

A black and white photograph of a young woman with dark hair tied back, wearing a dark scarf and a checkered shirt. She is looking off to the side with a thoughtful expression. In the background, other students are blurred, suggesting a classroom or lecture hall setting. An open book is visible in the bottom right corner.

Back to School: Responding to the needs of newcomer refugee youth

Thomas Huddleston & Alexander Wolffhardt

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Back to School: Responding to the needs of newcomer refugee youth

by Thomas Huddleston & Alexander Wolffhardt

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Executive Summary

Teachers, schools and education systems face tremendous challenges caused by the recent arrival of high numbers of minors seeking international protection in Europe. Structures have to adapt quickly, and must take into account the specific needs of refugee children and youth.

- **Refugees arriving in Europe to a large extent children and youth.** The sheer numbers show the scope of the challenge: In 2015, 1.3 mio. people applied for asylum in the EU, a nearly 400% increase since 2012. Of these, 384,000 or 29% were minors in the age to 17 and – mostly being in compulsory school age – eligible for schooling regardless of the outcome of their asylum procedure. Among the top destination countries (receiving more than 30,000 applications each), the share of minors ranged between 9% in Italy and 41% in Sweden. In almost all cases they have come irregularly and have to endure wait periods of up to 21 months before there is a decision on whether they can stay. As of April 1st 2016, a total of 305.815 asylum applications of minors were being processed in the EU, of which 154.505 in Germany alone. If the higher education age group from 18 to 34 is included, not fewer than 833.645 children and young adults awaited their decision at this point across the EU, and 400.615 in Germany.¹
- **Here to stay: high shares of protection-seeking minors are recognized.** Around half of minor asylum-seekers successfully obtained some form of protection status in terms of the EU average in 2015, with minors most likely to receive protection in the same countries where recognition rates are high for adults. The slight majority of minor asylum-seekers in 2015 came from countries with relatively high asylum recognition rates across the EU (around 60% or higher recognition rates): Syria (28% of minor applicants), Afghanistan (22%), Iraq (8%), Eritrea (2%) and Somalia (2%). Nationalities with high recognition rates represent the vast majority of 2015 minor applicants in around 20 European countries. In 2015, the average share of positive decisions in the EU was 72% among Afghan children, 91% among Iraqi children and 97% among Syrian children.
- **Increasing numbers of late arrivals and unaccompanied minors.** In terms of the age of minor asylum-seekers, 1/3 can be designated as 'late-arrivals' (aged 14 to 17) who arrive in the country towards the end of compulsory education. The share of late-arrivals is high among the top asylum destinations (Austria, Belgium, Netherlands, Nordics and UK) as well as Bulgaria and Italy. At the same time, they represent 87% of unaccompanied minor arrivals in 2015; while children

¹ Eurostat, accessed on August 10th, 2016

under 14 are most often accompanied by family. Unaccompanied minors without any parents or family in the country account for nearly 1/4 of child asylum-seekers in the EU in 2015. This rate rises to 1 in 2 child asylum-seekers in Italy, Sweden and Norway and around 1 in 3 in other major asylum destinations (Bulgaria, Denmark, Finland, Netherlands and UK). Across the EU, out of a total of 87,690 unaccompanied minors, 25,760 were aged 14 or 15 while 50,535 (over half) were aged 16 or 17. Over half of unaccompanied minor arrivals are aged 16 or 17 in Norway and Sweden, while nearly 3 in 4 are in Germany and nearly all are in Italy. The vast majority are boys (8 or 9 in 10 in nearly all countries). The number of these arrivals has increased seven-fold in the EU from 2012 to 2015. That said, 3/4 of child asylum-seekers still do come accompanied by a family member.

- **The lucky few: minors arriving through resettlement.** Arriving spontaneously and applying for asylum, however, is not the only way for children and youth fleeing war or persecution to arrive in Europe. Resettlement and reunification with family members who already live here represent the two existing, highly relevant legal channels for humanitarian migrants. Unfortunately, the number of spaces for refugees outside the EU to resettle legally in Europe has not kept pace with asylum demands, with the numbers only doubling since 2012 to little more than 11.000 in 2015 in the EU, Norway and Switzerland. With 5,540 children resettled, minors accounted for half of annual refugee resettlement numbers in that year. The overall number of children arriving through resettlement could increase if the EU is able to incentivize and require Member States to develop or expand their resettlement programmes. For example, the initial resettlement scheme included in the so-called EU-Turkey deal prioritises Syrian spouses and minor children of EU residents. There is a certain chance that the new EU Resettlement Framework based on common legal provisions, as proposed by the European Commission in July 2016, if adopted would lead to higher shares of resettled children arriving in future.² If managed pro-actively and together with all relevant actors, for school systems this would entail better planning and preparation possibilities.
- **The most important legal way to Europe: minors arriving through family reunification.** Family reunion allows for the further arrival of refugee children and serves as a precondition for families' and children's integration. Beneficiaries of international protection are the immigrants most likely to live in separated families, most interested to reunite in the destination country and most affected by obstacles in a country's laws or procedures. Indeed, refugee children and parents seem more likely to reunite than other migrants. In 2014 and previous years, citizens of

² European Commission, *Proposal for a regulation on establishing a Union Resettlement Framework*, COM(2016) 468 final

major refugee-producing countries like Afghanistan, Eritrea, Iraq, Somalia and Syria are twice as likely as the average non-EU citizen to reunite with family in the European Union. These rates are generally consistent over time but notably increasing for Syrians. Interestingly, family reunion rates vary across nationalities within the same European country and significantly for the same nationality across European countries, both of which are most likely due to differences in these groups' protection status and family reunion policy and practice. The overall number of arrivals was still very low up until 2014. In 2015, only 31.754 Syrian, Iraqi and Afghani citizens, including 18.922 children, were able to immigrate legally through family reunion (with the numbers for Germany however not yet reported).

- **Back to school: a slowly emerging overall picture.** How all these numbers of newly arriving children and youth seeking protection translate into the reality of European education systems, is not yet known in a systematic way. National authorities struggle to keep abreast with figures on school enrolment, spread among regions and distribution to school types, as uptake of schooling happens in an ongoing and decentralized way. In Germany, education authorities in late 2015 estimated that 325,000 children in school age arrived in 2014 and 2015, pointing to 8,264 preparatory classes for 196,000 students being created until that point.³ Half a year on, the estimate of recently arrived refugee children who entered the school system ranges from 200,000 to 300,000, with serious problems in aligning administrative data gathering in 16 state educational systems.⁴ In Rhineland-Palatinate, of the children who have arrived from typical refugee-producing countries over the past two years, nearly 50% were enrolled in basic schools, 40% in secondary schools, 5% in upper secondary schools and 6% in vocational schools; shares that arguably will be similar in other German regions.⁵ Moreover, counting and tracking refugee students in school systems is a notoriously difficult task, as school statistics are geared towards characteristics like countries of birth or first languages, but not the legal status of pupils. In fact, developing and implementing effective monitoring tools to see how refugee pupils, with all their specific needs, do at school is a major task for the upcoming years.
- **Highly differentiated educational and social backgrounds.** Nevertheless, initial assessments provide a first picture of the profile of the currently arriving cohort of humanitarian migrants. In a recent sample from registered asylum seekers in Germany, among minors aged 6 to 17 a share of 42% were found to have been to a secondary or vocational school in their country of origin, while 13% had attended higher secondary school. Weighed for their probability to obtain

³ Kultusministerkonferenz, reported e.g. in Spiegel online, December 27th 2015

⁴ Die Zeit, July 7th 2016

⁵ Spiegel online, April 11th, 2016

international protection in Germany, these shares rise to 29% and 17%. Looking at the qualification structure of adults, to get an idea about the educational and social family background of the refugee children now enrolling, 30% of those older than 18 claimed to have a secondary or vocational school education and 36% to have higher secondary or tertiary education. Weighed for the probability to obtain international protection, these shares change to 26% and 46%. At the same time, 31% of the adult asylum seekers (25% in the weighed analysis) seem to arrive only with basic schooling or without any formal education.⁶ Other evidence on recently recognized beneficiaries of international protection who enter the labour market in Austria, Germany and Sweden confirm the picture of highly differentiated educational backgrounds. The implication of these findings for the education systems is that new challenges will emerge on all levels and across all school types as consequence of the recent arrivals; calling for different mixes of basic and advanced schooling as well as catch-up or bridging trainings. Schools and their teachers must accommodate a ‘class of 2015’ which in fact is not a class, but a diverse group with widely diverging needs and prerequisites; a likely harbinger for the composition of newly arriving immigrant pupils in the years to come.

- **Crucial for integration: addressing the particular needs of refugee children and youth.** Add to this the specific needs of refugee children and youth as compared to other newcomer pupils, and the immense educational task that follows from the ‘refugee turn’ in immigration to Europe becomes clear. Long absences from school, due to year-long flights and stays in countries that cannot provide for education needs, lead to gaps and a need for catch-up learning. Long asylum procedures entail insecurity about the future, precarious living conditions and renewed changes of school. Assessing previous levels of knowledge and skills and enrolling pupils in the appropriate grades and schools can be extremely difficult. Up to 50% of newly arriving refugee pupils have experienced traumatizing situations, and about 20% can be expected to develop serious post-traumatic syndromes if untreated, throwing a perilous shadow on school and occupational careers. Unaccompanied minors lack any parental support. Late arrivals with little or none previous education face huge barriers and need every support if they are ever to catch up. – In spite of all political rhetoric on the overriding need for integration and the will to prevent mistakes from the past: If the very specific, complex and protracted needs of refugee children

⁶ Bundesagentur fuer Arbeit (2016), *Typisierung von Fluechtlingsgruppen nach Alter und Bildungsstand*, Aktuelle Berichte des IAB Instituts fuer Arbeitsmarkt- und Berufsforschung 6/2016.

While noteworthy, these figures rather show how preliminary current knowledge on the education and qualification of recently arrived humanitarian migrants is: The data are based on voluntary self-reporting in the context of applying for asylum in Germany. As only 53% of asylum seekers responded, the sample may be biased towards those with higher education. Questions referred to previous enrolment, not formal grades.

and youth are not addressed in an adequate way, integration failures and loss of potential are predictable.

- **Facilitating the transitions into and within the education system.** Given the range of needs, policies should primarily focus on facilitating the transitions of refugee children and youth in their educational trajectories: First into the school system, ensuring that the child or youngster is enrolled in a place according to his or her potential based on a thorough and standardized assessment, and then across levels and types of education: By helping to attain proficiency in the language of the destination country; filling gaps from the past; extracurricular support and outreach to the families; mentoring and advice for informed educational choices; modular and flexible programmes for various target groups; and more than anything else schools and teachers that are confident and capable to teach in an intercultural setting. Untreated trauma and other psychosocial issues can threaten successful transitions into and throughout the education ladder, as well as any other gain in the process of settling in. Policies should pay particular attention to this topic often overlooked in the early reception and integration stage.

Statistics on Europe's new refugee arrivals

The following section exploits Eurostat's asylum and migration data to illustrate the trends across Europe in terms of the arrival of newcomer refugees, particularly children and unaccompanied minors.

2015 rise in child spontaneous arrivals & procedural delays in major EU destinations

Table 1 below shows that 1.3 million people have submitted asylum applicants in the EU in 2015. This is twice as many as in 2014 (around 630,000), three-times as many as in 2013 (around 430,000) and four-times as many as in 2012 (around 330,000). The increases from 2012 to 2015 have been the greatest in Bulgaria, Finland, Austria, Germany, Italy, Spain and Germany, while the increase has been average in countries like Denmark, Italy, Netherlands and Sweden. **The top countries for asylum applications in the EU are largely the same** over the past decade and likely to remain so, unless implementation of the EU's pilot relocation system and revision of the Dublin system lead to more equitable relocation systems for determining the Member State responsible for processing asylum-seekers' claims.

Delays in asylum decisions are also now more common across Europe, due to the increase in the number of applications. The number of pending decisions has increased dramatically in the Nordics, Germany, Netherlands, Bulgaria and Hungary. This means that **asylum-seekers in the top destination countries have to wait longer for a decision, with limited rights and opportunities that delay and even discourage them and others to invest in integration.**

Table 1: Top European countries for asylum applications (Eurostat: Accessed on 2 May 2016)

	2012	2013	2014	2015	% increase since 2012
European Union (28 countries)	335,290	431,090	626,960	1,321,600	394%
Germany	77,485	126,705	202,645	476,510	615%
Hungary	2,155	18,895	42,775	177,135	8220%
Sweden	43,855	54,270	81,180	162,450	370%
Austria	17,415	17,500	28,035	88,160	506%
Italy	17,335	26,620	64,625	84,085	485%
France	61,440	66,265	64,310	75,750	123%
Netherlands	13,095	13,060	24,495	44,970	343%
Belgium	28,075	21,030	22,710	44,660	159%
Switzerland	28,400	21,305	23,555	39,445	139%

United Kingdom	28,800	30,585	32,785	38,800	135%
Finland	3,095	3,210	3,620	32,345	1045%
Norway	9,675	11,930	11,415	31,110	322%
Denmark	6,045	7,170	14,680	20,935	346%
Bulgaria	1,385	7,145	11,080	20,365	1470%
Spain	2,565	4,485	5,615	14,780	576%
Greece	9,575	8,225	9,430	13,205	138%

Nearly 1/3 of asylum applications in 2015 (around 400,000) were submitted by minors (under 18) in the EU in 2015, as noted in Table 2. The top destinations for minors are also the top destinations for adults, largely concentrated in **Nordic and Northwest Europe** (Germany, Sweden, Hungary,⁷ Austria, Belgium, France, Switzerland, Netherlands, Norway, United Kingdom and Finland). The increase in the number of minor applications parallels the increase in overall numbers at EU level (**four times as many applications** in the EU in 2015 compared to 2012) and at national level (see Table 3 below).

Minors make up a large share of asylum-seekers in Poland (46%), Sweden (43%) and Austria (37%). Few minors can be found among asylum-seekers applying in countries on **Europe's borders** (Cyprus, Greece, Italy, Malta), **minor destinations** (e.g. Croatia, Czech Republic, Portugal, Romania, Spain) or **remote locations** (e.g. Finland, Iceland, Ireland, United Kingdom) plus a **few major destinations** (i.e. France and Netherlands).

The number of spaces for refugees outside the EU to resettle legally in Europe has not kept pace with asylum demands, with the numbers only doubling since 2012 to 8,155 in the EU in 2015, 2,375 in Norway and 610 in Switzerland. Note that the list of major resettlement countries has changed little in recent years. **In 2015, just 5,540 children were resettled to the EU, Norway or Switzerland.** Interestingly, **children are better represented among resettled refugees than asylum-seekers**, accounting for half of annual refugee resettlement numbers in 2015 (up from 41% in 2012). Children constitute half of the refugees resettled annually in Europe's largest programmes: 1,210 children to Norway, 925 to UK, 900 to Sweden, 515 to Finland, 370 to Austria, 350 to France, 285 to Switzerland, 220 to Germany, 235 to Denmark, 215 to Netherlands, 120 to Belgium. The overall number of children arriving through resettlement could increase if the EU is able to incentivize and require Member States to develop or expand national resettlement programmes. For example, the initial resettlement scheme included in the so-called EU-Turkey deal prioritises Syrian spouses and minor children of EU residents.

⁷ Note that most asylum-seekers registered in Hungary move on to other EU countries.

In terms of the age of minor asylum-seekers, **1/3 can be designated as 'late-arrivals'** (aged 14-17) who arrive in the country at the end of compulsory education. The share of late-arrivals is high among the top asylum destinations (Austria, Belgium, Netherlands, Nordics and UK) as well as Bulgaria and Italy.

