<tr>
<td><strong>Pupils with disabilities</strong></td>
</tr>
<tr>
<td><strong>Percentage in special schools</strong></td>
</tr>
<tr>
<td><strong>Inclusive</strong></td>
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<tr>
<td><strong>Inclusive and special</strong></td>
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<td><strong>Inclusive and special</strong></td>
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</tbody>
</table>

Source: Attachment 1.
The European Commission has expressed a positive position towards ‘inclusive education’ in its recent communication on improving competences for the 21st Century (Commission of the European Communities, 2008). The Commission referred to the positive attitudes and effects for pupils and students with special needs. It stated that more than 2% of the EU pupils are still taught in “segregated settings”, “despite strong political intentions” (italics mine). Therefore, “re-thinking policies for organising learning support, improving collaboration between schools, and implementing personalised learning” is needed, in the eyes of the Commission.

5.2 References to inclusive education

In the national reports and the response to the expert survey, measures as applied to foster the inclusion of pupils with a handicap, disabilities or special needs were discussed. The results are summarised in scheme 13 and 14 below.

Scheme 12. Inclusive education measures in the ten countries

<table>
<thead>
<tr>
<th>Expertise and teacher qualification</th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appropriate teaching practice</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Additional funding</td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Co-ordination and networking</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Specialised staff and services</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other measures</td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

35 Added on advice of the Spanish Ministry of Education.
36 Added on advice of the Spanish Ministry of Education.
### Scheme 13. Expert response concerning inclusive education

<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Belgium, Flemish Community</td>
<td>National budgets are available for specific GON-support, i.e. support of pupils with an indication in the autism spectre. Further ‘difficult’ pupils are to be managed in the frame of priority education, if applicable. The model of inclusive education was introduced rather lately in the Flemish Community.</td>
<td>Support by GON-guides, often being specialist pedagogues. Special programmes: TEACCH (Treatment and Education of Autistic and related Communication handicapped Children), STICORDI (stimulating, compensating, remedial teaching, dispensating). Inclusive education usually regards the following successive steps: • Individual plan, • Empowering learning environment as created by the teachers themselves, • Additional care as offered by GOK- or GIN-teachers, in case of need, • Further individual measures, if needed.</td>
<td></td>
</tr>
<tr>
<td>Belgium, French Community</td>
<td>Centres for Psychological, Medical and Social Services give support to the mainstream schools in relation to pupils with special needs.</td>
<td>50% of the children with special needs and disabilities are receiving education in mainstream schools. No comprehensive evaluation.</td>
<td></td>
</tr>
<tr>
<td>Bulgaria</td>
<td>The number of included pupils in mainstream education has risen from 700 to around 5500 in three years time.</td>
<td>90 projects for improved architectural access of 55 schools, with state funding</td>
<td></td>
</tr>
<tr>
<td>Cyprus</td>
<td>Inclusive education, since 1999, in mainstream classes or in special classes of mainstream schools. Only pupils with severe difficulties are educated in special schools.</td>
<td>Programmes for special education. 550 specialised support staff. in-service training. N.B. Not enough, with problems related to steps from primary to secondary education.</td>
<td></td>
</tr>
<tr>
<td>Czech Republic</td>
<td>New legislation underway, allocating track money for the inclusive education of handicapped etc. pupils.</td>
<td>Effective measures for the full integration. Any programs for the full integration of handicapped pupils in mainstream education. Expert support centres and specialised staff</td>
<td></td>
</tr>
<tr>
<td>Denmark</td>
<td>Inclusive if possible</td>
<td>3.8% of all pupils is educated in special schools. Increased segregation since twenty years, particularly in the field of ADHD, autism, Asperger, and social or emotional problems.</td>
<td></td>
</tr>
<tr>
<td>Finland</td>
<td>New legislation and implementation of ‘appropriate education’ for special needs pupils, based upon their individual troubles and capacities. Public debate on pupils’ welfare and stress.</td>
<td>Longstanding exclusion, discrimination and marginalisation of handicapped etc. children/pupils. Improvements since some 10 years (e.g. legal framework for non-discrimination). Investments needed in architecture, facilities and equipment. Need to include disabled students into mainstream education. Insufficient teacher training.</td>
<td></td>
</tr>
<tr>
<td>Greece</td>
<td>Implementation of Special Education Act and extension of special schools.</td>
<td>Online resources and civil society websites. Expert support and diagnostics centres. Need for cultural change.</td>
<td></td>
</tr>
</tbody>
</table>

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37 See footnote 18.
### Measures in the frame of inclusive education

Inclusive education without a sufficient level of support measures would be obsolete. The reports and documentation made clear that all authorities and relevant actors agreed that support measures are a necessity, although differences existed with regard to level, funding, control and kind. Children and pupils with a handicap, disabilities or special needs cannot be educated with the same tools and resources as the other children and pupils.

Support measures first regard the teachers and further staff in mainstream education. They will need targeted training with regard to having children with a handicap, disabilities or special needs in their classes. These measures were mentioned in almost all national reports and the responses to the expert survey.

Further, specialised support staff and assistants were mentioned: special Roma class assistants, the British designated teacher, the personal guides and mentors e.g. for pupils with a mental handicap, or remedial teachers, who are specialised in educating ‘troubled’ pupils, highly gifted pupils, dyslectic pupils, etc. In this frame, also the availability of special materials in the mainstream schools is to be assured.

Inclusive education will also mean active and effective co-operation with the medical and other professions involved in the treatment of children and young

<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Latvia</td>
<td>Recent changes are introduced in the direction of inclusive education.</td>
<td>Soviet history: institutionalised treatment of handicapped etc. children/pupils. Still prevalent model. Still insufficient teacher training</td>
<td>Parental support programs. European funding (ESF) Individualised education and home education, if possible and wanted.</td>
</tr>
<tr>
<td>Malta</td>
<td>Inclusive Education Act 2000, Inclusive and Special Education Act 2005.</td>
<td>Only few pupils in special schools.</td>
<td>Expert support centres (former special schools) Teacher training materials and support staff; upgraded qualification.</td>
</tr>
<tr>
<td>Portugal</td>
<td>Inclusive education is promoted. The Ministry of Education has developed measures related to the training and stability of teachers in schools, to the enlargement of timetable, to the maintenance of a “full time school”, and by disseminating the “good practices” The classes for SEN-pupils are shorter (maximum of 20) and the per class is limited (maximum of 2) Evaluation of ‘inclusive education’ is in the making</td>
<td>But not easy to get the necessary additional human resources. Portugal is not yet able to assure a true appropriate educative regime for handicapped etc. pupils.</td>
<td>SEN-pupils have the right to be recognized in their specificity and to benefit from the availability of appropriate educative answers Adapted materials and equipment. Teacher training. Parents complain that they prefer special education for their children.</td>
</tr>
<tr>
<td>Slovak Republic</td>
<td>Special schools for children with a health disadvantage. Inclusive education in mainstream schools, in special classes or in mixed classes. ‘Integration’ means: adaptation of the handicapped etc. pupils to the requirements of the schools, and not vice versa: schools should adapt to the special needs of the pupils.</td>
<td>Assistant teachers Special textbooks Special equipment, Right of using sign language, Braille writing, etc.</td>
<td></td>
</tr>
</tbody>
</table>

5.3 Measures in the frame of inclusive education
people with a handicap, disabilities or special needs. These are to be consulted for educational plans to be set out for the pupils, and they must be assured of the implementation of their treatment plans. However difficult, the plans are to be co-ordinated well, in the interest of the pupils, their parents and the school community. In The Netherlands, a pilot has been carried out on guidelines concerning ‘multilevel contextual learning theory’. It was assessed positively in 2005 (Mooij & Smeets, 2006). These guidelines may help to keep special need pupils in mainstream education, while designing psychologically appropriate learning processes and motivating educational, organisational, and managerial characteristics and procedures for all pupils. Initial findings resulted in the development of a pedagogical-didactic kernel or competence structure and a prototype of Internet-based software. Such hands-on packages are to be used by teachers and other staff in relation to children and pupils with special needs. They may help to find first and appropriate diagnoses and demand-oriented plans for the pupils concerned.

In the national reports a number of interesting observations and cases of inclusive measures have been presented and discussed, as the examples below should ‘prove’.

**Case 71. A Freinet school as an educational community for all in France.**

*The case study by Yves Reuter on the Freinet school illustrates the concept of a school which has overcome its locally-based operating autonomy to focus not just on the programmes or on the child, but on the learning input, the link between the pupil, the content and the resources, and their appropriation in a socio-economically disadvantaged environment. “The school as a community was set up – and is constantly re-established” by various mechanisms and processes which different groups, pupils and teachers take part in, in communities that may be extended to others. It is “set up as a relatively autonomous micro-society,” whose members (teachers and pupils), mutually considered as “school citizens,” draw up specific rules and regulations. Learning is taken even more seriously in that the school is open to researchers who rigorously assess the working methods in place and their results.

(…..)

*Alongside their teaching work, teachers also have a decisive role as a guarantor, guarantor of learning, safety, the smooth-running of the organisation in place, drawing up collective rules, etc. This role of guarantor, which explains in part the attention they pay to their role as a behaviour model, does not, paradoxically, exclude moving away from their position or role in certain circumstances (when timing needs to be respected during the “what’s new” session, when calls to order are necessary, to re-focus certain research in the group interest …). In addition, this role as guarantor is itself controlled in different ways: by class or school meetings they must ensure and which can call them into question, by discussions with their peers and during teachers’ meetings, by the principles they adhere to (and that are debated at the heart of the movement), by the explicit respect for the school regulations, by their continual self-learning and co-training

(…..)

‘Problem’ pupils sent by other schools or pupils “in great psychological difficulty” also seemed to integrate better as they were treated in the same way as the others, and their “recovery” was in close liaison with the shared pedagogy and construction of knowledge… Consequently, we noted during interviews and observations that there were fewer school motives for pupils to ‘suffer,’ and that as they were able to fit in and were encouraged to ask questions, many of these pupils felt less humiliated and impotent. We could therefore suggest that, as a general rule, the pupils’ institutional set up can contribute to the recovery of some children.

(…..)

In a way, through this experiment, and contrary to many of the views currently held, the “Freinet” teaching methodology has demonstrated its potential and its adaptability that goes far beyond single classes, rural backgrounds or “non disadvantaged” pupils.
Case 72. From special Roma schools and classes to integrating the Roma in Hungary.

At the beginning of the 80s, when the educational administration at the first time seriously dealt with the problem of the segregated Roma classes, there were (...) 150 classes of this kind recorded. Since then the ratio of Roma pupils in that entire part of the population that studies in general schools approximately has doubled, while the number of homogeneous Roma classes is eight times higher. This situation presents a classic example of disintegration. According to the findings of Ilona Liskó the segregation also continues in the vocational training schools. 

The Ministry of Education has developed a nationwide system, called National Network of Integration in Education, for the provision of support especially to promote to the implementation of tasks associated with teaching and upbringing disadvantaged children, particularly the Roma in integrated classes. The network has two objectives: firstly to create a system of basic institutions responsible for integrating mainly the Roma into mainstream education and secondly to improve professional background services on that basis. In autumn 2003, an Integrative System of Pedagogy was introduced in the so called 'basis schools' of the network.

Case 73. Aladin Lamp: inclusive education support measures in practice, Cremona, Italy.

Aladin Lamp aims to improve the processes of school inclusion of disabled persons within the area of the District of Cremona and has the following goals:

Increasing communication and cooperation among the different types and levels of schools; consolidating the network of out-of-school services supporting integration; favoring comparison among operators with regard to (i) school continuity, (ii) life project of the disabled person, (iii) alliance with his/her family, (iv) transition from school to work, (v) cooperation among teachers, social workers and health operators.

The project addresses the needs of:

- Teachers;
- Assistants to persons;
- Employees of the Local Health Offices;
- Social workers.

The project has evolved in its two years of implementation and has allowed the establishment of further projects:

Don’t lose your guidance: it addresses higher secondary school students and it aims to facilitate the transition from school to other socio-educational and training agencies, to develop the ability to cooperate and to consolidate personal autonomy;

Workshop Leonardo: it addresses disabled students at the lower secondary level through implementation of a workshop aimed to provide them with alternative didactics in order for the students’ skills to emerge;

Answers to provide guidance to disability in everyday life: it addresses families, disabled persons, social workers, schools where many disabled students are enrolled, and it aims to favor information and to raise attention toward disability, particularly at the pre-school and childhood education level;

Aladin Lamp’s Playing Service: it addresses both able and disabled children, families, educators, local schools municipalities of the District area, Psychiatric Services, Local Health Offices, and it aims to promote disabled children’s autonomy by involving them at the playing and social level;

InTegrally/InTegralMind, or how to connect knowledge so as to have experience: it addresses childhood education schools and a number of students in primary schools where there are disabled pupils in order to improve a playing area within the school that is functional to the disabled minor’s integration into a classroom.

