Passage

EU PASSAGE Report

Output 1.3. EU PASSAGE Ecosystem of Needs, Practices Target Groups, Stakeholders and Mode of Work Report

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1 Prologue

Within the PASSAGE consortium, Slovenia, Cyprus, Greece, Italy, Portugal, and Lithuania will be taking appropriate measures to cope with increased levels of third country nationals arriving in these destinations. In turn, this increase has been instrumental in revealing several limits of existing policies (either national, regional, or European) and current capacities for migrants' integration to local societies, in the field of educative integration. This gap was especially evident in the case of the early stage of arrival (i.e., reception), where integration action needs to be reinforced and supported to promote basic EU values and principles of inclusivity, diversity, and civic openness.

This document will serve as basis for further elaboration and could serve as a comprehensive reference on the level of understanding, knowledge, and awareness of youth in all European participating countries, in issues related to pedagogies and pedagogical integration in the EU.

2 Introduction

Migration flows have, for a variety of reasons, become an integral component of policy making and policy-implementation in 21st century Europe. In 2016 the number of third country nationals residing in Europe was estimated to be 20 million, with that number steadily increasing given the inflow of people from neighbouring war-torn areas to EU member states. As a consequence, the European social context is becoming increasingly diverse. This diversity has meant that the various EU organs are being faced with a twofold challenge: First, there is a challenge to address the substantial gaps and limits in the policy fields which migration flows have an impact in. Second, and related to the first, there is a challenge in ensuring the wholesome social integration of third country nationals in EU member states and, in the process, combat persisting barriers such as xenophobia, divisive nationalism, discrimination etc. Very importantly, in terms of policymaking and policy-implementation, the above challenge does not manifest in a single policy area alone - instead it transverses all major societal policy areas (for instance, education, employment and labour market, civic participation, and healthcare and more often than not, these issues reveal the interconnectedness and cross-sectionality of integration challenges for third country nationals.

The following document is a brief introduction into the European Educational System with emphasis on the children with immigrant background and integration process. The basis for this document was Eurydice 2017 Report and OECD Report from 2019. Due to the limited scope of the document, we present only limited findings on the above-mentioned concepts. More extensive content will be a part of the upcoming Transnational PASSAGE Ecosystem Report.

3 Introduction in the European Ecosystem of Needs, Practices, Target Groups, Stakeholders and Mode of Work Report

Despite commitment to social inclusion, reports endorsed by EU authorities in recent years have stressed that there are persisting issues in the area of migrant integration. Most prominently, the European Commission's ***Action Plan on the Integration of Third Country Nationals*** (2016) has noted that third-country nationals throughout Europe 'continue to fare worse than EU citizens in terms of employment, education, and social inclusion outcomes'. As a response, the Action Plan has expressed its commitment to tackle existing barriers, placing special emphasis on the gaps and issues that emerge early in the migration process, i.e., in the reception phase of integration. These commitments were articulated also in the ***European Agenda on Migration*** published by the European Commission in 2015, and which recognised that targeted initiatives need to be supported in the attempt to "improve language and professional skills, improve access to services, promote access to the labour market, *inclusive education*, foster inter-cultural exchanges and promote awareness campaigns" (EACEA, 2015).

According to the EACEA (2018) report and review of the literature, three types of challenges can be distinguished:

- Those related to the migration process (e.g., leaving the home country, having to acquire a new language, adapting to new rules and routines in schools, etc., and the impact of these acculturation stressors on migrant students' overall well-being) (Hamilton, 2013);
- Those related to the general socio-economic and political context (e.g., policies affecting the availability of resources of education systems and schools for promoting

integration as well as policies promoting inclusion and equality more generally) (Sinkkonen & Kyttala, 2014).

- Those related to student participation in education, including limited scope of initial assessment, which does not always take account of both academic and non-academic aspects, inappropriate grade placement, language provision that is not adapted to the needs of students with a different mother tongue, insufficient learning support and lack of social and emotional support, teachers who are not trained and/or supported to deal with diversity in classroom, insufficient home-school cooperation and lack of inflexibility in funding to provide adequate provision and support (Reakes, 2007; Hamilton, 2013; Nilsson & Axelsson, 2013; Trasberg & Kond, 2017).

