



PREDIS

PREVENTION OF
EARLY DROPOUT OF VET
THROUGH INCLUSIVE STRATEGIES
OF MIGRANTS AND ROMA

NEEDS ANALYSIS REPORT



IMPRINT

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CHAPTER 1: GERMANY - NATIONAL REPORT & AND INTERVIEW RESULTS



1.1 PROBLEM DESCRIPTION: THE NATIONAL CONTEXT OF ESL IN GERMANY

The statistics on ESL from vocational training in Germany must be read with a grain of salt on two accounts: First, National statics only gather data on contract termination although there are differences between contract termination and final ESL from training. Some trainees continue training with a contract change or through other venues¹. Second, data are collected by nationality and hence data on trainees of a migration background may not cover all groups. As a general model for orientation at the EU level, it is important to note that Germany enjoys a high quality dual vocational education and training system². As a result, Germany enjoys the lowest VET ESL rates in Europe and boasts of relatively good transitions of its young people into employment³. Nevertheless, the number of young people with a migration background who leave school without a school certificate is twice as much as that of young Germans. The benefits of the dual vocational systems should be expanded to this group.

¹ Federal Ministry for Education and Research (2015)

² (ibid.)

³ Excerpt Barongo-Muweke


TRAINING MARKET SITUATION

Year		
2013	Contract Termination rates during Dual Vocational Training	
	Migrant Trainees 31.9%	German Trainees 24.5%
	Entry Rates for Dual Vocational Training	
	Migrant Trainees 32.1%	German Trainees 57%
	Migrant Male 35.5%	German Male 66.6%
	Migrant Woman 28.4%	German Woman 46.9%
	Entry Rates for Dual Vocational Training	
	Migrant 10.7%	Germans 4.6%
2012	Migrant 11.4%	Germans 4.9%

Source: Federal Ministry on Education and Research (2015)⁴

Youth of a migration background are greatly underrepresented in dual vocational training. The higher contract termination rates and the lower rates of training observed amongst youth of a migration background have been explained in terms of their lower general school leaving qualification. However, even where qualifications of youth with a migration background and German nationals are comparable, opportunities for placement in training are much lower for young people of a migration background. In addition, amongst migrant youngsters differences are observed according to country of origin whereby young Turks and Arabs face more difficulties in finding a training place. As the 2012 statics show, interventions have contributed to reducing the number of young migrants leaving school without school qualifications. However, the achievement disparities are still wide. On the other hand, trainees of a migration background with comparable starting conditions with German nationals experienced equal

⁴ Federal Ministry of Education and Research (2015): Report on vocational education and training. Bonn: BMBK. (Online Available): https://www.bmbf.de/pub/Berufsbildungsbericht_2016_eng.pdf



chances of completing dual vocational training and better chances of finding subsequent employment in their training companies (Federal Ministry of Education and Research 2015). The low school leaving attainment of migrant youth collaborate findings in literature that identify the school as the primary intervention site (European Commission: 2013). The barriers to apprenticeship placements point to the need to raise awareness amongst hiring managers, vocational educationists and employment counselors.⁵ The lack of a breakdown of statistics by country, has policy implications. Numerically under-represented migrants tend not to be collected in national statistics. They usually fall in the cracks of policy making which has aggravated their legal status on the labour market (With further references see Barongo-Muweke 2010: 22) and created a situation whereby some migrants are more impacted by poverty and unemployment (Färber 2008). Country specific profiles and targeted programs for different migrant groups ought to be developed.⁶

1.2 EXPLANATION OF THE PROBLEM/UNDERLYING CAUSES

Many interviewed VET trainers during our needs analysis, expressed the need to understand the structural parameters of migrants. Educationists' interest in the structural parameters corresponds with the absence of a structural perspective in literature. The structural risk factors have remained invisible. Instead of analysing structural causes, a deficit approach has been applied to explain the causes of ESL. This approach has individualized the causes of ESL and explained them in terms of cognitive (dis)abilities. According to our observation of risk factors, the structural parameters can be well described within the intersectionality framework developed by Crenshaw. In other words, the intersectionality framework developed by Crenshaw⁷ which is discussed in the section on cross cutting issues is relevant for conceptualizing the achievement context of migrant youth (Crenshaw 2001; 1991; 1989).


As demonstrated below, ESL is not a result of a single cause. It is caused by multiple societal mechanisms which act at the same time and create manifold inequalities. It is a result of different layers of exclusion which have created cumulative disadvantage. These inequalities are intricately linked to the inferior legal status of migrant youngsters. The legal status determines access to resources, vocational training, employment and the individual upward or downward mobility within these sectors. As such, migration status and ESL risk factors are inseparable. Due to their legal status, migrant youth face many more forms of discrimination and inequalities than their native born counterparts. These manifold discriminations and inequalities show a self-reinforcing pattern. Of principle importance, the manifold inequalities impact different groups of migrant youth differently and effects will depend on how inequalities interact and are modified or intensified in the school context, family context, labour market, policy and immediate societal domains such as neighbourhoods and social networks.⁸ As discussed in the section on cross cutting issues, the manifold causes, impacts and corresponding counteracting

⁵ Compare Kramer (2009); Thiele (2011); KRIS (2016).

⁶ Färber a.o. (2008); Barongo-Muweke (2010).

⁷ Crenshaw (1989 & 2000).

⁸ Compare critically, Mecheril & Plößer (2009); (Riegel 2012).



measures can be identified according to micro-mezzo and macro dimensions. To remain within the permissible scope, the section below will only discuss selected risk factors which are not generically highlighted in literature.

Dual Segregation within the School and Spatial Settlement Geographies: Effects on Cultural Capital and Social Capital⁹


Although the reasons for ESL start in early school years, preventive measures are not entrenched at this level (European Commission 2013). Migrant learners are confronted with dual segregation encountered in the school system and socially disadvantaged neighbourhoods. They commonly attend schools that are disproportionally attended by disadvantaged learners mostly with migration backgrounds, all struggling with second language competences and similar social challenges. The early tracking systems that separates high achievers from low school achievers at a tender age does not help the situation (Compare critically, Eurydice and Cedefop 2014). At the same time, migrant youth usually live in neighbourhoods where they lack positive learning environments and social infrastructure (Compare, Forautan, Naika 2013). Migrant youth experience the reinforcement of inequalities and lack positive peers by contrast to youth in their countries of destination and countries of origin. The European Commission states that the social economic status of the school is a significant determinate of ESL (European Commission 2015). Furthermore, due to spatial and educational segregation, migrant youth and their families usually lack the social capital in form of quality networks. As others have also pointed out, social integration determines participation and migrants' labour market integration, whereby social connections with the dominant German population are crucial for supplying information about training measures, opportunities and labour market participation (Färber a.o 2008).

On the other hand, where migrant youth have succeeded to integrate into European educational institutions, they are sometimes confronted with the social stigmatization of the vocational sector on the societal level and through the perceptions of their parents. Subsequently, they may choose academic profiles without labour market occupational opportunities or with a dead end to the labour market as Bourdieu puts it.¹⁰ Hence the German dual system which advantages many native youngsters ends up in some ways being a disadvantage for migrant youth (Tjaden 2013). According to Bourdieu, young people acquire and mirror their environments. Mechanisms in youngsters' environments socially structure them in ways that either constrain or enhance their abilities. Transformation of social environments is a core condition for school achievement (see Bourdieu 1995). Hence interventions must address the issues of social infrastructure development in disadvantaged social spaces in order to create enabling conditions for migrants and Roma. We will discuss this when we discuss interventions. The relationship between teachers and learners has been identified as crucial to the performance of learners.¹¹ Teachers due to lack of knowledge of the migration context of learners' have dominantly

⁹ Bourdieu on cultural capital (1979).

¹⁰ Compare with Bourdieu's and Passeron's (1990/1970).

¹¹ On Social Economic Status of the school, see European Commission (2015).



applied a deficit orientation instead of reaping the benefits of a resource based approach. This deficit model has sought deficits in individual learners rather than in the institutional culture, which creates deficits. This has created blindness to the need for systemic changes (see Seukwa 2013). Moreover, deficit approaches have displaced intercultural competencies. Migrant youth have a complex and diversified relationship to context, communication and interpretation. They simultaneously perform cultural translations in multiple societies due to their situativity at multi-cultural cross-roads. Their dual resource in terms of knowledge and experience gained through the migration process is often laid to waste through the selective lens of the deficit approach (ibid). The situation is not helped by the fact that migrant youth lack successful role models, they do not see themselves in the school teaching staff and the school books, their languages are usually not taught, their cultures and belief systems and interpretations of the world are widely ignored.¹²

The institutional non-recognition of skills and competencies presents a major barrier. Migrant youth usually come from different systems of qualification and training and face institutional closure in Germany due to non-recognition of their professional qualifications, prior-informal learning and work experience (see Federal Ministry of Education and Research 2015; Barongo-Muweke 2010; Seukwa 2013). To overcome structural barriers and to achieve more social justice in the area of work and social integration, it is necessary to enable equal opportunities by recognizing and validating formal and non-formally acquired competences of migrants and Roma, which are usually rejected on the basis of differential spatial contexts of acquisition. Changes have been implemented following the Recognition Act to promote validation of non-formal and informally acquired vocational occupation relevant skills.¹³ However challenges are still contended and results will take some time to accrue. VET trainers and teachers need to familiarise themselves with the responsible institutional bodies and connect learners to resources.


Due to their legal status and country of origin, some migrant youngsters are not allowed to access vocational education but are allowed to access University education. Accordingly, some youngsters are forced to pursue an academic career due to this legal barrier. This appears to contribute to their overrepresentation in academic fields as observed by Tjaden (2013).

Legal Status, Social Background and Structure of Migration

Sometimes migrant youngsters' parents are not allowed to work and usually the legal status of migrant youth and children is made dependent on parental status (Compare Castro Varela and Clayton 2003). This makes possible the intergenerational transmission of the condition of inequality in the different areas of education, social and economic and civic participation (see Barongo-Muweke (2010:114). Due to lack of exposure to work environments and occupational orientation, affected youngsters will lack competencies, skills and attitudes needed for work place orientation and employment integration

¹² See critically Bryan (1985).

¹³ Federal Ministry of Education and Research (2015).



(compare Willis 1986). Hence macro exclusionary mechanisms condition the educational, work and social biographies of youth at the micro individual level. However, this micro-level exclusion boomerangs into macro impacts at the societal level in terms of the high social costs of discrimination.¹⁴ The intergenerational transmission of inequality in the interplay of social and migration status can be further demonstrated through comparable examples. While the Gastarbeiter migration of the 1960s drew mainly workers of low or formally uneducated backgrounds to perform semi-skilled work, social segregation has contributed to perpetuating this social status across generations (Färber a.o. 2008; Hillman 1996). It is significant that Individuals and groups of a migration background are usually characterized by an inferior social and legal status which is framed by exclusionary legislative processes and experienced in institutional and social contexts.

Family Academic Support

Migrant families usually lack the knowledge of how the school operates. In addition they may lack the necessary formal education and language competencies which are required to effectively support their youngsters in school work (See Bourdieu and Passeron 1998). Where competencies in formal education and language are present, differences in background educational systems and approaches in core subjects like mathematics, physics, and chemistry may hamper migrant parents' support. Taken together, migrant youth disproportionately lack the family support and supervision which is usually at the disposal of native youth and which is a criteria for success in education.

Gender, Age Selectivity, Ethnicity and Language Barriers

Gender representations, gender relations and encountered barriers differ within groups and for individuals on the labour market. Gender roles and cultural expectations sometimes constrain participation on the labour market (Färber a.o 2008). As the case of nursing shows, traditional gender roles may hinder male youngsters from participating in traditionally feminized employment sectors and corresponding vocational training choices which have growing employment opportunities. With regard to the impact of age selectivity, empirical studies have shown that migrant youngsters are discriminated against at entry to nursing due to the age based model which selects younger native women. The general perception of a trainee appears to be a young woman directly leaving high school. This model fails to take into account the different occupational pathways and intersectional barriers that migrants have to overcome due to migration status. Some migrant women have complained of a ceiling placed on the age for government funded training programmes as a key factor which has hindered them from access to vocational training. Migrant youth may also experience other forms of discrimination and exclusion and intercultural mistranslations in schools, vocational education which can affect their performance. With

¹⁴ According to Europe Strategy 2010, in the EU, 6 million young people between 18 and 24 do not have a finished VET or another secondary school. Consequently, these youngsters face deprivation and unemployment, which in turn influences the social and economic development of a country. Migrants and Roma are disproportionately affected.

regard to language barriers, language competencies have been identified as crucial for integration, participating in classroom, vocational training and employment. Nevertheless, migrant youth's vocational integration continues to be significantly impeded by language barriers. Access to language training is frequently dependent on migration status. For excluded migrants with a weak legal status who do not fulfil legal eligibility criteria to participate in state funded courses, language courses are expensive and inaccessible. Conventional language courses may be too long and usually more linguistically oriented without a labour market focus. Recently, innovative approaches are changing this by prioritizing work-based language learning.¹⁵

Intercultural Competencies

Unarticulated cultural expectations during vocational training and the work place have also disadvantaged some migrant trainees. Teachers and trainers also widely lack and need intercultural competencies.