Case 74. Design and development of a hands-on package for inclusive education in The Netherlands.

A pilot with guidelines concerning ‘multilevel contextual learning theory’ was assessed positively in 2005 (Mooij & Smeets, 2006). So, the guidelines may help to keep special need pupils in mainstream education, while designing psychologically appropriate learning processes and motivating educational, organisational, and managerial characteristics and procedures for all pupils. Initial findings resulted in the development of a pedagogical-didactic kernel or competence structure and a prototype of Internet-based software.

Case 75. Roma inclusion and Roma class assistants in Slovenia.

It is also mentioned that in Slovenia, since the adoption of the strategy of education for Roma in 2004, there are no longer special classes for Roma pupils. Each year, the
ministry, together with representatives of the Roma, prepares an action plan with specific measures for the implementation of solutions from the strategy: in 2005 a curriculum was prepared for Roma cultures, and by 2008, with the assistance of ESF funds some books in Roma language were elaborated, and it co-financed the introduction of Roma assistants in kindergartens and schools. (.....) The appointment of a Roma assistant to the classes with Roma children which should help to surmount the emotional and language barrier; he/she would represent a kind bridge between the kindergarten/school and the Roma community. (.....) The evaluation of the work of the Roma assistants as special help to language and social problems of the Roma pupils and a possible solutions to higher percentage of completing the primary education was the goal of the target research project in which all Roma assistants in Slovenia, their teaching co-workers (teachers) and the principals at school were interviewed.

Case 76. Regionalised inclusion measures in Spain.

The decision to take some form of action regarding children with special needs is reached on the basis of a prior diagnosis and it is the responsibility of the services deployed by each Autonomous Community. This means that the measures designed to foster inclusion at school vary from one region to another. Firstly, they include curricular adaptations or modifications. There are two types of adaptations. On the hand, for accessing the curriculum through the creation and edition of contextualised teaching materials suited to the reality of these disadvantaged groups. On the other, curricular adaptations that seek to adjust the knowledge content in the curriculum to the needs of each collective.

Secondly, a highlight for gifted children is the possibility of adjusting the levels and stages in the education system, although it should be noted that such a measure has to be authorised by the school inspectors in each Autonomous Community, following the procedure that each one has laid down and in all cases after the corresponding psychological assessment of the child.

Thirdly, a large number of Autonomous Communities provide help services through interdisciplinary teams in Educational and Psychopedagogical Guidance and from Guidance Departments, to facilitate the diagnosis of special needs children. As supplementary measures, the education authorities provide schools with specialist staff (teachers skilled in Therapeutic Pedagogy and in other necessary fields in accordance with each school’s requirements), so that they can join the teams responsible for diagnosing those pupils that so require. They also provide the necessary resources (materials and adapted furniture and fittings, etc.) so as to guarantee the schooling of these same pupils.

Fourthly, when pupils have serious disorders in different areas of development or family circumstances impede them from attending school on a regular basis, or when they are in hospital or for medical reasons have to miss school for long periods of time. The authorities have introduced a range of measures amongst which special mention should be made of the creation of travelling school support units and school units for providing support in hospitals.

Fifthly, coordinating all administrative and institutional spheres is once again a measure that is widely used. For example, the Education Committee of the Programa de Desarrollo del Pueblo Gitano provides coordination for the Ministry of Education (MEPSYD) and the Autonomous Communities of Aragon, Asturias, the Canary Islands, Cantabria, Castilla-La Mancha, Castilla y León, Extremadura, Galicia, Madrid, Murcia, Navarre, the Basque Country and La Rioja, as well as other authorities and experts. Likewise, the Programa Teleeducación, developed by the CNICE, involves a good many Autonomous Communities: Aragon, Asturias, Cantabria, Castilla y León, Castilla la Mancha, Extremadura, Balearic Isles, La Rioja, Madrid and Murcia.

Case 77. Elite classes for gifted pupils, in Sweden (and other countries).

The government has already announced recently the imminent creation of elite classes welcoming gifted children that seek admission by passing a special admission test, already this autumn (2008). Such classes should provide their students with more demanding programs, which may include higher education courses in their curriculum.

Case 78. Traveller Education Services - Sure Start for Travellers, UK-England.

Sure Start is a government-funded programme which aims to achieve better outcomes for children, parents and communities by increasing the availability of early years childcare for all children, improving health and emotional development for young children and supporting parents as parents and in their aspirations towards employment. (....) Following Achieve’s Traveller Education Conference in Leeds
(March 2007) the Traveller Education Services (TES) set up a project to look into the observed absence of Gypsy, Roma and Traveller (GRT) children in Sure Start support projects in Leeds. The Leeds Gypsy and Traveller Exchange (GATE) and Leeds Play Network were involved in establishing the project. The aim of the project was to involve Gypsy/Traveller parents and carers in ensuring that their children received the best possible start in life. The project had four strands: working with children and parents; advocacy; the toy library; to add value to work with Gypsy/Travellers.

The objectives of the Working with children and parents strand were to:
- support Gypsy/Traveller children from birth to three years old to develop to their full potential through play;
- increase parents’ knowledge of how their children learn and develop through play, to value and understand the role they can play; and
- support parents to create a safe learning environment at home.

Regular play sessions for Traveller children under three years of age in their homes, whether trailer or house, were established. Toys, books and other equipment from the lending library were introduced through play activities aimed at developing language, co-ordination and other skills.

Parents and carers, often grandparents and older siblings, were actively involved in all the play sessions showing the adults how they could carry on with the play activities at other times and to help them gain the confidence to do so. There was sustained work with parents and carers to create safe play opportunities for their children in the limited space of a trailer and to explore with them ways that they might keep children safe whilst playing outside. Gypsy/Traveller children have a high level of accidental injuries.

The project involving about 30 families over six-month period. There was a programme of regular visits with each family for an approximate period of six months and records were kept of each visit – dates, times and play activity. A child profile was developed for each child to record progress while involved in the project.

Advocacy [See national report]

The objective of the Toy library strand was to establish a toy library to increase Gypsy/Travellers access to quality toys, books and other learning materials that will reflect will their priorities and culture.

The Travellers Education Network (TENET) and the National Association of Teachers of Travellers (NATT) were consulted to ensure that the materials in the library reflected and celebrated Gypsy/Traveller culture and interests.

Safety equipment was also made available. For example, stair gates for families living in houses and other equipment suitable for families living in trailers. Parents were able to borrow toys free of charge and weekly drop-in sessions were set up. Play workers also introduced the resources into their play sessions. An inventory of toys and equipment purchased and replaced was kept along with a record of service usage.

Add value to work with Gypsy/Travellers [See national report]

Outcomes

There was evidence that the project resulted in a number of key improvements. Children were entering the education system with a wider variety of play skills and more developed social skills. There were increased opportunities for interagency collaboration, for example project staff were able to support a survey conducted by South Leeds Health for All on the plight of Roma families in the UK, during their home visits. Links with the Gypsy/Traveller education service meant that more children accessed schools and pre-school provision. There was improved access to services, increased and more effective contact points and improved information exchange between Gypsy/Traveller families and services. The toy library was extended to include equipment for children with additional support needs and it was made available to the wider community.

Case 79. Scottish Travellers Education Programme: a primary school’s inclusive response

This case study describes how the headteacher and staff of a Scottish Highland primary school developed an inclusive approach for all their pupils including Gypsy/Traveller pupils. The school is a village primary school, it has a population of around 140 pupils, this includes a nursery class for 4-year olds. Pupils are usually taught in composite classes, that is classes where children of one, two or more year stages are grouped together to form a class. There is also a playgroup for pre-school children.

Gypsy/Travellers are regular visitors to the area and many stay on a council-managed caravan site on the outskirts of the village. Many of the families return to the area year after year and, in turn, their children re-enrol at local primary schools. The number of children coming to the area varies year on year, with typically between 5 and 12 pupils enrolling, depending on the number of visiting Gypsy/Traveller families. The
The study reported that the more inclusive strategies appeared to be effective. Examples were given of increased participation and collaboration between Gypsy/Traveller children and their families and the school and local community.

5.4 Comparative conclusion

The most important comparative conclusion precedes the discussion of the measures as applied. Most important conclusion is that ‘inclusive education’ is feasible, as proved by Italy, Spain and Scotland, and that ‘inclusive education’ is apparently at least as good or better in terms of achievement and integration as non-inclusive education, as shown in comparative research.
Further, the comparative conclusion is justified that it needs appropriate facilities, specialised personnel and awareness campaigns to adjust mainstream classes and schools to pupils with a handicap, disabilities or special needs, or to ensure their integration and chances there. It is assumed that facilities, specialised personnel and awareness campaigns would not be more demanding, e.g. in relation to the national educational budget, than a full-fledged structure of special education and treatment.

This and other conclusions will be followed up in the Final report: discussion and recommendations.
6 Safe education measures

6.1 The safety challenge

Among the terms of reference for the present study the Commission asked attention for the issue of bullying and harassment. Bullying and harassment has received increasing attention from the side of the educational policy makers and educationalists in Europe, as considerable numbers of pupils were victims of it, with severe physical and psychological and/or educational consequences. Evidence on behalf of surveys as referred to in the French, Italian, Dutch and Swedish national reports and more colloquial evidence showed that bullying and harassment coincide or may coincide with broken school careers and exclusion mechanisms. The latter may start in the classroom and on the schoolyard, in which bullied pupils may function as scapegoats and take a marginalised, lonesome position. In its follow-up such pupils may become dropouts or may be replaced in other schools on the initiative of their parents and the schools. Bullying is often related to structural and cultural factors, in the sense that the 'weakest' groups of pupils may become victims and even double victims – first as a victim of the group characteristic, and second as the victim of the bullying per se. In case of harassment the latter is certainly the case, as harassment is related to gender and other group characteristics.

Recently, the prevalence of bullying and its structural and cultural factors have been assessed on behalf of a comparative survey with regard to youth and health. The survey was carried out in 2001-2002 among students aged 11, 13 and 15 years in 35 countries, on assignment of the World Health Organization WHO (Due, et al., 2009). The ten countries of the present study were among these 35 countries. The researchers concluded “that bullying is not a ‘natural' adolescent behavior, but is conditioned by the surrounding social environment” (Due, et al., 2009, p. 912). They have found convincing evidence “that children from low socioeconomic positions have a higher prevalence of bullying victimization”, and “that societies with larger economic inequality have higher prevalence of bullying victimization but also a stronger social gradient in bullying” (Due, et al., 2009, pp. 912-913).

Five national reports gave first quantifications of the prevalence of bullying and harassment and/or about victims. Apart from indirect indications in the Raxenbase (see chapter 4) official international sources such as Eurybase, OECD, UNESCO, EUROSTAT do not include data in this issue.

Presumably, bullying as well as gender and group-related harassment have always been a darker side of school dynamics and youth culture. Since the early eighties of the Twentieth Century it has attracted increasing political concern, leading to targeted measures and action ‘from above’ that should diminish its occurrence and consequences. A key expert at the international scene became the

38 The prevalence figures have not been included in the scheme below and not in attachment 1, for copyright reasons. They are to be ordered from the American Public Health Organisation as the copyright holder.
Norwegian educationalist Dan Olweus (Olweus, s.a.). His ‘package’ was introduced in a considerable number of European countries since then.

The issue of bullying and harassment will be assessed in the frame of ‘safe education’. This ‘framing’ approach was developed in recent policy documents on the issue of bullying and harassment in The Netherlands. There, the issue was ‘re-framed’ from bullying and harassment per se towards bullying and harassment as core issues of unsafe educational conditions, besides or on top of other unsafe conditions, such as an unpleasant school and class climate, unsafe buildings, the intrusion from the side of (youth) crime in relation to drug abuse, sexual exploitation, hooliganism, neighbourhood violence, family violence, etc. It is not clear whether and in how far such unsafe conditions might have direct relations with the bullying and harassment of pupils or groups of pupils, although some relation can be taken for granted at face-value. Further, a high rate of bullying and harassment that would coincide with high rates of further unsafe conditions would certainly deteriorate the school and class climate, reinforcing under-achievement and low quality, dropout tendencies, and other negative developments against the inclusion of all pupils in mainstream education.