Table 2: Asylum application & resettlement numbers (2015) (Eurostat: Accessed on 2 May 2016)

	Total	Total (minor)	% minors	<14 years old	14-17 years old	Resettled children from outside EU
European Union (28 countries)	1,321,600	384,045	29%	256,295	127,750	4,030
Germany	476,510	148,170	31%	113,590	34,580	220
Sweden	162,450	70,385	43%	34,810	35,575	900
Hungary	177,135	45,895	26%	31,070	14,825	0
Austria	88,160	32,230	37%	19,580	12,650	370
Belgium	44,660	13,630	31%	8,670	4,960	120
France	75,750	13,605	18%	11,690	1,915	350
Switzerland	39,445	11,425	29%	7,615	3,810	285
Netherlands	44,970	10,580	24%	5,775	4,805	215
Norway	31,110	10,370	33%	4,780	5,590	1,210
United Kingdom	38,800	7,905	20%	4,465	3,440	925
Finland	32,345	7,625	24%	4,235	3,390	515
Italy	84,085	7,190	9%	3,070	4,120	45
Denmark	20,935	6,320	30%	3,835	2,485	235
Poland	12,190	5,570	46%	5,015	555	0
Bulgaria	20,365	5,480	27%	3,280	2,200	0
Spain	14,780	3,720	25%	3,090	630	0
Greece	13,205	2,500	19%	1,715	785	0
Luxembourg	2,505	780	31%	595	185	30
Cyprus	2,265	535	24%	380	155	0
Malta	1,845	395	21%	310	85	0
Ireland	3,275	385	12%	295	90	95
Romania	1,260	295	23%	195	100	0
Czech Republic	1,515	270	18%	230	40	0
Portugal	895	145	16%	95	50	20
Slovakia	330	105	32%	75	30	0
Latvia	330	85	26%	60	25	0
Slovenia	275	85	31%	40	45	0

Iceland	345	80	23%	55	25	5
Lithuania	315	70	22%	55	15	0
Estonia	230	65	28%	55	10	0
Croatia	210	20	10%	15	5	0

Table 3: Asylum applications by minors since 2012 (Eurostat: Accessed on 2 May 2016)

	2012	2013	2014	2015
European Union (28 countries)	92,450	116,820	160,140	384,045
Germany	27,865	43,960	64,005	148,170
Sweden	14,335	16,665	23,265	70,385
Hungary	635	1,380	11,835	45,895
Austria	6,005	5,720	8,480	32,230
Belgium	8,045	6,140	6,660	13,630
France	14,350	14,870	13,940	13,605
Switzerland	7,240	5,315	6,690	11,425
Netherlands	3,445	3,390	5,130	10,580
Norway	2,475	2,700	2,390	10,370
United Kingdom	5,610	5,895	7,030	7,905
Finland	795	740	825	7,625
Italy	2,060	2,215	4,410	7,190
Denmark	1,595	2,055	3,030	6,320
Poland	4,290	7,560	3,340	5,570
Bulgaria	265	2,270	3,340	5,480
Spain	450	530	1,145	3,720
Greece	510	1,040	1,350	2,500

Most child arrivals across the EU are likely to obtain the right to some form of international or humanitarian protection

Unaccompanied minors without any parents or family in the country (Table 4) account for **nearly 1/4 of child asylum-seekers in 2015** and 7% of all first-time asylum applications. This rate rises to 1 in 2 child asylum-seekers in Italy, Sweden and Norway and around 1 in 3 in other major asylum destinations (Bulgaria, Denmark, Finland, Netherlands and UK). The **vast majority are boys** (8 or 9 in 10 in nearly all countries). 87% of unaccompanied minor arrivals in 2015 were 'late-arrivals' reportedly aged 14-17. Young minor children (under aged 14) are most often accompanied by family. Across the EU, 25,760 unaccompanied minors were aged 14 or 15 while 50,535 (over half) were aged 16 or 17. Over half of unaccompanied minor arrivals are aged 16 or 17 in Norway and Sweden, while nearly 3 in 4 are in

Germany and nearly all are in Italy. The number of these arrivals has **increased seven-fold** in the EU from 2012 (12,540) to 2015 (88,245). The numbers in 2015 account for half of all unaccompanied minors arriving in Europe since data became available in 2008.

This rise can mostly be attributed to arrivals in the major destination countries (i.e. Sweden, Germany, Hungary, Austria, Norway and Netherlands). Major increases have been registered in unaccompanied asylum-seeking minors in most EU countries except for in minor or remote destination countries (also relatively low in France and stable in Belgium and UK).

Table 4: Asylum applications by unaccompanied minors in 2015 (Eurostat: Accessed on 2 May 2016)

	Number of applications	% increase since 2012	% of minor applicants in 2015
Italy	4070	420%	57%
Sweden	35250	986%	50%
Norway	5050	716%	49%
Slovenia	40	80%	47%
United Kingdom	3045	271%	39%
Netherlands	3855	1014%	36%
Portugal	50	500%	34%
Denmark	2125	599%	34%
Finland	2535	1536%	33%
Bulgaria	1815	3025%	33%
Austria	8275	602%	26%
Croatia	5	n.a.	25%
Switzerland	2670	539%	23%
European Union (28 countries)	88245	704%	23%
Cyprus	105	420%	20%
Belgium	2650	272%	19%
Hungary	8805	4759%	19%
Romania	55	41%	19%
Greece	420	560%	17%
Luxembourg	105	700%	13%
Liechtenstein	5	n.a.	13%
Latvia	10	n.a.	12%
Germany	14440	689%	10%
Ireland	35	140%	9%
Malta	35	33%	9%
Lithuania	5	n.a.	7%
Iceland	5	100%	6%

Czech Republic	15	300%	6%
Slovakia	5	n.a.	5%
Poland	150	61%	3%
France	320	65%	2%
Spain	25	167%	1%
Estonia	0	n.a.	0%

Among all minor asylum-seekers, **boys constituted the vast majority** in nearly all European countries in 2015 (64% EU average). Boys are an even larger share (around 3/4) in Italy, Finland, Norway and Sweden. Most minor applicants in 2015 held one of 15 nationalities (see Chart 1). The slight majority of minor asylum-seekers in 2015 was the national of a country of origin with relatively **high asylum recognition rates** across the EU (around 60% or higher recognition rates): **Syria** (28% of minor applicants), **Afghanistan** (22%), **Iraq** (8%), **Eritrea** (2%) and **Somalia** (2%). Nationalities with high recognition rates represent the **vast majority of 2015 minor applicants in around 20 European countries** (see Table 5, e.g. Austria, Belgium, Bulgaria, Denmark, Finland, Greece, Netherlands, Norway, Sweden and Switzerland). Important minorities come from the Western Balkan countries of origin with low asylum recognition rates in the EU: Kosovo (6%), Albania (6%), Serbia (4%) and Macedonia (2%). Minors with these nationalities might have to leave the EU or obtain a legal status other than refugee or subsidiary protection status. These important minorities are nevertheless concentrated in a few EU countries (e.g. several Central European countries, France, Germany, Ireland, Portugal and UK).

Chart 1: Nationalities of minor asylum-seekers (under age 18) in 2015

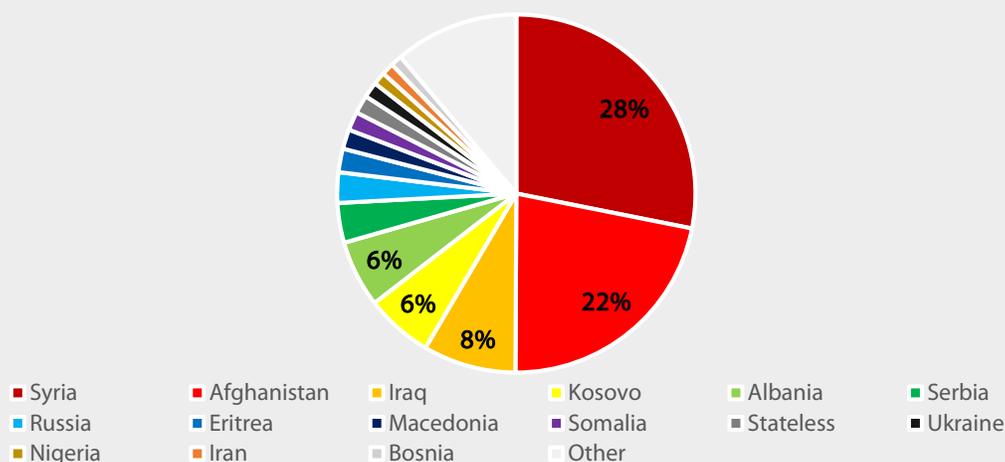


Table 5: Top nationalities of minor applicants (2015) (Eurostat: Accessed on 2 May 2016)

	Top Nationality	Second Nationality	Third Nationality
European Union (28 countries)	Syria (28%)	Afghanistan (22%)	Iraq (8%)
Austria	Afghanistan (40%)	Syria (29%)	Iraq (12%)
Belgium	Afghanistan (27%)	Syria (25%)	Iraq (15%)
Bulgaria	Syria (40%)	Iraq (37%)	Afghanistan (20%)
Cyprus	Syria (55%)	Palestine (12%)	Somalia (11%)
Czech Republic	Ukraine (46%)	Syria (17%)	Stateless (7%)
Denmark	Syria (42%)	Afghanistan (18%)	Stateless (12%)
Estonia	Ukraine (53%)	Afghanistan (15%)	Russia (8%)
Finland	Iraq (46%)	Afghanistan (35%)	Somalia (5%)
France	Syria (11%)	Kosovo (9%)	Russia (8%)
Germany	Syria (29%)	Albania (13%)	Afghanistan (9%)
Greece	Syria (40%)	Afghanistan (21%)	Albania (10%)
Hungary	Syria (42%)	Afghanistan (33%)	Kosovo (16%)
Ireland	Albania (14%)	Nigeria (14%)	Pakistan (13%)
Italy	Nigeria (17%)	Gambia (16%)	Ukraine (13%)
Latvia	Iraq (41%)	Afghanistan (24%)	Ukraine (12%)
Lithuania	Ukraine (29%)	Afghanistan (14%)	Georgia (14%)
Luxembourg	Syria (26%)	Iraq (19%)	Afghanistan (14%)
Malta	Libya (47%)	Syria (28%)	Somalia (6%)
Netherlands	Syria (38%)	Eritrea (16%)	Afghanistan (11%)
Norway	Afghanistan (43%)	Syria (25%)	Eritrea (8%)
Poland	Russia (74%)	Ukraine (12%)	Tajikistan (5%)
Portugal	Ukraine (52%)	Mali (14%)	Pakistan (7%)
Romania	Syria (54%)	Iraq (15%)	Afghanistan (14%)
Slovakia	Iraq (62%)	Afghanistan (14%)	Ukraine (10%)
Slovenia	Afghanistan (29%)	Kosovo (18%)	Syria (12%)
Spain	Syria (56%)	Ukraine (20%)	Palestine (5%)
Sweden	Afghanistan (43%)	Syria (25%)	Iraq (9%)
Switzerland	Eritrea (27%)	Afghanistan (23%)	Syria (16%)
United Kingdom	Afghanistan (13%)	Albania (10%)	Eritrea (9%)

The divergent recognition rates for asylum-seekers across the EU are a major indicator of the 'asylum lottery' that undermines the Europe's Common European Asylum System for both adults and children. The quality of the asylum decision-making system seems to equally affect adults and children. The likelihood of a positive asylum decision in 2015 was **not very different for adults and for children younger than 14**. In terms of the EU average in 2015, around half of adults and young minor asylum-seekers successfully obtained some form of protection status. Minors are most likely to receive some protection status in the same countries where recognition rates are high for adults. Minor asylum-seekers are usually just as likely as or slightly more likely than adults to receive a positive asylum decision. The recognition rates are sometimes higher for minors in minor and borderline destinations.

Comparing the same nationalities with high recognition rates (Afghanistan, Iraq, Syria) adults and children are generally just as likely to receive some form of protection status, as demonstrated by Table 6. The share of positive decisions in the EU on average in 2015, among Afghans was 67% for adults and 72% for children; among Iraqis was 86% for adults and 91% for children; and among Syrians 97% for adults and children. Recognition rates are higher for children than adults among Afghans in most major asylum destinations and, to a lesser extent, among Iraqis; these differences can be attributed to higher rates for children aged 14-17 (many likely to be unaccompanied minors).

Table 6: Recognition rates among major asylum destinations in Europe (Eurostat: Accessed on 2 May 2016)

	Afghanistan		Iraq		Syria	
	Children	Adults	Children	Adults	Children	Adults
France	97%	83%	99%	98%	96%	96%
Austria	89%	78%	98%	95%	99%	99%
Germany	81%	73%	99%	98%	97%	98%
Finland	82%	68%	83%	85%	100%	100%
European Union (28 countries)	72%	67%	91%	86%	97%	97%
Greece	79%	56%	100%	65%	100%	100%
Belgium	90%	67%	71%	69%	99%	98%
Italy	85%	96%	92%	90%	73%	56%
Switzerland	79%	60%	76%	56%	96%	94%
Netherlands	58%	53%	75%	65%	97%	98%
Norway	81%	60%	60%	29%	75%	82%
Sweden	57%	48%	50%	36%	97%	98%
United Kingdom	56%	36%	32%	21%	89%	86%
Bulgaria	0%	10%	65%	46%	99%	99%
Denmark	40%	31%	25%	29%	95%	96%

The type of protection status is also generally as secure for minors as for adults. Minors' likelihood to obtain refugee, subsidiary protection or humanitarian status is similar to adults'. Across the EU, 75% of successful asylum applicants overall (and 79.5% of children) were granted refugee status. Subsidiary protection was granted to another 15.8% of successful child applicants and another humanitarian protection to another 4.7%. In contrast, the majority of successful adult and minor applicants obtained subsidiary -- and not refugee -- protection in around a dozen EU countries: Czech Republic, Estonia, Ireland, Spain, Cyprus, Hungary, Lithuania, Malta, Netherlands, Portugal and Sweden.

Most notably, teenage ‘late arrivals’ were just as likely as—if not more than—adults or young children to obtain protection in 2015; though more often subsidiary or humanitarian protection status. Asylum-seekers aged 14-17 were more likely than adults or young children to obtain some form of protection status (around 2 in 3). However, they are slightly less likely to obtain refugee status (only 56% among successful applicants aged 14-17 in 2015). They were more likely to obtain subsidiary protection (22%) or a humanitarian status (22%). Humanitarian status usually implies that the applicant is not entitled to international protection but unable to deport to country of origin due to its situation or their age). This difference in success and status is likely due to the large number of unaccompanied minors among this age-cohort (e.g. Italy, Netherlands, Nordics and UK). These differences between young, teenage and unaccompanied minors are less common among Iraqis and Syrians, two of the nationalities with the highest recognition rates in the EU. However, Afghan teenage and unaccompanied minors are less likely to receive refugee status than asylum-seeking children under age 14. The average rate of refugee recognition across the EU is 51% for Afghan children under 14, but 31% for children aged 14-17.

Table 7: Refugee recognition in major destinations (Eurostat: Accessed on 2 May 2016)

	Total (adult & minor)	Under 14	14-17 years	Afghanistan: Under 14	Afghanistan: 14-17 years	Iraq: Under 14	Iraq: 14-17 years	Syria: Under 14	Syria: 14-17 years
EU (28 countries)	75%	80%	56%	51%	31%	92%	92%	80%	75%
Austria	84%	90%	73%	70%	41%	76%	86%	97%	93%
Belgium	84%	90%	76%	62%	39%	71%	83%	86%	88%
Denmark	77%	59%	39%	17%	0%	0%	n.a.	53%	32%
Finland	63%	61%	32%	22%	0%	73%	67%	100%	100%
France	81%	86%	80%	63%	56%	97%	95%	65%	67%
Germany	97%	97%	93%	55%	41%	98%	99%	100%	100%
Greece	91%	97%	86%	67%	56%	50%	0%	100%	100%
Italy	12%	19%	6%	36%	14%	27%	0%	81%	83%
Netherlands	40%	19%	16%	23%	18%	25%	14%	8%	15%
Norway	87%	71%	67%	37%	35%	67%	n.a.	74%	86%
Sweden	40%	29%	44%	25%	18%	50%	63%	8%	6%
Switzerland	45%	52%	29%	26%	17%	32%	33%	36%	25%
United Kingdom	87%	81%	39%	54%	36%	61%	17%	85%	65%