1.3 GOOD PRACTICES AND PROMISING MEASURES AGAINST ESL / WHAT NEEDS TO BE DONE

School education, language and vocational training have been identified as cornerstones for the social integration of migrants, leveraging labour shortages and the demographic transitions (Federal Ministry of Education and Research 2015). Current measures for the achievement of this objective can be critiqued and improved on four major grounds: First literature has widely established that there is a general lack of ESL prevention measures in the different educational phases despite the broad establishment that the causes and symptoms of ESL are progressive and start from early school education, where they can also be effectively tackled. Similarly, less attention is focused on the elementary, general school and the transition level.¹⁶ This lack of attention is very unfortunate given the above discussed twofold ghettoization of migrant youth within the school system and through settlement patterns in socially disadvantaged geographic spaces. To explain the underlying reasons, Manfred Kremer has argued, that educational phases are viewed as discrete rather than interlocking. A vertical and horizontal permeability between educational phases and areas is required in order to create a continuum of support measures from elementary school to VET and successful entry into the labour market (Kremer 2009). Second, there is a dearth of empirical studies on the vocational participation of migrants as compared to empirical and theoretical studies on native youth. Studies on migrants usually do not show differences between different migration groups and widely lack a gender differentiated approach. Third, targeted programs are much fewer. Much more work needs to be done to improve intervention and an understanding of the causes of ESL for migrant youth. Fourth, trainers and teachers usually lack

¹⁵ Compare the ESF-BAMF Work-Based Learning Concept:
<http://www.bamf.de/DE/Infothek/BerufsbezogeneFoerderung/ESFProgramm/esf-bamf-programm-node.html>

¹⁶ Current measures against early disengagement from school and VET are concentrated in the compensatory domains or post-dropout domains, while a prevention approach lacks (EU 2013).

knowledge of existing resources. A one stop system of online access to key resources should be created to address the lack of awareness of support systems by teachers, social pedagogics, migrant youth, etc. Despite the absence of a preventive focus, successful measures to prevent early school leaving have been developed which tightly fit the ESL conditions of migrant youth. As such, they ought to be scaled up and tailored to address the specific needs of the most vulnerable youth of a migration background. Accordingly, current good practice measurements are mainly oriented around following strategic objectives:


- Integration through language, employment and training opportunities.
- Qualification improvement of disadvantaged learners and trainees.
- Work-based language and work based language acquisition.
- Recognition of foreign vocational qualification and validation of prior learning.
- Intercultural / migrant specific qualification of VET trainers, teachers and counselling professionals.
- Transversal competencies in core subjects like mathematics as well as attitudes, social and civic competencies with a focus on self-organization and voice raising.
- Improvement of in-company interventions.
- Secure basis of qualified professionals.
- Harmonizing family and work through part-time flexible training programs and work arrangements that allow for the participation of mothers with a migration background.
- Democratization and ecologization of the school (the Whole School Approach)¹⁷

Measures that support these objectives include: improving institutional and community networking, cooperation and coordination; early recognition and continuous support of learners and trainees at risks; value of diagnostic tools and diagnosis of ESL risk factors; coaching; implementing labour market oriented curricula and combining this with language learning; identifying key competencies of teachers and VET trainers and delivering continuous professional development of VET trainers and teachers; Sport and recreation programs; democratization of the school, creating caring environments, providing structural and coherent funding; creating welcome culture. Recognizing and nurturing multilingualism (ibid). Only selected examples are expounded upon below.

The Educational Chains as a Tested Good Practice Program

The Educational Chains (Bildungsketten) initiative of the Federal Ministry for Education and Research (BMBF) is a specially effective orientational model which brings together schools, companies, successful projects and external stakeholders in a chain of linkages to facilitate vertical permeability of educational and training phases. To do this, it incorporates three pillars of work based learning: (1) entrench-

¹⁷ Compare Eurydice & Cedefop 2014; Balzer, L. & Ruppert, J.J. 2014; Federal Ministry for Education and Research (2015); European Commission 2013.



ing vocational orientation concepts in schools; (2) fostering integration into company training; (3) connecting and integrating existing successful projects and tools that are vital to preventing ESL in general and vocational education and fostering smoother transition between them. The three pillars support different achievement tasks and involve most of the above identified strategic objectives: Early analysis of individual areas of potentials starting in year 7; Practical orientation measures starting from year 8; training preparation after leaving school; Coaching accompanying individual guidance and help during school and training. To implement its goals, the educational chains works with different programs:

- The Career Orientation Programme cooperates with employment agencies, industrial actors, educationists, training actors and learners to deploy a work-based learning model and promote labour market oriented curricular through internship placements in various occupational fields. The work based model emphasizes better preparation of learners through pre-vocational education and training and early work orientation measures before and during transition to high schools and vocational education. Trainers and teachers acquire insights into modern techniques of models of operation and are enabled to reflect how this is reflective of learning environments. Work study experience exposes learners to production, service delivery and day-to-day challenges of work. Learners acquire cross-cutting core skills, practical experience in a variety of occupations and develop craftsmanship, expertise, discipline, team orientation and work place attitudes all of which, are essential for fostering a seamless transition from school to the world of work. Through vocational exposure as a component of career education, learners have the opportunity to develop a realistic idea of their abilities and interest as learners can assess and evaluate their skills, abilities (Federal Ministry of Education and Research 2016). In our perspective, this model can equip migrant youngsters with the necessary work experience and opportunities to strengthen work-orientation, professional profiles, marketable skills and to critically reflect and destabilize social stigmatization of the vocational sector.
- The VerA and coach@school participate as expert volunteer projects for preventing ESL by integrating seniors with many years of experience in life and work who support youngsters overcome work related and daily life challenges throughout the course of vocational training. In our perspective, this component would be specifically relevant for building the quality social networks as a crucial missing factors for migrant children and youth who face the challenges of double segregation, weak peer networks and family structures due to migration.

- Job Start Plus, includes a specific focus on migrants. Working with the coordinating office for vocational training of migrants KAUSA, Job Start Plus provides funding and support for migrant youngsters in training.

The Educational Chains also provides parents, teachers, social workers, guidance practitioners and vocational education teachers with a professional framework for networking, cooperation, source tools, practical guidelines and links (Federal Ministry of Education and Research 2015; Kremer 2009).

- The Jugend Stärken Initiative in Germany, has shown that it is essential to create micro-projects in specific urban areas and neighborhoods with a high concentration of migrants.¹⁸

Prevention Measures during Vocational Training

Prevention measures after entry into vocational education are based on evidence demonstrating that ESL occurs during first year of training (Eurydice & Cedefop 2014). Accordingly, diagnostic methodological tools have been developed for measurement and feedback on ESL risks during the first year of training. These can help VET trainers to observe for risk indicators and promptly respond.¹⁹ Also, found to be effective during the first year of training is the creation of support structures which provide specific classes and continuous individual mentoring that helps trainees overcome language difficulties and acquire essential mathematical skills and specialist theoretical knowledge.²⁰

International Good Practices – The Pathways to Education (72% ESL reduction rates)²¹

Targeted models that address the specific vulnerability of disadvantaged youngsters have been proven to be quite effective. Pathways to Education Model which was developed in Toronto presents good solutions here and effective practices for orientation. Located within neighborhoods with a high concentration of disadvantaged migrant youngsters, it has reduced school ESL rates amongst at risk youth with a migration background to 72 percent by working within the community and alongside the school system to link migrant youth to quality networks and address systemic barriers that underlie achievement gaps. The model has mainly been implemented at the level of transition from general school to post-secondary education (college, university and vocational education). The model integrates four components designed to address the concrete challenges facing youth: (1) Academic support (ii) social support (ii) financial support and (iv) staff support: The provision of scholarships to disadvantaged youth is worth mentioning as a cornerstone of alleviation measure.²²

¹⁸ For further readings on the initiative see Federal Ministry of Education and Research (2015).

¹⁹ See SmK + P that stand for social methodology for personal competence

²⁰ Federal Ministry of Education and Research (2015); On specific classes and support during first year of VET training, see Balzer (2012).

²¹ <https://www.pathwaystoeducation.ca/>

²² (ibid.).

1.4 INTERVIEWS

A total of nine interviews were conducted in Hannover. 5 Interviews with VET staff, 1 Interview with a VET Expert, 3 Interviews with VET trainees of a migration background.

1.4.1 VET TRAINEES

A. Training Context

3 VET trainees of a migration background participated in the interview on the VET ESL context. Trainees identified following positive experiences and attraction poles to their training:

- Working with people in healthcare and being able to support people in need (40%).
- Contact with other students and exchange of experience and expertise was a specially positive factor for trainees from construction engineering (40%).
- The cooperative work with trainers, school leadership, trainees and the good training system (40%).
- Education is key to better life - Perspective of trainees and their families.
- The desire to become independent in business and entrepreneurship as a future career goal.

B. Problem Awareness & Problem Description (ESL Rates Amongst Youth of a Migration And Roma Background Are Higher Than Usual)

VET interviewees displayed 100% consensus regarding the issue that ESL rates amongst migrants are higher than usual.

C. Explanation of the Problem, Underlying Causes of the ESL Problem Amongst Trainees of a Migration Background:

Causes of ESL identified by all interviewees included the following factors:

- Language difficulties (100%).
- Intolerance of trainers and school support (40%).

Additional causal factors identified by individual interviewees include the following:

- Lack of financial support.
- Educational level of parents
- The thought of earning quick money to solve financial problems
- Lack of cultural integration.

.D. What Needs to Be Done

- Better preparation of migrant trainees through providing German language courses at the entry level to training or before migrant learners start training (Language level C1).
- Financial support through scholarships.
- Programs for supporting integration.
- Expanding intercultural competencies of teachers/trainers.
- German trainees avoid working with trainees of a migration background who they think are academically weak due to language problems. Tolerance is the key to successful completion of training.

1.4.2 VET STAFF/TRAINERS

A. Problem Awareness & Problem Description (ESL Rates Amongst Youth of a Migration and Roma Background are Higher than Usual):

5 VET Staff and trainers involved with disadvantaged migrant VET trainees participated in the survey on ESL context. The perspectives regarding ESL rates are widely varying:

- People of a migration background ESL out of training as often as German trainees do. It is difficult for migrant youngsters to obtain apprenticeship places. This is the result of language deficits and negative attitudes to work (33%).
- Yes, ESL rates of youth with a migration background are high due to language deficits and difficult social backgrounds (33.3%).
- The performances of trainees during training are only on average due to performance pressures (33.3%).

B. Explanation of the Problem, Underlying Causes of the ESL Problematic Amongst Trainees of a Migration Background:

The interviewees identified following barriers:

- The German operational model, work processes with supervisors and the work expectations do not match the experiences of the countries of origin. Own initiative is expected from the trainees. However, the mentality and tradition in Germany and the mentality and tradition in background countries are differently shaped (50%).
- Language barriers (25%).
- Lack of orientation, perspective and/or motivation (25%).

C. What Needs To Be Done

The following measures for improvement were identified:

- Delivering language course/ language support (23.1%).
- Including parents and involving them in sharing responsibility of trainees' education (15.4%).
- Scouts, who possess good knowledge of background language and who can translate (15.4%).
- More recognition for youngsters of a migration background (15.4%).
- Clarification of rules, creation and nurturing of open feedback culture (7.7%).
- Closing Cultural Barrier/Acceptance of the women (7.7%).
- Early recognition and development of talent (7.7%).
- Projects of a sustainable character (7.7%).

D. Support Measures for Educationists, Teachers and Trainers:

- Need for information and overview on following themes: Legal status/right of stay, trauma, problematic cultural differences.
- Tips on how to effectively support migrant youngsters and motivate them.
- Improvement of language cultural competencies of teachers/Intercultural training.
- Integration support.

One interviewed identified the following additional measures: Improvement of school and outside of school cooperation; engaging and obliging the family; pupil internships; language support of all involved parties; Support and nurturing of emotional health; early recognition of problem and targeted reaction; support and utilizing creativity; employment training; question avoidance behaviour; diffuse social situation.

E. Knowledge of Good Practices

66.6 % have no knowledge of good practices project. The rest named Internet, Dual Systems, utilizing the family structure and the International Learn Community 'United World Colleges UWC'.

1.4.3 EXPERTS

A. Problem Awareness & Problem Description (ESL Rates Amongst Youth of a Migration Background Are Higher Than Usual):

2 experts with many years of training experience and professional development of teachers and VET trainers participated in the PREDIS survey on the ESL context and provided insights on the following six topics:

- Cultural background and social status in background society.
- Individual educational level.
- Language level.
- Economic relations.
- Legal status.
- Knowledge of values, virtues and life styles in settlement society.

B. Explanation of the Problem, Underlying Causes For The ESL Problematic Amongst Trainees of a Migration Background

- Lack of role models (25%).
- Lack of language competencies (25%).
- Lack of motivation (25%)
- Lack of knowledge of work virtues (25%).

C. What Needs To Be Done

- Language competence supports.
- Comparative study of national and local customs.
- Comparative cultural curricular and Religion curricular.
- Support classes
- Outside of school support in the area of general life orientation.
- Apprenticeship guides (Ausbildungslotsen).
- More role models.

D. Support Measures For Educationists, Teachers And Trainers

- Lexicon/ Bilingual text books.
- Production and provision of bilingual work resources for teachers and trainers.
- Translation supported curriculum.
- Well developed technical equipment of classroom.
- Country-cultural specific religious education on background communities.
- Knowledge on effective practices against prejudices
- Social training for learners, trainees and educationists.
- Exercises on work virtues.

E. Knowledge Of Good Practices

- Engagierte Privatleute
- Einzelinitiativen der AWO/Kirche

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CHAPTER 2: AUSTRIA - NATIONAL REPORT & AND INTERVIEW RESULTS



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2.1 PROBLEM DESCRIPTION: THE NATIONAL CONTEXT OF ESL IN AUSTRIA

For the assessment of the Early School Leaving (ESL) quota the definition is the same as the one from Eurostat: Therefore the understanding of ESL in Austria comprises 18 to 24 year olds, who do not possess higher educational qualification (cf. Pessl, 2013, p. 3). Since 2009 the Austrian quota has been under the EU-benchmark from 9,5 percent. In 2016 the percentage of those persons concerned that have not been in training up to four weeks prior to the study was only 6,9 percent (cf. *ibid.*/Eurostat statistics). This relatively low quota could be a reason for the low involvement of educational policy with this topic and for its underestimation (cf. Pessl, 2013, p. 4, 12).

Specific demographic groups have a higher risk of ESL, which could lead to intensified segregation (cf. Linde/Linde-Leimer, 2014, p. 21). In the capital city Vienna the ESL-share is basically higher than in the other Austrian states (cf. Dornmayr et al., 2016, p. 176). Especially in Vienna a disparity between the available trainee positions and the demand thereof is noticeable. This disparity very often concerns adolescents with a migratory background (cf. Sturm/Ziegler, 2017, p. 20f.).

In total trainees with a migrant background are particularly affected by ESL, their risk for ESL is four times as high as those of Austrians without migratory background (cf. Stop Dropout, 2017). This essentially leads to a demand of action when it comes to the access of adolescents with migratory background to vocational education. This among others includes the extension of consulting services for vocational orientation, principally the enhancement of in-school-counselling when it comes to future job decisions as well as offers for counselling and professional development for the apprenticeship enterprises (cf. Dornmayer et al., 2016, p. 205).

2.2 EXPLANATION OF THE PROBLEM, UNDERLYING CAUSES

Even though ESL levels are rather low in Austria, more adolescents with migratory background do not finish their vocational training. Additionally, the group affected is clearly underrepresented throughout vocational training (cf. Dornmayr et al., 2016, p. 6). The longer the vocational training lasts, the more the share of trainees with EU or third-country citizenship declines. Therefore citizens without an Austrian citizenship are increasingly affected by ESL. On the one hand, the persons concerned face higher obstacles to gain access to vocational training. On the other hand, they are confronted with higher ESL rates. In this context it can be assumed that selectivity and discrimination of adolescents with migratory background play a role when it comes to the dual education system (cf. Steiner, 2015, p. 14f., 25f.). Furthermore the concerned group is less integrated within the subsequent employment system and therefore once more discriminated when entering the job market (ibid., p. 40). In the case of ESL the risk of being affected by unemployment is twice as high compared to when finishing a vocational training (cf. Steiner, 2012). It becomes apparent that the educational system cannot counterbalance the disadvantages that interrelate with migrant backgrounds sufficiently. Therefore teachers have to compensate this status by targeted support (cf. Linde/Linde-Leimer, 2014, p. 15).