4 European Education and School System for children with immigrant background

Education and school as parts of the educational and socialization activities play a key role in integrating children with immigrant background into the new environment. In the educational process, immigrant students acquire knowledge, skills and weave interrelationships in the educational process that they need to integrate in the new social environment. It's really important to point out that countries, through their policies, can help the integration of immigrant children and have a significant impact on their success in school and on their further integration into society. A student who is well integrated into the education system, both academically and socially, has more chances of reaching their potential. However, children with immigrant background often face a pallet of challenges, which can affect their learning and development. Children from migrant background are from hereinafter defined as newly arrived/first generation, second generation or returning migrant children and young people. Reasons for having migrated differ, they may be economic or political, also their status can be citizens, residents, asylum seekers, refugees, unaccompanied minors or irregular migrants.

Moving to the intersection between integration and education more specifically, publications coming from the EU regularly emphasise the centrality of education as a crucial domain for building up and sustaining an effective integration policy line. As a 2019 EU commission report notes, integration into the educational system is a core component of the overall social integration of children, so that a "student who is well-integrated into the education system both academically and socially has more chance of reaching their potential" (EACEA, 2019). In this context, education is understood to be a critical policy domain not simply because it kickstarts the social integration process; it is also very important because the successes or failures in educational integration may very well determine the success/failure of future integration in other policy domains.Following overview of the European education systems revealed that countries have experiences of immigration, not only in terms of numbers but also in the variety of countries of origin and legal status. Countries have also been affected differently by the most recent humanitarian migration crisis. For these and other reasons, top-level authorities focus on different criteria in their national policies relating to children and young people from migrant backgrounds.
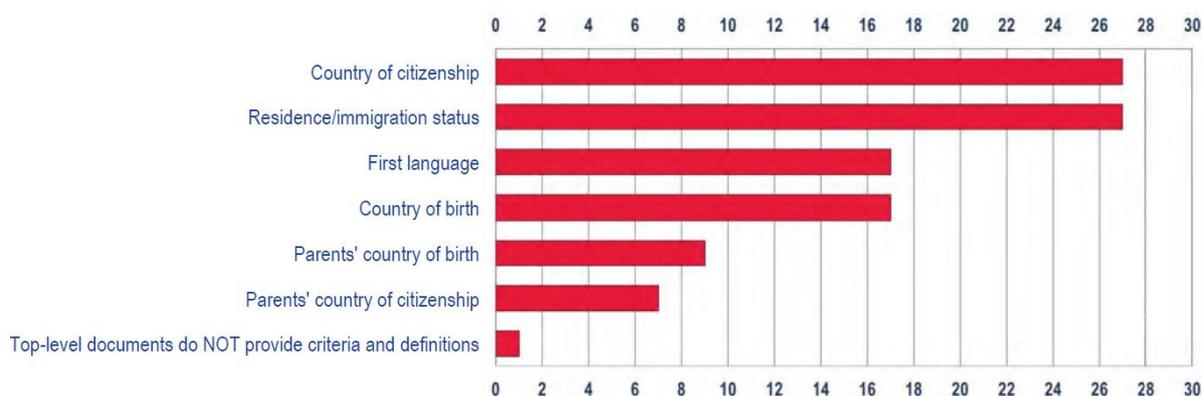

Figure 1: Most common criteria used to identify children and young people from migrant backgrounds, 2017/2018 Source: Eurydice

Criteria such as the country of birth and first language are used in less than half of the systems to identify migration background. Country of birth typically allows for identifying children and young people who may have been born in another country

but have been naturalised since their arrival to the host country. Furthermore, when first language is used as a criterion, the aim is generally to determine whether the child's first language is the language of the host country or the language of instruction.

The criteria and national definitions discussed above may have an impact on rights and obligations in education, the provision of support, the allocation of related resources, and monitoring and/or collection of administrative data. Very few countries use parents' information as criteria, often due to legal considerations related to personal data protection. However, taking into account parent information could help identify second generation students (i.e., those born in the host country but whose parent(s) were born in or are citizens of another country) in order to tailor specific policies for this target group. Residence and immigration status – used by most countries – allow for planning education policies and targeting support, for example, by identifying migrants given leave to remain on humanitarian grounds and developing the policies needed to cope when large numbers of new arrivals need urgent psycho-social support. Finally, using the first language as a criterion for identifying migrant students may help in allocating support for learning the language of instruction or the home language.