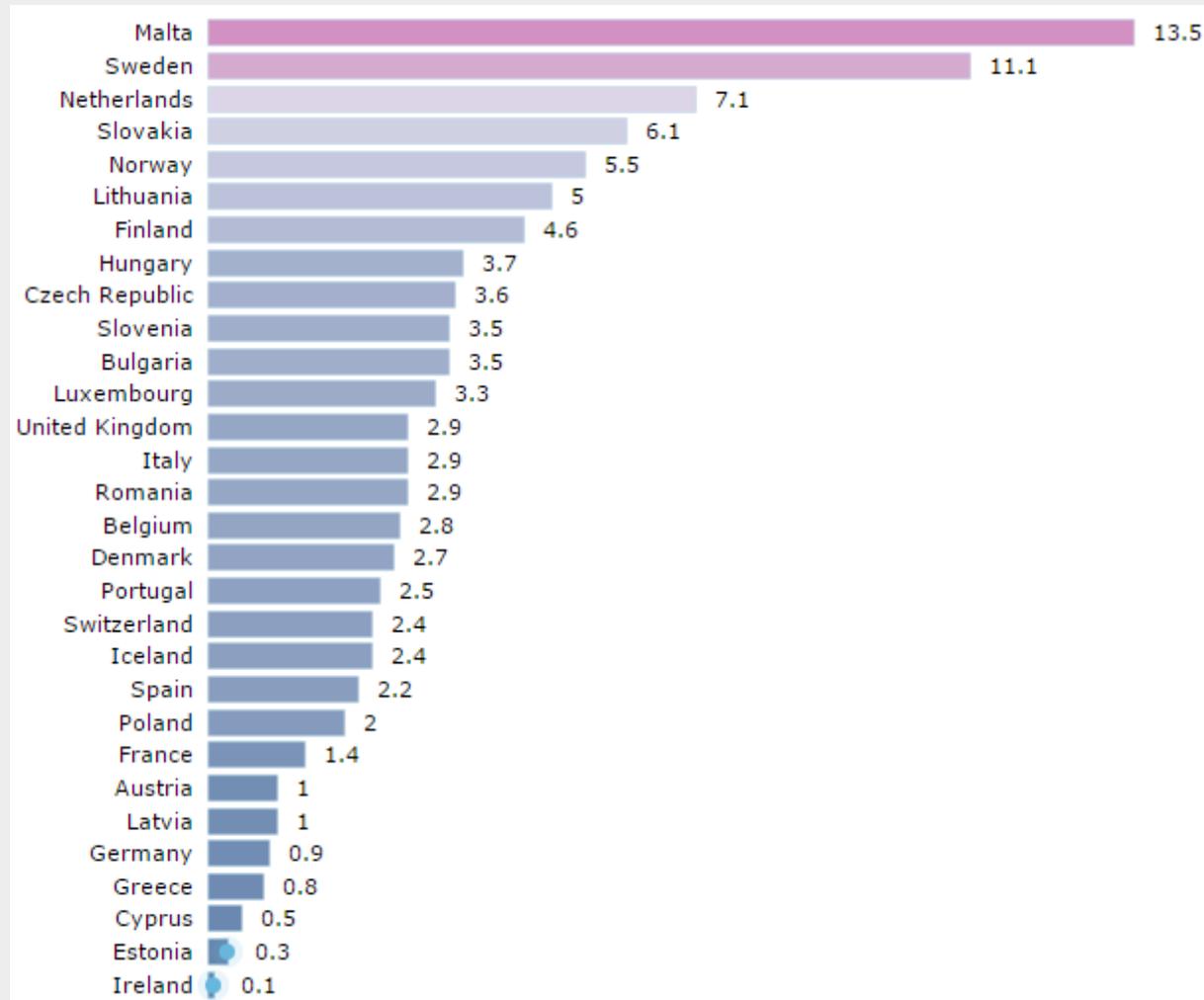
Family reunion must increase for more children & parents to reunite & start to integrate

Family reunion allows for the further arrival of refugee children and serves as a precondition for families' and children's integration. Most significantly, **family reunion is Europe's only major channel for the legal immigration of families and children in need of international protection.** Beneficiaries of international protection are the immigrants most likely to live in separated families, most interested to reunite in the destination country and most affected by obstacles in a country's laws or procedures. Facilitated family reunion policies and procedures are needed as an alternative to irregular migration for women and children who face greater risks of violence and exploitation as routes have become even more dangerous and deadly for vulnerable groups. **Since the end of 2015, families have made up the majority of spontaneous arrivals at the EU's borders,** according to UNHCR's monthly data.⁸ Adult men have been overtaken by women and children as the majority of new arrivals, with 60% from January to March 2016 both in Greece and Italy. Children have risen from 1/4 of new arrivals in 2015 to 32-38% in the first three months of 2016, with 60% of arrivals in Greece and around 15% of arrivals in Italy.

Transnational refugee families are key beneficiaries for family reunion, but they are rarely identified through statistics. According to 2011/2 data from MPG's MIPEX, estimates from 17 European countries, 5-7% of non-EU citizen adults were not living with their spouse or partner, a much higher level of "living apart together" than for national citizens. The data was not sufficiently detailed to calculate the undoubtedly higher rate for refugee families. MIPEX observed that the family reunion of non-EU families is relatively rare in the EU, based on the rates presented below in Chart 2. Out of every 100 non-EU residents in the average EU country, only 2.2 are newly arrived non-EU family members. The rate rises to only around 3 out of 100 in Western Europe. MIPEX concludes that policies matter. Non-EU families are more likely to reunite under inclusive family reunion policies and less likely with restrictive policies.

⁸ Download the full data under 'Demographics' at <http://data.unhcr.org/mediterranean/country.php?id=83>

Chart 2: Overall family reunion rates for non-EU families, 2013



MIPEX 2015 calculations of Eurostat 2013 data

Family reunion seems to be much more common among refugees. With data up until the year of major arrivals in 2015, MPG has calculated specific family reunion rates for major refugee-producing countries: Afghanistan, Eritrea, Iraq, Somalia and Syria (see charts 10, 11 and 12). In 2014 and previous years, citizens of major refugee-producing countries are twice as likely as the average non-EU citizen to reunite with family in the European Union. These rates are generally consistent over time but notably increasing for Syrians. Interestingly, family reunion rates vary across nationalities within the same country (Chart 4) and significantly for the same nationality across destination countries (Chart 5), both of which are most likely due to differences in these groups' protection status and family reunion policy and practice.

Chart 3: Family reunion rate for major refugee-producing countries (by citizenship of sponsor) (Eurostat: Accessed on 13 May 2016)

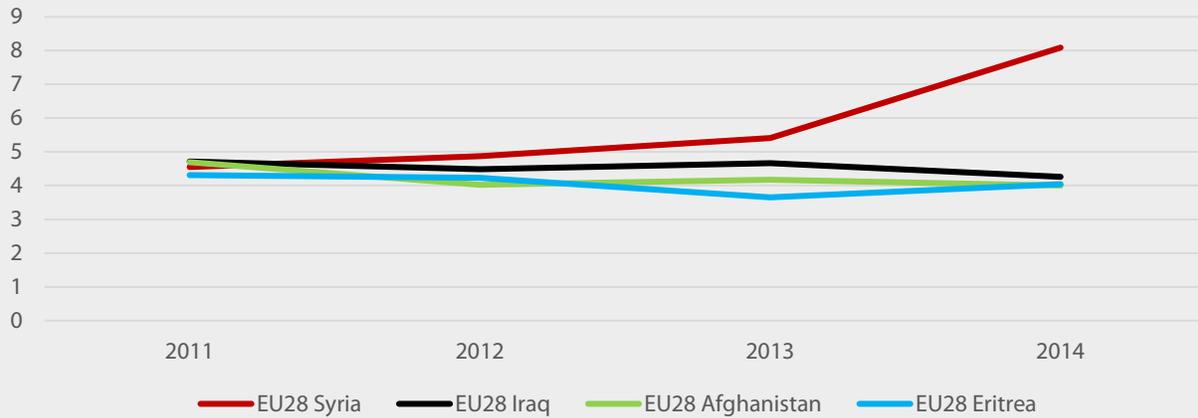


Chart 4: Family reunion rate for selected major refugee-producing countries (by citizenship of sponsor) by country of destination, 2014 (Eurostat: Accessed on 13 May 2016)

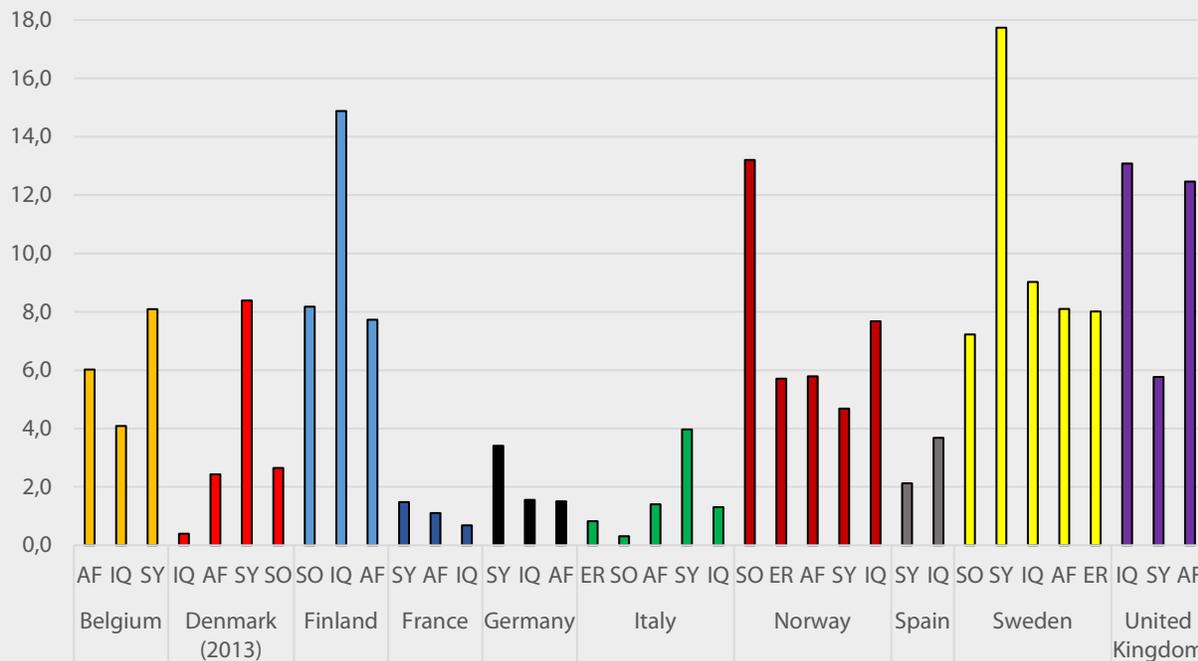
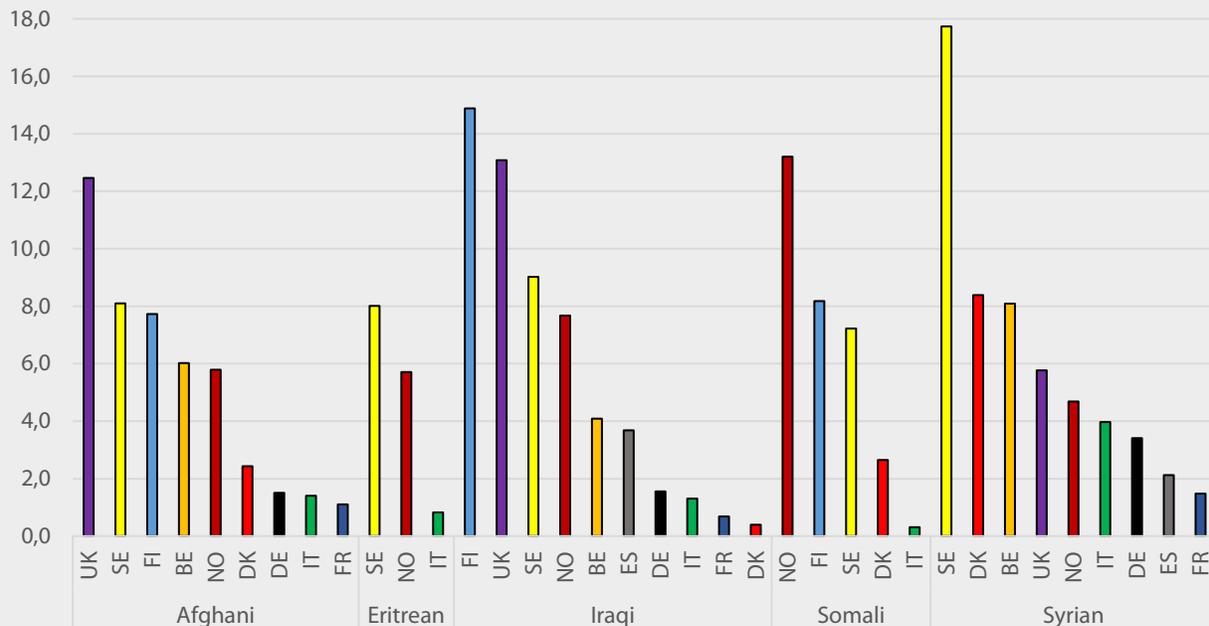


Chart 5: Family reunion rate for selected major refugee-producing countries (by citizenship of sponsor), 2014 (Eurostat: Accessed on 13 May 2016)



While refugee children and parents seem more likely to reunite than other migrants, the overall number of arrivals was still very low up until 2014 based on the latest data available. In 2014, only 13,297 Syrian citizens were able to immigrate legally through family reunion with a Syrian national in the EU. This figure includes 8,598 Syrian children. These numbers are significantly lower for other major refugee-producing countries. Family reunion is also significantly concentrated in a few countries with inclusive policies and long-settled refugee groups, most notably Sweden (accounting for 60% of Syrian family reunions in the EU in 2014), other Nordic countries, Germany and the UK.

Table 8: Reuniting families from major refugee-producing countries in 2014

	Afghanistan	Iraq	Syria	Afghanistan	Iraq	Syria
	Non-EU family (total)	Non-EU family (total)	Non-EU family (total)	Non-EU children	Non-EU children	Non-EU children
EU (28 countries)	4,565	5,773	13,297	2,499	2,943	8,598
Sweden	1,958	2,184	8,001	1,035	803	5,074
Germany	703	998	2,393	477	619	1,531

United Kingdom	837	1,592	447	363	858	262
Belgium	477	260	428	369	210	336
Denmark	0	0	940	0	0	940
Finland	151	334	60	98	239	46
Norway	212	134	165	77	54	107
Italy	129	48	235	59	21	99
Netherlands	124	138	150	58	100	44
Switzerland	62	90	53	10	6	10
France	40	11	96	0	1	3
Spain	22	42	76	18	37	58
Romania	0	38	94	0	15	50
Greece	7	23	70	5	16	52
Cyprus	0	3	85	0	0	0
Austria	67	10	11	0	0	0
Czech Republic	14	13	59	7	4	19
Hungary	8	15	55	0	7	33
Bulgaria	1	21	31	1	8	20
Ireland	14	8	8	4	0	2
Portugal	0	15	13	0	2	1
Malta	0	0	17	0	0	14
Latvia	1	1	13	1	0	8
Slovakia	4	0	9	2	0	5
Poland	1	6	5	0	4	0
Lithuania	3	1	2	1	0	0
Luxembourg	2	0	0	1	0	0
Slovenia	0	1	1	0	0	1
Estonia	0	0	0	0	0	0
Croatia	0	0	0	0	0	0

Newcomer refugee children and youth: Unmet education needs and education policy gaps

Newcomer immigrant pupils face many well-known education challenges: learning the country's language, risk of early leaving, concentration in disadvantaged schools and limited access to high-quality early childhood education and care. Refugee children and youth have to cope with all these issues no less than other newly arriving pupils. In addition, children fleeing war and persecution face additional, often under-researched, challenges compared to other newcomer pupils.

This section highlights specific challenges for refugee education, a few key policy gaps and specific unmet educational needs of newcomer refugee children and youth in a range of European destination countries. This analysis was undertaken in the summer of 2016 based on a literature review and a series of questionnaires answered by refugee and child service-providers in Belgium, France, Germany, the Netherlands, Portugal, Spain and the UK.

Refugee youth must endure a long period of insecure status

Long asylum procedures and insecurity about its outcome leave youth in a limbo that weighs heavily on their academic and personal development. ECRE's 2015 AIDA annual report indicates that the duration of an asylum procedure in the EU can lead up to 15 months under EU law and 21 months in practice, not including the duration of any appeals (ECRE 2015). Language support for asylum-seekers awaiting their decision is often unavailable and mostly provided by NGOs and volunteer organisations. A recent study found that (as of 2015) out of 19 assessed EU member states only 11 provided for systematic language training for asylum seekers, 7 for systematic civic education programmes, and 5 assessed or planned to assess the skills of persons seeking international protection (OECD 2016). While access to higher education and university studies is possible for asylum seekers in most countries, in practice the unavailability of student grants and other benefits as well as high fees render studying not an option in the pre-decision phase, as in the Netherlands. Altogether, such circumstances can increase parents' distance from education and deny children a positive role model within their family. In the UK, rejected asylum seekers who are not returned drop out of any public support mechanism, leading to high levels of destitution and vulnerability with no access to housing, benefits or legal employment. In Belgium, a similar situation is reported, with rejected asylum seekers pushed into illegality and even denied necessary medical support. The psychological burden and negative effect on educational performance is hard to measure – families must endure a long period of poverty, unfit housing and precariousness, all of which directly affect children and their parents' time and support for their

development. Overall, the reality of European asylum policies means, in the words of a UK civil society stakeholder, “that children are first and foremost considered according to their legal status and only secondly as child”.