The frame refers implicitly or explicitly to a classical axiom of effective socialisation and education. That means that for the sake of effective socialisation and education children and young people apparently need a safe environment, as safeguarded by their socialisers and educators as well as by their socialising and

### Scheme 14. National data concerning bullying and harassment

<table>
<thead>
<tr>
<th>Indicators</th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK England</th>
<th>UK Scotland</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bullying and harassment</td>
<td>2005-2006: 82,000 serious incidents, as registered in the national SIGNA-system (in operation since 2001)</td>
<td>n.a.</td>
<td>n.a.</td>
<td>42 incidents per year per school (sample of 25% of all schools)</td>
<td>40% of p.e. and 28% of s.e. students were bullied &quot;sometimes&quot; or &quot;frequently&quot;, 20% in p.e. and 15% in s.e. inflicted physical violence &quot;sometimes&quot; or &quot;frequently&quot;</td>
<td>n.a.</td>
<td>n.a.</td>
<td>n.a.</td>
<td>10% reported as being a victim of bullying</td>
<td>n.a.</td>
<td>n.a.</td>
</tr>
</tbody>
</table>

Source: attachment 1.
educational institutions. Safety regards a functional necessity both for formalised and goal-oriented socialization, and for informal and value-oriented socialisation. The latter is usually realised e.g. by parents, peers and family.

Formalised and goal-oriented socialisation is the primary function of educators and educational institutions. But the divide is not sharp. Educators and educational institutions are relying or may be relying, in varying degrees, on safe informal and value-oriented practices, in combination with the formalised and goal-oriented ones. The informal and value-oriented set is including direct punishment and disciplinary practices such as a loud warning or dismissal from class, on the correction side, and/or personalised relations between educators and pupils, on the side of prevention and after-care.

The formalised, modern and goal-oriented set might include measures that reflect safe contractual relations between educators, parents, pupils and institutions, such as (signed) agreements on school rules, the (re-)qualification of educational professionals, external support services, and the co-operation with appropriate partners and institutions in preventive youth care and repressive youth judiciary. It also regards safety provisions with regard to going to and being at school: insurance, gate etc. control, personal surveillance and video surveillance, Internet-control, robust school buildings, procedures for outplacement, and the like.

For the educational sector this safe environment is needed. References to safe education in the national reports and the response to the expert survey measures as applied to foster safe education and to reduce bullying and harassment were discussed. The results are summarised in scheme 16 to 18 below.

### Scheme 15. Safety measures

<table>
<thead>
<tr>
<th></th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Prevention</strong></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Safe building, gate control</strong></td>
<td>X</td>
<td></td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Police control</strong></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>School rules and discipline</strong></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Dismissal, rebound measures</strong></td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>External services and co-operation</strong></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Monitoring</strong></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

39 Added on advice of the Spanish Ministry of Education.
### Scheme 16. Protection measures against bullying and harassment

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Protection measures against bullying and harassment</th>
</tr>
</thead>
<tbody>
<tr>
<td>16.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>France</td>
</tr>
<tr>
<td>The ‘Olweus package’</td>
<td>X</td>
</tr>
<tr>
<td>Peer mentoring, mediation, counselling</td>
<td>X</td>
</tr>
<tr>
<td>Consultation of parents</td>
<td>X</td>
</tr>
<tr>
<td>Teacher role and teacher training</td>
<td>X</td>
</tr>
<tr>
<td>School care and counselling</td>
<td></td>
</tr>
<tr>
<td>Improved school climate</td>
<td></td>
</tr>
<tr>
<td>Extended school days</td>
<td></td>
</tr>
</tbody>
</table>

### Scheme 17. Safe education measures and measures against bullying and harassment in other EU-countries

<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
</table>
| Belgium, Flemish Community|                                    |                                          | No-Blame approach – child-oriented approach of bullies; apparently and evidence-based successful as underlined at national expert conferences and at the Flemish Consultation Platform concerning Bullying. Key person: school co-ordinator (often the remedial teacher). Seven steps, i.e.  
- Meeting with the victim,  
- Bringing all together, who were involved,  
- Explanation of the problem(s),  
- Shared responsibilities,  
- Groups proposals for improvement,  
- Group takes action,  
- Meeting with each child individually. |
| Belgium, French Community |                                    | Violence is a general characteristic of schools with a high concentration of children from low socio-economic background and immigrant children. Mediators should be effective for children who are apparently unable to cope with their high emotions. | Mediators, who are to facilitate communication Mobile mediation teams, intervening at the request of the head of an educational establishment |
| Bulgaria                  | No state measures.                | Permanent media coverage on violence in schools, etc. |                                                                                                                                                     |

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40 See footnote 18.
<table>
<thead>
<tr>
<th>Country</th>
<th>Top-down measures as to be applied</th>
<th>Top-down measures as effectively applied</th>
<th>Bottom-up measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Denmark</td>
<td></td>
<td>Research project (1 million euro). Public attention. Children’s Council. Centre for Environmental Issues (around the school)</td>
<td>Schools should deal with the issue.</td>
</tr>
<tr>
<td>Finland</td>
<td>Multi-professional forms of collaboration that surpass administrative boundaries have been developed. The regulations concerning professional confidentiality are being changed to the effect that an organiser of education will have better access to necessary information for the benefit of the children concerned.</td>
<td>Most schools are involved in the project called “Nice School”, which intends to find practical ways of preventing bullying in the whole of Finland. The most recent results show that this consistent and long-lasting programme has helped to decrease bullying considerably.</td>
<td></td>
</tr>
<tr>
<td>Greece</td>
<td></td>
<td>Direct relation with the exclusion of disadvantaged and discriminated pupils. Low on bullying and harassment or low on transparency on the issue? Media attention for ‘happy slapping’ and other incidents. Ban on mobile telephones in schools?</td>
<td></td>
</tr>
<tr>
<td>Latvia</td>
<td></td>
<td>No data, no measures</td>
<td></td>
</tr>
<tr>
<td>Malta</td>
<td></td>
<td></td>
<td>Victims and perpetrators are referred to school counsellors.</td>
</tr>
<tr>
<td>Portugal</td>
<td>Local police intervention, if needed. In last years, several studies refer to an increase in the number of bullying situations in schools, not clarifying if this fact is due to a greater facility of students to explain/complain about the several situations to which they are subjected or if this fact is due to a real increase of bullying in schools.</td>
<td>Intervention strategies can be developed by Services of Psychology and Guidance in schools, or by Official Groups of Schools Individualized victim support, such as a more private room, a laptop with internet access, a teacher of support and a specialist from the Services of Psychology and Guidance Additional human resources and specialists, although financing these is rather demanding. Schools should educate, not punish the pupils, including the ‘bullies’. However, teachers are now endowed with several legal means, necessary for the maintenance of their scholar authority. Mobile school Individualized/domestic teaching</td>
<td></td>
</tr>
</tbody>
</table>
### 6.2 Protective measures

Protective measures regard all measures that should safeguard pupils and other school actors from possible risk, damage and further consequences of bullying and harassment. They should also keep possible perpetrators away from actual bullying and harassment or the increase of it, e.g. in relation to revenge, copied violence, etc. In general terms it regards preventive strategies, measures and actions, although partly in the proto-repressive sense of the word, such as the preventive and anticipatory effect of feared sanctions on bullying and harassment.

Among protective measures we may refer to:

- Measures in the frame of youth protection,
- School rules and discipline,
- Walls, lockers and other physical protection measures,
- Virtual protection measures.

#### 6.2.1 Youth protection measures

Youth protection measures belong to the national legal system for judiciary youth care or youth care on other national, regional or local titles. On their behalf, authorities and professionals may enforce interventions, with or without the consent of the school, the parents and the pupils concerned, with the aim to protect minors against risks and possible damage. By applying rules as foreseen in applicable law, authorities and professionals may enforce the co-operation of schools, parents and pupils, e.g. in case of criminal investigations, judiciary outplacement, etc. From their side, schools, parents and pupils may trust the authorities and professionals in case of fear or confrontation with unsafe educational conditions, with bullying, harassment etc. The reports referred to institutionalised forms of early warning, consultation and co-operation between schools, authorities and professionals in this frame.

#### 6.2.2 School rules

School rules and their enforcement should keep the schools quiet and safe and should be an effective warning against bad behaviour such as bullying and harassment. Between the countries and the schools, remarkable differences are to be observed with regard to such rules and their enforcement. Some are obviously lenient, e.g. considering the negative consequences for self-development and self-reliance or considering the alienation between schools and pupils that might follow from severe school rules and their strict enforcement. Other schools and countries rely on strict, severe and clear rules and their enforcement, considering the protection these give to possible victims and the ‘structure’ and
guidance that are offered to young people. Through structure and guidance young people should find the right way towards adulthood, personal growth and educational achievement.

In the past decades rules have had a rather negative image in many European schools and countries, but nowadays the usefulness of school rules and their enforcement appears to be recognised again, particularly in relation to bullying and harassment. In some countries, schools are encouraged or even forced to clarify their school rules with regard to bullying and harassment, with reported positive effects on the level of bullying and harassment. In Sweden, the present government is apparently in favour of more discipline in severe schools. The Spanish, Swedish and other reports refer to the recommendation from the side of national or regional authorities that schools should develop and update a clear plan in this respect.

**Case 80. A Freinet school as a safe educational community for all in France.**

The case study by Yves Reuter on the Freinet school illustrates the concept of a school which has overcome its locally-based operating autonomy to focus not just on the programmes or on the child, but on the learning input, the link between the pupil, the content and the resources, and their appropriation in a socio-economically disadvantaged environment.

"The school as a community was set up – and is constantly re-established” by various mechanisms and processes which different groups, pupils and teachers take part in, in communities that may be extended to others. It is “set up as a relatively autonomous micro-society,” whose members (teachers and pupils), mutually considered as “school citizens,” draw up specific rules and regulations. Learning is taken even more seriously in that the school is open to researchers who rigorously assess the working methods in place and their results.

Fundamentally, in relation to the previous situation, the school has improved, both with respect to the increase in the number of pupils and their image in the social environment, and regarding the knowledge and know-how assessed institutionally. The problems of violence tended to decrease, accompanied by an evolution in the pupils’ representations and standards. Greater incorporation of regulations, rules and values was noted, with better appropriation of the rules than that noted in other institutions, a greater sense of justice and better acceptance of sanctions, together with fewer problems between pupils.

In a way, through this experiment, and contrary to many of the views currently held, the “Freinet” teaching methodology has demonstrated its potential and its adaptability that goes far beyond single classes, rural backgrounds or “non disadvantaged” pupils.

**Case 81. School plan in Spain.**

The measures designed and contemplated for application in schools also encompass a wide range of factors, namely, the drawing up of a coexistence plan for the school; the instruction of all members of the school community; the incorporation of content and programmes for the improvement of coexistence and the prevention of violence in educational guidance and tutorial sessions. Measures are also designed to improve the perception pupils have of their school and of the teaching it provides; the preparation, collection and dissemination of materials and/or guides in different media, and extracurricular and extramural activities linked to improving coexistence.

### 6.2.3 Physical protection measures

Walls, lockers, gate control and other forms of physical protection may certainly help to protect the people inside against the dangers from the outside, i.e. intruders, ‘bad boys’ and dealers, their drugs and weapons, etc. Walls and controlled gates may protect the pupils from dangerous traffic in front of the school, on parking lots and schoolyards. Besides, they may keep the pupils away from attractive life outside the boring school. For safety and further reasons, schools
have adapted their gates, walls and architecture and installed video surveillance to create optimal safety conditions and to protect the people inside against the ‘bad’ world outside. Most national reports did not refer to these protection measures. They may, however, have some impact, although there are also contra-indications. It is known that walls as such offer rather limited protection as the outside world will penetrate into the schools anyway, even with drugs, weapons and (forced) prostitution, in co-operation with possible perpetrators from the inside. It may need at least a double strategy of clear schools rules and their enforcement on the one side and ‘walls’ on the other.

6.2.4 Virtual protection

Virtual walls have gained increased attention among relevant actors in and around the schools, since the fast development of the Internet, further ICT and cellular communications between pupils in the last decade. It is obvious that audio-visual bullying and harassment are easily exerted by using open sites, blogs, MSN, voip, e-mail, twitter and other Internet applications, and by using mobile phones, with or without Internet. In the frame of national youth protection, minors have been protected against pornography, pedophiles and portrayed violence since the Nineteenth Century, although with national differences and changes over time. Nowadays the authorities in the countries concerned have underlined the need for virtual protection walls. The industry has offered special buttons to parents, schools and others to protect home computers, school computers, etc. against aggressive, pornographic, pedophilic or whatever undesirable sites. Civic and open sites may exert control on the materials that are published on their sites, with more or less success. However, super-easy access to virtual reality is increasing rapidly, whereas the control mechanisms cannot keep pace with it, particularly not in the virtual world of the new mobile phones.