Allocating resources to narrow the achievement gap between native-born and migrant students has been found to have an impact on educational results (OECD 2009). When designing funding mechanisms, policy makers need to determine the target groups for additional funding and decide which administrative level of the education system should manage these resources, only then can they be distributed between the different levels of education. In addition, 18 EU education systems provide funding from a dedicated budget for supporting the integration of migrants. In five of them (Belgium – French Community, France, Croatia, the United Kingdom – Northern Ireland, and Liechtenstein), it is the only method of allocation used by top-level authorities. For example, in Lithuania, there is specific additional funding for both newly arrived and

returning migrants in the 'Student Basket' allocation system. In 14 European education systems, local authorities or schools can apply for funding from top-level authorities according to their needs. In Slovenia and the Netherlands, applying for extra funds is the only method by which funding can be obtained for supporting the integration of migrant students. In the Netherlands, depending on the number of asylum seekers, primary schools can currently apply for extra funding, which they receive as a lump sum. There is a minimum threshold in terms of student numbers and a maximum amount paid.

There are different ways in which schools or local authorities can apply for extra funding for integrating migrants. Schools/local authorities can apply for project funding from the top-level authorities in 11 education systems (Bulgaria, Czechia, Estonia, Spain, Italy, Latvia, Malta, Portugal, Slovenia, Serbia and the United Kingdom – England). In four countries (Greece, Latvia, Portugal and Sweden), local authorities can apply for an increase in their 'lump sum' allocation from the top-level authorities. The lump sum is a general budget allocation that local authorities can use for purposes other than education. Lastly, schools/local authorities can apply for an increase in their education budget in eight education systems (Belgium – German-speaking Community, Czechia, Cyprus, Latvia, Lithuania, Malta, the Netherlands and Slovenia). Schools in Cyprus can apply to the Ministry of Education for extra teaching hours and teaching staff in relation to the number of their students from migrant backgrounds. The number of migrant students in school or in the municipality is one of the main criteria used in allocating funding.

4.1 Accessibility of education in Europe

Access to quality education for all is high on the agenda in Europe and in the wider international community. It has two aspects: access to education as a universal human right regardless of legal status (Universal Declaration of Human Rights, 1948); and

access to quality education – enrolling in a school that provides high quality teaching and learning and being able to take educational pathways that lead to high level skills (European Commission, 2013).

However, access to education and training is or should be a universal human right, regardless of legal status. Access alone is not sufficient if it is not combined with quality education and training. Almost in all European countries and their education systems, children, and young people with migrant backgrounds of compulsory school age have similar or almost the same rights and obligations to participate in education as those born in host country. However, *not in all* countries children and young people have the same rights or obligations. Countries that differ from that are Bulgaria, Denmark, Lithuania, Hungary, Romania, Sweden, North Macedonia, and Turkey. In those countries some categories of children have different rights and/or obligations. For example, in Romania, North Macedonia and Turkey, migrant children with resident status have the right, but are not obliged to participate in education. In Denmark, minors who are asylum seekers do not have the same education rights as native-born students.

All above mentioned indicates that there is a risk, for migrant children who do not have the same rights and obligations with respect to compulsory education in the host country, of significantly falling behind their peers and in their cognitive and social-emotional development. Based on the Eurydice report, there are 13 education systems within EU Member states where students of compulsory age without resident status have no right to access into education system.

The EU and other international organisations have made an attempt to draw attention to the need to educate resident children. Directive 77/486/CEE (1) addresses the education of children of migrant workers from another EU Member State. It applies to children for whom education is compulsory according to the host country regulations.

The Directive calls for free tuition, adapted to the needs of these children, and the teaching of the host country language. In addition, it promotes the teaching of the first/home language and the culture of the country of origin in cooperation with the Member State of origin. In all European countries, it is a legal right for children and young people who are nationals of the country to participate in public education free of charge. Participating in education is also obligatory for children and young people of a certain age. Most countries extend the same rights and obligations to children and young people who are not citizens of the host country. However, different legal statuses may imply different rights and obligations with respect to education.