Refugee youth are often out of school for long periods of time

Refugee youth arriving from war zones and first countries of shelter have often been denied an education for a long time. In the 2013/14 school year, half of Syria’s 2.2 million refugee children were out of school due to lack of formal access, resources or documents and the need to work for the family (UNHCR). Most Syrian refugees in Turkey live in urban areas, where their children’s school attendance rates hover around 25%. Even after arrival in their final destination country, children and youth miss out on schooling time in the course of the asylum procedure. Although European states are obliged under EU law to provide schooling to all asylum-seeking minors in school age within three months upon lodging of the application (see annex), school enrolment practices differ significantly. While resettled refugee minors have a fair chance to arrive in municipalities that provide for immediate schooling (at least in countries with well-established resettlement policies, like the Nordics), minors in the regular asylum procedure often have to wait for months before they are enrolled (UNHCR 2014). For instance, in the Central European context the average time between the asylum application and school enrolment was found to range from two weeks in Poland, four weeks in Slovakia, three to six months in Bulgaria, and between two and twelve months in Romania in 2012/13 (UNHCR 2013). In Germany, practices differ regionally, with some states starting enrolment when asylum seekers leave reception centres to an assigned municipality, some states oriented at the 3-months wait period allowed under EU rules and city states enrolling immediately. Long breaks in the school career mean that children and youth fall further behind, lose the knowledge and skills they acquired as well as their familiarity with a formal learning environment, all of this on top of their new language and integration challenges. Long gaps in education are a major risk factor for early school learning without a formal grade at the end of compulsory school age.

Refugee youth may be unaccompanied, without family or social support

Unaccompanied minors often face dire living situations, with too few overstretched legal guardians available and limited support to trace and reunite them with parents and siblings. Not all EU countries provide sufficient access to foster parents or comprehensive care in dedicated homes with qualified staff. Even in France, a country with a well-developed child protection and care system, unaccompanied minors do not always receive the necessary protection. The time that unaccompanied minors are separated from their parents is getting longer, as a few major destinations restrict or even deny the right

to unaccompanied minors, many of whom receive only subsidiary or humanitarian protection. According to one stakeholder in the UK, children with family outside the EU have practically no chance of family reunification under the current procedures. What's more, unaccompanied minors are given leave to remain in the UK only until they turn 18, leaving them in a legal limbo at risk of detention, deportation or exploitation from employers and slumlords. To successfully complete school in Europe, specific attention and resources are needed for unaccompanied youth coming from less developed countries, with major schooling gaps and without sufficient family or social support. For example, in Spain 80% of unaccompanied minors are reported by NGOs to drop out and fail to finish school. Research suggests that nearly all unaccompanied minors who obtain a formal degree did so with the help of targeted, extracurricular socio-pedagogic support and individualised learning trajectories (e.g. IGHF 2013). However unaccompanied minors are faced with overstrained education and youth care staff (e.g. AFET 2011). Even after obtaining a degree, unaccompanied youth can face severe setbacks when they turn 18 and their dedicated protection, support and even legal status ends as a minor. Hardly any targeted transitional support exists in Europe for these vulnerable unaccompanied youth between ages 18-25.

Refugee youth often are late arrivals who need extra time and support to catch up

The OECD's PISA results confirm that, among 15-year-olds, age at arrival is a major determining factor for the education outcomes of the first generation. Limited time to catch up in the country's education system and master its language translates into a 'late arrival penalty' for youth who enter the system at a later grade when curricula are demanding and complex (OECD 2015). Despite these pupils' often high ambitions to study or work, late-arrivals need additional adapted support to find a proper place in the school system and quickly catch up to obtain a degree and decent work. If regular schools are not obliged to take in late arrivals above compulsory school age, as in Germany or Austria, then they must rely on the discretion of schools or specialised programmes (Expertenrat 2015, AFET 2011). Countries with an apprenticeship-based vocational training sector may find it easier to educate these late-arrivals, as refugee youth placed in hands-on learning environments with individual supervision could better compensate for their lack of formal or language skills. In practice however, this holds true only if targeted measures and programmes exist. In Germany, some vocational schools have established a specifically adapted two-year-programme for refugees to integrate into the dual system.⁹ The first year consists of language courses and professional orientation. The second year offers further preparation for entering the dual system, internships and continued language learning. This model is built on the existing well-established system geared towards mid-level professional qualifications. In contrast,

⁹ e.g. the SchlaUSchule in Munich, <http://www.schlau-schule.de/>

Spain, a country lacking a dual-track tradition, struggles to broaden professional vocational training even for native-born youth widely affected by mass unemployment. In this context, the NGO and business sector are left to provide access to 'second chance' professional training for refugee youth.

Refugee youth may be traumatised from conditions before, during and after their flight

Data from Germany over the past decade suggest that 40% of refugee children and youth have witnessed violence (of which a majority saw violence against family members), 15% endured violence and 5% suffered sexual abuse. Prolonged and dangerous flights further expose humanitarian migrants to potentially traumatising events. About 20% develop post-traumatic stress syndrome, of which a third consider suicide (BPtK 2015, Gäbel et al. 2006, Gavranidou et al. 2008, Lindert et al. 2008, Ruf et al. 2010). These numbers could easily be even more dramatic among those who have arrived in 2015/2016: Professionals in Denmark supporting recent refugee arrivals estimate the share of those who experienced traumatising events rises to about 50%.¹⁰ Health and care systems, however, are generally not prepared to identify and treat trauma. A key concern is early intervention and prevention, as untreated trauma tends to lead to later outbreaks with greater vehemence and a potential to reverse a person's earlier integration gains. Yet in the early arrival stage, vulnerability and health issues cannot be identified correctly by police forces (like in the Spanish enclave Mellilla). Psychosocial support and psychotherapy are only available and/or covered long after arrival, if at all. Even when the costs can be covered, specialised therapists are as scarce as the qualified health translators often needed to facilitate the care (BPtK 2015). Evidence from France confirms that beyond the lack of specialised institutions for victims of torture and post-traumatic stress, language ability and comfort is a major issue. Particularly for refugee children and youth, traumatic experiences have a negative impact on school performance. A first step is to create a feeling of safety and avoid sudden changes in circumstances. Schools and teachers are well placed to contribute to early intervention, referral to psychosocial and health support institutions and creating secure safe spaces (Deutscher Bundestag 2015).

Refugee youth' previous education is particularly hard to assess

Assessing refugees' previous level of knowledge and skills proves difficult in most cases. Many refugee youths have no documentation of their previous school attainments and grades. Not only prior education must be considered, but also their gaps in education, trauma and the family situation. Proper

¹⁰ Dignity, Danish Institute Against Torture, presentation to the MLP Thematic Event on 'Measures to support the integration of asylum seekers and refugees' of the European Commission, Brussels, June 2016

assessment procedures must involve testing of literacy and abilities in the first language or appropriate translation, as well as collaboration with the parents (ECRE 1999). Getting this initial assessment right is of paramount importance for the integration perspectives of the children and youth. Once enrolled on a level below their actual potential, or in a place where special needs are not taken into account, pupils may never be able to catch up and succeed. How countries organise assessment procedures, differs enormously across Europe (MIPEX 2015, PPMI 2012, UNHCR 2013). In many systems, the responsibility for assessing prior learning is passed onto schools and teachers themselves, who might not be trained to deal with the specific needs of refugee pupils. Even within states, establishing uniform high-quality procedures can represent a considerable policy challenge. For example, Germany possesses no systematic and country-wide standards for assessing education levels and 16 federal states are now working on mutually agreed procedures.¹¹

Refugee youth arrive in cycles and education systems must adapt swiftly

Education authorities usually have no contingency planning for refugee arrivals, despite the lessons that previous refugee flows have shown. And yet ad hoc emergency solutions are detrimental to the educational trajectories of refugee pupils and to the overall quality of the education and schooling system in the country. Fewer staff per student are available where more is needed. Refugee-only classes are formed simply because existing mainstream classes cannot be rearranged. Oversized classes are to nobody's advantage. Mother-tongue expertise is scarce. Retired teachers are asked to return to their former workplace and help out. The list goes on. Due to this poor planning, destination countries facing large arrivals end up with long waiting periods before refugee children are allotted a place in school. This delay constitutes a breach of national and EU laws that require compulsory enrolment and an equal right to education for minors. For example, in Germany, although children have a legal right to a place in a child care centre, most are full and cannot accept new arrivals. Several Austrian regions in 2015 had to tell refugee children to either delay their enrolment until the start of the next school year or be placed in refugee-only add-on classes. Better foresight, institutional flexibility and long-term organisational changes are needed to better address the up and downs of humanitarian migration in future. In countries like Portugal, where the inclusion of refugee pupils is a relatively new issue, current pressure to design first-ever targeted integration programmes for refugees may be used as an opportunity to take into account these requirements right from the beginning.

¹¹ For instance, a comprehensive 'potential analysis for refugees' test model is being piloted in Baden-Wurtemberg, commissioned by the state but funded from the federal level (cf. <http://km-bw.de/Fluechtlingsintegration>). Berlin, Northrhine-Westphalia and Lower Saxony are expected to adapt it for regular use from October 2016 on, Die Zeit, July 7th 2016

Refugee youth enter schools in all parts of the receiving country

National governments sometimes distribute asylum seekers across their territory in order to spread responsibility for reception and manage high numbers. However, dispersal systems are not always best for children's integration and education prospects. Handling cultural diversity in the classroom requires training and yet competencies and experiences vary widely within countries. Refugee children and pupils can end up in urban areas with disadvantaged and under-resourced schools as well as in mono-cultural areas and schools without any other immigrant pupils and without sufficient experience and resources to support them. More importantly, residence policies can lead to further interruptions in a child's schooling, with potential scarring effects. For example, authorities in the UK may disperse asylum-seekers to remote areas with inadequate housing, while authorities in the Netherlands may frequently move them between different reception centres. After a positive decision, asylum-seekers who obtain refugee or subsidiary protection status often move a second time to an area with better employment, family and social contacts. Getting families into the right areas and schools as soon as possible limits the risk of repeated school change.

Strengths, weaknesses and factors for success in national policies for newcomer pupils

The most significant factors determining the educational attainment of migrant pupils are their parents' educational background, their language skills, the composition of their school and the general structure and quality of the country's education system¹². But what matters most for the outcomes of immigrant and non-immigrant pupils is whether the school and education system fights or reproduces inequality¹³. Although targeted national migrant education policies do not display consistent results across countries in terms of pupils' tests scores, most studies conclude that inclusive schools and education systems are more successful when they also target the specific needs of immigrant pupils. Low-literacy immigrant pupils are more likely to benefit from extra support in countries where migrant education policies are well-developed and where extra courses are generally available for all pupils in need.

This section outlines the strengths and weaknesses in national policies for newcomer pupils. The Migrant Integration Policy Index (MIPEX) is the international data source on the policies in place in European countries and other developed destination countries.¹⁴ MIPEX's education headline is that European education systems are slow to respond to the large numbers and poor outcomes of immigrant pupils. Their new and often limited targeted guidelines and support are not always well implemented or effective in practice. The chapters are complemented by boxes highlighting key success factors, policies and practices for delivering a quality education to newly arriving refugee children and youth and drawing on the best available international studies and surveys.

¹² See Bilgili et al. 2015, http://www.migpolgroup.com/wp_clean/wp-content/uploads/2015/03/MIPEX_Literature-review_The-Dynamics-Between-Integration-Policies-and-Outcomes.pdf

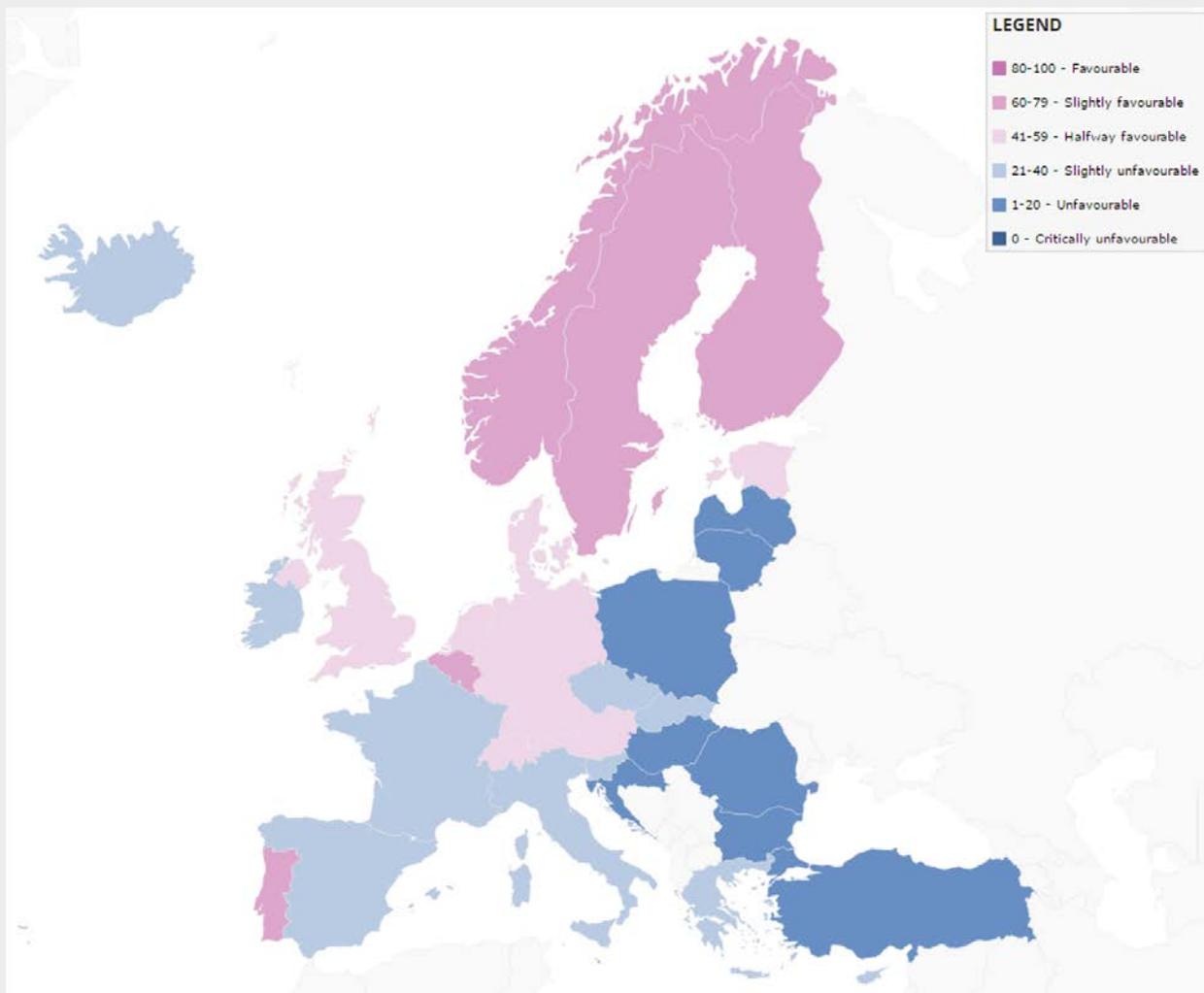
¹³ See EU-funded studies from the SIRIUS network (<http://www.sirius-migrationeducation.org/wp-content/uploads/2013/07/Lit-review-draft-tot.pdf>) and on the needs of newly arrived pupils (<http://bookshop.europa.eu/en/study-on-educational-support-for-newly-arrived-migrant-children-pbNC3112385/>)

¹⁴ There are 167 policy indicators on migrant integration in the MIPEX. These have been designed to benchmark current laws and policies against the highest standards through consultations with top scholars and institutions using and conducting comparative research in their area of expertise. For each of the eight policy areas (including education), MIPEX identifies the highest European and international standards aimed at achieving equal rights, responsibilities and opportunities for all residents. The indicators were then completed by national independent experts and anonymously double-checked by peer reviewers. Each indicator receives a score and often a detailed comment, including references to the relevant law or policy document.

Education is the greatest weakness in national integration policies in most countries

Most European countries received their lowest MIPEX score on education out of the study's eight areas of integration. Few European education systems are well-prepared to target the specific needs and opportunities of migrant pupils (see Chart 6). Table 9 digs into the details of the MIPEX results; Most migrant pupils have little extra support to find the right school and class, catch up if they're behind, quickly learn the language and, if they're lucky, learn some of the rules of the language that they use at home. Teachers and other pupils are lucky if they learn anything about diversity or immigrants.

Chart 6: Strength of targeted migrant education policies (MIPEX 2015)



Migrant education policies are most ambitious and expansive in countries with large numbers of immigrant pupils. The Nordic countries take an individualised needs-based approach for all pupils. The world's traditional English-speaking destination countries have developed strong targeted education policies through multiculturalism and non-discrimination policies. In contrast, the education systems in German-speaking countries, France and Luxembourg seem less responsive to their relatively large number of immigrant pupils. New destination countries with small immigrant communities usually offer only ad hoc projects for a few groups and schools (e.g. Central and Southeast Europe). In the major new destinations, such as Greece, Ireland, Italy and Spain, weak targeted education policies have not caught up with the now relatively large numbers of immigrant pupils.