6.2.5 Inclusion and exclusion effects of protection measures

In the paragraphs above, forced outplacement was mentioned as the possible effect of rule enforcement in schools or enforced youth care from the side of youth authorities. In rules and laws conditions are specified, in which a pupil or a minor is to be placed under the authority of others than those of his or her school, his or her family. In case of school rules, disciplinary sanctions are specified and enforced, concerning outplacement from a class, or even the school, temporary and permanently. Particularly temporary outplacement has gained momentum in e.g. France and The Netherlands, through time-out classes and schools for a short stay, or rebound classes and schools for a longer stay ‘some-where-else’. It is expected that time-outs and/or rebound arrangements may have a double effect. First, it may restore the pedagogic climate in classes that was disturbed by (incidents of) bullying and harassment. Second, bullies and other ‘perpetrators’ may find the way back towards ‘acceptable behaviour’, among others through the targeted attention of specialised teachers and staff in small groups. As far as feasible, a return and reintegration plan is a necessity in this frame.

From the French and Dutch national reports, however, doubts may arise about the return and reintegration effects, and the mechanisms of return and reintegration may need further attention and development. In France, it is the ambition
of the project of ‘démission impossible’ that was discussed in chapter 3 on early school leavers (Lemoine, Guigue & Tillard, 2009 August). It is to be assessed as a new and promising mechanism compared to old-fashioned dismissal from school, on the one side, or doing nothing against real threats, bullies and harassers, as may have been the case in some countries since the nineteen-seventies, on the other.

6.3 Measures for creating awareness

Awareness of risks, unsafe conditions and the mechanisms that are causing bullying and harassment in educational practice may reinforce the support among relevant actors for appropriate measures and they may convince possible perpetrators not to become involved in actual bullying, harassment or revenge. In the latter sense awareness measures would function as individual pre-event prevention. In the first sense the measures represent a pre-condition for e.g. the effective introduction and enforcement of school rules.

We make a difference between

- Measures for creating awareness that were to be applied in the schools,
- Measures for creating awareness that are initiated and managed by external expert centres.

The latter may follow from external private initiative and/or from public authorities that take responsibility for the co-ordination and promotion of measures for creating awareness.

6.3.1 ‘Civics’ in schools

We propose to abbreviate the different measures for creating awareness that schools were to apply as ‘civics’. It regards or may regard all formal and informal socialisation efforts of schools and staff towards the pupils. It may regard the follow up in schools of national campaigns against bullying and harassment in general or in a specific sense, e.g. in the frame of campaigns against xenophobia, anti-semitism, anti-islamism, loverboy practices, drugs, weapons, verbal aggression, hooliganism, etc. In some countries, it refers to civic education, e.g. as a special part of the national curriculum. Civic education should learn, among others, that pupils and citizens should show respect for other persons, who are not to be bullied or harassed. In both forms it is expected that ‘civics’ will reinforce non-violent attitudes among young people and that they will keep to non-violent behaviour as a free person.

An example is the Red Card to Racism scheme in England.

Case 82. The Red Card to Racism scheme in England, UK

Some schools (especially secondary schools) used the ‘Red Card to Racism’ Scheme to overcome intolerance, and questionnaires to parents and pupils to scope out the problems encountered by students (Whiteman, 2005: 384). Show Racism the Red Card (SRTRC) is an antiracist education charity which aims to raise awareness amongst young people about the dangers of, and issues surrounding racism in society. It uses well known professional footballers to help get the message across and the charity produces a range of materials for use in schools as well as other educational settings.
6.3.2 Measures as initiated and managed by external expert centres

Expert centres are reported to be useful for the development and support of national, regional and local campaigns as discussed above. They are also reported to run informative websites on the issues and on intervention strategies and measures. Expert centres may encourage and extend grass-root experience, knowledge and debate. Schools and school actors were to rely on expert centres that lay highest value on evidence based assessments of the issues. Therefore, relevant actors might assign to them monitoring research on the issues and on intervention strategies and measures. They may further be consulted on appropriate individual measures (see below) and they may offer capacity building and training to teachers and other relevant actors. Expert centres might also offer some trend watching in relation to possible future unsafe scenarios in education and to coming threats of bullying and harassment in virtual reality. Trend watching might be needed as most predictions are rather unreliable in the field.

Case 83. Awareness courses and training in the province of Brescia, Italy.

Survey of 30,000 students in the province of Brescia; training courses in the Province area from 2001 to 2009. Hundreds of teachers, educators and parents have been involved for each project form. Psychologist’s “drop ins” in various schools to help understand and solve students’, parents’ and teachers’ uneasiness.

The survey aimed (i) to understand the diffusion and cases of bullying in schools of the province of Brescia; (ii) to analyze the search for social support by young people and adults’ awareness of the problem; (iii) elaborate plans for preventing and contrasting cases of bullying.

Besides the survey, training and sensitizing courses have been organized addressing the needs of teachers and parents in order to promote the social, educational and personal well being of students and to make known and rejected bullying.

Furthermore, the project aims to provide a sympathetic listening, help and ways to make youngsters as well as their parents and teachers aware of the risk of becoming the object of bullying.

Case 84. Support measures in The Netherlands.

Support measures, i.e. support by a new centre for school and safety (Centrum School en Veiligheid) and its websites with good practice suggestions for schools, teachers, parents and others, features on ‘honour’ revenge in the school class, websites against digital bullying (www.pestweb.nl, www.iksurfveilig.nl), a safety monitor for all levels of primary and secondary education, and measures against gender discrimination as well as the discrimination of homosexuals.

Case 85. Support measures in Spain.

The most widespread actions involving teachers share two common aspects: the inclusion of bullying and coexistence in Lifelong Teacher Training as a specific line or through the modes of ordinary training and the fostering of regular and dynamic teachers’ meetings - Juntas de Profesorado.

Amongst those measures grouped together under the heading of outside support and cooperation, there are the following highlights: the creation of websites or the posting of content on teaching portals; the setting up of a monitoring centre for coexistence at school; the arrangement of publicity and awareness campaigns; the involvement of school inspectors in monitoring coexistence in schools; the reporting and electronic processing of information related to coexistence in schools, and finally, the fostering of the engagement of families. Within this group of measures, it should also be noted that there are other types of actions that consist of prizes, financial aid, projects or grants for the development of different schemes designed to improve coexistence or prevent violence in schools; support for initiatives and best practices in schools or the formation of autonomous school networks that pursue projects involving a culture of peace or the improvement of coexistence.
6.4 Individual measures

When acts of bullying, harassment and revenge have occurred individual measures are to be undertaken. School rules as applicable are to be enforced. The bad behaviour and the mindset of bullies, harassers and other perpetrators are to be changed. In case, external authorities or professionals have to be consulted. These external authorities and professional may be obliged to intervene in the ‘case’, even without the consent of the school. Victims must find relief and help. Witnesses may need a certain treatment too, either in relation to ‘supportive witnessing’ of bullying and harassment, or in that of co-victimisation. For bullies, harassers and other perpetrators we may refer to a wide variety of appropriate intervention methods, apart from the judicial ones, e.g. in the frame of family structure counselling. Intervention may regard disciplinary sanctions such as consultation of the parents and disciplinary appointments between school and parents, extra work, temporary or full dismissal from class or school, damage repair, outplacement in a time-out or rebound class for bad pupils, aggression training and other special training and counselling in the frame of a reintegration track, etc. For the victims we may refer to professional care, school-related care-teams, self-help groups, help-lines, damage repair, parental support, external professional support, etc. For witnesses the lighter parts of disciplinary sanctions etc. may apply in case of ‘supportive witnessing’. However, co-victimised witnesses may need help and care comparable to that of the direct victim(s).

In practice, the interest in evidence-based interventions is growing. Therefore, scientific, professional and para-professional literature includes a growing number of reports on the effects of certain intervention measures. We cannot conclude, however, that full evidence is delivered on the intervention measures. The scope of most research projects was restricted: rather unclear ‘experimental’ conditions, only one or a few cases, one or a few places and ‘cultures’, contradictory research outcomes, and therefore not sufficient evidence that the proved effects could be generalised and validated.

6.5 General conclusion: good, but no best measures and practices

It should be noted that the trends and incidents with regard to measures concerning bullying and harassment represent rather ‘soft knowledge’ that is easily manipulated for the purpose, however not based upon clear research documentation. Most knowledge regards incidents and anecdotal evidence. However alarming, incidents remain incidents, being the starting point, sometimes, for media hypes, although they also might be the top of an iceberg. At the same time and contrary to a hyped incident, many schools have covered up one or more incidents, as these might ruin their reputation and attractiveness on the educational market. The trends both reflect ‘real’ data with regard to the prevalence of bullying and harassment, and they represent distorted images of it among surveyed perpetrators, victims, witnesses, professionals and others, who might have heard about it from a distance. In relation to this knowledge base, precaution is needed.

Most detailed and maybe realistic trends were shown in the Italian report that referred to a ‘direct involvement’ in bullying and harassment as a victim or a bully. Up to 40% of the surveyed pupils said that they have been involved as a
victim and/or bully. But the researchers referred to the distorting effects of e.g. socially desirable answers to the surveys. In France, the SIGNA system has registered violence and other safety incidents since 2001. In The Netherlands, systematic and obligatory reports of violence and other safety incidents in secondary schools is announced, since voluntary registration and reporting at a quarter of the schools showed an average of 42 incidents per school per year.

In the European countries, a wide variety of measures were developed and applied. Some of these appeared to have a clear effect on the actors involved – they responded in a positive sense to questions with regard to appreciated learning effects, increased awareness and reinforced capacities to manage bullying and harassment as occurring or as to be foreseen. However, no measure or intervention strategy appeared to be the best and definitive remedy or prevention against bullying and harassment. The Dutch report concluded, that doing something ‘logical’ in the sense of likely and appropriate measures with the purpose to reduce bullying and harassment, appeared to be the best the relevant actors can do, but without a clear referent set of best measures and practices. Instead of best measures and practices, school that want to reduce bullying and harassment as occurring can rely on many good or rather good measures and practices. All these may show some effects, when applied with some rigour, and they can be adapted to new and proceeding insight in bullying and harassment as occurring. So, from awareness as raised, experience, self-evaluation, effectiveness control and further feedback, relevant actors might develop their own ‘best’ measures and practices incrementally and over time. This conclusion might apply to the other reports and countries too.

These conclusions will be followed up in the Final report: discussion and recommendations.
7 Teacher support measures

Support measures for teachers regard their further qualification for priority education, inclusive education and safe education (Working Committee on Quality Indicators, 2000 May; Commission of the European Communities, 2007 August), on the one hand, and support staff that should cater for their additional tasks in relation to the frames of priority education, the reduction of early school leaving, inclusive education and safe education. Teacher qualification is discussed in paragraph 7.2, and support staff in paragraph 7.3.

7.1 References to teacher support measures

The workload of teachers and the time they can spend on inclusive measures is indicated by the general teacher-pupil relation in primary and secondary education, as presented in the scheme below.

---

**Scheme 18. Teacher-pupil ratios**

<table>
<thead>
<tr>
<th>Indicators</th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary education</td>
<td>1/19</td>
<td>1/14</td>
<td>1/10</td>
<td>1/11</td>
<td>n.a. (1/22)</td>
<td>1/11</td>
<td>1/15</td>
<td>1/14</td>
<td>1/10</td>
<td>1/18</td>
</tr>
<tr>
<td>Lower secondary education</td>
<td>1/13</td>
<td>1/13</td>
<td>1/10</td>
<td>1/10</td>
<td>1/13</td>
<td>1/10</td>
<td>1/10</td>
<td>1/12</td>
<td>1/10</td>
<td>1/14</td>
</tr>
<tr>
<td>Upper secondary education</td>
<td>1/11</td>
<td>1/16</td>
<td>1/11</td>
<td>1/11</td>
<td>1/13</td>
<td>1/10</td>
<td>1/12</td>
<td>1/9</td>
<td>1/9</td>
<td>1/14</td>
</tr>
</tbody>
</table>

Source: attachment 1.

In primary education, the workload appears to be highest in The Netherlands, followed the UK and France. In lower secondary education the differences are less striking, while the workload in upper secondary education is highest in Germany, followed by the UK and the Netherlands. For an ‘feasible’ workload, that of countries such as Hungary, Italy, Poland and Sweden, might be more appropriate, i.e. a workload of one teacher/staff member per ten or eleven pupils.
All measures that were discussed in the reports have been coded according to the following list that represents a comprehensive list of applicable measures in mainstream education, in the frame of national, regional, local and/or school policies to guarantee the best performance of teachers in relation to the inclusion of their pupils.