In 34 education systems, all compulsory school age children and young people from migrant backgrounds (including those with a residence permit, asylum seekers and irregular migrants) have the same rights and obligations in compulsory education in the host country. In contrast, in eight education systems, some children and young people from migrant backgrounds have different rights and/or obligations from their native-born peers.
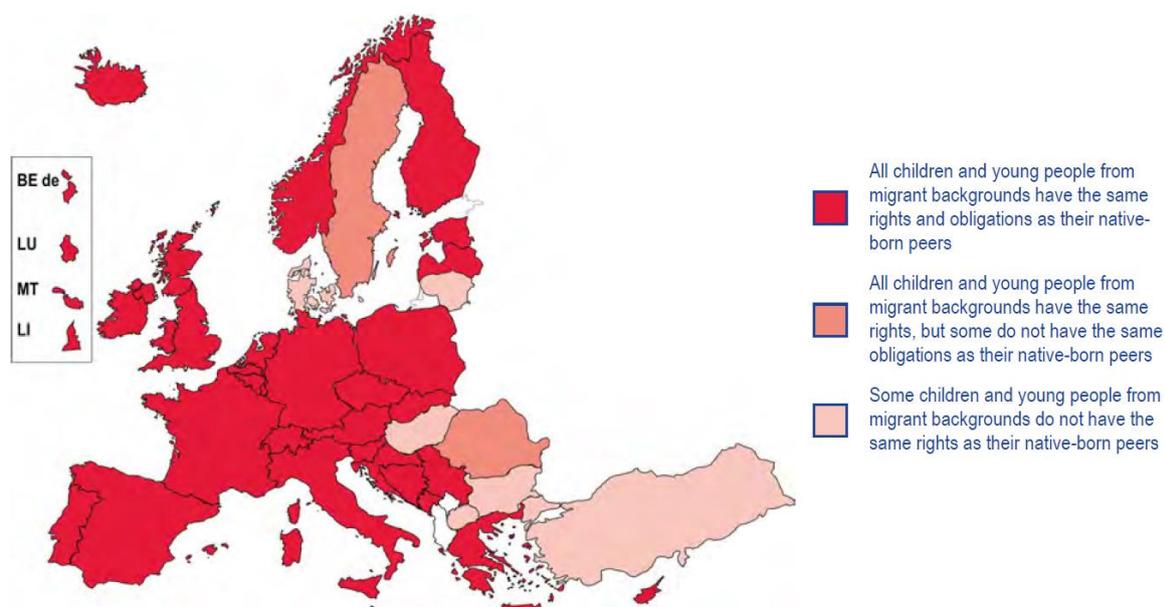

Figure 2: Rights and obligations of compulsory age children and young people from migrant backgrounds with respect to education, in primary, general secondary and IVE, as compared to their native-born peers, 2017/2018. Source: Eurydice

In education systems where some migrant students have different rights and/or obligations, this is often associated with a particular legal status. In Romania, North Macedonia and Turkey, children and young people with resident status are not obliged to participate in compulsory education; nevertheless, they have the right to do so. In all the other 39 education systems, however, children and young people of compulsory school age who have resident status are obliged to participate in schooling.

Usually, upon arrival in the host country, newly arrived children, young people and their families often do not understand their educational rights and obligations, nor do they know how to navigate the education system to find out what opportunities or support are available. They face challenges in obtaining information because they do not know who to ask, they may not even have a common language in which to communicate. Parents may also meet difficulties – linguistic and cultural – in relating to the school, which may deter them from becoming involved in their children's education.

5 Old and New challenges

Newly arrived migrant students are identified as a specific category in about half of the education systems in Europe. Immigrant children and young people who have newly arrived in the host country face specific challenges. They and their families often do not know the education system of the host country and they may not speak the host country's language(s) when they arrive. Furthermore, those seeking international protection may not have any documentation attesting to their prior learning or they may not have been in education for a long time – in some cases these children may not have had any schooling at all. Their experiences of displacement may also have affected them psychologically and physically.

Migrant students, in principle, underperform and express a lower sense of well-being in school, compared to other students in most European countries. As several researches indicate, the proportion of low-achieving migrant students exceeds that of

native-born students in most participating European countries, even when socio-economic status is controlled. Some of the latest research shows that primary school students who do not speak the language of instruction at home report a lower sense of belonging and experience more bullying at school.

Research has shown that issues relating to barriers to enabling inclusive practice of learning revolve around specific types of challenges. These are the following: the burden faced by newly-arrived students' to adapt to new pedagogical environments and institutions; the shortage of sufficient resources and expertise both in schools as organisational units and teachers as professionals who are called to deal with an increasingly diverse and inter-cultural pedagogic environment; and the gap and limits of current policy lines in education that result in lack of understanding of how newly-arrived migrant students may perform in their new schools at the best of their abilities.