The causes for ESL exist on a structural as well as on an individual level. The impacts of a socially selective education system can be linked to the structural level (cf. Pessl, 2013, p. 5). In a Europe-wide comparison, the Austrian education system overall shows a remarkable selectivity of educational paths, which is especially challenging for adolescents from educationally alienated environments (cf. Linde/Linde-Leimer, 2014, p. 17). In general there is a distinct correlation between ESL and sociodemographic elements: Factors like social and ethnic background as well as the level of education the parents have, are crucial for success in education and job (cf. Nairz-Wirth/Meschnig, 2010, p. 385).

The study at hand has focused on the dual system in Austria in terms of education through attending a vocational school on the one hand and attending vocational training within an enterprise on the other hand. Especially relevant have been the vocational schools.

2.3 GOOD PRACTISES AND PROMISING MEASURES AGAINST ESL / WHAT NEEDS TO BE DONE

Subsequently a selection of measures adopted in Austria to prevent ESL will be presented. For the sake of accuracy it has to be highlighted that the presented measures do not cover the entirety of measures that exist in Austria.

Already ten years ago, precise instructions have been formulated within the framework of the „Austrian ESL Strategy“. These include reforms of the compulsory education system; vocational orientation; a ESL report system and case management; low-threshold reintegration measures as well as a coordina-


tion and cooperation between the relevant stakeholders that is driven by strategy (cf. Linde/Linde-Leimer, 2014, p. 22). Specific measures concerning prevention of early ESL launched by the Ministry for Education focus f.e. on the individualisation of learning and teaching; language support; initiatives to promote quality like SQA ("Schulqualität Allgemeinbildung") or QUIBB ("Qualitätsinitiative Berufsbildung"); measures when it comes to information and counselling for education and job, site-specific concepts of support; strengthening profiles of headmasters and specific counselling for people who are threatened of ESL (cf. Linde/Linde-Leimer, 2014, p. 24f.).

In 2012 for the first time a national strategy to prevent ESL from school and vocational training has been developed by the then Ministry of Education, Arts and Culture in collaboration with the then Ministry of Economics, Family and Youth and the Social Partners. The strategy focuses on the areas of prevention, intervention and compensation (cf. BMB, 2016, p. 7).

In 2013 the so called "Jugendcoaching" (youth coaching) has been implemented throughout Austria. It can be referred to as one of the most important national measures concerning the prevention of ESL in Austria. This strategy was launched by the Ministry for Social Affairs in cooperation with the Ministry of Education and encompasses consulting and support services for adolescents who are threatened by ESL. The success rate of this coaching in reference to adolescents who took part in this programme with a concrete ambition, is 85 percent, additionally no socially selective effects have occurred within this measure (cf. Pessl, 2013, p. 10f.). "Jugendcoaching" comes into effect at school, as soon as problems become apparent, therefore intervention takes place before a possible ESL. "Jugendcoaching" is a comprehensive measure that also has an effect beyond vocational training.

The so-called "Lehrlings- und Betriebscoaching" (coaching of trainees and enterprises) was initiated by the Ministry of Economics in collaboration with the Ministry of Social Affairs and has been implemented in several Austrian states since 2012. This measure should support trainees so that they are able to complete their vocational training. Furthermore since 2013 there is the possibility for enterprises to receive national funding within the framework of "Lehrlingsausbildung für Erwachsene" (vocational training for adults) when it comes to the training of adults (cf. Pessl, 2013, p. 12). This measure is available throughout Austria and trainees as well as enterprises can request support. In Vienna f.e. the institution "Kultur- und Sportverein der Wiener Berufsschulen" (KUS) is a provider of trainee coaching in Austria. Trainees are supported throughout their daily routine when it comes to job and vocational school. The "KUS-Netzwerk-Complete" is aimed at people, who have already dropped out from vocational training respectively vocational school, whereas the "KUS-Netzwerk-Lehrlingscoaching" supports trainees with a valid training contract until they finish vocational training.

Further opportunities to support disadvantaged trainees within the dual system encompass the provision of vocational training positions for those who have not been able to find a training position within the free labour market. Within the framework of the "Integrative Lehrausbildung" (IBA, integrative



vocational training) there is the possibility to have a longer vocational training period than scheduled or to get partial credentials. Through the “Überbetriebliche Lehrausbildung” (ÜBA, intercorporate vocational training) training positions are provided for those who haven't gone through vocational training in an enterprise (cf. Steiner, 2015, p. 5). Those are measures with a lot of vacancies that allow to reduce youth unemployment on the one hand, on the other hand ESL within the framework of intercorporate vocational training rises to 37,4 percent compared to 12,5 percent ESL in vocational training within the free labour market, within the integrative vocational training the ESL quota is 26,3 percent. This refers to ESL in general, regardless of migratory backgrounds. Due to those high rates of ESL this measure needs to be reformed to be able to give the persons concerned the specific support they need to finish their vocational training (cf. Steiner/Pessl/Karaszek, 2015, p. 9f.).

Since people that have not attended further education after finishing compulsory education have a higher risk of unemployment, the Federal Government launched the initiative “AusBildung bis 18” (Education until 18) in 2017 to support young adults in completing further education. In a second step this measure is complemented by the “Ausbildungsgarantie bis 25” (guarantee for vocational training until the age of 25), whereby new trainee positions as well as further qualification opportunities should be created for people that are between 19 and 24 years old (cf. Jugend am Werk, n.y.).

In summary, it can be stated that in Austria the number of compensatory measures is clearly higher than the number of preventive measures (cf. Pessl, 2013, p. 12), meaning that many of the already existing measures to prevent ESL come into effect only after ESL. Due to social and socio-economic differences as well as aggravated access to training, the overall problem seems complex and therefore nuanced measures to address ESL need to come into effect. In principle measures should always target the specific requirements and needs of those affected. Many causes for ESL already occur during compulsory education and before young adults search for trainee positions: this includes experiences that are connected to the selective school system, negative role ascriptions as well as stereotypes and frustration. In that regard discrimination at school or when looking for a trainee position should not be underestimated. The Austrian educational system is not tailored to multilingualism, the recognition of foreign qualifications is complicated, therefore work experiences and multilingualism as a skill should be given more weight to. Pupils whose first language is not German are often confronted with poorer degrees and especially male pupils are more likely to attend special schools, which affects their future educational path.

Hence far-reaching and comprehensive measures and moreover low-threshold support that addresses weaknesses and helps in preparing for the final exam are important before ESL comes into effect. Education consultation that is guided by pupils' strengths and in this sense appreciates pupils, is necessary. In this context positive and motivating role models can play a decisive role when it comes to the inclusion of adolescents with migratory background in vocational training.

2.4 INTERVIEWS

Within the project PREDIS the University of Vienna conducted nine interviews in three Austrian federal states: Five interviews have been conducted with teaching staff at vocational schools (3 female: 1 between 41 and 50, 2 between 51 and 60 years old; 2 male: 1 under 40 and 1 between 41 and 50 years old). Three interviews have been conducted with trainees at vocational schools (adolescents with migrant background or Roma/Romnja, 1 female, 2 male, all between 18 and 24 years old). One expert-interview has been conducted (1 female expert conducting research in the areas of sociology, education, ESL).

2.4.1 VET TRAINEES

A. Education Issue

The trainees valued the chance to be able to attain vocational training and stated that not all people get that chance. One interviewee appreciated that there is a dual educational system that combines vocational school and time within the business and that there is a wide range of schools and training positions. Furthermore this interviewee valued the support given by the state. Another respondent stated that her family has always been supportive and is proud of her and agrees with her plan being in vocational education. Two other interviewees indicated that they were expected to attend gymnasium and study at the university. All respondents stated that they want to upgrade their education and move up the ladder: either within the same or within another enterprise. In this context they saw themselves partly in future leading positions within an enterprise or as self-employed running their own enterprise.

B. Problem Awareness & Problem Description

One interviewed trainee indicated that many friends drop out of education and that they often have a migratory background. One respondent told about personal discriminatory experiences due to his migratory background within his old trainee position where he felt very isolated. Also other trainees with migratory background gave up their trainee position within this enterprise and discriminatory treatment was wielded by his principal, amongst others. This trainee wanted to obtain a Higher School Certificate but was not supported by his principal.

C. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL Rates, If They Exist)

As causes for ESL one interviewee mentioned the family and social environment as well as unjust treatment within the enterprises, due to migratory background and language, amongst others. Another respondent stated that the anonymity within enterprises is an underlying cause: the mood changes in a negative direction once the vocational training has started, it is hard to become a part of the community within the enterprise with a migratory background. Often reference persons are missing. Although one of the interviewees was born in Austria, in the beginning of his vocational training he had to attend an additional lesson every day. He stated that, as a consequence, he felt discriminated and that this had been the first time, he could feel that he was a "foreigner" in Austria. One interviewee with Romani background indicated that girls often get married early and as a consequence drop out from vocational training and school. Parents often ignore their children's wants, which leads to adolescents starting the vocational training that has been recommended by their parents and not the one they initially wanted to do.


D. What Needs To Be Done

According to the opinion of one interviewee, the people responsible for vocational training within the enterprises should be more concerned with the needs of trainees that have a migratory background and should take care that there is a good work climate. This interviewee also stated that problems within vocational schools concern female trainees more than male ones. One trainee mentioned the claiming of help through the youth welfare service or therapy as relevant measures. The interviewee with Romani background took the view that parents should be more considerate of their children and should be responsive to their children's needs instead of telling them which vocational training they should attend. He emphasized that children should not marry somebody off against their will. He also stated that some adolescents do not recognise the benefits of vocational education and that this could interrelate with the influence that is exerted by the parents, who themselves do not value certain vocational trainings.

2.4.2 VET STAFF/ TRAINERS

A. Problem Awareness & Problem Description (ESL Rates Amongst Youngsters of A Migration And Roma Background Are Higher Than Usual)

One interviewed teacher stated that the biggest challenge could be finding a training position. The training position and in connection with that the training contract is a requirement for attending vocational school. At the same time this teacher rated the confrontation with racist discrimination within the job market as well as within school as an important factor. The majority of the interviewed




teachers indicated that the ESL rate of pupils with a migratory background is not higher than the ESL rate of pupils without a migratory background. Much more they considered ESL to be linked to social class. One interviewed teacher however stated that, looking back at his experiences, the ESL rate of pupils with a migratory background in vocational education is higher than the rate of those without a migratory background.

B. Explanation of the Problem, Underlying Causes (Reasons for Higher ESL, if they Exist)

For the respondents ESL is therefore less linked with (parents') migratory backgrounds, rather is it connected to social class, (parents') educational levels as well as a lack of support within the family. According to one interviewee in this connection it has to be considered that the societal reality is complex and that the possibilities to achieve social equity and equality of opportunities through schooling are limited. Other statements referred to the wrong choice of training, unattractive training positions or requirements on the part of the enterprise or the school that could not be met due to a lack of support. Most respondents stated that poor language skills when it comes to specific terminologies and specific cultural barriers as well as other "mentalities" are additional influencing factors that lead to those being affected feeling excluded. One interviewee stated that the importance that education has is often not recognized and at the same time recognition of qualifications and degrees that have been acquired abroad is hardly taking place: therefore adolescents are confronted with being equipped with too little qualification. Another interviewee indicated that those affected already have had enough from education when entering vocational school with an age of 15 years, as they are assigned to special education due to their language skills. Furthermore adolescents partly show a more reactionary thinking. Sometimes girls get married really early and do not make decisions independently.

C. What Needs To Be Done

From the teacher's perspective the school administration's general awareness for the social situation of pupils in vocational education (independent from where they come from) should be raised. This also means that specifically in vocational education pedagogic duties are more important than thinking efficiently with regards to the job market. More time at school within vocational training would be worth considering. Other suggestions related to the strengthening of peer group mentors/role models that support pupils with migratory backgrounds in various areas, counsel and supervise – therefore persons of reference are necessary. The role of teachers as a positive example should be fostered. Additionally bilingual educational materials; language courses for teaching staff, to acquire basic knowledge of the languages spoken most by pupils with migratory backgrounds and the acquisition of deepening knowledge when it comes to migrant cultures have been suggested.



Furthermore an intensified inclusion of the parents when it comes to their children's vocational education as well as German classes for the pupils have been demanded. Besides the promotion of language skills, some respondents also considered acculturation classes and ethics classes from an early age onwards as important. Also relevant is a stronger recognition of the importance of vocational education.

2.4.3 EXPERTS


A. Problem Awareness & Problem Description

On the basis of statistics that deal with vocational training, it shows that trainees that do not have Austrian citizenship are twice as affected by drop out than the average trainee. This observation is not specific to vocational education. In total the number of early school leavers is higher within the group of adolescents that have a migratory background. The ESL quota is used in an international comparison and is based upon interviews and statements made by those affected and is not considered as very reliable.

More reliable statistics for Austria are provided through the education-related employment career monitoring ("bildungsbezogenes Erwerbskarrierenmonitoring") by the Statistics Austria. For this survey data from schools, vocational training positions and projects are gathered. It shows a higher ESL-quota in excess of 12 percent. Furthermore within vocational training trainees with migratory background are clearly underrepresented, only 12 percent of all pupils in vocational schools have a migratory background. In this connection the access to vocational training can be described as selective. Additionally, it takes considerably longer for adolescents with migratory background to find a training position than it takes for adolescents without migratory background.

B. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL Rates, If They Exist)

The underlying explanations are manifold: There are causes that affect adolescents with and without migratory background and that are related to the socioeconomic background. Those who are less equipped with f.e. economic capital or cultural capital are worse off. Furthermore, parents are often blamed for the pupils' performance. This means that the educational system expects parents to support their children actively. Many causes can be traced back to the time before vocational training, namely the time at school: The Austrian educational system is not tailored to multilingualism, pupils with another first language than German in general perform poorly and there are differences in competencies at the end of compulsory education. This leads to a worse starting position in the competition for vocational training positions. Due to experiences that stem from early selection, negative role ascriptions as well as experiences of failure and negative stereotypes, it is important to also look at the time before vocational training. Many adolescents (mostly male) with migratory



background are overrepresented in special schools. Their further educational path therefore proves difficult. This tendency shows the selectivity and institutional discrimination within the educational system. Specific factors in connection with a migratory background: The recognition of foreign degrees and qualifications in Austria is not very common and complicated. This experience has a negative effect on the educational path and personal development of those affected. Additionally, there is a lack of specific role models: Teachers with migratory background are underrepresented (f.e. in colleges for nursery education, in teacher education at universities and colleges of education) and are therefore missing as role models at school.