Policies are very slow to adapt to target the needs of immigrant pupils, with 25 countries making no major changes in their migrant education policies since 2010. In fact, a few leading countries lost some of their political will and resources to promote diversity (Netherlands and Spain), target migrant pupils' specific needs (Netherlands and UK), enforce their policies for schools in practice (United States), although education actors who mobilise in support of these targeted policies can have an impact (UK).

Success factor:

Joint-up policies and evaluation. Ensuring that immigrant children and youth succeed is not the responsibility of education ministries alone. Effective cross-government and cross-sector cooperation requires clearly defined roles and responsibilities for the various stakeholders dealing with asylum, integration, education, youth, families and employment, including other governmental bodies, business actors, the higher education sector and social partners. Monitoring and evaluating the effectiveness of cooperation can help to clarify the key issues within the system and stimulate new collaboration (e.g. Eurydice 2015, PPMI 2012). This time and effort builds knowledge, understanding and trust among the partners, which are prerequisites to develop shared ownership, anticipate future challenges and use budgets and resources in a more targeted way.

Table 9: Key results on major strengths and weaknesses on targeted migrant education policies (MIPEX 2015)

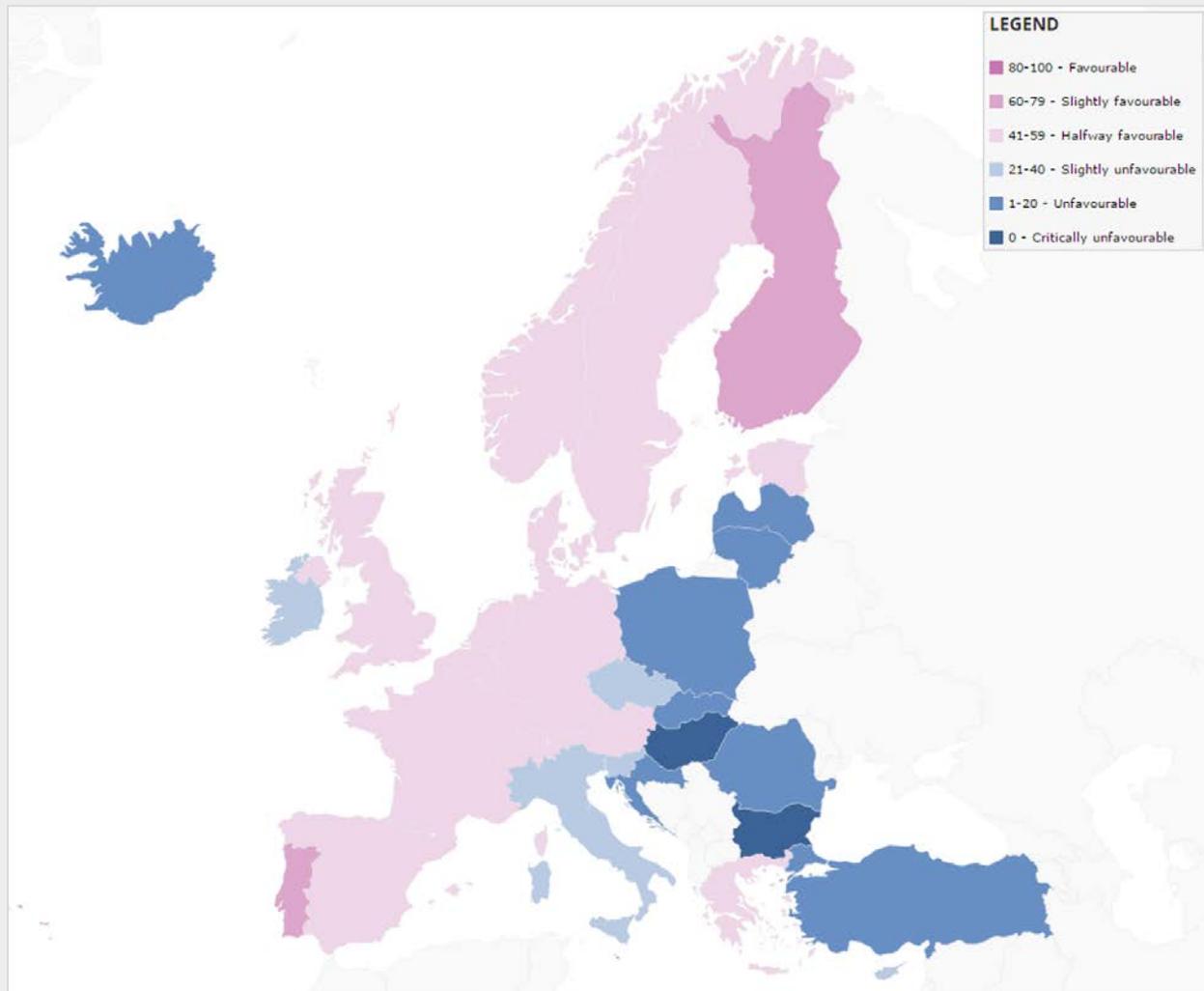
Key results on major strengths and weaknesses on targeted migrant education policies						
	Advice & orientation for newcomer pupils & parents	Additional language courses for migrant pupils	Additional systematic finances or support for schools	Any teaching of immigrant languages	Intercultural education as separate course or cross-curricular	Teacher pre- or in-service training required on migrants' needs or intercultural education
AT			Support	Wide range of mother tongue courses	CC	No
AU	Strong	High standards	Both	Wide range (LOTE)	CC	Needs
BE	Strong	High standards	Both	FR-speaking: Partnership with few countries NL-speaking: few languages or bicultural schools	SA	Intercultural
BG	Weak	Weak	None	Only EU citizens	CC	No
CA	Strong	High standards	Both	Range of heritage languages in most provinces	SA	No
HR	Weak		None	Only EU citizens	CC	No
CY	Weak		Support	None	CC	Needs
CZ		High standards	Both	Only long-term residents & EU citizens	CC	No
DK		High standards	Both	Piloting bilingual education	Not included	Needs
EE		High standards	Both	Several languages through Sunday schools	CC	Needs
FI	Strong	High standards	Both	Wide range of native tongues	CC	No
FR			None	Partnerships (LCO) with few countries of origin	Not included	No
DE			None	Wide range of native-languages in some states	CC	No
GR	Weak		None	Mother tongue options	CC	No
HU	Weak	Weak	None	HU-Mandarin bilingual school with China	Not included	No
IS	Strong		Financial	None	SA	No
IE		High standards	None	None	CC	Needs
IT			Support	None	SA	No
LV	Weak		None	Several options for major languages	CC	No
LT	Weak		None	None	CC	Both
LU	Strong		Support	Mother tongue PT through partnership	CC	Both
MT	Weak	Weak	None	None	CC	Needs
NL	Weak		Financial	None	SA	Both

NO		High standards	Both	Wide range of mother tongue teaching	CC	Both
NZ	Strong	High standards	Both	None	CC	Intercultural
PL		Weak	Support	Options for partnerships with countries of origin	Not included	No
PT	Strong		Support	Mother tongue options for major languages	CC	No
RO			Support	None	CC	No
SI	Weak		None	Options for partnerships with countries of origin	CC	No
SK		Weak	None	Only EU citizens	CC	Intercultural
ES			Support	State support for some languages (MO, PT, RO)	CC	No
SE	Strong	High standards	Both	Range of first language/bilingual instruction	SA	No
CH			Support	LCOs and partnerships in some cantons	CC	No
TU	Weak	Weak	None	None	CC	No
UK	Weak		Both	GCSE exams in community languages	SA	Needs
US	Strong	High standards	Both	Limited bilingual education in states	CC	Only few states

Note: Blank means that the policy is neither especially strong or weak.

Little support for newcomer pupils' school choice, placement and transitions

Chart 7: Strength of policies providing access to education for migrant pupils (MIPEX 2015)



- Children without a clear legal status can access some level of higher education in 16 MIPEX countries, with the most inclusive provisions in France, Greece, Netherlands and Spain
- Few school systems make professional assessments of what newcomer children learned abroad. In nearly all countries, assessments are mostly made within the school by school leaders and specialised teachers and without common obligatory guidelines. Exceptionally, the CASNAV in France and the CASNA in Luxembourg are expert bodies that help school leaders and

newcomer parents on the enrolment of newcomer pupils, the development of pedagogical tools and training of teachers on the specific needs of migrant pupils.

- Migrant pupils in Europe rarely receive additional support to access pre-primary, vocational and higher education or to prevent them from dropping out. German-speaking countries offer early and additional German language training and support to find apprenticeships. The Nordic countries offer various language and literacy support in national and immigrant languages as well as targeted support for under-represented groups to access pre-primary, vocational and higher education. Among new immigration countries, Portugal's 'Choices Programme' and 'Intercultural Schools' are starting to expand the migrant education infrastructure, while Estonia provides extensive targeted support for school transitions for non-Estonian speakers, including migrants speaking national minority languages.

Success factor:

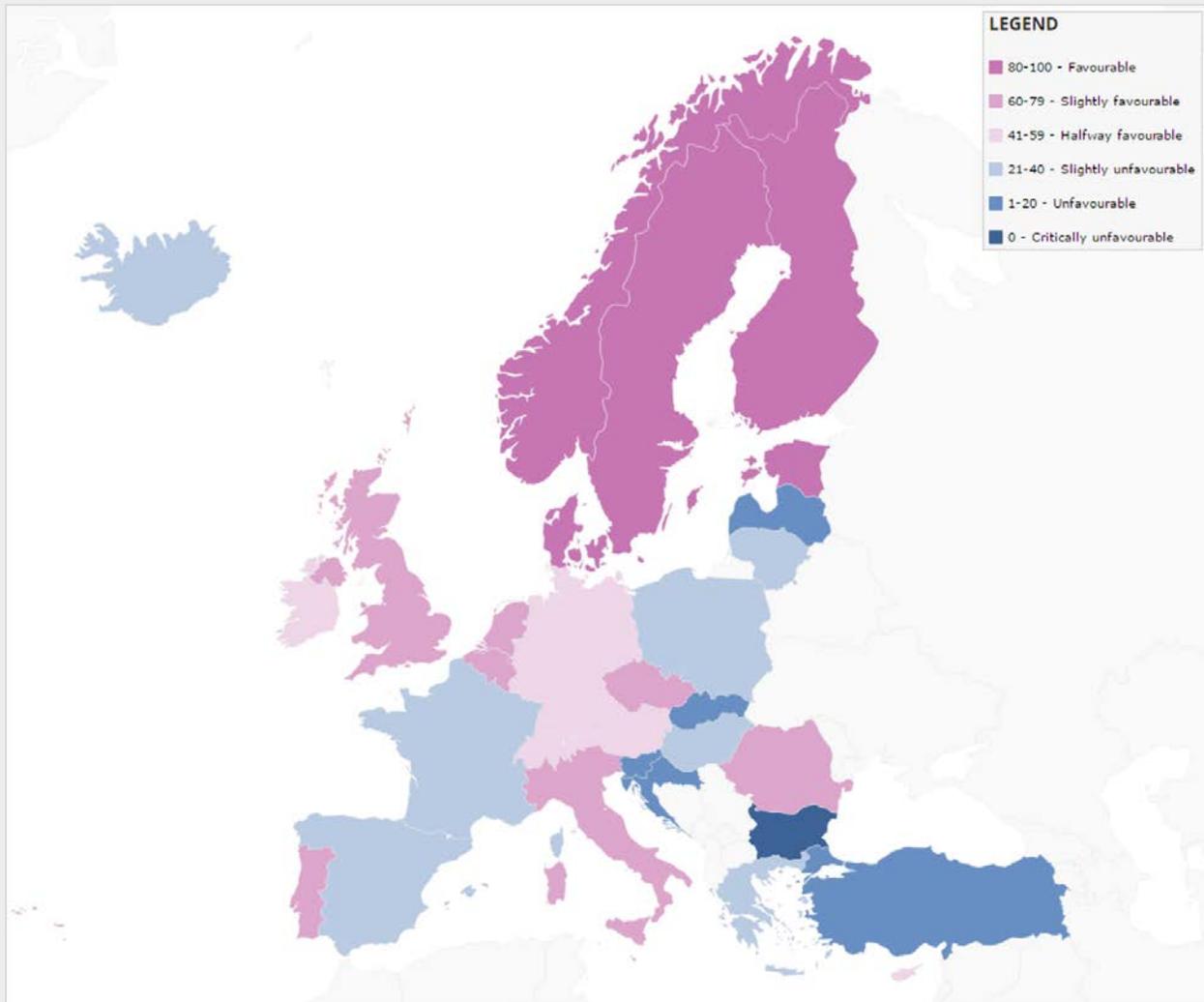
Appropriate and country-wide standardised procedures for the assessment of prior learning. The quality of assessments of prior education determines a newcomer's future education pathway, their likelihood for success and everyone's expectations for this process, from parents to educators. (PPMI 2012). These procedures are also ideal opportunities to inform children and parents about the education system as well to undertake early identification of possible health and education problems. The most efficient procedures are able to provide mother tongue facilities and assessments and are transferrable across the country in case refugee pupils change areas or schools.

Success factor:

Flexible pathways for late-arrivals and unaccompanied minors. Modular and flexible education pathways are often the only way for 'late-arrivals' (especially arrivals after the start of secondary education) and for unaccompanied minors to achieve a formal degree and avoid early school leaving. Too many countries aim only at reparative and compensation measures and not at more effective prevention measures. Education and career guidance can lead to better-informed choices by youth and their families at pivotal moments (PPMI 2012, Sirius Policy Brief 6, 2015). Efficient coordination between school authorities, employment services, employers and other social partners can lead to programmes that give late-arrivals a clear and speedy perspective to transition from education into the labour market with the right degree and network (Eurydice 2015).

Extra training, language, financial & technical support sometimes provided but rarely required for schools with newcomer pupils

Chart 8: Strength of policies targeting migrant pupils' specific educational needs (MIPEX 2015)



- Schools across Europe have wide discretion and few resources to address the specific needs of newcomer pupils, their teachers and parents. The most resources and requirements emerge in traditional destinations and Nordic countries. Attention to newcomers' specific needs is limited beyond basic language learning in Central Europe, France, Greece, Spain and Turkey. Only 11 countries (again, Northern and traditional destinations) systematically offer intercultural

mediators and interpreters to orient newcomer parents and pupils. In terms of resources (see Table 9), 12 MIPEX countries (mostly traditional and Northern destinations) channel extra financial and technical resources to schools based on their number of immigrant pupils.

- Teachers may not be trained to use these resources properly as they are rarely required through pre- or in-service training on migrants' needs or an intercultural approach (see Table 9). Most noteworthy, pre-service training includes diversity in Luxembourg and Netherlands, while Norway has made multicultural competence a top priority for pre- and in-service training.
- Newcomers are entitled to support to learn the language but frequently it is not held to the same standard as the rest of the curriculum (see Table 9, mostly traditional and Northern destinations). Targeted language support rarely begins in pre-primary and sometimes ends before newcomers attain academic fluency (i.e. only guaranteed to the level of communicative fluency in the mainstream classroom). The quality of this instruction can suffer as targeted language courses rarely benefit from curriculum standards, specialised teachers or monitoring.

Success factor:

A rapid transition into the mainstream classroom with additional in- and out-of-class support staff. Induction programmes aim to provide targeted support through temporarily separate classrooms. This option is increasingly used by countries facing large numbers of arrivals (e.g. Germany in nearly all federal states). However, research indicates that induction programmes are not as necessary or effective as the provision of tailored support within the mainstream classroom (Sirius 2013). Where used, separate induction programmes must measure up to quality standards for a speedy and gradual transition into the mainstream classroom based on individual assessment, extensive monitoring and evaluation of classroom practice, and continued language support after the transition (e.g. Denmark and widespread practice in Germany). Teachers should be formally trained and certificated on second language teaching, intercultural education, migrants' needs and outreach to parents and communities. Curricula should not only focus on language learning, but include a range of subjects taught (e.g. Nusche 2009, PPMI 2012, Sirius Policy Brief 4, 2014).

Success factor:

Continuous and multidimensional language support. Intensive language training limited to one or two years is often not enough for immigrant pupils to become academically fluent in the language of instruction. Innovative solutions include team teaching models, where language support teachers work together with the teachers for specific subjects, extracurricular afternoon lessons combined with other

social or psychosocial support activities, summer academies, joint language learning programmes with parents, volunteering ‘reading godparents’, outreach programmes of public libraries or online learning communities. Mentoring, in particular through older youth or graduates from the same country of origin and who can serve as role model, is a vastly underutilised resource for language support (Heckmann et al 2008, Nusche 2009, PPMI 2012, Sirius Policy Brief 2, 2014). Many of these models have been introduced and tested ‘from below’ by practitioners dealing with day-to-day challenges of language acquisition. Comparative research has identified key factors for successful language support programmes, including centrally developed curricula guaranteeing high standards, teachers specifically trained for second language instruction and long-term provision of language support throughout the school career (Christensen and Stanat 2007).