Newly arrived migrant students are usually placed in the preparatory classes or lessons if their language skills are not strong enough to follow mainstream teaching. Once they are enrolled in the education system, they may be placed in different settings. If their language competences are developed enough to follow the normal curriculum, they are generally placed in mainstream classes for all lessons alongside their peers. For example, in Czechia, Latvia, Slovakia, Scotland and Montenegro, all newly arrived migrant students are placed in mainstream classes for all lessons, at all education levels. Preparatory classes are on the one hand very efficient as it gives newly arrived students time and space for teaching and learning, but on the other hand it may hinder integration by separating migrant students for their native-born peers. In some countries, such as Greece, France, Luxembourg, Finland and Switzerland, newly arrived migrants' students may spend up to six years in preparatory classes or lessons. Conversely, in countries like Romania and Slovenia, time for these classes is relatively short, and it is recommended that students follow all other subjects in mainstream education.

Most countries do not have sufficient number of teachers with enough experience of teaching the national language as a second language. Other competences lacking on the teachers and trainers' side are those required for dealing with diversity e.g., understanding of cultural and religious differences and trauma. Very often, they also lack experience in desk research and empirical evidence analysis on what works in migrant integration, as well as practical resources such as toolkits.

The lack of training and knowledge on the part of teachers (but also, more extensively, head teachers and decision makers at this level in education systems) may in fact prolong the marginalization of disadvantaged children. This kind of obstacle can be reduced through novel practices established in schools based, at first level, on the participant country's specific needs analysis, data collection and desk research. School competency in inclusive learning and pedagogic integration is a key factor for the positive transformation of educational practices toward an education that does not discriminate against disadvantaged students because of poor or outdated structural designs and policy content. Informed educational leadership can be further successful towards the training of educators and staff in fostering values, skills, motivation and knowledge. Setting the direction for further vision and the re-design of educational structures according to principles of inclusive learning is among the innovative aspects of the project. However, this turn does not only require a change in practices and structures but also a transformation of school culture (Nilsson and Axelsson, 2013).

Integrating migrant students into schools is an issue that requires a more comprehensive approach than any other educational issue. Such approach requires policy interventions on a wide range of areas; however, one is maybe more important, and that is involvement of stakeholders from different policy areas and levels. Literature review has shown that only few education systems have specific top-level strategies or action plans for integrating migrant students into schools. Top level-

authorities in 25 education systems in Europe[1] have adopted targeted or broader strategies of action plans addressing this issue.

Reakes, 2007; Hamilton, 2013; Nilsson & Axelsson, 2013; Trasberg & Kond, 2017, identified some of the barriers faced by students from migrant backgrounds:

- a lack of information in schools about the academic and non-academic (i.e. social, emotional, health, etc.) background of migrant children as they arrive;
- inappropriate grade placement;
- language provision that is not adapted to the needs of students with a different mother tongue;
- insufficient learning support and a lack of social and emotional support;
- teachers who are not trained and/or supported to teach in diverse classrooms;
- insufficient home-school cooperation;
- a lack of and inflexibility in funding to provide adequate provision and support

5.1   European Educational Needs and Practices

Education authorities can play an important role in supporting students from migrant backgrounds by providing the necessary policies and measures to encourage schools to take a whole-child approach to meeting students' needs. Teachers are at the forefront when it comes to supporting the integration of students from migrant backgrounds in schools. Furthermore, review of the literature shows that teachers often feel unprepared or/and insecure when confronted in the same classroom with students from different cultural and linguistic backgrounds (Nilsson and Axelsson, 2013; Sinkkonen and Kyttälä, 2014; Trasberg and Kond, 2017). Eurydice report (2018) has shown that in eight of then selected education systems[2] competences that promote skills are needed for teaching students from migrant backgrounds. In some of the countries, such as in Slovenia, education systems are designed in way to

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[1] BG, CZ, DE, EE, IE, EL, ES, HR, IT, CY, LV, LT, AT, PT, RO, SI, FI, UK-WLS, UK-NIR, UK-SCT, CH, IS, ME, NO, RS

[2] CZ, DE, ES, IT, CY, LU, AT, PL, SI, UK-WLS, UK-NIR, CH, LI

organise or support in-service training activities to raise teacher's awareness of both the academic and the social-emotional needs of students from migrant backgrounds. But of course, teachers are not the only ones that ensure students engagement in schools. There are also other professionals, such as school counsellors, social pedagogues, psychologists, social workers, etc., who max contribute to this process.