C. What Needs To Be Done

Before entering vocational training, disadvantages within the educational system should be reduced and overcome. An enhanced focus on multilingual education could be useful. Multilingualism should not be seen as a problem but instead should be recognised as a valuable resource. Furthermore, parents should be less blamed for their children's performance, but schools should be in charge and therefore should take into account pupils' socioeconomic backgrounds. The recognition of foreign degrees and qualifications in Austria must be fostered further, within the last two years there has already been a tendency in this direction. Qualifications that have been acquired abroad can be a potential for vocational education, work experiences and competencies should therefore be authorized and there should be the possibility, to catch up on missing modules of the education. Role models in general as well as within enterprises that have trainees should be strengthened. In this way employees with migratory background could be included when it comes to the selection of trainees and enterprises that are led by people with migratory background could be supported in getting involved in vocational training. In addition, educational guidance and career counselling at schools that is oriented towards the pupils' strengths and comes as an own teaching subject, is necessary. In this regard topics like job discrimination should be addressed and reflected. Support during vocational training is furthermore important as far as the strengthening of certain basic skills and the teaching of German as a second language at vocational schools is concerned. It should be considered how trainees can be supported actively to counterbalance specific weaknesses. Preparation for the final examination within vocational training is also relevant as 15 percent of those affected do not even show up or do not pass the exam. Therefore support for all trainees when it comes to the preparation for the final examination should be fostered.

Report for Austria was prepared between August 2017 and November 2017 by Lara Möller, Didaktik der Politischen Bildung, University of Vienna.

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CHAPTER 3: ROMANIA - NATIONAL REPORT & AND INTERVIEW RESULTS



3.1 PROBLEM DESCRIPTION: THE NATIONAL CONTEXT OF ESL IN ROMANIA

During the 2014/2015 school year, Romania took the 24th place, in the European Union, and thereby had the highest ESL rates. The most recent data from UNICEF, which place Romania on the first place in European Union concerning ESL, report 19% compared with 15% of European average. One child in five abandons school during high school. Over 18% of Romanians between 18 and 24 years old, who graduated in secondary school, did not express their wish to continue their studies last year, and this percent is again increasing, despite the fact that after 2013 and 2012 Romanians had started to be more concerned about continuing studies. Romania's unfavorable ESL position in the EU is not surprising considering that our country is already placed on the last positions concerning financing the educational system, the teachers wages or investments made by the state for each student.²³ In the case of students between 15 and 18 years old, educators and sociologists say that mostly, poverty is to blame. The rate of early leaving²⁴:

Country	Year			Target
	2013	2014	2015	
Romania	17.3	18.1	19.1	11.3
EU (38 countries)	11.9	11.2	11	10

²³ <http://www.zf.ro/zf-24/topul-tarilor-din-ue-in-functie-de-rata-abandonului-scolar-14308190>

²⁴ Source: Eurostat statistics.

http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&plugin=1&language=en&pcode=t2020_40

3.2 EXPLANATION OF THE PROBLEM, UNDERLYING CAUSES

The following discussion on problem awareness and causes of ESL is mainly based on the comprehensive report by UNICEF, Rumania. The source is provided at the end. According to the report, factors that may cause ESL in connection with pupils and their families include:

- **Financial Problems:** Large, dysfunctional and poor families face problems of providing adequate clothing for all their children and they sometimes require child labour (in the fields or in the household often to help with younger siblings).
- **Parents' Educational Example:** Most often students who abandon school early come from families with parents who did not spend more than eight years in school. Sometimes there are exceptions: Frequently, early school leavers still hope to complete their studies and "to have at least ten years of formal education", as well as get some qualifications in order not to end up like their parents, who are unskilled workers and have very few chances of becoming successful in their lives.
- **Siblings' Educational Example.** This is much more influential. Families in which elder siblings have left school early frequently witness the pattern repeated amongst the younger ones.
- **Dysfunctional Families:** These bring about material needs. Tribulations like divorce, alcoholism and domestic violence can trigger ESL.
- **Edge-of-law Activities:** Prostitution, membership of street gangs or of beggars' networks lead to ESL in most cases. These demotivating factors particularly impact in the transition phases – particularly affected are students who are moving from low secondary to senior high school or students who are at the beginning of senior high school.
- **Employment:** Earning money through unskilled work, bar work, prostitution or begging during term time almost always results in ESL. One solution for addressing financial constraints, includes adopting models from Western countries, such as those in which high-school pupils take a holiday job or work just a few hours a day, doing odd jobs like for example baby-sitting.
- **Lack of Trust in the Education System:** This is a stereotype which is untested in real life and which is entrenched by ESL. Hence, it could help to bring pupils who have already dropped out in touch with pupils at risk of ESL and allow for an exchange of their current perspective on school.

- Migration: This may not seem to constitute a risk factor per se. However, barriers can be faced in the reintegration of migrants' children who leave the system and then rejoin when they are older. The same problems arise when pupils join the education system much later than the norm.

At the community level, the major factors in ESL are as follows:

- The Early Marriage Custom: This frequently terminates young people's education, especially in rural communities.
- Having a Child: This tends to be a characteristic of certain communities but not a series of isolated incidents. Peer influence seems to play a major role. Not only do girls who experience teenage pregnancies and early motherhood typically come from dysfunctional, poor families, but also many of their peers are doing the same thing.
- Lack of Individual Security in the Area: Due to the high crime rates in some communities, teachers are afraid to interact with parents. The lack of cooperation between teachers and parents, can in turn, increase ESL risks.
- The Custom of Discontinuing Education after The Eighth Grade: In one community, which was relatively well connected to the urban area, eighth-grade graduates declined to continue their education in high school, saying that they did not have classmates to continue with.
- Factors in the School: Frequent repeating of grades, insufficient pupil integration or poor relationships with teachers and classmates are some of the school factors that trigger ESL. Not much is undertaken to forestall ESL. Teachers can play an important role in this respect: because they see pupils all the time, they could identify and diagnose their problems and alert the relevant bodies (authorities or non-governmental organizations) when intervention is needed.
- Suggested Strategies for Intervention: Despite the fact that the main ESL risk factor lie within the family and the community, the current recommendations for tackling and reducing ESL rates and risks factors have focused mainly on the role of schools. The overarching goal should be to increase the responsibility of all these institutions with no absolute priorities. The recommended actions cannot replace one another, but should be understood as complementary. The focus should be on prevention. Recommendations regarding the reintegration of pupils who have recently dropped out, are also of crucial importance.

3.3 GOOD PRACTISES AND PROMISING MEASURES AGAINST ESL / WHAT NEEDS TO BE DONE

The main areas proposed for action are as follows:

- Increasing the flexibility of “second chance” programmes – from the perspective of age groups. Although they address all Early School Leavers, the second chance programmes are attended mostly by young people over 20. These programmes should offer classes for children from the same age group (12-16 years old), who otherwise find it difficult to integrate in groups of second chance students 20 or older.
- Increasing the flexibility of “second chance” programmes – from the curriculum point of view. Instead of having students repeat a year for several times because they did not pass only one or two subject matters (usually the same ones), the passing grades for the other subject matters should be taken into account. In addition, the professional abilities acquired by these students or Early School Leavers should be officially recognized.
- Making school more appealing through for example promoting extracurricular activities in the school and thereby including activities such as periodic school painting/cleaning/decorating and sportive or artistic competitions.
- Making school more appealing through for example making school resources accessible to encourage pupils to develop leisure activities outside.
- Utilizing the experiences of pupils who have already abandoned school to prevent the spreading of ESL. Helpful are organized and supervised meetings between Early School Leavers and students at risk of abandonment where Early School Leavers tell about their life after they left school.
- Getting educationists proactively involved in fighting ESL. The educationists should be supported to develop measure that increase the educational integration of students as well as improve the communication with them and with their parents, engage the students in extra-curricular activities and counsel them.
- Developing a national sex education program for pupils and prioritizing a focus on communities that face a high risk of teenage pregnancy and where early marriage is still common.

- Encouraging the local authorities and specialized NGOs to involve eighth graders and high-school students from communities with a high risk of school ESL as volunteers in the various support programs (such as for the elderly or for families in need).
- Keeping a record of the situation of students from families involved in migration.
- Putting in place a system for monitoring the development of school year groups.
- Motivating educationists through awards and prizes.

3.4 INTERVIEWS

Buzau County School Inspectorate, Romania, conducted 21 interviews in two VET schools in Buzau County: 5 interviews were conducted with VET staff (2 women, 3 men, 3 with age 41-50 years, 1 with age 51-60 years, 1 less 40years old), 1 interview with VET expert (1 women, 41-50 years old), 15 interviews with VET trainees (Roma students, 9 women and 6 men, 15–20 years) in 2016 for the needs of the PREDIS project.

3.4.1 VET TRAINEES

A. Education Issue

The students answered that: education represents an important step towards career development, the improvement of knowledge, personal development, the building of a better future, knowing new people, learning a trade, the completion of education, etc. Their families support them entirely with regard to education, students are encouraged and assisted in making decisions, families think it is good to follow the school in order to have a profession, parents want their children to have an education and attain qualification levels higher than them, parents think that the school is required in training youngsters mature as people.

All students answered that: it is important to finish high school. Some stated that it is important to finish a faculty and others stated the importance of finding a job after finishing school, all of them need financial independence- the foundation of a family.

B. Problem Awareness & Problem Description (ESL Rates Amongst Youngsters of a Migration And Roma Background Are Higher Than Usual)

All of students answered that: it is not good to abandon the school, more than 90% of students answered that there are many early school leavers because their parents influence children of Roma ethnicity to abandon school and to marry early. Many drop out because of the social problems (lack of money, supplies etc); one student replied that he abandoned school and realized that he had been wrong and resumed school; students are encouraged by their families to begin their training in the country or outside the country.

C. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL Rates, If They Exist)

All the students answered that the following are the frequent causes of ESL: lack of money and lack of education; Roma traditions like early marriage of girls and the practice of sending boys to work early; the fact that parents do not give importance to school education; poverty; lack of information and the mentality of the community; family feuds; the severity of alcohol; the authority of parents who see school as a wrong path for young people especially girls whom they should marry off at an early age. The situation of boys who are attracted by other values (material not spiritual).


D. What Needs To Be Done

More than 80% of students answered that: to continue school and to complete their education as students, it is essential to oblige all parents to allow their children to attend school. Some believe that if the Roma girls would go to school, they would gain more rights through knowledge regarding early marriages, family planning and sexuality issues - all transferred through sex education. Social aid offered by the Romanian State should be channelled towards the education of Roma children.

3.4.2 VET STAFF / TRAINERS

A. Problem Awareness & Problem Description (ESL Rates Amongst Youngsters of a Migration And Roma Background Are Higher Than Usual)

The questionnaires for teachers and staff have been filled in by teachers who teach subjects in two VET schools, and from their answers resulted the following: The students who came from a favorable family environment benefit, right from the beginning of school, from a "cultural treasure" identical or very close to the culture in school, that will provide them school success and, after that, they benefit from the



professional one. Also, the student who comes from this kind of family is stimulated to attend different cultural institutions and to participate in the further development of institutional culture within their family activities. In contrast to these families, the most Roma families in Romania cannot provide for their children the minimal cultural references, which are needed in order to capitalize efficiently on what is offered in existing schools, having in mind that these families are numerous, with many children and with no steady source of parental income.

B. Explanation Of The Problem, Underlying Causes (Reasons For ESL, If They Exist)

The teachers identified several causes of ESL: On the one hand, this includes student maladjustment to the activities of learning made in school. On the other side, this includes school maladjustment to internal factors (biological, psychological) and external factors (socio-economic, socio-cultural). In conclusion, ESL is the result of a mix of internal causes (psychological, such as: school immaturity, mental, emotional instability, behavioral disorders) and external (socio-economical nature: family socio-financial situation, lack of clothing and footwear, living conditions, family disintegration, lack of help in learning). Another social factor that influences ESL, specific to Roma families, is the educational model that is offered by parents and brothers. Mostly, students at risk of ESL come from families where parents did not attend at least eight classes. The educational model offered by brothers is more influential. In families where there are older brothers who dropped out, younger brothers tend to reproduce the model.

C. What Needs To Be Done

All the teachers who have been questioned considered that prevention of ESL would improve through:

- Existence of some governmental programs that should target the prevention of ESL. Some concerns of this sort exist, but they need to be more and more improved, they need to take into account all risk factors that can trigger ESL and consequently, contain concrete measures of limiting risk factors and their influence;
- Existence of some programs initiated by NGOs, that should target the reduction or even eradication of ESL;
- Efficient actions of the local institutions that proactively prevent and fight against ESL, as well as, help children and youngsters who are in the situation of ESL;
- Promoting and encouraging research in the prevention and fight against ESL at national level as well as through international collaborations.

3.4.3 EXPERTS – SCHOOL INSPECTOR FOR VET EDUCATION

A. Problem Awareness & Problem Description (ESL Rates Amongst Youngsters of a Migration And Roma Background Are Higher Than Usual)

In Romania and in Buzau County, the fact that the rate of ESL of Roma people is higher than other people, represents a reality. The experiences of educationists with these vulnerable groups of people, demonstrates that Roma pupils also want to benefit from a very good professional training, but they do not have success in doing that because fighting for the minimal comfort obliges them to work in different places, which forces them to abandon school.

B. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL, If They Exist)

From our experience, we consider that the most causes that lead to ESL of Roma people are connected with the following factors:

- Their parents do not have the necessary educational level to understand the importance of learning;
- Existence of very low financial support from the State; ignoring the importance of supporting no income families to send their children to school;
- Impossibility of reintegration in school for pupils, if they migrated with their parents to another place to work;
- Very limited possibilities for financially supporting parents who want to continue their studies.

C. What Needs To Be Done

- Providing financial support, in a much more consistent way, to all the pupils who are at risk of ESL;
- School curricula adaptation so that the pupils who left with their parents, could reintegrate in school;
- Intensive courses for saving their knowledge in the case of pupils who left their parents to work in other places and then who came back to school;
- Improving employment possibilities for the parents who send their children to school;
- An efficient cooperation between teachers, parents and local authorities that are responsible of social inclusion.

3.5 LITERATURE

- Report coordinated by Bogdan Voicu, part of the project Soluții eficiente pentru prevenirea abandonului școlar: costuri și mecanisme – Efficient solutions to prevent school ESL: costs and mechanisms, conducted by UNICEF and the Educația 2000+ Center (Project leaders: Anca Nedelcu and Sorin Coman).

Report made for PREDIS by Buzau County School Inspectorate, Romania, through school inspector Anca Harabagiu and school inspector Georgeta Oprea.