**List 2. Applicable teacher support measures.**

- **Competences and qualification** – all measures regarding the initial training, on-the-job training and special training courses that will encourage and help teachers in relation to their inclusion tasks.
- **Workload management** – all management measures with regard to a skewed workload as occurring or as threatening among the teachers belonging to school teams.
- **Additional teaching staff** – extra teachers that may be appointed in the frame of priority measures etc., e.g. on behalf of external funding.
- **Additional support staff** – additional non-teaching staff, with a special task to keep pupils aboard in mainstream education.
- **Rewards** – teachers may receive special rewards (or awards) for their performance in relation to the inclusion of pupils in mainstream education, up to the allocation of the highest wages to teachers for pupils at (high) risk.
- **Specialised and external services** – teachers may find external and specialised support in relation to the inclusion of pupils in mainstream education.

(To be continued on the next page)

**Scheme 19. Teacher support measures**

<table>
<thead>
<tr>
<th>Competences and qualification</th>
<th>France</th>
<th>Germany</th>
<th>Hungary</th>
<th>Italy</th>
<th>The Netherlands</th>
<th>Poland</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>UK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workload management</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Additional teaching staff</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Additional support staff</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Rewards</td>
<td></td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X?</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Specialised and external services</td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Image management</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cont(r)acts with pupils and parents</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other measures</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>

41 Presently available in the frame of temporary projects. Their continuation is not assured.
Image management – in some countries, the professional image of the teachers appeared to be weak and unattractive, in general and in relation to teaching pupils at (high) risk. Campaigns and further measures have been carried out to improve the image, e.g. among high school and university students, who might consider to become a teacher.

Contracts with pupils and parents – in some countries contracts or other more or less formalised arrangements to settle the relation between a pupil, his or her parent(s), the school and the teacher, are applied.

Other measures, i.e. the extended school day and its positive impact on the teaching staff in Italy, and virtual head-teachers in the UK.

7.2 Teacher qualification measures

All national reports and interim-reports referred to a wide spectre of national policy statements and opinions of key experts or stakeholders with regard to required teacher competences, and to the initial training of teachers in their countries. Apparently, initial training is not fully sufficient for the adequate accomplishment of all professional tasks related to the inclusion frames, as these are partly rather new and changing considerably over time, representing new challenges for teachers and schools. The new and changing tasks of teachers may regard new educational technology and methods that require special teacher training, on the one hand, and new insights from child psychology, pedagogy, criminology, further social sciences and specific faculties (e.g. linguistics, second language teaching, mathematics, science, world orientation, etc.), on the other. Via seminars, conferences and courses these insights may have to sink in into the teaching profession, and they may be tested and (further) developed in co-operation with teachers and classes.

Observations with regard to failing attention for the frames and related tasks in initial teacher training were included in a number of reports and interim-reports. In case, renewed focus on such tasks in initial teacher training was mentioned as a national or regional priority, as well as the need for in-service training at the points and participation, even obligatory participation if ‘necessary’, in appropriate re-training courses.

In some countries best and best-paid teachers were to be designated to the most demanding pupils, such as ‘urban’ youth in schools for lower vocational training with a high risk of early school leaving, or pupils with special needs.

We may refer here to a number of interesting cases and case studies from the national reports and interim reports.

Case 86. Staff development training in socio-economically deprived areas, Pas-de-Calais, France

Staff development training in Pas-de-Calais was developed in the framework of “success contracts” (contrats de réussite) in 1999. The evaluation gave rise to pertinent questions: [...] Do staff development programmes allow teachers’ perceptions and representations to evolve in terms of the effectiveness of pedagogic measures? Does this development really lead to a genuine change in teaching practice? How can the success contracts form an effective support strategy for teachers that could inspire an approach which could be extended to the whole system as well as to basic teacher training and staff development programmes?

Research revealed points and factors that made the contracts a success. These were the following, among others:
Firstly, the need for most of the teaching teams to set up a "network board" to manage and assess the project, in other words, for staff involved in the "local realities to take collective decisions."

This leads to the need for didactic and pedagogic training that focuses above all on language learning, remediation measures, pedagogical differentiation and new communication technologies. Teachers appear to be aware of their own weaknesses with respect to helping pupils overcome theirs, in cognitive as much as in socialisation terms. Studies have highlighted the fact that the best-meaning primary school teachers are lost when they find themselves in classes in disadvantaged neighbourhoods. They tend to focus on games and socialisation activities in order to foster a learning context in a population which is unprepared by the culture of its family of origin. To put themselves at the level of pupils who are unfamiliar with the school culture, they multiply references to daily life, focus on project-based learning without it leading to de-contextualized knowledge relating to the children’s experience, use language learning as a means of expression, leaving aside its explanatory and argumentation functions, congratulate their pupils on their efforts and give grades for mediocre results so as not to discourage them. They rectify errors by giving the right solution without making the learner search for it for themselves.

The success contract programme is based on putting the teachers in a network situation, with structures, a network board, and team meetings in which the force of the hierarchy is replaced by the search for common solutions. This is characteristic of support measures designed for schools and teaching staff in socio-economically disadvantaged areas.

The following priorities were identified with respect to initiatives developed with and for teachers:
- language skill remains a major challenge,
- drawing up a contract (tailored project) between the teaching team, the pupil and the parents,
- making all the disciplines involving reading-writing coherent,
- teachers demonstrating the determination or the ability to provide solutions to the problems they come across in their daily classroom practice, particularly in terms of knowledge acquisition and training preparation.

Case 87. A scheme that accompanies and supports professionals, France

[This] initiative, designed to help pupils in difficulty, also provides welcome support for school professionals (management staff, chief education advisors, teachers, school assistants), as well as social workers from the areas where they recruit their pupils (youth workers and social assistant). This was not the initial aim but is an additional benefit resulting from the design of the scheme and the way it is run. Pupils in difficulty, in this case 14-year-olds’, can be helped in a many different ways: extra help at school, confidence boosting and re-motivation workshops, teaching reorganisation, etc. Démission Impossible is original in that it is developed at local, departmental level (rather than at the level of a school, and even less at the level of a school discipline), and it is articulated with the world of work. Teachers thus become coordinators, responsible for the organisation of Démission Impossible within a specific sector. These two basic concepts have a number of repercussions and offshoots, including support from professionals, due to the basic organisation of the scheme. We will now highlight the different aspects of this scheme that help practitioners directly, and will explore its characteristics.

Coordinators are always part-time teachers in their own collège, and are therefore considered as close allies, sharing the same difficulties and able to understand the downside and the pernicious aspects of the system. They are close but they are also strangers: they don’t know this school because it’s not theirs.

Coming in from the outside means that real discussion is needed. The coordinators need to be provided with information and there’s no question of simply commiserating together. The discussions are stimulating and, in a way, calming: the staff no longer feel alone as someone else is listening to their problems and helping to find solutions. The situation is being taken in hand and will not continue to deteriorate.

Coming in from the outside also implies finding intermediaries—tutors in the school who can monitor the pupils on a daily basis in their to-ing and fro-ing between the collège and work placement, in their learning and exam preparation (general training certificate). In order to act as tutors, some professionals learn new teaching, interpersonal and institutional skills. In turn, they disseminate their new skills within the school, demonstrating that other methods can work and developing new insights into the young people and their schooling.

As this scheme is developed on the sidelines of the school, and as the school teams change regularly, information about the scheme is not left purely to chance and at the beginning of the year, the coordinator organises information meetings in the collèges.
in his or her sector at the request of the school heads. This presentation of the scheme provides various openings and illustrates the diversity of resources available. In addition, given their local nature, these information meetings do not work with schools alone but are also held for local educational and social services (Maisons de la solidarité), while others are organised with teacher training and social worker training institutions.

Workshops are also organised, sector by sector, to work with the coordinator-teachers, giving them an opportunity to develop their mission together, help them design measures for early identification, or develop teaching programmes based on learning and remedial courses. Lastly, some days may also be organised as themed meetings. In 2004-2005, these included: “La prise en charge partenariale et individualisée des élèves” (working with pupils on an individual basis and in partnerships), 2005-2006: “Les enjeux de l’alternance au college” (the challenges of vocational sandwich programmes at college). These days provide opportunities for sharing experience and learning together.

Case 88. With changing colors – joint initiatives for foreign pupils in upper secondary schools, Cremona, Italy

Teachers’ training courses. Italian as Second Language (ISL) courses. Upper secondary schools’ and vocational centres’ teachers’ training courses: ISL courses (various levels) and since 2008 courses for Italian as Language for Studying (ILS). Apart from apparent successes, also difficulties in connecting classroom teachers with teachers working in the project.

Case 89. Aladin Lamp – An experience in training, Cremona, Italy

Aladin Lamp aims to improve the processes of school inclusion of disabled persons within the area of the District of Cremona. The project addresses the needs of teachers both at the compulsory and higher secondary level in the district of Cremona. Further also: assistants to persons; employees of the Local Health Offices; social workers. The total number of participants will be 100 people, 80% of them belong to the school sector.

Teachers participating into the project will be selected by school principals and will not necessarily have to be “support teachers”. Decision concerning the number of participants per school will be related to the number of disabled students according to the official data.

Aladin Lamp has the following goals: increasing communication and cooperation among the different types and levels of schools; consolidating the network of out-of-school services supporting integration; favoring comparison among operators with regard to (i) school continuity, (ii) life project of the disabled person, (iii) alliance with his/her family, (iv) transition from school to work, (v) cooperation among teachers, social workers and health operators.

All the projects that have been implemented have a supra-municipality relevance: actions developed by each project have addressed local disabled population living in the District. The training initiatives – some of which are still actively continuing – have involved teachers, social and health workers who were signaled by the local service network and educational agencies.

At the beginning, however, it was difficult to make highly heterogeneous groups work together and avoid that every participant used the occasion to levy complaints and frustrations.

Case 90. Opposing bullying and uneasiness – teacher training, Brescia and Cremona, Italy

Apart from a survey, the project included training courses in the Province area from 2001 to 2009. Hundreds of teachers, educators and parents have been involved for each project form. Psychologist’s “drop ins” in various schools to help understand and solve students’, parents’ and teachers’ uneasiness. The training and sensitizing courses have been organized addressing the needs of teachers and parents in order to promote the social, educational and personal well being of students and to make known and rejected bullying. Furthermore, the project aims to provide a sympathetic listening, help and ways to make youngsters as well as their parents and teachers aware of the risk of becoming the object of bullying.

A number of teachers working at different school levels received a training that was different from the one given to parents and that was carried out in various municipalities of the Provinces of Brescia and Cremona.

Case 91. Who will be a teacher for the pupils at risk in the Netherlands?
The Minister has opened some opportunities for an extra salary increase for teachers in difficult urban and rural districts, however in the margins of the general improvement of salaries and further labour conditions. A targeted increase in relation to the teaching of pupils at risk appears to be in conflict, however, with an undercurrent argument in the public debate on teacher measures. The undercurrent argument regards the position of academic teachers, who were usually not enrolled in the education of pupils at risk. Their natural field of employment regards upper secondary education, not lower secondary education, special education, inclusive education or primary education. The undercurrent has tempered the political attention for the teaching of pupils at risk. So, the impact of the new measures on teachers, pupils and schools at risk might be less than needed. Other measures appear to be more appropriate for that end. To this end, being a teacher for pupils at risk should be made more attractive, e.g. by a structural salary increase for that work and by diversity management and positive action in teacher training and the personnel management of schools.

Case 92. Insufficient teacher qualification with regard to pupils at risk in Poland

The positive side of educational reforms of the turn of XX and XXI century in Poland was improved qualifications of teacher and creation of lower secondary schools. Teachers are, however, not prepared to deal with pupils coming from poor, unemployed or otherwise marginalized categories; they tend to use common knowledge and stereotypes when discussing these issues or even are neglecting the existence of the problem.

Case 93. Teacher support for Roma education in Slovenia

The Strategy puts forward the following goals aiming at better integration of the Roma children into the educational system are put forward, among others: Permanent in-service training and additional education programs for teachers and other professionals.

Case 94. Teacher support measures in Spain

In the drafting of training measures by the authorities, a series of priority lines are defined that inform the programme of schemes designed for teachers. These measures are grouped into four general areas: cooperation, training, new resources and organisation. The area of cooperation involves: courses, seminars, symposia, working parties, etc. The following are organised in training: foreign language learning for specialist and non-specialist teachers; training of guidance teams and of teaching staff linked to caring for diversity and to special education needs, the promotion of training in schools and innovation by schools, or providing the necessary assistance for the development of the different programmes of Apoyo a la Acción Educativa (Support for the Teaching Process) amongst others.