5.2 Language Support

The 'language dimension' is a consistent feature of educational policies in Europe and measures to facilitate the integration of migrant students. It includes the teaching of the language of instruction not only as a separate subject, but also as a transversal element taught across the whole curriculum. It also embraces the teaching of migrant students' home language. Language teaching can, moreover, be embedded in schools within a broader curricular perspective which values all languages and promotes plurilingualism.

Proficiency in the language of instruction is necessary for students to access the school curriculum and to benefit from the learning opportunities offered by schools. School performance depends very much on students' level of literacy in the language of instruction. Language issues extend beyond the teaching linguistic and cultural realities has positive effect on students' wellbeing and performance in school (Thomas and Collier, 1997; Cummins, 2001: Garcia, 2009). Research shows that primary school students whose home language differs from the language of instructions have a lower sense of belonging and are more at risk of bullying at school. About two thirds of the top-level education authorities in Europe that have a budget for integrating migrant students into schools, acknowledge the key role of the language of instruction by using the migrant students needing language support as criterion for allocating funding. Some education authorities in Europe, also provide regulations, or recommendations of the provision of additional language of instruction classes to migrant students,

either within or outside school hours, at all or some educational levels. In addition, 15 top-level education authorities[3] recognized a particular policy challenge, teachers' ability, and qualification to teach curriculum subjects in the language of instruction to students for whom it is a second or additional language.

Holistic approach is one of the most efficient ways to fully integrate migrant students into schools. However, it requires collaboration of teachers, school heads, other education professionals, parents as well as the local community. School heads can play a vital role in coordinating the range of language, learning and social-emotional support needed for students from migrant backgrounds. Review of the date shows that top-level education authorities in 22 European education systems organise or support specific training programmes, networking activities and/or offer guidance materials to help school leaders in integrating migrant students. In general, education systems in Europe can be sometimes slow in respond to current needs. Successfully integrating newly arrived migrants on a large scales requires "tailored general approaches, with individual cases and specific needs".
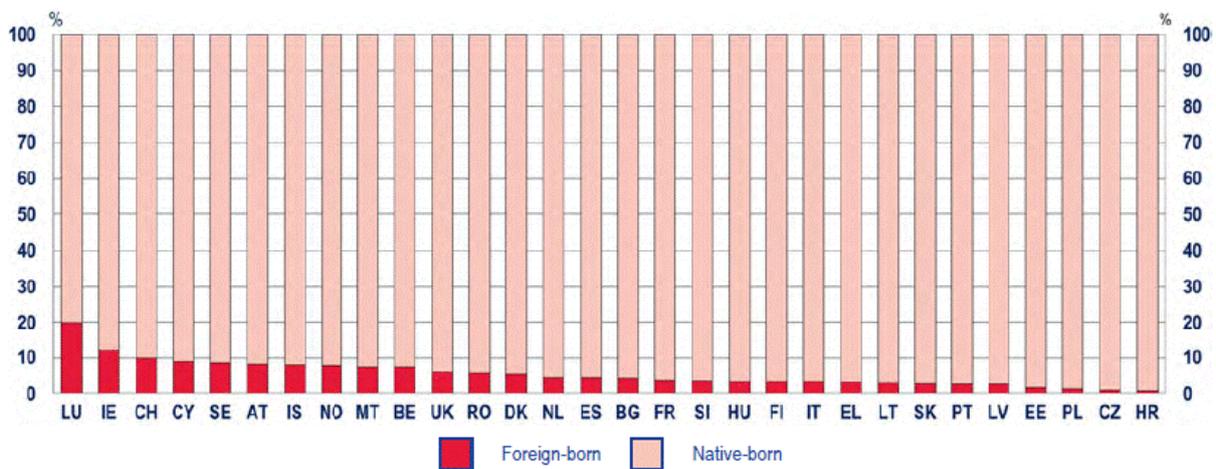

Figure 3: Proportion of native-and foreign born people under 15 years old, 201. Source: Eurydice

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[3] BG, DE, EE, EL, IT, CY, LT, LU, MT, PT, SE, IS, ME, NO, RS

The largest proportion of migrants under 15 years old can be found in Luxembourg (19.9%), and it is higher by quite a substantial margin than the second largest, which can be found in Ireland (12.0%). It can be also seen that proportion is less than 3% in Slovakia, Portugal, Latvia, Estonia, Poland, Czechia and Croatia.