CHAPTER 4: SLOVENIA - NATIONAL REPORT & AND INTERVIEW RESULTS



4.1 PROBLEM DESCRIPTION: THE NATIONAL CONTEXT OF ESL IN SLOVENIA

School is of outmost importance to children and youth, because it structures their time, it equips them with the knowledge, which is needed for their socialization and thus for functioning in the society, it contributes to their meaning of life, as well as to the psychosocial well-being of children and youth.

According to Ule (2008, in Kuran 2013), education is also important for the social inclusion of children and youth, as well as for their quality of life, therefore, the early leave from educational system can cause detrimental effects to youth, which can be comparable to the negative effects of the unemployment of adults (Ule 2008, in Kuran 2013, p. 14).

The rate of early leaving in Slovenia is below the EU early leaving rate. According to Eurostat statistics, the rate of early leaving in Slovenia was 3.9 in 2013 among the population aged 18-24 with at most lower secondary education and not in further education or training (the so called NEET), 4.4 in 2014, the national goal is 5.0, which was reached in 2015.²⁵ The rate of early leaving:

Country	Year			Target
	2013	2014	2015	
Slovenia	3.9	4.4	5.0	5.0
EU (38 countries)	11.9	11.2	11	10

²⁵ The Eurostat statistics:
http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&plugin=1&language=en&pcode=t2020_40

4.2 EXPLANATION OF THE PROBLEM, UNDERLYING CAUSES

The relatively low number of early leavers in Slovenia in comparison with the EU average could be contributed to the compulsory education system in Slovenia for the children and youth from the age of 6 to 15, which is free of charge. The compulsory education mainly consists of public schools.

According to the Crocoos Report (CPI 2015), the students, who are less successful in primary school, are more inclined to leave school early in secondary education than the students who are more successful in primary school. The lack of success in school is related to the early school leaving rate, family relations are the factor that considerably contributes to school success, if these family relations are stressful, violent or full of emotional tension, children cannot dedicate themselves fully to schooling (Knaflič, 2003, Dobrovoljc et al. 2003). According to European Commission/EACEA/Eurydice/Cedefop (2014), »early leavers are much more likely to come from families affected by socio-economic disadvantage, i.e. unemployment, low household income and low levels of parental education« (2014, p. 2). Ethnic factor is not decisive for early school leavers, the supportive attitude of parents and teachers is more important to prevent the early school leaving.

Another factor for early leaving can be peer influence, it is a well-known fact that youth are under a strong influence of their peers, and if this influence is not encouraging regarding learning, it may result in lower motivation for learning of some students. According to Knaflič (2003, Dobrovoljc et al., 2003), other reasons for early leaving are the lack of the competence of the adaptability by some students, the lack of learning techniques, the latter is connected to the lack of encouragement or the lack of the support for learning by family members or teachers, the emotional vulnerability of some students, the lack of intellectual capacities etc.

In relation to the above enumerated reasons, some students, even if they have intellectual capacities, cannot fully develop them into competencies, which could become realized in the school context and contributed to the academic success of students, and therefore some of the students are not successful at school and decide to leave school early. Therefore, it is important that they are provided with second chance opportunities, so that they can re-enter the education system or become included in the labour market.

Therefore, in Slovenia, early leavers from compulsory education can finish this education at 34 folk high schools in different regions which educate adults, early leavers from upper secondary schools can finish this education at the departments for adults at those upper secondary schools. National vocational qualifications are available as a form of formal education for those who are 18+ and for younger who have some work experience, however, they enable students a profession and not the attainment of educational level.

4.3 GOOD PRACTICES AND PROMISING MEASURES AGAINST ESL/ WHAT NEEDS TO BE DONE

In Slovenia, the PLYA programme (the Project Learning for Young Adults) is an EU awarded good practice example for early leavers. It has been developed in order to re-integrate socially those students who left school early into education or to include them in the labour market. The PLYA programme lasts approximately 10 months and it is based on project learning and educational needs of students. It is a principle of the programme that mentors of the programme include students on equal footing and that mentors get continuous training.

Another path of including early leavers who finished compulsory education is the so called Production school. It is a programme, which is free of charge, it can last up to 18 months. In this way, students can structure their time and learn from 8 a.m. to 3 p.m., however they can complement learning with student work, if they find themselves temporary work as students. This school does not offer educational level, but provides a certificate of attendance.

CPI – The National Institute of the Republic of Slovenia for Vocational Education and Training published the handbook on good practices of early school leaving entitled Stay in School! The Handbook of Good Practices for the Prevention of Early School Leaving. Good practices were described by representatives of individual schools (2007). In the same handbook, the model for the prevention of early school leaving is described.

4.4 INTERVIEWS

ZRC SAZU, Slovenia, conducted 17 interviews in two VET schools in different parts of Slovenia: 7 interviews were conducted with VET staff (6 women, 1 men), 2 interviews with VET experts (2 women), 8 interviews with VET trainees (migrant or Roma students, 15–20 years) in 2016 for the needs of the PREDIS project.

4.4.1 VET TRAINEES

A. Education Issue

Education is for all interviewed students very important. They all get support from teachers; some of them mentioned also schoolmates. Education is of high value in their families, they get important support from their parents. Students think they have better possibilities for finding a (better paid) job, if they are educated. Some of them want to continue to study on the faculty or in VET programmes (3 + 2 years), while others want to go to work after they finish VET education. One student mentioned she/he would like to go to work, but she/he is going to study, because it is hard to get a job.

B. Problem Awareness & Problem Description (ESL Rates Amongst Trainees of a Migration And Roma Background Are Higher Than Usual)

Half of the students think that ESL rates amongst migrants and Roma are not higher than usual. Three students think that ESL rates amongst migrants and Roma are higher than usual. One student explained that the most important issue is individual perspective: if someone wants to be educated, he/she will try hard and do everything to finish educational process. One student explained the problem is that some Roma students do not enter any secondary school.

C. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL Rates, If They Exist)

More than half of the students think that the most important obstacle is deficiency in the Slovenian language, especially among migrants. Reasons for ESLs among Roma students are: low incomes, unemployed parents, isolation, discouraging environment (at school or in a family), students are not self-confident that they can succeed.


D. What Needs To Be Done

Migrant students need more support in learning the Slovenian language, they need more extra hours. One student suggests inclusion of migrants in different associations and spending more time with Slovenians (the majority). Roma students would need more encouragement in primary schools and they should be more often informed that education is important and that they can succeed if they learn. Roma parents should be involved. Roma parents should be more aware that education is important for their children.

4.4.2 VET STAFF / TRAINERS

A. Problem Awareness & Problem Description (ESL Rates Amongst Trainees of A Migration And Roma Background Are Higher Than Usual)

More than half of the teachers cannot confirm that ESL rates amongst migrants and Roma are higher than usual. Two of the teachers emphasize that ESLs depend mostly on personal attitude and family support, and not on ethnical or minority basis. Two of the teachers agree with the statement that ESL rates amongst migrants and Roma are higher than usual. One of them explains that according to her/his opinion ESL rate is higher in the first school year of VET school among migrants. This is true partly for Roma students, where the situation depends on personal attitude and family support. The second



teacher agrees strongly with the statement that ESL rates amongst migrants and Roma are higher than usual. This teacher explains that in her/his opinion the reasons for higher ESLs are: low individual goals, low concentration, not qualitative prior knowledge, deficiency in the Slovenian language, poor self-image, isolation in school classes, school absence, the lack of interest in formal education, they prefer work to education.

B. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL Rates, If They Exist)

ESL rates for migrants and Roma students are not high, because teachers prevent that with individual approach, coaching, and cooperation with students (that refers also to other students, not only migrants and Roma). Teachers emphasize it is important to listen to students' needs, so you can understand their individual problems and you can offer them support.

Teachers and peers together offer support in inclusion and understanding subject matters. Peers tuition is highly developed.

The biggest challenge among migrants is the Slovenian language. Parents often cannot help, because they do not speak the majority language themselves, so the support of teachers and peers is crucial. Support in schools (by teachers and peers) is of high importance, if students have no support for education in family, too.

Some parents do not cooperate with teachers, because they have previous negative experiences with school personnel, because of fear of failure for their child or because of their lack of the Slovenian (majority) language.

Isolation of students in classes, a sense of inferiority among migrants and Roma, prejudices towards migrants and Roma are beside the lack of the knowledge of the Slovenian language the most important reasons for failed inclusion and ESLs.

Some students have problems with practice work: they do not come for seven hours per day for four weeks or they have problems with writing working diary; teachers support would be needed.

C. What Needs To Be Done

Individual approaches, peers tuition, more hours of the Slovenian (majority) language are of high importance. Migrant and Roma students (as all the others) need a sense of importance. They need to know that teachers care about them and their school success. Very successful students should be awarded. Teachers need more additional education about inclusion of migrants and Roma students, teaching Slovenian as a second language, and they need to exchange the best practices of inclusion. Intercultural approach in classes has positive effects: teachers have positive attitude towards

plurilingualism and multiculturalism in their classes, if students get to know different cultures of the world (through films, lectures, invited migrants and Roma, that represent themselves to students).

Migrant students should get more extra hours of the Slovenian (majority) language. Teachers also suggest intensive courses of the Slovenian and the English language and more teaching material for Slovenian as a second language.

Cooperation between school and parents, and cooperation with local (non-governmental) organizations that can offer support to teachers, parents and student should be developed.

Roma student should be encouraged to stay in schools and Roma parents should be told more often (in primary and secondary schools) that education and profession improve the possibility for getting a job.

Best practice: One teacher wrote a plurilingual vocabulary in cooperation with Roma and migrant students. This plurilingual vocabulary was made for special vocational school subjects as a support for better achievements of educational goals.

4.4.3 EXPERTS

A. Problem Awareness & Problem Description (ESL Rates Amongst Youngsters Of A Migration And Roma Background Are Higher Than Usual)

Formal data do not confirm that ESL rates amongst migrants and Roma are higher than usual, but one of the experts confirms that statement on the basis of his/her informal conversations with schools. We do not officially collect special data about migrants and Roma ESL rates.

B. Explanation Of The Problem, Underlying Causes (Reasons For Higher ESL Rates, If They Exist)

Most important challenges are: adaptation to new environment, learning the Slovenian language and dealing with different cultures.

But ESL in Slovenian is low (up to 5%) and Slovenia has a high percentage of people that have finished at least 3-year VET education (95,5%). There are many reasons for that: people believe that education means more possibilities to get a job; a higher level of education influences a better payment for the same job; there are official financial stimulations for families that have children in schools (child benefit, subsidy food in schools for families with low incomes, cheaper public transport, complimentary additional insurance); regular primary and secondary education is free of charge; secondary schools are paid according to the number of students; if someone does not finish the school year with positive grades, there is no problem to attend the same school year again; there is no age limitation for secondary school; school counsellors are employed in secondary schools; students with special needs get extra support; early leavers from upper secondary schools can finish this education at the departments

for adults at those upper secondary schools, etc. The other expert explains that it is more difficult for Roma students to enter any of secondary schools. Migrant students have difficulties to enter grammar schools and partly 4-year secondary programmes. Reasons for that could be lower family incomes. In the most difficult position are those students that are migrants/Roma and that come from family with lower incomes – most often those students attend a 3-year VET school. Migrant students that come from educated families with rich cultural and social background have better possibilities for entering secondary school programme they want to.

An assimilation approach and prejudices toward migrants and Roma are problematic, too. That has impact on lower expectations of teachers towards migrants and Roma students, because that influences negatively migrant and Roma students' school success.

C. What Needs To Be Done

- More individual approaches (teacher-student).
- More additional education for teachers.
- Cooperation between teachers and experts in public, professional and research institutions.
- Respective cooperation between schools and parents.
- Intensive courses of the Slovenian language for students before entering the school system.
- Overcoming prejudices and discrimination towards migrants and Roma among teachers.
- To except the fact that our society is diverse and that is a basic principle of democratic liberal state.

VET education is not only an educational institution but also as a school for life, that develops students' different fields (cultural, sport, art, voluntary, etc.), school is a place of informal socialising, researching identity and the meaning of life. Develop new best practices together with teachers and principles, based on their experience and suggestions.

Report for Slovenia was prepared in July 2016 by ZRC SAZU, Slovenian Migration Institute, dr. Natalija Vrečer, dr. Mirjam Milharčič Hladnik, dr. Marijanca Ajša Vižintin.

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CHAPTER 4: ITALY - NATIONAL REPORT & AND INTERVIEW RESULTS



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5.1 PROBLEM DESCRIPTION: THE NATIONAL CONTEXT OF ESL IN ITALY

The rate of young people leaving the school early in Italy used to be quite high (17% in the year 2013); we are slowly improving having 15 % in the year 2014, although we are still far from the target ET 2020 of 10%. There are big differences among regions; the biggest disadvantages are in the southern regions and in the islands.

The migrant population is growing at school, from 7.5 % in the year 2009/2010, we have now 9.2 in the year 2014/2015²⁶. In Italy there is a very limited number of Roma pupils²⁷. Statistics state that ESL rates amongst migrants and Roma are higher than usual; this is not always true for the vocational school, where the difference among local students and students with migration background is not so high. A big percent (14,8 in the first year of the upper secondary level) of pupils with migrant background attend the Vocational school²⁸; they are less represented in the grammar schools (5,2 % in the first year); Roma students do almost not enter any secondary school. Boys leave the school earlier in comparison with girls. Highest ESL rates occur during first year. Similarly, young foreign-born residents have a higher tendency to abandon formal education prematurely.

In the year 2014/15 early school leavers with migrant background in the EU average are 23,4%, in Italy: 34,9%.²⁹ Anyway we should have a more precise look at the question. Across the OECD the performance gap between immigrant students and non-immigrant students diminishes from 44 to 27 score points after adjusting for socio-economic background, a reduction of 16 score points or more than a third of the initial disadvantage. Besides that, the cultural background of the family is important and migrants coming to Italy have a low educational level (25,5 immigrants have tertiary education in EU average, only

²⁶ Ismu processing data MIUR ASTAT http://www.istruzione.it/allegati/2016/Rapporto-Miur-Ismu-2014_15.pdf, p.19).

²⁷ Roma students are 12.437 out of 8.872.584 (http://www.istruzione.it/allegati/2016/Rapporto-Miur-Ismu-2014_15.pdf, p. 40)

²⁸ MIUR, Alunni con cittadinanza non italiana La scuola multiculturale nei contesti locali. Rapporto nazionale A.s. 2014/2015 http://www.istruzione.it/allegati/2016/Rapporto-Miur-Ismu-2014_15.pdf, p. 88

²⁹ *ibid*, p. 14

10.1 % immigrants in Italy³⁰). First-generation students face a large performance disadvantage in 22 out of 28 OECD countries with enough data even after adjusting for socio economic background.³¹

5.2 PROBLEM AWARENESS & PROBLEM DESCRIPTION

In Italy there is awareness of the problem. There are comparisons with different countries, rules and advices by the ministry (MIUR Ministero dell'Istruzione, dell'Università e della Ricerca), projects³², good practices, publications and studies; the problem is implementing strategies in the daily life. In the Vocational school there is low perception by teachers and students that ESL rates amongst migrants and Roma may be higher than usual; in fact it is less relevant in comparison to the general school education.