Success factor:

Professional capacity through obligatory in- or pre-service teacher training. Interculturally competent teachers are more aware of unintended and unacknowledged biases towards pupils with another ethnic background can lead to lower teacher expectations, less favourable evaluations and the effects on lowering student ambition and attainment (Nusche 2009, OECD 2010 b, PPMI 2012, Sirius Policy Brief 3, 2014). Long-term intercultural competence does not emerge from one-day schoolings or seminars, but rather from sustained efforts, including in-house coaching and supervision. These should be based on qualification development plans for schools as an entity, fostering overall school capacity. The entire profession, with its educational universities and vocational teacher training institutions, including the pedagogic and interpersonal skills profile of the profession, has to adapt to the realities of diverse societies. Teachers with an immigration background are a well-proven but under-used resource to build up intercultural competence and help all pupils, including immigrant youth, to achieve their potential (Heckmann et al. 2008, Nusche 2009).

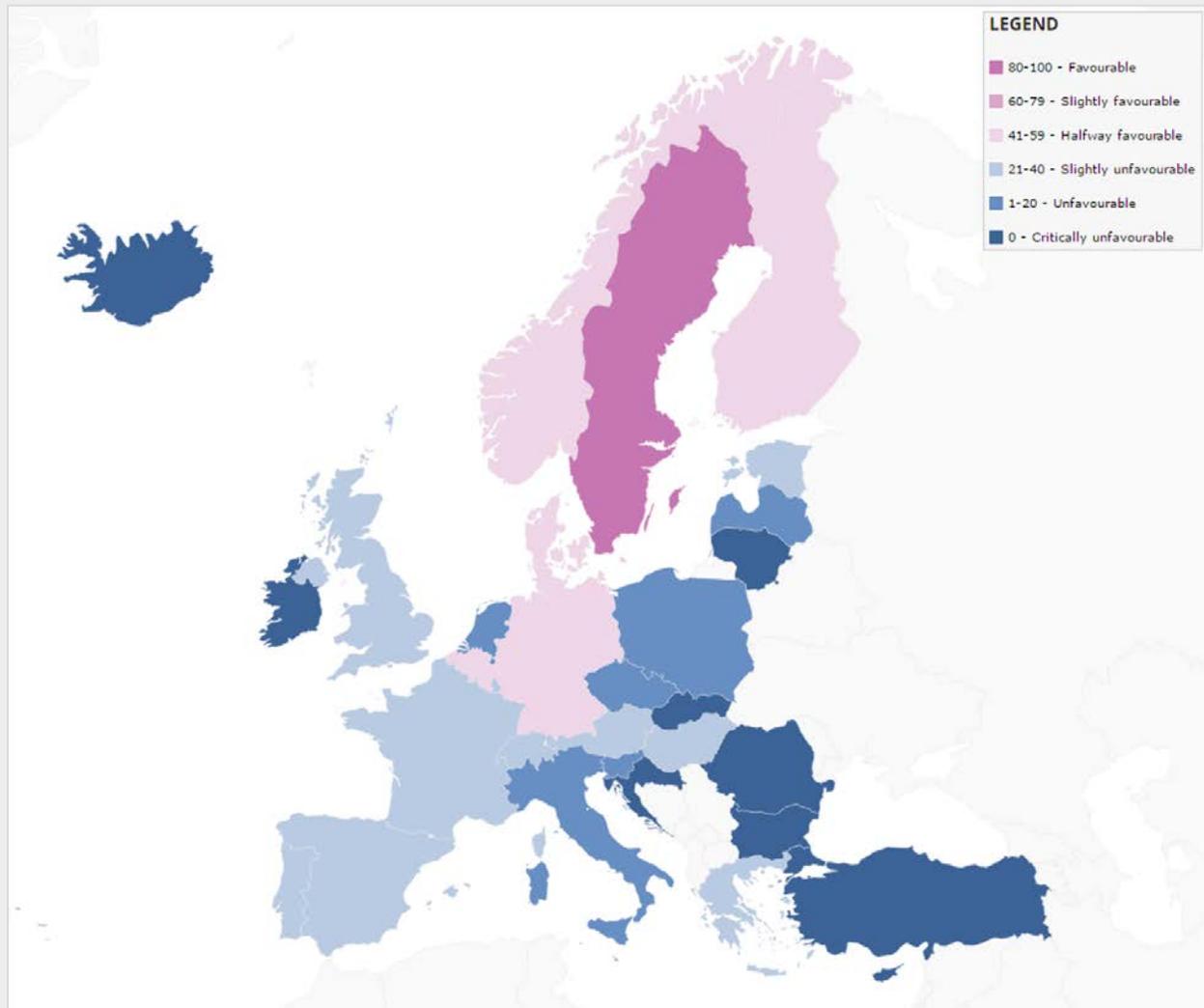
Success factor:

Psychosocial and mental health support. Untreated trauma not only seriously restricts a child’s potential at school, but can also aggravate and induce new mental problems. Schools and teachers are a key resource to identify the need for early health support among children showing signs of distress. Health professionals can only successfully reach and support the special needs of refugee pupils when they are able to cooperate with schools. Ideally, early health assessments upon enrolment allow for the design of individualised psychosocial and health support plans to pre-empt or treat post-traumatic syndromes. Equally committing schools, health professionals and the parents, these measures may also

focus on the well-being of the entire family. As refugee children and youth may have to change areas and schools, psychologists, psychiatrists and counsellors can also link up together across the country to create professional refugee-related networks with educational authorities and schools (e.g. UNHCR/IOM/MHPSS 2015).

Education systems rarely make schools into spaces for social integration

Chart 9: Strength of policies targeting new opportunities (migrant languages and cultures, social integration, teacher diversity) (MIPEX 2015)



- Few countries (Australia, Canada and Sweden) are actively using the school as a space for socio-cultural integration. Often these activities are limited to teaching immigrant languages (e.g. France, Greece, Luxembourg, Spain and UK), yet several countries even have no policy in this area (e.g. Central Europe, Ireland, Italy, Netherlands and United States).

- Most countries (see Table 9) teach migrant languages & cultures though often only to migrant pupils, either at school (foreign language offer or teaching assistants) or extra-curricular courses
- Hardly any education systems have a systemic response to remedy 'white flight' from immigrant schools, communication difficulties with parents and the lack of diversity in the teaching force. MIPEX identified only a few promising initiatives in traditional and Northern destinations:
 - Belgium's Flemish region's projects on 'Parents in (inter)Action' and 'School vision'
 - Denmark's 'We Need all Youngsters' & parental involvement campaigns & school de-concentration methods in Aarhus and Copenhagen
 - Finland's parental involvement projects and SPECIMA training for immigrant teachers
 - Germany's various projects on parental involvement (e.g. Frühstart, HIPPI, Rucksack)
 - Norway's recent programmes for immigrant parents and teachers, with the involvement of the National Centre for Multicultural Education (NAFO)
 - Sweden's diverse projects from national agencies (e.g. NAE) and municipalities on school de-concentration, parental involvement and immigrant teacher requalification

Success factor:

Increasing school capacity. A school has only so much capacity to deal with the challenges of teaching children with an immigrant or weak socio-economic background, as teachers, administrators and staff are adequately trained and work together as a cohesive professional community (Heckmann et al. 2008, OECD 2010, Sirius Policy Brief 3, 2014). Next to this 'soft' component, schools in a disadvantaged social environment need additional resources in form of teaching and social support staff, as well as funding for special needs projects, programmes etc. Only in a few countries systematic policies exist to base school funding on social indexes (which may include the share of newcomer children), as is the case in the Netherlands, Switzerland, the UK or Canada, and increasingly in Germany and Austria (Field et al. 2007, Nusche 2009, OECD 2014). Schools which have been 'empowered' in such a way, where sufficient teachers and staff are confident to teach a diverse student body, are known to become even 'desired' schools due to their quality, in spite of their disadvantaged starting position.

Success factor:

Inclusion of the family and community into the educational process. Youth perform better when schools can actively involve parents in education. However, research suggests that between half and three quarters of foreign-born parents never or rarely helped their children with homework, although older siblings often play a pivotal role (Sirius 2013). For policymakers, initiatives should focus on

building confidence: Parental involvement is less about the detail of pedagogy and more about the emotional support and encouragement afforded to children. Engagement strategies may include mentoring programmes from older youth or role models in the community. One effective outreach tool is the provision of easy-to-access information in newcomers' settlement package about the country's school system and the availability of supplemental learning opportunities and language services like translated materials and interpreters. Home visits are commonly used and quite beneficial tools to engage with families from disadvantaged backgrounds. Several countries have been experimenting with voluntary continuing adult education programmes to see if they meet their needs of immigrant parents and help make the school into a community centre bringing together native and immigrant backgrounds. Schools must be able to appeal to parents with different levels of language skills, education and understanding of the school system, to enhance parents' capacity to support their children (Heckmann et al. 2008, Nusche 2009, OECD 2010, PPMI 2012, Sirius 2013).

Success factor:

Comprehensive family support. Strengthening families and their socio-economic position in general has direct effects on the educational attainment of children and youth. This effect starts with the very possibility to have a family and reunify with parents or siblings: Facilitating rapid family reunification improves educational outcomes and rapid language learning for children, and most likely also for reuniting spouses. Thus, the comprehensive integration of families should be the starting point (e.g. OECD 2016). Such an approach asks e.g. for accessible childcare for parents who are to enter employment, education or training. Child-related family benefits, housing support or social assistance should not the least be conceived to allow parents to dedicate more resources to their children's education. In addition to general family support schemes, targeted scholarships (possibly in connection with mentoring schemes) can provide additional means for educational pathways, building on and strengthening the educational ambition among refugees (Nusche 2009).

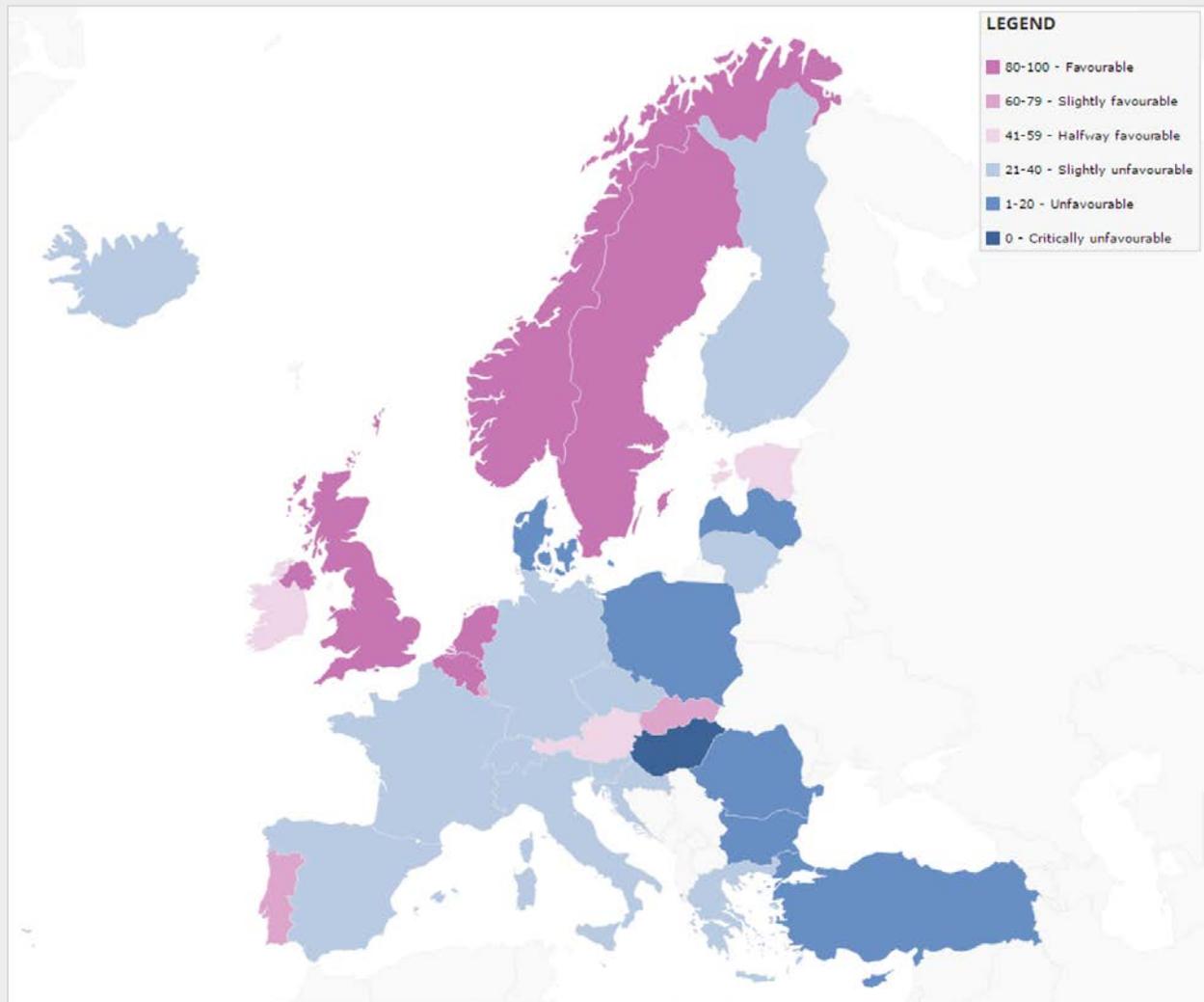
Success factor:

Support for linguistic and academic education in the first language. Support for immigrants' continued use and literacy in their first language facilitates language acquisition in general, values cultural diversity and opens up future possibilities for the children. Outright bilingual education is a way to help youth acquire the language of the receiving country while preserving knowledge of their mother tongue, but in most cases is not available. Where not feasible, the first tongue may be studied as a separate subject within the destination country curriculum (Sweden, Austria), optional subject

courses or through extracurricular activities organized e.g. by educational platforms, parents' organisations or communities. Overall, first language tuition is not available for most immigrant pupils within European mainstream state-funded education systems (e.g. Heckmann 2008 et al., Nusche 2009, PPMI 2013, Sirius Policy Brief 4, 2014). Just offering first-language learning opportunities, however, is not enough: in Sweden, 80% of schools that participated in a language skills survey offered formal education in languages of origin, but only somewhat more than 20% of their immigrant pupils actually received this education (European Commission 2001). To be successful, first language support policies should include active encouragement of students, appreciation of languages of origin and inclusion of first language skills in the overall grading of students.

Schools rarely teach all pupils about immigration and diversity

Chart 10: Strength of support for intercultural education at school (MIPEX 2015)



- Schools in most countries are not required or supported to teach all pupils how to live and learn together in a diverse society, especially in Denmark, France and new countries of immigration. Appreciation of cultural diversity is mostly just a cross-curricular priority, a subject for voluntary teaching trainings and a government budget line for ad hoc projects

- Beyond the traditional destinations, Belgium, Luxembourg, Norway, Netherlands, Portugal and UK are changing and monitoring the curriculum so that pupils can learn about cultural diversity throughout their day and also in specific subjects, such as citizenship education¹⁵
 - Norway: '[Equal education in practice!](#)', developed since 2004, strengthened multicultural education in curricula and teacher training with the support of NAFO.
 - Portugal: The High Commissioner for Migration (ACM) leads many programmes, including [Entrekulturas](#), [public awareness-raising](#), [short-term teacher trainings](#) and an observatory that also monitors cultural diversity appreciation.
 - United Kingdom: Since 2006, schools had legal duties to promote community cohesion, and [Ofsted to inspect progress](#). Within the [curriculum](#), Citizenship Education is a national subject, with 'identity and diversity' as a cross-curricular dimension.

Success factor:

Intercultural education. Intercultural education succeeds or fails in the everyday interaction, curricula and teaching materials used across the school day. Refugee and newcomer children will feel respected when they are recognised in these areas and all pupils are able to learn to appreciate cultural diversity. Many improvements to the teaching process are tried and tested in intercultural education: curriculum redevelopment to reverse the mono-cultural thrust, review of teaching materials, school policies sensitive to religious holidays and dress, engagement with organisations representing the migrants etc. The challenge, however, is to keep an integrated approach, and to mainstream these across the school day and curriculum with the support of head teachers and curriculum/textbook developers. Moreover, schools in most cases are not entirely free to change the curriculum, so the implementation of an intercultural approach needs to start at the policy level (Heckmann et al. 2008, PPMI 2012, Sirius 2013). Not the least, intercultural education as part of national curricula has to be implemented on the ground, in the-day-to-day teaching practices of schools and teachers (Nusche 2009).