As migrant students often lag behind in important school subjects at lower secondary level, it is not surprising that many of them leave education and training at the end of lower secondary education or even earlier. In almost all countries, the early leaving rate is higher for foreign-born than native-born young people. When it comes to the educational performance of students from migrant backgrounds, data from international surveys such as PISA has consistently shown that migrant students are at a disadvantage in European societies. In almost all countries, the early leaving rate for the foreign-born population is higher than for the native population, being highest in Turkey (over 60%), followed by Spain and Italy (over 30%). The lowest early leaving rates among the foreign-born population can be found in Ireland (4%), the Netherlands (6.6%) and Luxembourg (8.2%).

Young people from migrant backgrounds also tend to have lower levels of educational achievement and they leave education and training earlier than their native-born peers in most European countries. This also impacts on their subsequent academic progress and attainment. Not having upper secondary education often results in further disadvantages. While not impossible, it is very difficult to gain access to university without at least upper secondary education, thus resulting in disadvantages within the job market.
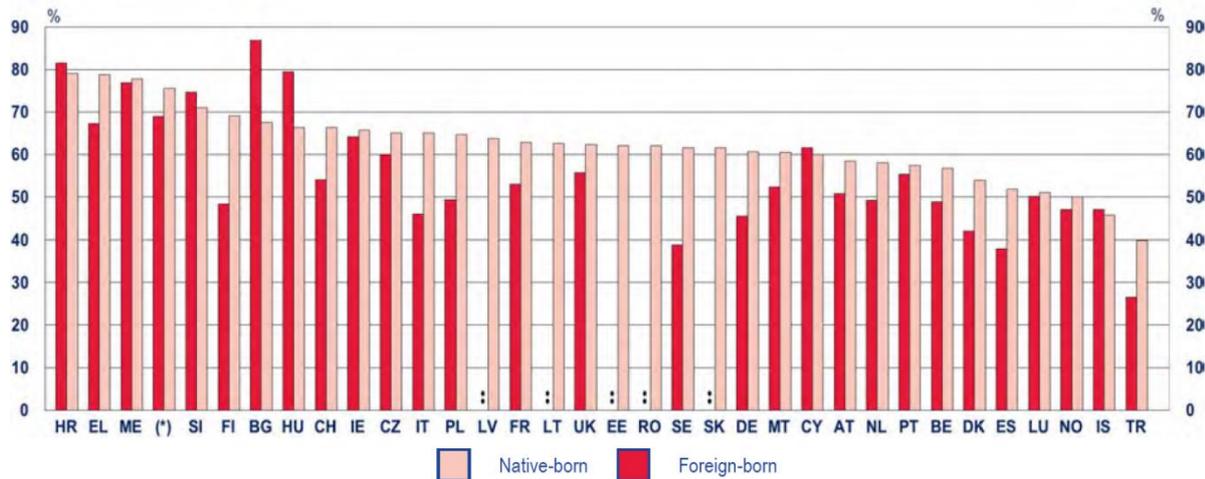
Figure 4 Percentage of foreign-born vs native-born people aged 18 to 24 with upper secondary or post secondary, non tertiary level education, 2017. Source: Eurydice

European Policy Context

In order for countries to have an effective approach to integrating students from migrant backgrounds, education systems need to have appropriate governance structures. From a statistical and legal point of view, European countries share some of the same definitions relating to migrants. For statistical data collection purposes, Eurostat distinguishes first generation immigrants – those born outside the host country, whose parents were also born outside; and second generation – those born in the host country but at least one of whose parents was born outside. International and EU legislation specifies further legal categories: for example, nationals of EU Member States, third country nationals and people seeking international protection.

5.3   The Needs of Teachers and School Heads

Teachers and other educational staff are in the front line when it comes to supporting migrant students' integration into society. Students from migrant backgrounds often have a range of educational and psychosocial needs that must be met if they are to achieve their potential – needs which demand a wide range of skills and expertise from teachers and the various other education professionals working within schools and in the wider education system.

Knowledge is without doubt the most powerful "weapon" against stereotypes, the promotion of multiculturalism in schools and in the education and training of future teachers. It undoubtedly encourages critical thinking and antitheses to prejudice. In a time of globalization and demographics change, multicultural education offers ways to improve learning outcomes and enrich the curriculum for all students. One of the best ways through which states can address them of inclusive pedagogy is to enshrine it to their educational institutions through innovative practices.