The most important official measures at the National Level are the 'Linee guida per l'accoglienza e l'integrazione degli alunni stranieri' and previous prescriptions by the National Ministry and by the Provinces/ Regions, strating already in the last decades of the the last century³³. The Italian Parliament works for enquiring about the situation and suggests strategies.³⁴ There are big efforts aimed at overcoming prejudices and discrimination towards migrants and Roma among teachers and school-mates (included their families); intercultural approaches aim to develop a positive attitude towards plurilingualism /multiculturality, and to teach competences.

Important measures are available. There are financial helps for immigrated families that have children in schools (child benefit, subsidy food in schools for families with low incomes, cheaper public transport); regular primary and secondary education is free of charge; mediatori culturali³⁵ and school counsellors (although in limited quantity) are employed in schools; students with special needs get extra support; State schools, Municipalities, and NGOs organize intensive courses of the local language for students and family members. Special preventive measures against VET ESL are widely lacking.

³⁰ *ibid* , p. 14

³¹ OECD Skills Outlook 2015. Youth Skills and Employability, http://www.keepeek.com/Digital-Asset-Management/oecd/education/oecd-skills-outlook-2015_9789264234178-en#page4

³² Francesco Macri, Dalla dispersione scolastica al successo formativo http://www.intesasanpaoloformazione.it/wp-content/uploads/2015/12/QPA_italiano.pdf

³³ 'Linee guida per l'accoglienza e l'integrazione degli alunni stranieri2006' and previous prescriptions, http://archivio.pubblica.istruzione.it/news/2006/allegati/cm24_06all.pdf; C.M. n. 2 dell'8 gennaio 2010 Indicazioni e raccomandazioni per l'integrazione di alunni con cittadinanza non italiana; Document

³⁴ Parlamento italiano, VII Commissione, Indagine conoscitiva sulla dispersione scolastica, 2015 Doc. XVII, n. 6.

³⁵ Un albo nazionale per i mediatori interculturali <http://www.stranieriinitalia.it/mediatori-culturali/mediatori-culturali.html>

5.3 EXPLANATION OF THE PROBLEM, UNDERLYING CAUSES

ESL from VET occurs through the combined effects of a broad range of factors, at macro and micro level. There are push out (community and society, school policy) factors and pull out factors (problems of the individual person, of the family). In the most difficult position are those students from family with lower incomes. Migrant students that come from educated families with rich cultural and social background have better possibilities for entering secondary school programme. Educational systems may also exacerbate these circumstances if they are not set up to respond to the special needs of pupils from vulnerable groups.

Possible reasons for early leaving among students are a low level of language proficiency, gender, residence, absenteeism, low individual goals, not qualitative prior knowledge especially in transversal competences, the lack of learning techniques, sometimes difficult adaptability or emotional vulnerability of some students, no tradition of schooling, type of family and peer support/ influence. Some parents do not cooperate with teachers, because they have previous negative experiences with school personnel, because of fear of failure for their children or because of their lack of the majority language.

In the society socio economic factors (socio-economic disadvantage, household income and levels of parental culture, family structure, family relations, i.e. unemployment of the parents), isolation and social exclusion (lack or absence of willingness of social opportunity, sport programs and other extra-curricular activities), discouraging environment contribute to school un/success. Geographic situation, especially the distance of the living place to the school, and the availability of cultural opportunities outside the schools pay a big role too.

In the school, the formal organization, the curricula, the lack of encouragement or the lack of the support for learning by teachers, the lack of orienting support or of attention to intellectual diversities at school (Dyslexia etc.), etc. are lamented. There is a low offer of folk schools which educate adults early leavers.

5.4 WHAT NEEDS TO BE DONE

Policy makers and civil society should be aware of the question of early school leavers, developing social justice awareness for disadvantaged human beings, understanding that everybody need the highest possible education and training in our complex society, overcoming prejudices and discrimination towards migrants, Roma and all disadvantages.

Schools are expected to perform a big task, starting with building a welcoming, inclusive and supportive school culture. Here some few points:

- At individual level, all students need a sense of self esteem; they need to know that teachers and Institutions care about them and their school success. Disciplinary, and transversal (social etc.) competencies of all learners are to be improved, developing at the same time a strong sense of belonging. A framework for early recognition of problems has to be strengthened both adjusting support programs such as mentoring for learners, and implementing internally differentiated curricula with individualized, active learning. Helpful is providing opportunities for demonstration of informally acquired competencies, using appropriate validation tools. New best practices should be based on the experience and suggestions of teachers and principles (a plurilingual vocabulary could be a common task for local and migrant students).
- The self-awareness, the competence and the motivation of teachers and trainers are very important. They ask for support, anyway it looks like a wish to delegate responsibility. Besides cooperation between teachers and experts, pedagogical and psychological counseling, additional education training and acknowledgement for facing difficulties for including migrants/ disadvantaged students, widening peer tutoring among teachers, developing support networks.
- Intensive courses of the local language for immigrant students and family members are helpful. Teachers should familiarize with the foreign languages too, at least with English. More teaching material for a second /third language is helpful, using internet materials in several languages (example materials in the EU website).
- Mutual cooperation between schools and parents/families (some times a brother or a sister can be a good help) are needed, involving migrant parents in educational and career planning activities. Cooperation with local (non-governmental) organizations that can offer support to teachers, parents and student should be encouraged. The community should prevent /fight social exclusion and marginalization, including migrants in associations inviting local families to accept the new incoming, when they are willingly to integrate. Second chance opportunities for early school leavers help them to re-enter the education system or become included in the labour market.
- Exchanging best practices of quality inclusion at national and international level is the most effective way for improvement.

5.5 INTERVIEWS

The Italian team conducted 10 interviews in several places and VET schools: 5 trainees (1 girl age 18-24 in Trento, 1 boy 15 years in Padova, 1 boy 18-24 in Padova, 1 girl 18-24 in Rovereto, 1 girl 18-24 in Cittadella), 3 VET teachers (1 woman 50 in Trento, 2 teachers in Padova: a woman 41-50, and a woman under 40 woman), and 2 experts in VET (one man above 50 in Padova, a man above 50 in Trento).

5.5.1 EXPERTS / STAFF


A. It is said that the drop-out rates are high among people with a migrant background and Roma. Can you confirm this from your professional background? Do you have any experience with school and teachers? Please explain.

Experts and teachers think that this is not a real problem. The differences are more among boys and girls (girls work better) and among ethnic groups (Chinese students drop out, because the families send them to work, girls from Pakistan tend not to be sent to school when they are grown up). (Trainees /students - question n. 4 for them) They see no differences; two students say that it depends upon the person, and quotes two different examples (a problematic one and an integrated one) of friends from South America. They know that some families have not enough money to send children to school - they send them to work. It is clear that all students have low interest for cultural subjects. The hope is entering as soon as possible in the world of work and leave the school. Only one girl, adopted, thinks that students with a migrant background are in a worst situation (in the past she felt anger as well).

B. Based on your experience and observations: What, if any, are the challenges and barriers faced by VETs of a migration background (in comparison with VET without a migrant background) and what are the underlying causes?

The question is considering the background of every pupil: adoption? since when? Age of adoption? Advantaged or disadvantaged family? Refugee? It depends upon the person, the cultural heritage, the experience in the family and the previous experience at school in the country of origin.

A frequent problem is a suspicious way to look at foreign people. Nowadays the situation is getting worse. For some students there is the problem of language; some have affective/ relational problems. Muslim girls feel different because of their special dresses (scarf etc.), and Muslim boys have difficulties in accepting women teachers. It is difficult establishing a dialogue. Families of adopted children are very collaborative (two teachers), families of migrant children are not: especially the Chinese (never seen) and the Muslim ones; a little bit better the Slavic families. When families have



financial possibilities, when trainees are successful at school, they don't drop out. When possible, a special learning path will be agreed upon. What do you think are the reasons for this? (trainees/ students - question n. 5 for them) The main goal is leaving the school as soon as possible. Students have more interest for working tasks. For adopted children the lack of the own family is a problem, although the new family is supportive. A reason of school failure is the family, when there are financial problems, because of psychological questions, or because of lack of culture of the family.

C. What would you like to see happening in order to effectively address this problem?

A long view policy: projects, activities, legal and administrative measures for integration (mediatori culturali, information offices). At school inclusive organization and teaching, appreciating what a girl/ boy is able to do. The 'mediatore culturale' is important to help in communicating with families. A support (social services- psychologist) could be helpful for the pupils and for the teachers, in order to prevent possible communication/ education mistakes. More competence, energy, founding, more motivation, more awareness and cooperation among teachers. One expert is convinced that some youngsters are not able to learn. (trainees/ students- question n. 6 for them) It is a personal and family question; the help by a psychologist is helpful. At school a balance among cultural and practical/job activities should be created, combining work with learning, even to encourage pupils who may have difficulties in learning.

D. What type of supports do you need, and what if any are some of the things that you would like us to do in order for you to respond to the situation (e.g. specialized education, training and employment counselling for teachers and professionals of vocational education)?

There are already plenty of offer of training. Needs are to plan, study and launch projects to make pupils, teachers, families with different backgrounds meet, know each other and perform something together, working for the same goal. Having a solid scientific base, an open mind and finding people who take care of that. The 'mediatore culturale', a psychologist, the support of social services are helpful. Professional experience (or practical courses) are important in order to detect difficulties. The extra school support should try to connect the different ethnic groups among each other.

E. Do you know any good practice programs to prevent ESL?

Welcoming and inclusive style at school, guiding all pupils to successful learning. Cooperation to solve problems. The practical work in the 'laboratori' where migrant and local students are close together, helps for integration. Courses are available for all questions (adopted children, etc.). When a pupil has the opportunity to be successful at school, when s/he feels accepted and appreciated mostly s/he does not drop out. The dialogue with the families helps to convince about the importance of schooling. The project CLAP CLassi APperte (open classrooms) in Trento offers special support in the fields of identity, motivation, trust and competences; teachers prevent failure with individual approach, coaching, and cooperation with students (that refers also to other students, not only migrants and Roma). Teachers emphasize it is important to listen to students' needs, so you can understand their individual problems, and can offer them support. There are experiences of active learning in a practical context. The project lasts for the first two years of VET, is inspired by the Project Campus of Marco Rossi Doria and is supported by the University of Trento/ Rovereto.

F. Is there any thing else that this questionnaire has not addressed that you think is important to be addressed under this topic? Please describe.

In the majority language and in foreign languages should be strengthened, for better expression and integration. Working in groups for exchange and feedback. Good practices should change the minds. The past of these children plays a big role. A psychological support is needed especially during the time of adolescence. The presence of the 'mediatore culturale' helps communication with the family. A better salary for teachers is needed, especially those facing difficult situations.

5.5.2 TRAINEES

A. What do you like in education and why?

- Girl (18-24, turistic school): She likes the practical work and the social contacts. She likes the school because of practical reasons, although it was not her first dream.
- Boy (15 years): He likes everything, hopes for improving his culture .
- Girl (18-24): Training for work, team working, use of innovative tools (laser, printing in 3D) useful for the world of work.
- Girl (15 years): Learning foreign languages
- Boy (18-24) and all interviewed pupils have a first wish: Finding a good job, and they are convinced of having better possibilities, if they are educated.

B. What does your family think of your education?

Education is of high value in their families; they appreciate the school, wish a good future for their daughters and sons, traveling abroad, learning foreign languages. Some times they are in doubt about finding a job. Some families know that the school is a good opportunity to learn new things, for orientation, not only for a job.

C. What are your life perspectives?

One girl has a first dream: becoming a professional singer, and a realistic dream: working in the touristic field, having social contacts and speaking foreign languages where she is proficient; an other girl wishes to work in a company where she can improve her competences. A boy would like to run a company, or to become a football / soccer player. A girl attending a professional school for social services hopes to go to the university, become a psychologist (or lawyer) and doing voluntary work, maybe in Peru' (one year), where she comes from, after having improved her Spanish (she came to Italy at 4 and half years old).

5.6 LITERATURE

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CHAPTER 5:

CROSS CUTTING ISSUES AND KEY ACTION PLANS

This section will address the crosscutting issues observed in the general literature and in the needs analysis conducted by the consortium on causes underlying ESL. Key action plans and counteracting strategies identified in best practices by the consortium are also presented.

6.1 ROMA YOUNGSTERS AND HISTORICAL DISADVANTAGE

ESL Causes are Multidimensional and Impact Different Groups in Different Ways: The situation of Roma youngsters exposes the need to acknowledge and address historical disadvantage as an axis of difference and inequality. In addition to measures identified in the section on the national reports on the ESL contexts, following strategic priorities are identified to address challenges:

- Invest in social infrastructure development by working closely with Roma communities and their representatives within the social structures to clarify goals and objectives of planned services and to allow for dialogue with broad based discussion, clarification and feedback loops.
- Work with Roma communities to identify incentives for parents that can compensate for absences of their children while they participate in school. This should include increasing employment opportunities for parents.
- Adapt and differentiate school curricular and provide intensive courses that help Roma students who left with their parents to work in other places retain their knowledge and utilize it when they return to school; Enable Roma students to attend school in their new and constantly changing areas of settlement.
- An efficient cooperation between teachers, parents and local authorities that are responsible of social inclusion.
- Build relationships with key community leaders and other significant and socially acceptable community gate keepers and to create a framework of approaches that are culturally sensitive and effective.
- Develop a step by step approach to vocational education and employment integration by exploring home schooling concepts with work-based learning models: develop projects transferring competences in crafts, cloth making, weaving, music, transversal skills; develop entrepreneurship skills and link Roma communities to industrial actors, entrepreneurs and marketing resources.

- Explore traditional ways of learning and build on this to develop innovative methods.
- Build awareness on Roma historical and current marginalization; Strengthen self-organization, voice and political participation of Roma youngsters.
- Explore, test and modify mobility projects for Roma youth to provide opportunities for encountering different social environments and work place operations.
- Undertake international comparative research and mobility studies to explore good practices that have been successful in overcoming school resistance in comparable contexts.

6.2 INTERSECTIONALITY - CONCEPTUALIZING STRUCTURAL PARAMETERS

Taken together, the general context of youngsters in different European countries shows that early exit from VET is not a result of a single causal factor. Rather, ESL results from the combined effects of a broad range of factors whereby the coincidence of multiple impacting factors is chronically higher amongst youngsters of a migration background. The inequalities in educational achievement are mainly caused by underlying inequalities in the structural parameters of minority, migrants and native born youngsters.