Concerning the use of new resources: backing is given for new innovation projects; the use of Information and Communications Technologies and their classroom integration, etc.

From the perspective of organisation: support is given to the autonomy of schools and the application of quality and efficiency models in their management and organisation.

Focusing on the initiatives highlighted earlier: within the Comunidades de Aprendizaje project for example, supportive relations are sought between teachers, families and the pupils themselves, regardless of the internal social make-up in the classes in which all the groups of children, whether at risk or not, co-exist side by side. In turn, the Atlántida project also promotes the building of networks that allow for the sharing of original experiences and cooperation between teachers. Nonetheless, these are not the only aspects common to both projects that ensure these schemes are very well received by teachers, schools and local institutions, constituting the basis of their success. These are measures that in certain circumstances should be seen as more than just tangible instruments, as may be increasing the number of computers or the hours dedicated to a subject, referring to an approach to the learning process, specifically to:

A positive attitude towards the teaching of abilities by schools and the pupils’ ability to learn.

The introduction of horizontal cooperation networks between teachers and schools, between teachers and pupils, between teachers and/or schools and families, between schools and their surrounding communities.
The fostering of channels of communication between schools and the education authorities in order to establish efficient sources of funding. The promotion of professional development and for upholding the daily practice of recapitulation and support for self-esteem.

**Case 95. Insufficient teacher qualification with regard to pupils at risk in Sweden**

Among those presently working within the SFI- system (priority education for immigrant children en children of immigrant descent), more than half lack special subject-related education, while 16 percent of all teachers lack both teachers’ training and subject related theoretical education. Considering possible means to counteract the negative developmental trends in schools, the inquiry discusses possibilities of increasing the amount of teachers with immigrant background in such schools. A proposal is to submit that issue to the attention of the coming parliamentary inquiry regarding teacher’s training.

**Case 96. Gaelic learning in primary schools in Scotland, UK**

The Gaelic Learning in Primary Schools programme (GLPS) was initiated in 1998, with the first pilot programme 2000-01. In essence, Gaelic is treated as if it were another modern foreign language in the Scottish primary classroom. In the beginning, primary class teachers who were interested volunteered to take a course specially designed to prepare them for teaching Gaelic. They did not need to be fluent in Gaelic, or speak it at all. The programme covered both instruction in the language and, to a lesser extent, the Gaelic culture. The course was organised on a day-release basis, over 3-4 terms, with a total of 20 days training. Provision has since been for follow-up sessions with 2 in-service days per year for two years, for those teachers who have completed the course. The programme bears a number of similarities to the Modern Languages in the Primary School programme which has been in place for several years and prepares primary teachers to teach in, for example, French and Spanish.

An evaluation was commissioned in five districts.

Overall, the primary teachers who participated in the training and went on to teach through and about Gaelic were very positive about their experiences. They considered that learning in and about Gaelic benefited pupils by boosting their confidence, raising awareness of the cultural heritage of Scotland and improving their language skills more generally. In some places, the local community had become involved, raising awareness and reviving interest in Gaelic more widely. The tutor on the original programme had made informal visits to several schools and reported that young children were writing in Gaelic and that she had been impressed by the displays in several classrooms.

While the prospects for extending the project were considered to be good, there was concern expressed that a lack of continuity between primary and secondary schools required to be addressed. In addition some respondents were concerned that headteachers were not always supportive.

GLPS was perceived as much less radical than a Gaelic-medium approach and, as a result, less threatening to non-Gaelic parents. Consequently, they were more likely to be supportive and become interested in their child’s experiences. While the programme was originally conceived to promote Gaelic and to support language learning in primary schools, there was the danger that without proper support and commitment at local and national levels, ‘it could descend into token provision, which would have adverse effects on pupils’.

7.3 More teachers and support staff for teachers

The support staff functions that have been mentioned in several interim reports regard (1) professional and specialised functions for which teachers are obviously not qualified, (2) functions that may distract them too much from their main teaching tasks, and (3) compensation for teacher overload.

Examples have been given of national or educational policies to reduce the teacher-pupil rate considerably, and therefore the workload of the teachers. It is almost usual practice in the frame of inclusive education, following the very low pupil-teacher rate of special education. It has been reported for priority educa-
tion, where additional school budgets have been used to reduce the number of pupils per class in primary schools with a high number of pupils of immigrant descent. We may refer here to the cases of priority budgets in France and the Netherlands.

**Case 97. Priority zones, priority funding and extra teachers in France**

The national map of priority zones (EP) in 2006 makes a distinction between three different levels of difficulty (EP 1, 2 et 3). The first level, called “réseaux ambition-réussite” (ambition-success networks), includes 249 networks nation-wide. It is the one that takes in the pupils with the greatest academic and social difficulties. The criteria are both academic and social: a social criterion of over 66% of disadvantaged socio-professional categories and two academic criteria. The latter regards the percentage of pupils at least two years behind on entering “collège” and the assessment of their results when they enter the first year of collège. These criteria are reinforced by an academic analysis that takes into account the number of pupils whose parents receive the RMI (Revenu minimum d’insertion : Minimum income for social integration) and the number of non-French speaking pupils. From the present academic year, these networks will be provided with 1000 more teachers and 3000 teaching assistants.

The second level will include primary and secondary schools, the latter with the status of EPLE (Etablissement public local d’enseignement : Local public education institutions), characterised by a greater social mix, and destined to remain within the framework of a so-called “Réseau de réussite scolaire” (Academic success network). They will continue to receive the same assistance as before.

The third level is made up of schools and institutions destined to progressively leave the priority education system.

**Case 98. Weight rules, priority funding and additional teachers in The Netherlands**

In relation to the number of disadvantaged priority pupils schools receive additional resources with which they can spend on extra teachers or offer remedial teaching and other methods and counselling as appropriate. Until August 2006 ethnicity of the students was the most important weight rule, being a multiplier of 1.9 per pupil. For indigenous students with uneducated or low-educated parents (see above), the weight rule was 1.25.

Since the beginning of the school year in 2006, the weight rules were changed, as ethnicity appeared not be a strong predictor of school career. The strongest predictor appeared to be class, as well as class in combination with ethnicity. Further, the threshold rules worked against poor white families and schools in rural areas. Further, the established weight rules were thought to represent a multicultural ideology that was not longer politically correct in the country. The minister of education used these arguments for changing the weight rule. The new measure is formulated as follows:

1,3: The parent has lower vocational education as a maximum degree;
2,2: The parent has primary education as a maximum degree.

The budget of the weight rule did not change, with the consequence that rural areas can expect a budget increase at the expense of urban areas.

In secondary education there is rather new arrangement that allocates additional resources to secondary schools in relation to negative social indicators in their surrounding zip code zone. The negative social indicators are the threshold-percentages of immigrants (7%), people living under the poverty line (15%) and people depending on social benefits (13%).

Many non-teaching functions may distract teachers from their teaching tasks. It may regard non-professional functions such as administration, surveillance, cleaning, etc., as well as non-teaching professional functions, such co-ordination and management, the individual counselling of pupils, the in-service training of fresh teachers, curriculum development, as well as implicit roles concerning the socialisation of young people and the permanent involvement in their daily extra-curricular activities, certainly as far as these take place in school.
In varying degrees, teachers are compensated for these functions, e.g. by reduced teaching tasks.

In varying degrees, special personnel were appointed at the schools for these tasks, or volunteers were involved. In the national reports references were made particularly to the appointment and involvement of non-teaching professionals for non-teaching tasks in the frames of priority education (e.g. special language teachers), that of inclusive education (e.g. designated teachers) and that of safe education (e.g. individual counsellors).

In varying degrees, teachers may perform these tasks, which may increase their workload, which may lead to work-overload.

A number of tasks require necessarily the involvement of non-teaching professionals, e.g. tasks related to the medical and psychological diagnosis and treatment of pupils with special needs, or criminal investigations and judicial decisions that may be needed in the frame of safe education.

It is an issue of national and maybe European concern, whether these professionals are sufficiently involved in mainstream education and how the co-operation between teachers, schools and professionals is organised, in the interest of the pupils concerned and the school community.

Examples refer to a feeling of over-involvement in some cases and countries, at the expense of the professional autonomy of the teachers, for instance.

### Case 99. Teacher with a specialised teaching certificate in France

With regard to staff training, the *specialised teachers* are qualified National Education teachers who received additional training validated by a teaching certificate for disabled children.

### Case 100. Roma “family”-coordinators in Hungary

An important experiment started in 51 schools [EQUAL program] unemployed Roma were trained and employed as teaching assistants of the schools. Those people were employed as „family coordinators” and trained simultaneously. The program was initiated as a model of future programmes, where practice-oriented and flexible training modules and stable employment are offered together at the same time.

### Case 101. Expert support for teachers and schools in Italy

Facing the increasing complexity of the teaching task towards pupils with numerous and different needs, new professional figures have arrived in the schools. According to projects defined for specific needs, *teachers are supported by counsellors, psychologists and youth workers* in their teaching activities.

The idea is to create a “school community”, integrated in the neighbourhood area, able to educate pupils to live in the society working on both their empowerment and their social skills, according to a wider concept of teaching and school education. At high school level, aids towards orientation to the labour market or university level are recognised as a central topic, especially in a knowledge society.

### Case 102. Mediators in Turin, Italy

An analysis regarding the needs of the teaching/school staff, that has been dealing with pupils experiencing socio-cultural hardship, heavy migratory flows and continual evolution of the pupil population for many years, has shown the need for definition and sharing of possible tools for reception, mediation and support within the school and social system, beginning with socialisation of that which effectively takes place in reality. In this light the Scientific Technical Committee of the project has established the need to build a shared concept, among teachers, educational personnel and *mediators*, on what can be gained from cultural mediation in the school context.
Case 103. BRIDGES - Building bridges to second language learning, culture and society, Italy and partner countries

In this project, the focus was on ways of teaching and learning the main official language of the partner countries. It was developed and tested the use of **language and culture guides** (LCGs) in language teaching and learning. Developing and piloting training seminars for “bridge builders” in each partner country was an important task for the project.

The concepts of LCGs have been developed and tested in relation to language courses. It is however, apparent that they have an important role to play in other situations where people with different languages and backgrounds meet such as in schools, public offices, hospitals, and firms. They can facilitate communication and make it more efficient, avoid or handle misunderstandings, mediate when problems arise and improve cooperation. This is something that benefits all people involved.

All together the partners see the work of BRIDGES as part of the wider aim of ensuring active citizenship, inclusion and the construction of multi-cultural societies.

LCGs are typically previous participants in language courses who have advanced skills in the national language in matter and who know the wider society well. They facilitate communication, understanding and learning and they can become role models for language learners.

In addition, partners focused on the "bridge building" role of language teachers. All envisaged outputs listed in the project application have been achieved.

The main outcomes are:
1. 182 bridge builders were trained (twice the target).
2. Pilot training seminars for bridge-builders.

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Case 104. Weight rules, priority funding and additional teachers in The Netherlands

In relation to the number of disadvantaged priority pupils schools receive additional resources with which they can spend on *extra teachers or offer remedial teaching and other methods and counselling as appropriate.*

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Case 105. Individual counselling, casework and multidisciplinary care teams in the Netherlands

The national centre for education and youth care LCOJ has reported that 75% of the schools knew that means are available for *casework* at school by the end of 2006. Among these schools 78% have attracted at least one staff member for casework and special care. In many schools multidisciplinary care teams were set up. The researchers have recommended improved implementation reports. There has been a considerable increase in the number of schools that dispose of a care team between 2003 and 2006. For secondary schools the percentage is now 91%, for primary education 74% and for higher vocational education 72%.

The evaluation of the multidisciplinary care teams in the schools was rather positive, among others in relation to growing numbers and recent quality improvements. The challenges and difficulties of multidisciplinary co-operation in teams like these are obvious. In practice, they appeared to be manageable, to a large extent.

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Case 106. The “poverty expert” in Poland – who cares?

Teachers are, in general, not prepared to deal with pupils coming from poor, unemployed or otherwise marginalized categories; they tend to use common knowledge and stereotypes when discussing these issues or even are neglecting the existence of the problem. The school pedagogue, usually a single person in a school often is treated as "poverty expert" and this way other teachers are relieved from responsibility.

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Case 107. Roma assistants in Slovenian pre-schools

A number of projects related to the inclusion of Roma children into education is in course in schools with integrated Roma pupils. Most of them are consecrated to good practices of inclusion of the Roma children into education: searching of appropriate ways, individual approach, simultaneous evaluation, consideration of the Roma way of life and culture, continuous contact and cooperation with parents work with the Roma assistants.