The education and training of teachers and other educational staff is largely the responsibility of higher education institutions, which have a great deal of autonomy in designing study programmes. However, top-level education authorities may contribute to the shaping of the professional profile of teachers through, for example, the competence framework for initial teacher education, the organisation of continuing professional development (CPD) activities, and the establishment of resource centres that support the integration of migrant students.

As already highlighted, the successful integration of migrant students in schools requires expertise from various educational professionals, which in turn necessitates close cooperation between all stakeholders. In this context, adopting a whole-school approach is helpful in tackling the issues relating to migrant students in schools (see Part II). Such an approach demands strong and skilled leadership from school heads. In terms of skills, official documents in nearly two-thirds of education systems recognise that teachers need to have stronger competences for working with a diverse range of students in multicultural classrooms and this is seen as a policy challenge.

In nearly half of the education systems teachers have a lack of skills to support newly arrived students either in preparatory/separate classes or in mainstream education. In two education systems (United Kingdom (England) and Spain), communicating and/or

interacting with migrant students' parents is seen as a challenge, and support to teachers should be provided.

In terms of recruitment, a little more than one-third of the education systems face difficulties in finding teachers qualified to teach curriculum subjects to students for whom the language of instruction is a second or additional language. A quarter of education systems also identify the recruitment of teachers from migrant backgrounds as a challenge.

There are very few countries that offer financial incentives, but some of those that do, indicate which teachers are targeted. In Latvia and Slovenia, the incentives target teachers of preparatory classes for newly arrived migrant students, while in Italy they target those working in mainstream schools that have large numbers of socially disadvantaged students and students from migrant backgrounds.

6 Conclusion and Recommendations for European Education Systems

In some education systems, there is an initial integration phase where language and learning support is provided to newly arrived migrant students in separate classes or lessons, also referred to as preparatory classes. The first section of this chapter examines the curriculum content of these classes and the advocated types of learning support. However, elsewhere, migrant students are placed directly into mainstream classes but are still provided with additional support. Language support is a key element of this and so the second section investigates top-level regulations/recommendations on the provision of additional classes in the language of instruction and students' home language tuition.

In some countries, these are also some classes such as 'reception classes' or 'transition classes'. In these separate classes or lessons, students are provided with intensive

language teaching and, in some cases, an adapted curriculum for other subjects. The intention is to give them a sound preparation before fully integrating them into mainstream classes (European Commission/EACEA/ Eurydice, 2017).

It has been suggested that preparatory classes provide more time and space for the teaching and learning of the language of instruction than is available in mainstream classes. This is seen as particularly important at secondary level when students are older and therefore less likely to pick up the new language. Moreover, in secondary education, the curriculum subjects and requirements are increasingly complex and so demand a good command of the language of instruction (Koehler, 2017). On the other hand, preparatory classes can also hinder integration by separating migrant students from their native-born peers; and they may lead to delays in migrant students' educational progress if a too strong a focus on the acquisition of the language of instruction means that students' learning in other curriculum subjects is delayed (Nilsson & Bunar, 2016).

Most of the education systems with top-level recommendations and/or recommendations on the content of preparatory classes indicate that these classes should cover a variety of subjects. In fact in some countries, such as Denmark, Greece, Luxembourg, Poland, Finland and Sweden. By contrast, in 13 education systems, they focus exclusively on the teaching of the language of instruction or combine this with intercultural or citizenship education. For example, in Slovenia, official guidelines recommend that newly arrived migrant students attend preparatory classes with a narrow focus on the language of instruction and intercultural education for only 20 lessons before being integrated into mainstream classes.

To help newly arrived migrant students make good progress in preparatory classes; official documents advocate the provision of a variety of learning support measures. These include measures that are often under the direct control of top-level education

authorities, such as setting upper limits on class sizes to ensure better learning conditions or providing specific teaching material adapted to the needs of students. They also include different forms of pedagogical support that are usually under the control of teachers, such as differentiated teaching, individualised or group-based learning support, or types of support provided with the help of other students, such as peer education or mentoring by an older or more experienced student. The fact that pedagogical support measures provided by teachers and especially by peers are less frequently cited in top-level regulations/recommendations may be explained by the fact that schools and teachers are generally quite autonomous with respect to determining and providing the teaching and learning support that is most relevant to students' needs.

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