¹⁵ For more on this, see SIRIUS' 2014 study 'Citizenship Education and Ethnic and Cultural Diversity: a scoping study of SIRIUS Network countries on the education of children from a migrant background' http://www.sirius-migrationeducation.org/wp-content/uploads/2013/12/CitizenshipEducationReport-tot_SIRIUS_131203.pdf

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Refugee education in Turkey, Lebanon and Jordan

As European education policymakers and actors must strive to alleviate the shortcomings of their systems with regard to the integration of newly arriving refugee children and youth, it must be kept in mind that these efforts represent only a part of the response to the gravest refugee crisis that the wider Euro-Mediterranean region has seen for decades. This section provides a short overview of the educational situation in the three countries hosting most of the children and youth who have fled the Syrian civil war. It is mainly based on experiences reported by international donor organisations.

In May 2016, there were around 4.8 million registered Syrian asylum seekers¹⁶ in the region, out of which 2.7 million¹⁷ were in Turkey. About 51%¹⁸ of these refugees were under the age of 18. While the number of enrolled children increased both in formal and informal education, due to the continuous influx, the percentage of out of school children remained around 50%¹⁹, meaning that around 1 million children are without education in Turkey, Jordan and Lebanon. Enrolment in early childhood education and in formal primary school education are higher in all three countries and drop-out rates are highly increasing after the age of 12. Enrolment rates are also higher in camps in all three countries, while only around 25% of refugee children living outside of camps go to school.

As on average it can last close to 20 years before refugees can return to home after a conflict situation, international actors have been advocating for finding long-term solutions for education and prioritising access to formal education instead of out-of-school supportive programmes.

Major challenges

1. One of the main challenges to realise this priority is **inadequate funding**. While education is at the forefront of both the Regional Refugee Resilience Plan and the #Nolostgeneration initiative and it is the best funded area among the other sectors of the 3RP, education programmes are still underfinanced. The total agency requirements of 3RP on education amounted to 440 million dollars, which was achieved at 91%. Programmes in Turkey and Lebanon received the highest amounts of funds, in both of the countries 100% of the requested funds were met. In Jordan, around 75% of the funds were available. Next to the amount of funding available, timing

¹⁶ <http://data.unhcr.org/syrianrefugees/regional.php>

¹⁷ <http://data.unhcr.org/syrianrefugees/regional.php>

¹⁸ <http://data.unhcr.org/syrianrefugees/regional.php>

¹⁹ <http://www.3rpsyriacrisis.org/wp-content/uploads/2016/05/3RP-2015-Annual-Report.pdf>

is also an issue. The arrival of funds is often unpredictable, which jeopardise the continuity of successful initiatives.

2. While the achievement of a high enrolment rate in good quality education is the ultimate goal, some studies put forward the issue of **trade-off between the different goals** and call for the focus on access to education as a priority goal. Access can be hampered for several reasons.
3. Most of all, in all three countries the **school infrastructure** is not adequate to receive refugee children. The sudden increase in the number of school children has led to **school space shortages**.
4. This often causes tensions between refugees and the local population, making **harassment** and bullying in classes an increasing issue. There are also more and more parents who pull out their children due to this reason.
5. **Distance** from school and **safety** on the way to school are also major concerns, which are mainly mentioned in reports on Jordan.
6. **Differences in school curriculum, language barriers, lack of parental and/or school documentation** as well as **school costs and fees** are also often quoted as a limit in accessing school. Transportation costs in urban areas are especially prohibitive. According to estimations, both in Lebanon and Jordan excessive costs were the reason in around 50% households for the fact that at least one children was not going to school.
7. In terms of the **quality of the education**, special classes schools/classes for refugees is often perceived to be lower than that of other classes, discouraging many parents from sending their children to school.
8. As **employment possibilities for parents** are scarce, child labour is increasing in all three countries, explaining the reason why enrolment rates in secondary and tertiary education are much lower.

Examples of addressing these challenges

1. As the economic situation of the family is determinant, when deciding about children's school enrolment, **opening legal and decent employment channels to parents** is crucial to increase children's enrolment rate and prevent high drop-outs if teenagers.
2. Parents' involvement in the organisation of schooling is also essential to plan adequately. In all three countries, there is an increasing number of **parents' community groups**, who can discuss directly with school staff their concerns.
3. In order to avoid locals' resentment against refugees, as the school system is still fragile in general in the region, **support and funding** is offered not only to refugee children, but **to all vulnerable children** irrespective of their nationality. This framing has been very helpful for international organisations to avoid further tensions and competition between fragile groups.

4. School infrastructure problems have so far been addressed in two major ways. In Turkey, there have been an effort to **build new schools**, which unfortunately are not sufficient. In Lebanon and Jordan **shifts** were introduced in existing schools. These initiatives addressed successfully school shortages when the quality of education and the funding is the same for both shifts.
5. Unfortunately, the number of **specifically trained extra teachers** remain very low. Around 14.000 teachers (among them 7000 Syrians) received professional development, which is only 23% of the 3RP targets.
6. As a positive example, in Turkey, a **new regulatory framework** was developed for **Syrian volunteer teachers** on education standards. The inclusion of Syrian teachers in the national school systems seemed to be an effective measure to increase enrolment rates locally.
7. International actors encourage also the **wider use of technology** and other innovative solutions, but there has not yet been an evaluation on the effectiveness of these measures.
8. For children who have been out for school for a longer period, the **Accelerated Learning Programme** in Lebanon developed under the auspices of the Ministry for Education and Higher Education. This programme allows children between 7 and 17 who have been out of the school system for more than two years to catch up with the Lebanese curriculum.
9. **Special homework support programmes** for children at risk of dropping out are also offered in all three countries, but as these remain usually ad hoc and punctual, their effectiveness remain limited.
10. **Scholarship programmes** are essential to help Syrian refugees continue their tertiary education, while in primary and secondary education the **donation of school supplies** can help to reduce the costs of schooling.

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Annex I: Key International and European standards for refugee education

1951 Convention relating to the Status of Refugees

Article 22 Public Education 1. The Contracting States shall accord to refugees the same treatment as is accorded to nationals with respect to elementary education. 2. The Contracting States shall accord to refugees treatment as favourable as possible and, in any event, not less favourable than that accorded to aliens generally in the same circumstances, with respect to education other than elementary education and, in particular, as regards access to studies, the recognition of foreign school certificates, diplomas and degrees, the remission of fees and charges and the award of scholarships.

Article 34 Naturalization. The Contracting States shall as far as possible facilitate the assimilation and naturalization of refugees.

Universal Declaration of Human Rights

Article 26 1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit. 2. Education shall be directed at the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nationals, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace. Parents have a prior right to choose the kind of education that shall be given to their children.

Convention on the Rights of the Child

9.1. States Parties shall ensure that a child shall not be separated from his or her parents against their will, except when competent authorities subject to judicial review determine, in accordance with applicable law and procedures, that such separation is necessary for the best interests of the child.

10.1 In accordance with the obligation of States Parties under article 9, paragraph 1, applications by a child or his or her parents to enter or leave a State Party for the purpose of family reunification shall be dealt with by States Parties in a positive, humane and expeditious manner.

28 1. States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: (a) Make primary education compulsory and available free to all; (b) Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child, and take appropriate measures such as the introduction of free education and offering financial assistance in case of need; (c) Make higher education accessible to all on the basis of capacity by every appropriate means; (d) Make educational and vocational information and guidance available and accessible to all children; 79 (e) Take measures to encourage regular attendance at schools and the reduction of drop/out rates; 2. States Parties shall take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention.

European Directive 2013/33/EU laying down standards for the reception of applicants for international protection

Article 14: Schooling and education of minors

1. Member States shall grant to minor children of applicants and to applicants who are minors access to the education system under similar conditions as their own nationals for so long as an expulsion measure against them or their parents is not actually enforced. Such education may be provided in accommodation centres. The Member State concerned may stipulate that such access must be confined to the State education system. Member States shall not withdraw secondary education for the sole reason that the minor has reached the age of majority.
2. Access to the education system shall not be postponed for more than three months from the date on which the application for international protection was lodged by or on behalf of the minor.

Preparatory classes, including language classes, shall be provided to minors where it is necessary to facilitate their access to and participation in the education system as set out in paragraph 1.

3. Where access to the education system as set out in paragraph 1 is not possible due to the specific situation of the minor, the Member State concerned shall offer other education arrangements in accordance with its national law and practice.

European Directive 2011/95/EU on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection

Article 26: Access to employment

2. Member States shall ensure that activities such as employment-related education opportunities for adults, vocational training, including training courses for upgrading skills, practical workplace experience and counselling services afforded by employment offices, are offered to beneficiaries of international protection, under equivalent conditions as nationals. 3. Member States shall endeavour to facilitate full access for beneficiaries of international protection to the activities referred to in paragraph 2.

Article 27: Access to education

1. Member States shall grant full access to the education system to all minors granted international protection, under the same conditions as nationals. 2. Member States shall allow adults granted international protection access to the general education system, further training or retraining, under the same conditions as third-country nationals legally resident.

Article 29: Social welfare

1. Member States shall ensure that beneficiaries of international protection receive, in the Member State that has granted such protection, the necessary social assistance as provided to nationals of that Member State. 2. By way of derogation from the general rule laid down in paragraph 1, Member States may limit social assistance granted to beneficiaries of subsidiary protection status to core benefits which will then be provided at the same level and under the same eligibility conditions as nationals.

Article 30: Healthcare

1. Member States shall ensure that beneficiaries of international protection have access to healthcare under the same eligibility conditions as nationals of the Member State that has granted such protection.

2. Member States shall provide, under the same eligibility conditions as nationals of the Member State that has granted protection, adequate healthcare, including treatment of mental disorders when needed, to beneficiaries of international protection who have special needs, such as pregnant women, disabled people, persons who have undergone torture, rape or other serious forms of psychological,

physical or sexual violence or minors who have been victims of any form of abuse, neglect, exploitation, torture, cruel, inhuman and degrading treatment or who have suffered from armed conflict.

Article 34: Access to integration facilities

In order to facilitate the integration of beneficiaries of international protection into society, Member States shall ensure access to integration programmes which they consider to be appropriate so as to take into account the specific needs of beneficiaries of refugee status or of subsidiary protection status, or create pre-conditions which guarantee access to such programmes.

EU cooperation and support on the education of migrants and refugees

The European Commission's [Directorate-General for Education and Culture](#) is responsible for EU action in the field of education and training. This action is governed by the [Strategic framework for European cooperation in education and training](#) (ET 2020). ET 2020 makes several references to the educational dimension of immigrant integration:

Strategic objective 2 – improving the quality and efficiency of education and training: under this objective, Member States are encouraged to “provide migrants with opportunities to learn the language of the host country”.

Strategic objective 3 – promoting equity, social cohesion and active citizenship: this objective states that “education and training systems should aim to ensure that all learners — including those from disadvantaged backgrounds, those with special needs and migrants — complete their education, including, where appropriate, through second-chance education and the provision of more personalised learning”. Member States are therefore encouraged to develop cooperation on “mutual learning on best practices for the education of learners from migrant backgrounds”.

With ET 2020 acting as overarching agenda, specific frameworks have been developed for the different educational environments and fields (schools, higher education, adult education, etc). These include specific policies towards migrants, or make reference to migrants as target groups to be considered under general policies, as required by the [Education, Youth and Culture Council in November 2009](#).

Erasmus+ is the main EU instrument in the field of education and training is the new [2014-2020. The programme](#) is managed by the [Education, Audiovisual and Culture Executive Agency](#) (EACEA).

The programme is relevant to immigrant integration and its [legal basis](#) states for example that “the Programme promotes inter alia equality between men and women and measures to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. There is a need to widen access for members of disadvantaged and vulnerable groups (...)”.

The Commission has set up the SIRIUS network, comprising researchers, policy-makers, and NGOs, which deals with migration issues.²⁰ The Commission also monitors the achievement gap between local and migrant children in the EU school systems ([Progress towards common EU education & training objective – migrants](#)) and supported targeted studies (e.g. for [newly arrived migrant children](#))

²⁰ www.sirius-migrationeducation.org

Annex II: EU Stakeholder Analysis

This stakeholder analysis identifies relevant stakeholders on EU level concerned with the education of migrants in Europe. By mapping positions and key activities²¹, it examines to what extent the education needs and interests of immigrant children and youth are represented by associations, organisations and networks on European level. Looking at stakeholders from both the education and the migration policy fields, a leading question is whether stakeholders stress mainstreaming of migrant education into general education policies or rather propose targeted measures benefiting immigrant students.

After an overall assessment, profiles of the following European-level education and migration stakeholders are presented:

- EUNEC European Network of Education Councils
- EAEA European Association for the Education of Adults
- ETUCE Trade Union Committee for Education & EI Education International
- EYF European Youth Forum
- EUCIS-LLL European Civil Society Platform on Lifelong Learning
- EPA European Parents' Association
- EUNIC European Union National Institutes for Culture
- EUROCLIO European Association of History Educators
- EUA European University Association
- EURASHE European Association of Institutions in Higher Education
- SOLIDAR
- PICUM Platform for International Cooperation on Undocumented Migrants
- CCME The Churches' Commission for Migrants in Europe
- Caritas Europa
- JRS Jesuit Refugee Service

²¹ The analysis updates and expands a 2012 mapping of European stakeholders by MPG for the Sirius network.

Overall assessment: an evolving but still rather weak agenda

Migration stakeholders focus mostly on legal access to education for vulnerable groups. Access to education for undocumented migrant youth and other vulnerable groups among migrants constitutes one of the most common priorities for EU-level advocacy (PICUM, JRS, CCME, Caritas), followed by the recognition of qualifications gained outside the host country (SOLIDAR, CCME). Making the education system more responsive to migrants is also on their agenda, but further down behind the issue of legal access to education and to other areas of public life. The strength of EU migration stakeholders rests in their ability to name specific barriers within the education systems that affect migrants (while EU-level education stakeholders tend to be less specific on these issues).

Education stakeholders focus mostly on improving the general education system and making it more 'responsive' to migrants. This agenda includes access to early childhood education and care for children from disadvantaged backgrounds (EUNEC), inclusive school policies (EPA, EUNEC), improving representation of migrants in life-long learning and in vocational education (EAEA, EYF, EUNEC), recognition of qualifications and all forms of diversity and anti-discrimination policies in education systems (EYF, Euroclio, ETUCE/EI). However, education stakeholders seldom present a coherent position on targeted measures necessary in order to close the gap between migrants and majority populations in many school systems. Moreover, barriers to access are usually defined in fairly general terms by European education stakeholders, sometimes without specifying the existing policies that create barriers for disadvantaged students (e.g. early tracking, segregated special school system), which national migrant stakeholders are less afraid to name.

Not many EU education stakeholders focus on specific barriers or adverse conditions within education systems that affect migrants and other vulnerable groups. The scarcity of articulated positions on language learning support at school, including immigrants' mother tongue in schools, is a good illustration of this point. For the most part, European education stakeholders find no consensus among their members on these issues, and they hesitate to formulate positions on the role of language support in access to quality education at school, despite the existence of substantial research evidence on its importance.

Both groups of stakeholders have a commitment to promoting diversity, citizenship education, and human rights – however, there are considerable differences in how these priorities are translated into policy advocacy. In many cases, the emphasis is on projects and other initiatives that produce some results and equip educators with tools, but do not achieve a change in education policies (e.g. curriculum, educational legislation) in the Member States.

Regarding **targeted measures**, both groups often focus on targeted non-formal measures in order to 'repair' problems existing in education systems or to avoid uncooperative/unresponsive general education systems. The prevalence of interest in adult education and non-formal learning for youth and adults among European stakeholders may be partly pre-conditioned by the EU agenda on education (Open Method of Coordination, focus on speedy integration of youth in the labour market, nature of support available from the European Commission). Nevertheless, a major weakness of EU stakeholders on migrant education is the emphasis on remedial interventions such as 'catching' dropouts in the safety net of non-formal vocational training, and lack of focus on advocating policy change within formal education systems that reproduce this social disadvantage.

The **recommendations** of European education and migration stakeholders are often similar, such as non-formal education and adult education, removing barriers to access to education systems for non-documented migrants and asylum seekers, recognition of earlier educational qualifications, diversity policies in schools (more rarely – in curriculum), and learning citizenship-related skills. However, this agenda for the education of migrants currently focuses mostly on non-formal and informal learning, adult education, and recognition of qualifications, and much less on what is happening inside the formal education system: desegregation, language support and reform of policies that reproduce social disadvantage, such as early tracking. Relatively little engagement with formal education policies and insufficient emphasis on targeted measures means that EU policy makers not always have sufficiently strong dialogue partners in the civil society to address the disadvantaged situation of migrants in national education systems.