A three years project *Efficient inclusion of Romas into education*, financed from the European social fund is consecrated to the Roma assistants. The project is executed by the Roma Association of Slovenia together with schools in Prekmurje and Dolenska region, Maribor an Kočevsko that integrate Roma children. In the current schoolyear there are 31 Roma assistants helping children to adapt and understand the
academic contents, and also mediating between the school and the Roma community and also enabling their communication. The appointment of a Roma assistant to the classes with Roma children which should help to surmount the emotional and language barrier; he/she would represent a kind bridge between the kindergarten/school and the Roma community. The evaluation of the work of the Roma assistants as special help to language and social problems of the Roma pupils and a possible solutions to higher percentage of completing the primary education was the goal of the target research project in which all Roma assistants in Slovenia, their teaching co-workers (teachers) and the principals at school were interviewed.

An action research was carried out by mentoring the work of the Roma assistants, introducing anti-bias programs for teachers and attitude assessment of the Roma and non-Roma parents.

Case 108. Support groups for democratic teachers in Spain

Atlántida was originally born into the teachers federation of a mayor union, Comisiones Obreras. Objectives of Atlántida are “to promote collaborative and democratic experiences” in schools, “to put in contact foci of innovation, to support research in schools which experiment new ways of democratic collaboration in curriculum and organizational topics”, and “to create and activate a network of schools developing democratic processes of educational innovation”.

Atlántida gathers now some twenty schools and fifteen support groups located in other schools and universities, distributed through more than half the Spanish autonomous regions.

Case 109. Designated teachers for looked after and special needs children in the UK

The most common ways in which schools prioritised children in care were by allocating a designated teacher, providing praise and encouragement and by maintaining regular school attendance. All schools should have a teacher designated to championing the interests of these children.

7.4 Towards the discussion and recommendations

The conclusions above on teacher support will be followed up in the Final report: discussion and recommendations.
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44 Ibid.
45 UNESCO op cit.
46 OECD, op cit.
47 Ibid.
50 Ibid.
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52. Eurybase, op. cit.
53. Ibid.
54. Ibid.
55. Ibid.
58. Ibid.
59. Eurybase, op. cit.
60. Ibid.
61. Ibid.
62. Ibid.
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<tr>
<td>Lower secondary education (continued)</td>
<td>Examination and certification, or end testimony</td>
<td>1/10</td>
<td>1/10</td>
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<td>Examination and certification, or end testimony</td>
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<tr>
<td>PISA-reading⁶⁴</td>
<td>488</td>
<td>495</td>
<td>482</td>
<td>469</td>
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<td>508</td>
<td>494</td>
<td>461</td>
<td>507</td>
<td>495</td>
<td>PISA-reading</td>
<td></td>
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<tr>
<td>PISA-mathematics⁶⁵</td>
<td>496</td>
<td>504</td>
<td>491</td>
<td>462</td>
<td>531</td>
<td>495</td>
<td>504</td>
<td>480</td>
<td>502</td>
<td>495</td>
<td>PISA-mathematics</td>
<td></td>
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<tr>
<td>PISA-science⁶⁶</td>
<td>495</td>
<td>516</td>
<td>504</td>
<td>475</td>
<td>525</td>
<td>498</td>
<td>519</td>
<td>488</td>
<td>503</td>
<td>515</td>
<td>PISA-science</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher-pupil ratio⁶⁶</td>
<td>1/13</td>
<td>1/13</td>
<td>1/10</td>
<td>1/10</td>
<td>1/10</td>
<td>1/10</td>
<td>1/10</td>
<td>1/12</td>
<td>1/10</td>
<td>1/14</td>
<td>Teacher-pupil ratio</td>
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<tbody>
<tr>
<td>Enrolment in general upper secondary⁶⁶</td>
<td>1,5 million</td>
<td>0,8 million</td>
<td>40.000</td>
<td>2,7 million</td>
<td>0,2 million</td>
<td>0,7 million</td>
<td>39.000</td>
<td>0,6 million</td>
<td>250.000</td>
<td>81.000</td>
<td>Enrolment in general upper secondary</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enrolment in upper vocational②</td>
<td>0,6 million</td>
<td>4,1 million</td>
<td>75.000</td>
<td>2,7 million</td>
<td>0,3 million</td>
<td>0,9 million</td>
<td>56.000</td>
<td>0,3 million</td>
<td>1/13</td>
<td>1/11</td>
<td>1/16</td>
<td>Teacher-pupil ratio</td>
<td></td>
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</tr>
</tbody>
</table>

62 Eurybase, op. cit; national reports.
64 Ibid.
65 Ibid.
66 Eurybase, op. cit; national reports.
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<tbody>
<tr>
<td>Upper secondary education (continued)</td>
<td>Upper secondary attainment level at the age of 20-24</td>
<td>82,4%</td>
<td>72,5%</td>
<td>84,0%</td>
<td>76,3%</td>
<td>76,2%</td>
<td>91,6%</td>
<td>91,5%</td>
<td>61,1%</td>
<td>87,2%</td>
<td>78,1%</td>
<td></td>
</tr>
<tr>
<td>Increase-decrease since 2000</td>
<td></td>
<td>+0,8%</td>
<td>-2,2%</td>
<td>+0,5%</td>
<td>+6,9%</td>
<td>+4,3%</td>
<td>2,8%</td>
<td>+3,5%</td>
<td>-4,9%</td>
<td>+2,0%</td>
<td>+1,4%</td>
<td></td>
</tr>
<tr>
<td>Early school leavers</td>
<td>Population aged 18-24 with at most l.s.e. and not in further education</td>
<td>12,7%</td>
<td>12,7%</td>
<td>10,9%</td>
<td>19,3%</td>
<td>12,0%</td>
<td>5,0%</td>
<td>4,3%</td>
<td>31,0%</td>
<td>8,6%</td>
<td>17,0%</td>
<td>13,0%</td>
</tr>
<tr>
<td>Reduction since 'Lisbon 2000'</td>
<td></td>
<td>-14,7%</td>
<td>-14,7%</td>
<td>-21,0%</td>
<td>-23,7%</td>
<td>-22,6%</td>
<td>-22,7%</td>
<td>-42,7%</td>
<td>-6,1%</td>
<td>+11,7%</td>
<td>-7,7%</td>
<td>-29,4%</td>
</tr>
<tr>
<td>National figures</td>
<td>2003: 60,000</td>
<td>2005: ‘only 4%’</td>
<td>Dropouts from compulsory education under &quot;ISCED 3C&quot;: 7,9%; range from 6% in Baden-Württemberg (West) up to 12% in Mecklenburg-Vorpommern (East)</td>
<td>High drop-out among Roma pupils</td>
<td>Failed for the examination of lower secondary: 2,1%</td>
<td>Failed for the examination of upper secondary: 2,7%</td>
<td>47,000 new early school leavers in 2008 (national report)</td>
<td>4,2% is not enrolled in l.s.e.</td>
<td>9,8% is not enrolled in u.s.e.</td>
<td>21,5% failed for the examination of u.v.e.</td>
<td>High drop-out rates among Roma pupils</td>
<td>High drop-out rates among short vocational streams and tracks</td>
</tr>
<tr>
<td>Disadvantaged target groups</td>
<td>Class and/or neighbourhood</td>
<td>253 ‘ambition success areas’ with 1738 schools</td>
<td>Yes: national statistics for 2005: 22%</td>
<td>2006: 20%</td>
<td>2007: 18%</td>
<td>Poverty among minors highest in the EU</td>
<td>Rural disadvantages</td>
<td></td>
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75 Ibid.


77 Ibid.

78 National reports.

79 Ibid.
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<tbody>
<tr>
<td>Disadvantaged target groups (continued)</td>
<td>Ethnicity: immigrants&lt;sup&gt;10&lt;/sup&gt;</td>
<td>370.000 or 5,9% in p.e.; 135.000 in s.e.</td>
<td>370.000 or 12,1% in p.e.; 430.000 in s.e.</td>
<td>77.000 or 3% in p.e.; 68.000 in s.e.</td>
<td>413.000 Non-Italians in primary and s.e., 43% Non-EU, 25% from African countries. Also: Albania and Romania Pre-p.e.: 6,1%; p.e.: 7,1%; i.s.: 6,7%; u.s.: 3,9%; (8,9% in upper vocational) Examination deficit in L.S.: -6,8%; in U.S.: -14,4%</td>
<td>18% in secondary education; higher in lower streams and tracks (national report) 250.000 or 15,1% in p.e.; 80.000 or 9,3% in s.e.</td>
<td>Yes, immigrant children not speaking Slovenian 370.000 or 12,1% in primary education; 70.000 in s.e.</td>
<td>In 2007, 0,7 million non-Spanish immigrant children in education; among these 0,2 million form EU-countries and USA.</td>
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<tr>
<td>Ethnicity: Roma, Sinti, travellers&lt;sup&gt;11&lt;/sup&gt;</td>
<td>Roma pupils; no numbers</td>
<td>10.000 German Sinti and Roma</td>
<td>400.000-600.000 Roma; 70.000 speakers of Roma languages</td>
<td>Not to be registered</td>
<td>3500 Roma and Sinti, 26,500 travellers</td>
<td>13.000 Roma</td>
<td>Roma children 600-650.000 Gypsy / Roma</td>
<td>15-25.000 Roma 20-25.000 dwellers</td>
<td>6800 Roma, Irish and other travelling children in p.e. 3400 Roma, Irish and other travelling children in s.e.</td>
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<tr>
<td>Ethnicity: indigenous minorities&lt;sup&gt;12&lt;/sup&gt;</td>
<td>50.000 Danes, 60.000 Sorbs 50-60.000 North-Frisians</td>
<td>200-220.000 German minority / 38.000 mother-tongue, Slovak, Croat, etc. minorities (around 10% mother-tongue-speakers)</td>
<td>French-, German-, Slovenian-, Friulian-, Albanian-speaking minorities</td>
<td>Frisian minority; Further recognised dialects</td>
<td>173.000 Selians, 153.000 Germans; Further minorities, among others 5000 Kashubians; most (bilingual) Polish speakers</td>
<td>Hungarian-Italian-speaking minorities</td>
<td>National languages of the regions: Basque / Euskadi, Catalan, Galician, Valencian</td>
<td>15-20.000 Sámi 450.000 Swedish-Finns, 50.000 Torneal-Finns</td>
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</tbody>
</table>


<sup>11</sup> Luciak, op. cit; Luciak & Binder, op cit; national reports.

<sup>12</sup> Ibid; EURYDICE. (2005). Key data on teaching languages at school in Europe. EURYDICE. It is to be questioned, in how far these linguistic groups (still) represent disadvantaged minorities. In Slovenia, these groups are not to be seen as disadvantaged minorities since several decades. Since the major changes in Spain, these languages do not signify a disadvantage. Most of them have become a national language and a language of instruction in one of the regions in decentralised Spain.
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<tbody>
<tr>
<td>Disadvantaged target groups (continued)</td>
<td>Pupils with disabilities&lt;sup&gt;33&lt;/sup&gt;</td>
<td>156,000 SEN pupils (2007); 77,000 in schools related to health institutions</td>
<td>487,000 SEN pupils – 5.8%; 417,000 in special schools – 4.9%, 70,000 in mainstream schools – 0.9% Some regions are 'inclusive' (e.g. Hamburg)</td>
<td>78,000 SEN-pupils in p.e. 55,000 SEN pupils in lower secondary 40,000 SEN-pupils in upper secondary 156,000 disabled pupils in mainstream education; 2% of all pupils (2004-2005)</td>
<td>109,000 SEN-pupils in p.e. (6.6%) 219,200 SEN pupil sin s.e. (12.3%)</td>
<td>196,000 73.00 in mainstream education</td>
<td>6800</td>
<td>130,000</td>
<td>Yes (22.000?</td>
<td>229,000 SEN-pupils, or 2.8%</td>
<td>73,000 SEN pupils</td>
<td>Pupils with disabilities</td>
<td>Disadvantaged target groups (continued)</td>
<td></td>
</tr>
</tbody>
</table>

**Discrimination**<sup>34</sup> Systematic registration SIGNA at 70,9% of the schools Decrease of racist incidents since 04/05 Resignation in relation 'list of most violent schools' Segregation as parents avoid schools in priority zones

Extreme right-wing incidents are registered in two regions Highest on educational disparity for immigrant and second generation pupils

High on disparity for immigrant and minority pupils Roma discrimination and segregation Measures to reduce it Parental freedom of school choice encouraging segregation

No systematic registration Reported disparities for non-Italian pupils

Only minority of the school reported weekly incidents Religious extremism in larger cities Right-wing extremism in the county-side Proved disparities for immigrant and second generation pupils Parental freedom of choice encouraging segregation

Direct and indirect discrimination of Roma pupils and asylum seekers Direct and indirect discrimination of Roma pupils Measures to reduce it Increasing numbers of immigrant pupils at risk Indirect discrimination of Roma pupils<sup>35</sup> Measures to reduce it

Proved disparities for immigrant and second generation pupils

Parental freedom of choice encouraging segregation

Decreasing disparities for immigrant and second generation pupils Groups at risk: poor Muslims, Roma and Travellers

Discrimination

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<sup>33</sup> Eurybase, op. cit.; national reports.