However, ESL has been mainly explained in terms of personal cognitive deficits. In other words, the current teaching and learning environments as well as approaches tackling ESL have been blind to structural causes and can therefore not be effective. We find it essential to describe the structural parameters and to develop a conceptual framework for explaining the causes of the achievement inequalities between native youth and migrants and Roma. Crenshaw's concept of intersectionality is relevant here.³⁶

According to Crenshaw, marginalized groups simultaneously experience multiple discriminations and structural inequalities due to the simultaneous interaction of gender, racialization, ethnicity, age, disability, etc. These layers of discrimination interact with each other. This interaction is intensified by the interaction with other forms of background features (structural inequalities) like class, patriarchy, poverty, health, unemployment, or other discriminatory practices. The effects of these structural interactions are intensified through representational practices such as media which creates or reinforces negative stereotypes, biases and assumptions (see Crenshaw 2000 & 1989). In order to disentangle these overlapping discrimination and inequalities for analytical purposes and facilitating systematized insight, Crenshaw identifies three levels of interaction which must be considered in the analysis of structural parameters: The identity level, structural level and the representational level. They are separate but work in tandem.

The Intersectionality Frameworks can explain why the deficit approaches have persisted in explaining ESL in terms of individual cognitive deficits.

³⁶ To review this concept see for example, Crenshaw, K. (1989).

- Crenshaw argues that intersectionality (interaction of multiply discriminations) is quite subtle and most times not seen. Policies think that all dimensions and levels of discrimination are covered while they are not. Policies tend to address either gender or racialization but not both. However, failure to acknowledge and address multiply discriminations implies that the affected are excluded from amelioration measures. Narrow approaches have resulted from a lineal understanding of identity and discrimination. While individual identities are the bases of discrimination, individual identity is multidimensional. Concretely, due to the multidimensionality of individual identities, individuals experience multiple discriminations. However, identity is frequently understood in lineal times. Accordingly disproportionate disadvantage arises in complex and unseen ways. Of principle importance, they cannot be negotiated by the affected alone. Crenshaw makes the point that the societal position of marginalized groups is differently structured and unequal (Crenshaw 1989 & 1991). Intersectionality and structural parameters are best explained when we first look at gender.
- Gender asymmetries and the Doubling of Constraining Structural Parameters: As entry into the analysis of structural parameters, a gender differentiated lens is essential in order to understand the differential impacts of structures on men and women. Gender is the first layer of discrimination experienced by all women and it is structured in society. Inequality is constructed on the basis of the conflict between production and reproduction which is inherent in capitalistic modes of production and articulated differently in the various societies.³⁷ Concretely, the conflict between production and reproduction means that women confront a double jeopardy due to their dual societal roles which create for them a double societal orientation, that men do not experience. The domestic sector in which women dominate and in which they perform societally valuable work of raising the young generation and caring for the aged is undervalued and unpaid. The feminized sectors of the stratified labour market in which women dominate are undervalued and underpaid. Their domestic roles constrain the ability to move into better paying ranks on the labour market. Gender is not a biological category but is socially constructed. Women experience discrimination and inequality due their weak/unequal societal position relative to men and which is constructed as a result of gender roles and the different values attributed to them, thereby fostering unequal integration of women in capitalist modes of production. Concretely women encounter a dual burden as unpaid domestic workers, as well as poorly paid exploited workers in gender stratified labour markets. This frequently combines with the social economic status (poverty, educational status, family status).³⁸
- Migration Status and Ethnicity as the Tripling of Structural Parameters: Ethnicity adds a third structural parameter and layer of vulnerability which constructs the triple jeopardy. In addition to experiencing gender based discriminations, women with a migration or Roma background encounter a third layer of structural discrimination based on ethnicity. Due to policies that link access to

³⁷ Gender asymmetries vary from society to society. See Makonnen (2002).

³⁸ Lens 1995 and Beckerschmidt 2003

labour market to nationality (Place of birth or migration status), disadvantaged migrants and Roma have a vulnerable societal position relative to groups of the dominant society - constructed by the interaction of gender, class and weak societal position as migrant workers. Gender in interaction with ethnicity (migration status) means that ethnicity produces additional inequalities and more burdens which intensify experiences of gender based discrimination for these groups (see critically Lenz 1995).

- Disability as Fourfold Constraining Structural Parameters: A migrant or Roma woman with disability experiences another layer of discrimination and inequality which other women without disabilities do not experience. Disability is socially constructed and experienced due to constraints in the environments which are encountered when society fails to provide access and remove barriers (Makonnen 2002): Youngsters of a Roma and migration background encounter the fourfold structural vulnerability when the underlying structural causes of ESL are not addressed and are instead reduced to personal cognitive deficits.

Further Guidance and Application to ESL

To apply intersectionality to ESL, it is necessary to widen the scope and establish that irrespective of gender, youngsters of a migration and Roma background inherit the intergenerational condition of multiply inequalities experienced by their parents while at the same time experiencing their own discrimination from the labour market, and access to vocational education and internships. Female youngsters encounter the effects of the triple jeopardy of their parental and own generation. These complex structural factors are at the heart of their educational achievement gaps (See section 1). Thus, as others have also argued, migrant learners encounter unequal preconditions for learning and unequal scope of opportunities, which must be addressed in order to create a promising achievement context³⁹ (Riegel 2012; see also critically Mecheril & Plöser 2009).

In short, gender, class, racialization, ethnicity, disability, age overlap with migration status as simultaneously structural categories and social constructs which represent different but intersecting and interlocking systems of oppressions (see Hill Collins 2000). It is not sufficient to understand the structural parameters without being able to recognize the underlying systems of oppression, power and subordination which create the multiply inequalities and discriminations: patriarchy, capitalism, classism and colonialism. These structural mechanisms are also connected, operate together and reinforce each other (ibid.). These intensifiers of vulnerability constrain the societal advancement of disadvantaged groups (Crenshaw: 2001).

³⁹ See Riegel (2012); see also critically, Mecheril, Paul & Plöser Melanie (2009).

Implications of Intersectionality for Interventions

For Crenshaw, acknowledging and addressing intersectionality is the requirement for not reproducing marginalization or masking the multiply systemic forces of discrimination that generate inequality for specific groups of people. This involves acknowledging relative vulnerability and prioritizing a focus on the most vulnerable groups in interventions.⁴⁰ In the case of ESL, the dimensions and ways in which the intersecting inequalities associated with gender, ethnicity and social status will converge, intensify or modify vulnerability is context specific and is largely dependent on the specific context of migrant youth school, vocational education, labour market and how the family is constructed and interwoven in the whole interplay.⁴¹ Inequalities in educational achievement can be explained as determined by multidimensional, interconnected and interactive social inequalities, which systematically condition individual opportunities and life chances.⁴² Concretely, these structural inequalities constrain youngsters' access to societal resources and their social and economic participation. One should add the interaction with language barriers as the ESL case of Migrants and Roma indicates.

Of principle importance, since gender, ethnicity and social status are socially constructed, this means that they can be modified. The starting point for designing interventions is the recognition that, although ESL affects some native youngsters, youth of a Roma and migration background are disproportionately affected. It is necessary to simultaneously review the specific risk factors for ESL of migrant youth together with the risk factors of ESL of all youth since migrant youth are affected by both factors. Since the risk factors for ESL and their effects are multiple, cumulative and impact at the same time, this means that addressing this complexity necessitates a broad range of counter acting measures. Multiple and multilevel interventions are needed. Educational, social and health partnerships are required together with the engagement of stakeholders in order to link actions on various levels local, municipality and federal levels.

Quality training is a prerequisite for individual and socio-economic development. Technical knowhow, interpretative & critical skills are required. Political judgement is the requirement for the functioning of democracies and for the effective participation of subjects in a complex modern world. Education is the key to political judgement, societal participation and functioning of democracy as it enables individuals to unfold their own abilities to think and act independently - recognize encountered political, economic, social and moral problem contexts, evaluate, act upon and profoundly change these realities (See Lange 2008). It is therefore significant that, youngsters of a migration and Roma background are disproportionately affected by high rates of educational underachievement. Concretely education is unequally accessed by different societal groups which implies that inequalities in the democratic participation amongst groups are created, alongside the exclusion from societal participation.

⁴⁰ Crenshaw, K. (1989 & 1991)

⁴¹ See for example Riegel, Christine (2012): Dealing with diversity and social heterogeneity: Ambivalences, Challenges and Pitfalls for pedagogical activity. In: Zvi Bekerman & Thomas Geisen (eds.): International Handbook of migration and minorities education. Understanding cultural and social differences in processes of learning. Springer: London, pp 331-345.

⁴² Collins, Patricia Hill (2000).

6.3 CORE CAUSES OF ESL AND KEY CORRESPONDING INTERVENTIONS

Key Causal Factors:

- Absenteeism is the most significant indicator of risk. As such, many counteracting strategies try to address the issue of absenteeism in schooling contexts.
- Other factors include migration status, the social-economic status and educational attainment of parents, language barriers, social economic status of the school, motivation of learners, poverty, social networks and residence in poor neighbourhoods, trauma and affective problems, sense of alienation, lack of access to quality sport programs and other extra-curricular activities.

These factors interact with factors in the educational system and training systems such as:

- Grade retention, early tracking.
- Insufficient support for learners.
- Lack of quality vocational education and training, and early childhood care.


Cumulative disadvantage is intensified through classroom practices such as:

- Teachers' attitudes and teaching styles.
- Poor teacher-pupils relationships.
- Unfavourable school climate, lack of learner centred approaches.
- Inadequate awareness of educational and social disadvantages.
- Lack of intercultural knowledge and competencies
- Violence, bullying, teaching methods and curricular.

Literature trends differentiate between the cluster of causal factors in lower general school, the transition level and during vocational training. However, ESL is understood as progressive, starting with observable disengagement from education due to underachievement whose causes are anchored in early school years where they can be effectively addressed (European Commission 2015).

General Schooling Level is the Key Intervention Site through the Whole School Approach:

The school has been identified as a key actor in tackling ESL. Since the causes of ESL do not originate only within the school but also outside of it, this means that schools cannot act alone. Rather, a whole



school approach is required. Interpreted as an ecological system, the school is increasingly viewed as a multi-dimensional, interactive system that can learn and be transformed. As an open learning space, it provides and receives support from its neighborhood and community. The whole school approach involves cohesive, collective and collaborative action on two levels:

- The whole school community of school leaders, teaching, non-teaching staff, multi-professional staff (social pedagogics, social workers, etc.), learners, parents and families.
- External stakeholders and the community at large which include local services, social services, youth services, nurses, speech and language therapists, guidance specialists, local authorities, NGO's; business, Unions, volunteers, etc.

The multi-stakeholder collaboration is not only essential to tackling the complex and multidimensional factors but also to handling the new challenges of growing inequalities, social exclusion, diversity and fast paced societal changes. Due to their spatial location, they are more effective for transforming the unequal social preconditions of learning.

How does the whole school approach work and how is it conceived?

KEY PRINCIPLES AND OBJECTIVES

- Effective leadership and governance. This is essential in order to promote positive school culture, teamwork and collaborative practices within the school community; bring together school actors and external stakeholders to implement educational success and prevent ESL.
- Learner Support/Inclusive/ Learner Centered Vision: Ensuring each child and young person have access to quality and inclusive education.
- Engaging and relevant curriculum and inspiring and dedicated teachers and staff.
- Involving parents and families.
- Stakeholder involvement.

Source: European Commission (2015).

The VET Level is intervened into mainly during the first year of VET Training

The highest ESL rates occur during the first year of training which is an indicator of insufficient preparation of VET trainees. Interventions commonly target at risk learners at this level. The need for diagnostic instrument for identifying at risk trainees has been established. Some diagnostic instruments have been developed.⁴³ Causes of ESL at this level usually include:

- Wrong occupational choice.
- Lack of fit between training companies and trainers due to either high expectations from employers or workplace dynamics and tensions.
- Lack of motivation linked to the complex theoretical contents and orientation of vocational education and formats of examination as well as lengthy training programs.
- Lack of motivation by trainees due to perceived low social status of vocational education.
- Student Teacher Relationships are crucial but a deficit approach has been dominantly applied
- VET trainee motivation and attitude towards VET.⁴⁴

6.4 CONCEPTUAL SUMMARY OF WHAT NEEDS TO BE DONE

6.4.1 INTRODUCTION

The increasing presence of social inequalities and risk factors of under achievement in a contrasting context of economic growth demonstrates that social inequality is not overcome through economic prosperity. The development of equal opportunities and responsibilities necessitates a fundamental change in perceptions and a reflection of privileges combined with approaches that coherently address inequality. In addition, it is necessary to develop targeted concepts, methods and measures that can help reduce the likelihood of ESL amongst trainees of a migration and Roma background. Measures should enhance increased understanding and adequate response to the legal, social context, special needs of migrant learners and VET trainees, foster positive youth development, well-being and school achievement while also creating building blocks for healthy transitions from general school to VET education.

⁴³ Balzer & Ruppert (2014).

⁴³ Transferable Competences of Young People with a High Dropout Risk in Vocational Training in Germany. *International Journal for Educational and Vocational Guidance*, 14(1), 119-134.

⁴⁴ Compare, Eurydice & Cedefop (2014).

6.4.2 SYSTEMATIC CLUSTERING OF RISK FACTORS INTO FIVE DOMAINS

For systematic analysis, the causal factors are generally clustered into five domain areas: The family, school, community, individual, policy making. The discussion below isolates the different causal factors and arranges them according to meso, macro and micro dimensions. It also attempts to describe the key corresponding measures for improvement.