Overall then, the constituency to push for educational equity for immigrants is rather weak at EU level. Migrants are not always considered as a significant group by the influential education stakeholders, from associations of parents, to teachers' unions, school leaders, advisory bodies, universities and adult learning organisations. Education stakeholders do not always realise how their work on education reform and equality would also promote societal integration. Similarly, the organised migration and integration stakeholders often do not take a position on education reform and equality. If anything, they advocate for legal access to education and, occasionally, for targeted measures and intercultural education projects. However, targeted policies often fail without more inclusive general policies, and fundamental changes in general education policies may eventually have a greater impact on immigrant pupils' chances in life.

EUNEC European Network of Education Councils

Education stakeholder

The [European Network of Education Councils](#) is an association of national education councils from many (but not all) EU member states. It has a permanent focus on equity of access to education at all levels; equity is the principle at the centre of every recommendation. There is a strong tendency to put more reliance in general education policies, less in targeted policies. Specific directions of advocacy in education policy include access to early childhood education and care, participation of vulnerable groups in education and access to lifelong learning. The emphasis in recommendations is thus often on areas before and after school. The 2012 EUNEC statements on migration and education, however, highlighted curricula development, teacher qualification and support of multilingualism as key development challenges for schools in a diverse society.

Key outputs relevant for refugee education:

- [Statements on Early School Leaving](#) (2013)
- [Statements on Migration and Education](#) (2012)

Profile: EUNEC European Network of Education Councils

	General education policies	Targeted measures
Pre-school education	⊗	
Formal primary/secondary education	⊗	
Formal vocational education and training		
Tertiary education		
Non-formal and informal education	⊗	
Citizenship education		

EAEA European Association for the Education of Adults

Education stakeholder

The [European Association for the Education of Adults](#) is a membership organisation for associations from EU countries. Equity of access is one of key issues; EAEA members see it as important to reach out to groups that are less represented in adult education, including migrants in young adult age. Focus areas include lifelong learning, policies informed by the needs of migrants, investment in learning infrastructure and education staff, investigation into the barriers for learning for migrants, innovative approaches to methods of delivery of training, incl. mentoring and recognition of qualifications gained outside the host country. The Grundtvig network Outreach, Empowerment and Diversity (OED) promoted innovative teaching methodologies at the nexus of the active citizenship and inclusion agendas and came up with policy recommendations.

Key outputs relevant for refugee education:

- [Adult Education can play key role in current crisis](#) (2015)
- [OED Outreach, Empowerment and Diversity](#) (2014)

Profile: EAEA European Association for the Education of Adults

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education		
Formal vocational education and training	⊗	⊗
Tertiary education		
Non-formal and informal education	⊗	⊗
Citizenship education		

ETUCE Trade Union Committee for Education & EI Education International Education stakeholder

The [European Trade Union Committee for Education](#) (ETUCE) is the teachers’ social partner at European level and (since 2010) an integrated part of [Education International](#) (EI). ETUCE is the EI Regional Structure in Europe. As teachers’ union representatives, EI and ETUCE formulate position on global and European issues from the teachers’ perspective. Positions on a vast range of education policy issues have been formulated, from early childhood education and care to higher education and lifelong learning. In terms of engagement in policy debate on migrant education in the EU, EI and ETUCE have become increasingly active, inter alia by aligning with the European Trade Union Confederation (ETUC) 2013 Action Plan on Migration and ETUCE’s recommendations on mainstreaming diversity and tackling inequalities.

Key outputs relevant for refugee education:

- [ETUCE Refugees & Education: Human Rights for All](#) (2015)
- [ETUCE Mainstreaming Diversity and Tackling Inequalities](#) (2014)
- [EI World Congress Resolution on Teacher Migration and Mobility](#) (2011)

Profile: ETUCE Trade Union Committee for Education & EI Education International

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	⊗
Formal vocational education and training		
Tertiary education		
Non-formal and informal education		
Citizenship education		

EYF European Youth Forum

Education and migration stakeholder

The [European Youth Forum](#) is the platform of the national youth councils and international non-governmental youth organisations. Its members are providers of non-formal education. Therefore, the emphasis is on non-formal education and on life-long learning, and most recommendations regarding education policy are either about improving access to non-formal education or about combining the strengths of formal and non-formal education in order to better equip young people from all groups, including migrants, for participation in society. The emphasis is on recognising diversity through intercultural learning. EYF has recommendations on most policy areas concerning migrants (access to social services, employment, participation and citizenship, undocumented migrants, integration). The education-related areas in which specific targeted measures are supported by EYF incl. host-country and mother-tongue language learning, inclusive school environments that value diversity and non-formal education that meets the needs of migrants.

Key outputs relevant for refugee education:

- [Policy Paper on Equality and Non-discrimination](#) (2016)
- [Policy Paper on Citizenship Education](#) (2013)
- [Policy Paper on Quality Education](#) (2013)

Profile: EYF European Youth Forum

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	
Formal vocational education and training	⊗	
Tertiary education		
Non-formal and informal education	⊗	⊗
Citizenship education	⊗	

EUCIS-LLL European Civil Society Platform on Lifelong Learning

Education stakeholder

The [European Civil Society Platform on Lifelong Learning](#) (EUCIS-LLL) is an umbrella association that gathers 39 European organisations active in the field of education and training, including some of the other stakeholders in this analysis. Since its inception in 2005, the Lifelong Learning Platform has played a key role in structuring and increasing the input of civil society on the EU ‘Education and Training 2020’ and ‘Europe 2020’ strategies. Access for immigrants and diversity in lifelong learning have been topics as early as 2008, and the 2015 annual LLL week was dedicated to investing in education for an inclusive society. Strong emphasis is currently put on citizenship education and inter-culturalism in schools, calling for a complete overhaul of citizenship and history education in an immigration society. Validation of non-formal and informal education, and how to utilize it on the labour market, is another current core concern.

Key outputs relevant for refugee education:

- [Education to Foster Intercultural Understanding and Solidarity in Europe](#) (2016)
- [Learning Participation: Improving Quality, Access and Outreach](#) (2016)

Profile: EUCIS-LLL European Civil Society Platform on Lifelong Learning

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	
Formal vocational education and training	⊗	
Tertiary education		
Non-formal and informal education	⊗	
Citizenship education	⊗	

EPA European Parents' Association

Education stakeholder

The [European Parents' Association](#) is a Europe-wide network of parents' organisations, mostly working in the area of education (cooperating with other education organisations), highlighting innovation in educational partnership (between parents and teachers) and identifying and promoting projects partnering parents, NGOs and schools. On EU level, EPA has been pushing for a quality, pluralistic and Europe 2020-oriented educational model at primary and secondary level, a roadmap for implementing this model in all EU member states. Some of EPA's activities have focused on education and migration, e.g. a joint conference with EuroClio on teaching about migration and family history or a conference Integration and Inclusion in Schools.

Key outputs relevant for refugee education:

- [Manifesto 2015 of European Parents for a European Future of our Children in the 21st Century](#)

Profile: EPA European Parents' Association

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	⊗
Formal vocational education and training		
Tertiary education		
Non-formal and informal education		
Citizenship education		

EUNIC European Union National Institutes for Culture

Education stakeholder

The [European Union National Institutes for Culture](#) is the association of national cultural institutes of 24 European countries. In its work the network focuses on overlapping topics in culture: culture and conflict, multilingualism, culture and development. Members have both practical and theoretical expertise in issues related to language learning. They offer language courses, conduct research and advise the European Commission on multilingualism via the EUNIC Languages Working Group. EUNIC identifies, among other things, support for acquiring majority language to immigrant and minority students in schools. The project Language Rich Europe compared how languages, including minority and immigrant languages, are taught in different EU countries. On the basis of comparative cross-national findings and country profiles it offered examples of good practice and recommendations for policy makers, practitioners, and specialists working in the field.

Key outputs relevant for refugee education:

- [Language Rich Europe. Multilingualism for stable and prosperous societies](#) (2013)

Profile: EUNIC

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	⊗
Formal vocational education and training		
Tertiary education		
Non-formal and informal education		
Citizenship education		

EUROCLIO European Association of History Educators

Education stakeholder

The [European Association of History Educators](#) promotes a responsible and innovative teaching of history based on multi-perspectivity, critical thinking, mutual respect, and the inclusion of controversial issues. It seeks to enhance the quality of history and citizenship education through capacity building for educators and producing innovative teaching tools. While EUROCLIO does not have a focus on targeted policies on the education of migrants, it promotes inclusive history education which does not only reflect the narrative of the dominant groups. Migration as part of history curricula is actively supported by EUROCLIO.

Key outputs relevant for refugee education:

- [Strategies for Inclusion](#) project (ongoing)

Profile: EUROCLIO European Association of History Educators

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	⊗
Formal vocational education and training		
Tertiary education		
Non-formal and informal education		
Citizenship education	⊗	

EUA European University Association

Education stakeholder

The [European University Association](#) represents universities and national rectors' conferences from 47 European countries. Within its very wide spectrum of European advocacy work, questions of access to the higher education system and lifelong learning play a relatively narrow role. Nevertheless, the functioning of universities in a diverse society and the relevance of tertiary education for integration has increasingly gained attention. In its most recent Trend report, a regular exercise to inform and influence EU higher education policies, EUA reflects on the changing composition of the student body and targeted strategies to attract students from ethnic groups or without standard entry qualifications. With the Refugees Welcome Map campaign, EUA aims to showcase and document the commitment of higher education institutions and organisations in supporting refugees.

Key outputs relevant for refugee education:

- [Refugees Welcome Map campaign](#) (ongoing)
- [Trends 2015: Learning and Teaching in European Universities](#)

Profile: EUA European University Foundation

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education		
Formal vocational education and training		
Tertiary education	⊗	⊗
Non-formal and informal education		
Citizenship education		

EURASHE European Association of Institutions in Higher Education

Education stakeholder

The European Association of Institutions in Higher Education represents universities of applied sciences and university colleges; other members of EURASHE are national and sectorial associations of higher education institutions. Access of students of immigrant background to professional higher education (PHE) is a concern in EURASHE's broader activities for a modernised PHE sector within a changing society. In this context, it advocates European policies and innovative practices among its members with regard to lifelong learning, conceived as a liberating tool for equitable societies, as well as facilitated recognition and transferability of qualifications. EURASHE has been partner to the EQUINET and IDEAS projects on enhancing equitable access to higher education. A recent workshop on the inclusion of refugees in higher education testifies to the association's awareness for the topic and served to launch its own position statement.

Key outputs relevant for refugee education:

- [Access and inclusion of refugees in higher education workshop](#) (2016)
- [Evolving diversity - Participation of students with an immigrant background in European Higher Education](#) (2012)

Profile: EURASHE European Association of Institutions in Higher Education

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education		
Formal vocational education and training		
Tertiary education	⊗	
Non-formal and informal education		
Citizenship education		

SOLIDAR

Education & migration stakeholder

SOLIDAR is an international alliance of social and economic justice NGOs working in development and humanitarian aid, social policy, social service provision and life-long learning. It is both committed to equity in education and on education of migrants. SOLIDAR promotes life-long learning (LLL) and recognition of skills and qualifications as means to achieve greater social inclusion and empowerment. A particular emphasis with regard to the education of migrants (and other socially vulnerable groups) is on legal and rights literacy, recognition of skills and competences, recognition of qualifications gained outside the host country and informal learning. SOLIDAR promotes an approach to integration focusing on ‘transversal issues’ rather than on diversity per se, i.e. on various social challenges like lack of social protection, poverty and unemployment. Therefore, emphasis is laid on empowering migrants to participate in finding solutions.

Key outputs relevant for refugee education:

- [Migration and Fundamental Rights: Will the EU live up to its values?](#) (2015)
- [Education and Lifelong Learning Watch](#) (2015)
- [Early School Leaving \(drop-outs and NEETs\)](#) (2015)
- [Validation](#) (2015)
- [Vocational Education and Training](#) (2015)

Profile: SOLIDAR

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education	⊗	⊗
Formal vocational education and training	⊗	⊗
Tertiary education		
Non-formal and informal education	⊗	⊗
Citizenship education		⊗

PICUM Platform for International Cooperation on Undocumented Migrants

Migration stakeholder

The [Platform for International Cooperation on Undocumented Migrants](#) is an NGO that aims to promote respect for the human rights of undocumented migrants within Europe. PICUM engages in EU discussions on general education policies to the extent that there is a need to ensure the inclusion of undocumented migrants as a target group in these policies. It does not discuss the essence of education policies as such. In terms of targeted measures, PICUM specifically looks at undocumented migrant youth's access to education and training. PICUM has formulated recommendations and conducts advocacy around the right to education as a universal right, not conditional on status. Schools should be able to accept undocumented children without obligation to report them to immigration authorities, thus guaranteeing the right to education without fear of detention, arrest and deportation.

Key outputs relevant for refugee education:

- [Children First and Foremost](#) (2013)
- [Human Rights of undocumented Adolescents and Youth](#) (2013)
- [Realising the Rights of Children and Families in an Irregular Migration Situation](#) (2013)

Profile: PICUM Platform for International Cooperation on Undocumented Migrants

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education		⊗
Formal vocational education and training		⊗
Tertiary education		
Non-formal and informal education		
Citizenship education		

CCME The Churches' Commission for Migrants in Europe

Migration stakeholder

The [Churches' Commission for Migrants in Europe](#) is an organisation of churches and ecumenical councils from currently 18 European countries. At general policy level, CCME advocates for access to education for migrant children (especially at school and pre-school level), for non-segregated schools, for the recognition of migrants' educational qualifications and for improved access to vocational and tertiary education. CCME has repeatedly promoted these aspects of access to education in its statements on integration of migrants. In the context of the EU Directive on language rights and the abolition of linguistic discrimination, it engaged in dialogue with the Commission on conditions for learning host country languages for migrants, pointing out that access to language courses for immigrants should be immediate on arrival and not conditional on the immigrant's status. In its project work (e.g. Accept Pluralism, Politis) CCME contributed inter alia to the Handbook on Tolerance and Cultural Diversity in Europe (including examples on how diversity works at school).

Key outputs relevant for refugee education:

- [CCME Work Programme 2015-2017](#)
- [Accept Pluralism](#) (2010-2013)

Profile: CCME The Churches' Commission for Migrants in Europe

General education policies	Targeted measures
Pre-school education	⊗
Formal primary/secondary education	⊗
Formal vocational education and training	⊗
Tertiary education	
Non-formal and informal education	
Citizenship education	

Caritas Europa

Migration stakeholder

[Caritas Europa](#) is the network of Caritas organisations in Europe. It conducts policy and advocacy work in the migration and asylum field with the aim to further develop activities and policies on the integration of immigrants and refugees. While it does not have an official position on equity of access to education, Caritas Europa has an operational focus on it and some of Caritas organisations in Europe advocate for better access to early childhood education, for better access to information about education for disadvantaged families, etc. In a similar vein, Caritas Europa members do not have a common position on targeted measures concerning the education of migrants, but are operationally active on member state level.

Key outputs relevant for refugee education:

- [Migrants and Refugees Have Rights](#) (2016)

Profile: Caritas Europa

	General education policies	Targeted measures
Pre-school education	⊗	⊗
Formal primary/secondary education	⊗	⊗
Formal vocational education and training		
Tertiary education		
Non-formal and informal education		
Citizenship education		

JRS Jesuit Refugee Service

Migration stakeholder

The [Jesuit Refugee Service](#) is an international Catholic organisation with a mission to accompany, serve and advocate on behalf of refugees and other forcibly displaced persons. Its outlook is global, with most of its activities taking place outside Europe. JRS does not have a position on education policy issues beyond targeted measures of access for migrants, where it has developed a broad range of advocacy points for forced migrants. These are constructed around the notion of ‘destitution’ of forced migrants in some EU Member States and the need to counter and reduce this destitution. Limits to access to education (primary and secondary school, vocational education and training, tertiary education) are seen as an aspect of destitution. JRS points out that policies regulating access to education for asylum seekers and undocumented migrants differ a lot among member states. JRS has advocated for the European Commission and the European Parliament to clearly regulate in EU law that asylum seekers should have access to education.

Key outputs relevant for refugee education:

- [Providing Hope. Investing in the Future. Education in Emergencies and Protracted Crises](#) (2016)
- [Access to quality education campaign](#) (ongoing)

Profile: JRS Jesuit Refugee Service

	General education policies	Targeted measures
Pre-school education		
Formal primary/secondary education		⊗
Formal vocational education and training		⊗
Tertiary education		
Non-formal and informal education		
Citizenship education		