<sup>35</sup> The Spanish Ministry of Education does not agree with the FRA-report that also referred to direct discrimination of Roma pupils in Spain.
<table>
<thead>
<tr>
<th>Country</th>
<th>Outplacement</th>
<th>Indicators</th>
<th>Issue</th>
</tr>
</thead>
<tbody>
<tr>
<td>France</td>
<td>Percentage of repeaters among 15-years old</td>
<td>42,3%</td>
<td>Outplacement: Percentage of repeaters among 15-years old</td>
</tr>
<tr>
<td>France</td>
<td>Percentage of repeaters in s.e.</td>
<td>8%</td>
<td>Outplacement: Percentage of repeaters in s.e.</td>
</tr>
<tr>
<td>France</td>
<td>Percentage in special schools</td>
<td>158.000</td>
<td>Outplacement: Percentage in special schools</td>
</tr>
<tr>
<td>France</td>
<td>Enrolment in temporary outplacement arrangements</td>
<td>2007: around 6500</td>
<td>Outplacement: Enrolment in temporary outplacement arrangements</td>
</tr>
<tr>
<td>Germany</td>
<td>In p.e., sec- ond phase: 1%</td>
<td>In p.e., sec- ond phase: 1%</td>
<td>Outplacement: Percentage of repeaters among 15-years old</td>
</tr>
<tr>
<td>Germany</td>
<td>In p.e., sec- ond phase: 1%</td>
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<td>Outplacement: Enrolment in temporary outplacement arrangements</td>
</tr>
<tr>
<td>Hungary</td>
<td>In lower and upper voca- tional: 1,3- 5,2%</td>
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<td>Outplacement: Percentage of repeaters among 15-years old</td>
</tr>
<tr>
<td>Hungary</td>
<td>In p.e.: very restricted</td>
<td>In p.e.: very restricted</td>
<td>Outplacement: Percentage of repeaters in s.e.</td>
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<td>In lower and upper voca- tional: 1,3- 5,2%</td>
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<td>The Nether- lands</td>
<td>In p.e.: very restricted</td>
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</tr>
<tr>
<td>Poland</td>
<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
<td>Outplacement: Repeated classes in phase 1, p.e.: 5%</td>
</tr>
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<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
<td>Outplacement: Repeated classes in phase 2: 5% in phase 3: 7%</td>
</tr>
<tr>
<td>Poland</td>
<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
<td>Outplacement: Almost non-existent in compulsory education / single structure education</td>
</tr>
<tr>
<td>Poland</td>
<td>From grade 4 in p.e. on- wards: move- up on satis- factory achievement</td>
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<td>Spain</td>
<td>Repeated classes in phase 1, p.e.: 5%</td>
<td>Repeated classes in phase 2: 5% in phase 3: 7%</td>
<td>Outplacement: Percentage of repeaters among 15-years old</td>
</tr>
<tr>
<td>Spain</td>
<td>Repeated classes in phase 1, p.e.: 5%</td>
<td>Repeated classes in phase 2: 5% in phase 3: 7%</td>
<td>Outplacement: Percentage of repeaters in s.e.</td>
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<td>Spain</td>
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<td>Repeated classes in phase 2: 5% in phase 3: 7%</td>
<td>Outplacement: Enrolment in temporary outplacement arrangements</td>
</tr>
<tr>
<td>Sweden</td>
<td>20% has not finished upper vocational schools after five years</td>
<td>20% has not finished upper vocational schools after five years</td>
<td>Outplacement: Percentage of repeaters among 15-years old</td>
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<td>Outplacement: Enrolment in temporary outplacement arrangements</td>
</tr>
<tr>
<td>UK England</td>
<td>Possible, but very rare</td>
<td>Possible, but very rare</td>
<td>Outplacement: Percentage of repeaters among 15-years old</td>
</tr>
<tr>
<td>UK England</td>
<td>Possible, but very rare</td>
<td>Possible, but very rare</td>
<td>Outplacement: Percentage of repeaters in s.e.</td>
</tr>
<tr>
<td>UK England</td>
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<td>Outplacement: Percentage in special schools</td>
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<td>UK Scotland</td>
<td>Repeated classes</td>
<td>Repeated classes</td>
<td>Outplacement: Percentage of repeaters among 15-years old</td>
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<td>Repeated classes</td>
<td>Repeated classes</td>
<td>Outplacement: Percentage of repeaters in s.e.</td>
</tr>
<tr>
<td>UK Scotland</td>
<td>Repeated classes</td>
<td>Repeated classes</td>
<td>Outplacement: Percentage in special schools</td>
</tr>
<tr>
<td>UK Scotland</td>
<td>Repeated classes</td>
<td>Repeated classes</td>
<td>Outplacement: Enrolment in temporary outplacement arrangements</td>
</tr>
</tbody>
</table>

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**Notes:**
- "Eurybase op cit; national reports.
- OECD. (2008), op. cit.
- UNESCO Institute of Statistics, op. cit.
- Eurybase, op cit; national reports.
- Eurybase, op cit; national reports.
Attachment 2. Methodological annex – Making sense of it

It is obvious that the harder models of comparative research could not and should not be applied for the present study. At best, national evaluations of certain strategies, measures, interventions or practices were available. These studies were related to a wide variety of inclusion issues and domains. The harder models were not part of the Commission’s terms of reference and we did not propose to carry them out. The mere idea of testing the same inclusive intervention(s) in ten countries was and is beyond imagination, taking into consideration national differences and priorities, the different research teams that were involved, the co-operation of schools and relevant actors as needed for ‘the experiment’, etc.

What we wanted to do and what we tried to do was a critical and grounded meta-assessment of inclusion strategies, measures and practices. The meta-assessment intended to synthesise all available materials and evidence on the issue of inclusion and education, primary and secondary, in ten European countries. The meta-assessment of inclusion and education should refer to the best in-depth and high-level knowledge base of comparative, national or regional educational structures, policies and practices, as available to the national research teams. The knowledge base should be opened up for the explanation, understanding and interpretation of inclusive strategies, measures and practices. Knowledge, explanation, understanding and interpretation represent a chain from pieces of relevant information up to grounded conclusions with regard to pupils at risk of exclusion from education and interesting recommendations on how to keep them aboard and to educate them up to their full potentials. In terms of the present study it regards pupils, being:

- Early school leavers,
- Disadvantaged pupils,
- Members of segregated or discriminated minorities,
- Handicapped, disabled or special needs pupils,
- Pupils confronted with unsafe educational conditions,
- And their teachers who may need targeted support.

The meta-assessment should draw evidence-related, if possible even evidence-based, conclusions on:

- The prevalence of the exclusion and the inclusion of pupils at risk of exclusion,
- Strategies, measures and practices as set out and observed in reality: in how far do they foster and enhance the inclusion of pupils at risk, with or without side effects, contra-effects, etc.

The knowledge base was to be found in both the international materials and knowledge bases as available, and in the national and regional ones. Both the national research teams and the international research team have taken responsibility for finding and disclosing these. Most important results of the finding and disclosure were the ten national reports and interim-reports. To these, international materials and knowledge bases have been added in the conclusions of the final report, as its attachment 1 on publicly available international knowledge bases.
For the national and international knowledge base we could rely on:

- Comparative and national indicators,
- Trends with regard to comparative and national indicators,
- Survey data on e.g. relevant opinions, attitudes and preferences,
- Comparative and national overviews, sites, annual reports, trend overviews, history, media features, press cuts, etc.
- Case study reports of good practices and measures,
- Wider scientific literature on inclusion and education, such as further case study reports, or theoretical clarifications, interpretations and classifications, or meta-assessments on inclusion and education in e.g. the USA and/or Canada.

Among these points of the national and international database one part regarded synchronic pieces of information, usually as near to today as possible – synchronic data of longer ago may easily lose their relevance for today’s meta-assessment. The synchronic data included (1) the recent comparative and national indicators, (2) recent one-shot surveys with relevant opinions, attitudes and preferences, and (3) recent comparative and national overviews etc. Synchronic data are most appropriate for the explanation of national and comparative differences with regard to today’s inclusion or exclusion of pupils at risk from education, e.g. as reflected in statistical correlations. Such an explanation then is an important step and guide on the way towards understanding and interpretation.

Other pieces of information in the total knowledge base regarded diachronic data, i.e. information on cases, issues and persons at successive moments of time. For the cases, issues and/or persons the successive data should show what changes have occurred over time, preferably in relation to the factors that should explain their changing exclusion rates. They also reflect the process and effects of real-life experiments of between the start and the end of strategies, measures or practices. These changes may explain processes and effects as observed, taking into consideration the restrictions of experimental research in this respect. The latter is to be said because no real-life experiment in education can meet with the requirements of the ideal controlled experiment – people, time, context, etc. do not allow for the controlled experiments as required in e.g. medico-pharmaceutical research on new drugs. However weak the explanations of process and effects would be from a strictly methodological point of view, these explanations are certainly important milestones on the way towards understanding and interpretation.

Yet, all sources and the pieces of information do not easily add up to grounded conclusions of inclusive strategies, measures and practices in education, nor to interesting recommendations. Per source the following is to be considered:

- The wider scientific literature was not focussed on our ten countries or on Europe.
- From case study reports generalisations of the outcomes to other places and actors is difficult, even if serious process and effect analysis has been carried out on the practice or the measure. One of our guidelines for the national teams was to check
whether and how good practices and/or wise measures were transferred and applied on other places. At this point, information is scarce. Many comparative and national overviews represent the official opinions on how education is or was formally arranged in the country. Taking for granted that practice may deviate from the rules, the overviews may leave pending questions on practices and hidden mechanisms behind. Survey data may reveal seriously the relevant opinions, attitudes and preferences of relevant actors, they may however also be disturbed by sampling errors such as the low participation of immigrant minorities or by desirable answers.

Comparative and national indicators are to be seen as the core of comparative meta-assessments. Their trends may learn, which countries or regions are improving their performance on the indicator and that might be correlated with national or regional policies and measures, e.g. with regard to the reduction of early school leaving.

In our ten countries, the available indicators underlined the prevalence and continuity of exclusion and segregation, to a certain extent. At that level, the comparative conclusion concerning low attention for the Lisbon aim with regard to the reduction to early school leaving was justified, as well as that concerning the prevalence of continued minority segregation in most countries.

So far, no or only a few indirect national indications and trends are available on the effects of certain strategies, measures and practices to foster and enhance the inclusion of pupils at (high) risk. The only conclusion that we could justify was that ‘inclusive education’ for handicapped, disabled or special needs pupils appeared to be feasible. This was shown by Italy, Spain and Scotland as the most pro-active countries and regions in this respect, and by further international comparative research in Canada and the UK.

Actually, we were faced with a patchwork of pieces of evidence-related or evidence-based information, in combination with further indicators, data, overviews, case study reports and scientific literature, and some correlations or explanations. How to make sense of that, how to understand and interpret that patchwork? We have expected this (intermediate) outcome, and we would not be satisfied to leave our studies at that level. For understanding and interpretation a team of highly experienced academics, representing the different applicable disciplines, would give highest added value. This team of academics was a necessity. Therefore we have formed a reference group for the present study, for which the national team leaders and some independent experts were invited. Their disciplines included, apart from research on education and exclusion, disciplines such as ethnic relations, sociolinguistics and minority languages, the general sociology of inclusion and exclusion. They also showed high experience in the participation and leading of international research projects in related fields. And they attracted highly promising research fellows, who apparently brought in the added value of being a (recent) learners themselves, working with modern media, etc.

92 Most information regards the intentions of those, who want to set out good practices and wise measures. As far as research was carried out, it focussed predominantly on the process and implementation, and less on effects, side effects or contra-effects. The transfer to other places attracted lowest attention.
The ‘model’ has worked out, predominantly via e-communications between the members of the Reference Group and the research fellows. It has led to the present final report in threefold (comparative conclusions, discussion and recommendations, summary/sommaire/Zusammenfassung), the ten national reports and further attachments. It reveals how we understand and interpret the existing regional, national, European and international knowledge bases on inclusion and education.

For misinterpretations and mistakes in the final report, however, its author takes full responsibility.