6.4.2.1 *Institutional Interventions: Strategic Priorities for the Meso Dimension*

The meso dimension refers mainly to conditions in schools which condition the achievement context of migrant youngster and which are subject to change. The following barriers and corresponding counteracting measures have been identified:

- Language barriers as a major hindrance to social participation, vocational education and employment integration.
- The social economic status of the school.
- General absence of career orientation combined with ignorance amongst teachers and trainers with regard to career support resources and career choice opportunities.
- Insufficient prevocational preparation of VET trainees combined with wide lack of ESL preventive measures and continuum of support measures.
- Pupil teacher relationship and deficit approaches.
- Lack of knowledge of structural parameters of migrants, labour market, and intercultural competencies.
- Lack of gender differentiated statistics and approaches.
- Diversity and challenges of managing classroom dynamics

Language barriers are a major hindrance to social participation, vocational education and employment integration. Following measures and activities were identified for addressing language barriers:

- Implement work-based language learning and sensitize companies to support by combining language learning with employment integration.
- Acknowledge the special language needs of migrant youngsters and their families.
- Offer extra language classes for trainees.
- Remove barriers to language acquisition for migrant youngsters and their families. This includes financial barriers.
- Establish in VET and general schools policies acknowledging and delivering language training and acquisition as a basic requirement for effective integration into educational systems, training, employment and societal participation.
- Value and nurture multi-linguicism

The social-economic status of the school is understood as a key risk factor and a site where dual segregation occurs. Migrants and Roma are often highly concentrated in poor and socially disadvantaged neighbourhoods and correspondingly attend schools in socially disadvantaged catchment areas. Following counteracting measures and activities were identified:

- Improve regional cooperation between schools, local, provincial and federal levels to implement funding and policy measures for ameliorating school conditions.
- Address early childhood and youth poverty through targeted programs, awareness raising and social advocacy; offer financial support to struggling students and families.
- Implement quality youth sports programs and provide extra curricular activities and out of school educational opportunities like sports, arts, culture compatible with educational goals.
- Strengthen school governance and social advocacy competencies.
- Evaluate the Ministry of Education's funding metrics for schools in comparison to schools' social contexts and unequal impact on learners and accordingly advocate for more effective distribution for schools in poor neighbourhoods.
- Strengthen cooperation between school pedagogics and social pedagogics.
- Implement quality early childhood education for schools in low income neighbourhoods or with high population of at risk migrant children.
- Create stimulating and conducive learning climate, set high learning expectations for all.
- Sensitize VET trainers and teachers, incorporate in initial teacher education and professional development reflection of the social political context of school achievement of disadvantaged groups.
- Implement capacity building for voice raising and develop advocacy competencies for VET trainers and teachers, engage VET professionals and teachers in promoting equality, social justice and inclusion as normative foundations of democratic participation.

Lack of adequate career counselling skills amongst Teachers, VET trainers and lack of labour market knowledge and career prospects amongst prospective trainees has resulted into misguided career choices and a mismatch between occupations and expectations of VET trainees. This mismatch is identified as significantly causing early exit from VET. It creates lack of motivation amongst trainees. Following counteracting measures have been identified:

- Strengthen career orientation in schools and build occupational choice competencies:
- Strengthen institutional and community cooperation and collaboration between schools, parents, community, employers, industrial actors, etc.
- Strengthen vocational counselling competencies amongst teachers, VET trainers, employment counsellors and prospective trainees - by increasing knowledge of local labour markets, availability and suitability of educational/training funding, occupational fields, assessment of qualifications, labour market requirements, and employment profiles.

- Develop centralized online platforms and links to labour market and job specific information that are accessible by teachers, VET trainers, learners, and trainees.
- Establish one-stop coordinated and comprehensive links to key ministries and bodies supplying relevant information on vocational education, employment, funding, internships, and other supportive structures.
- Build strong multidisciplinary teams in schools - teachers, guidance and employment counsellors, social pedagogics

Insufficient pre-vocational preparation of VET trainees combined with wide lack of preventive measures. Following counteracting measures are widely identified:

- Build bridges between early childhood education, general education, transition levels, vocational education.
- Strengthen career exploration and vocational preparation in schools by implementing work-based based learning, labour market oriented curricular and within this framework, providing migrant and Roma learners with early internship opportunities in order to enable them understand their competencies and interests and occupational choices through exposure to different occupations (See the Federal Ministry of Education and Research' Career Orientation Program on their website).
- Develop or utilize existing framework for early identification of potential ESLs in schools and VET training, respond swiftly and link migrant and Roma trainees to supportive structures such as individual coaching and mentoring through extra classes, social, emotional and financial support, targeted services, employment counselling and follow-up measures.
- Increase knowledge of risk factors and address risk factors during first year of training:
- Create and link trainees to specific classes, coaching and individual mentoring to overcome language difficulties and acquire essential mathematical skills, key competences and specialist theoretical knowledge.
- Simplify contents and gradually introduce complex theoretical contents during the successive years.
- Sensitize training companies.
- Build intercultural competencies and sensitize employers and the workforce to the challenges and potentials of migrant youngsters.
- Explore with companies the unarticulated expectations in work places; strengthen competencies for intercultural communication for trainees by transferring knowledge of implicit workplace expectations that are not articulated.
- Change workplace attitudes and create welcoming conditions in the workplace.

Lack of motivation due to perceived low social status of vocational education

- Build self-esteem, empowerment and design strategies for altering perceptions regarding vocational education and occupational sectors.
- Use successful stories and role models.
- Design education and sensitizing approaches for parents.

Student Teacher Relationships are crucial but a deficit approach has been dominantly applied and lack of and need of intercultural competencies of teachers have been expressed. Identified Counteracting Measures include:

Implement training to enable teachers understand:

- Their crucial role as resource persons who can make a difference.
- Helping learners fulfil their potential is a shared responsibility of all teachers and the school community (European Commission 2015).
- Value of quality education for all in an increasingly complex world.
- Increase knowledge of structural parameters of disadvantaged migrant learners.
- Address deficit approaches.

Strengthen Intercultural competencies by increasing:

- Comparative study of national and local customs.
- Comparative cultural curricular and Religion curricular.
- Outside of school support in the area of general life orientation.

Social Discrimination, Bullying, Violence

- Create a social and cultural framework in schools to foster inclusion, tolerance, intercultural competencies.
- Build social justice awareness for disadvantaged human beings.
- Overcome prejudice
- Detect bullying and address situations swiftly.

Lack of gender differentiated statistics and approaches.

- Acknowledge the vulnerability by gender and counteract.
- Develop gender specific empowerment approaches and programs to provide equal support to both genders.
- Develop individualized mentoring, learn concepts, occupational and employment integration.
- Strengthen cooperation between pedagogics and social pedagogics, settlement and integration workers.

Lack of role models, reinforced by social invisibility of migrants in the school systems. Create more role models:

- Develop text books with positive roles of migrants.
- Increase hiring of migrants in teaching professionals.
- Apprenticeship guides (Ausbildungslotsen).
- Strengthen links to quality community connections.

Diversity and challenges of managing classroom dynamics

Complex diversity and heterogeneity shape classroom dynamics: Migrant youngsters have different training levels and training needs, work experience as well as social backgrounds. Diversity presents both opportunities and challenges; migrant learners from homogenous cultural and religious backgrounds which have been entangled in political conflicts need support to workout these tensions and cooperate with each other. Educationists said that social tensions and conflicts are sometimes observed amongst these groups. Meeting together as students presents an opportunity for them to widen their political understanding and strengthen their intercultural competencies. Following counteracting measures are prioritized:

- Develop innovative concepts for Intercultural and conflict management.
- Strengthen intercultural competences of teachers, trainees and students.
- Develop and implement internally differentiated curricular with individualized learn concepts, teaching styles, methods and career pathways.
- Develop team based approach: Improve cooperation between pedagogical professionals, school directors, school social workers, administration departments towards classroom management.
- Strengthen referral competences such as ability to connect trainees to respective community resources.

- Design responsive group dynamics education and Group counselling skills for VET trainers.
- Develop and implement concepts of Human Rights Education in VET with reference to Human Rights Convention and National legislation.

6.4.2.2 *Structural Interventions: Strategic Priorities for the Macro Structural Dimension and Systemic Factors*

This refers to the policies and underlying structural factors which are at the root of the social problems and create structural conditions in which risk factors for the ESL of VET trainees of a migration background are anchored: Sometimes these factors are not intentional but are unconsciously incorporated in how the system works. The following barriers and corresponding counteracting measures have been identified:

- Social discrimination grounded in Policy legislation.
- Social exclusion and marginalization.
- Social segregation.
- Non-recognition of non-formal and informally acquired occupational skills.
- The linguistically oriented nature and lengthy structure of language training as a hindrance.

Social Discrimination Grounded in Policy Legislation

<ul style="list-style-type: none"> • Many migrant and Roma youngsters experience inequalities in starting conditions which are linked to their inferior legal status. • Sometimes youngsters inherit these inequalities intergenerationally from their parents' weak legal status. 	<ul style="list-style-type: none"> • Address legal inequalities. • Remove barriers to vocational training and employment integration through inclusive policymaking.
<ul style="list-style-type: none"> • Youngsters of a Roma and migration background often experience discrimination at transition to VET, apprenticeship and employment integration (Federal Ministry of Education and Research 2015). 	<ul style="list-style-type: none"> • Sensitize VET trainers, teachers, employers, company owners and business community. • Incorporate a special focus and integrate migrants within early career orientation work-based learning programs and curricular.

<ul style="list-style-type: none"> Some occupational sectors are age selective and ignore the impact of migration on time and the complex formation of educational and training biographies of youngsters with a migration background. 	<ul style="list-style-type: none"> Sensitize educationist, employers, policy makers and remove age based barriers. Recognize the effects of manifold barriers and time lost by migrants in overcoming systemic barriers
<ul style="list-style-type: none"> Migrants are sometimes overrepresented in academic education. This is in specific ways connected to policies which make access to VET dependent on migration status and due to exclusion on the labour market. Youth of a Roma and migration background often spend their productive years in overcoming institutional and systemic barriers to participation. 	<ul style="list-style-type: none"> Implement policy changes to facilitate access to VET for youth of a migration background. Address ageism and redress barriers in light of structural challenges faced by migrant youth. Anonymise job applications

Social exclusion and marginalization including:

- Lack of social opportunity.
- Child poverty & poverty in general.
- Parental unemployment in general & migrant youth unemployment in particular.
- Social Segregation: Spatial segregation and segregation in school systems.

Following counteracting measures were prioritized:

- Address child poverty and create access to quality early childhood education.
- Deliver projects in high-risk neighbourhoods.
- Increase opportunities for employment, create training programs and on the job training and hiring in public institutions, such as schools, hospitals, universities and colleges.
- Promote the engagement of small and medium enterprises in training and hiring youth of a migration background.

- Create support structures for employers aimed at increasing hiring of migrants and migrant youth.
- Sensitize trainers and teachers on structural parameters of minorities.
- Develop social justice awareness together with social advocacy and voice raising competencies in initial teacher training and professional development programs for VET trainers.
- Raise public awareness on potential and societal contributions of migrants. Strengthen social justice awareness for disadvantaged human beings; Increase studies on migrants social disadvantages and social, economic participation - within an ethical-moral framework.

Social Segregation: The segregation into poor urban neighborhoods reproduces a vicious cycle of ESL and unemployment because of the overconcentration of risk factors and the poor quality of networks for labour market integration and information flow. Following counteracting measure are prioritized:

- Create micro-projects that increase youth employability through skills development and paid on the job training opportunities.
- Implement settlement policies for spreading out different population groups across residential areas and schools.
- Introduce quality early childhood education, build vocational colleges and universities together with highly qualified professionals, offer quality sport programs and extra curricula activities in these areas.
- Provide quality social infrastructure and social development in areas of high population of migrants and other low income residents.
- Foster improved access to quality sport programs and cultural resources.
- Develop leadership competencies, arts-based creative methods and link with community and self-organization skills.

Non-recognition of non-formal and informally acquired occupational skills: Youngsters of a migration background often originate from societies characterized by informal and non-formal occupational learning and skills acquisition processes through learning or training on the job. This knowledge is often not recognized within the European formal certification processes. Whilst retraining is sometimes hindered by language barriers, a strong focus on cognitive competencies often leads to misinterpretation and deficit orientation to the hidden resources of youngsters of a migration background. Following counteracting measure are widely prioritized:

- Link youngsters to institutions for recognizing their qualifications. Provide opportunities for demonstrating non-formally and informally acquired competencies in teaching and learning environments; develop validation tools.

- Develop new training programs for fast tracking and upgrading.
- Foster acknowledgement and readily transfer of informal and non-formal occupational skills and learning.
- Increase teachers and VET trainers' knowledge of non-cognitively measureable competencies, and how to utilize youngsters' resources within training and learning.
- Develop holistic and flexible teaching and assessment tools that are more reflective of migrant youngsters' competencies.
- The linguistically oriented nature and lengthy structure of language training as a hindrance
- Improve Self-Employment competencies by delivering training on Entrepreneurship and social enterprise; include themes like business case analysis, access to technical assistance, loans and other start-up supports.
- Displace deficit orientation to youngsters through a strength-based approach that values the opportunities migrant youth present for societal integration.

The linguistically oriented nature and lengthy structure of language training as a hindrance. Following counteracting measures are prioritized:

- Develop employment related language training contents and integration programs which are shorter, enhance a rapid entry into employment and also embrace on the job language learning.

6.4.2.3 Strategic Priorities for the Micro Dimension

The micro levels considers factors in the family background and personal characteristics not as personal limitations but as factors created by macro-and messo factors like migration policy and migration processes. Challenges can include:

- Lack of key competences and transversal skills
- Lack of motivation based on the fact that sometimes the links between school and occupational life are not clearly identifiable to youth.
- Family context (poverty, low academic background of parents and lack of family support).

Lack of Key competences and transversal skills. Following counteracting measures are prioritized:

- Coaching in core subjects like mathematics, second language.
- Basic competence in science and technology
- Digital competences

- Learning to learn
- social and civic competences
- Sense of initiative and entrepreneurship
- Cultural awareness and expression.
- Develop and test concepts for youth empowerment that strengthen:

Methodological competencies:

- Analytical skills,
- Reflexivity,
- Flexibility,
- Goal-oriented action
- Work techniques

Social competencies and Independence:

- Communication skills and intercultural competencies
- Teamwork and ability to cooperate
- Leadership
- Conflict resolution
- Social responsibility
- Knowledge of unwritten customs and rules in employment context

Personal competencies:

- Motivation
- Curiosity
- Sense of duty
- Willingness to help

Deliver employment workshops providing:

- Entrepreneurship skills including business case development competencies
- Job interview skills
- Resume writing skills
- Job search skills
- Labour market information
- Knowledge of educational, training resources and funding sources
- Matching qualifications to employer's needs.

Lack of motivation based on the fact that sometimes the links between school and occupational life are not clearly identifiable to youth. Following counteracting measures were prioritized:

- Increase trainees' motivation through developing individualized career paths, coaching, early career orientation through internships, follow-up, evaluation, etc.
- Work closely with trainees to clarify goals and objectives and adjust learning contents.
- Strengthen networking with industrial actors.

Family context: Parental involvement is a key factor for educational achievement. Youngsters of a migration background usually have complex family structures. They usually lack the family and peer support available for their peers from populations of the majority. Many parents lack the necessary language competencies and knowledge of the school system. Following counteracting measures were identified:

- Acknowledge and support parents as co-educators, approach education as a shared responsibility.
- Develop quality support networks involving different expertise from pedagogics, social pedagogics, volunteers, seniors, teachers, etc. (see VeRa program of BMBF).
- Offer opportunities for parental education.
- Involve migrant parents in educational and career planning activities.
- Strengthen coaching, mentoring, access to quality sport programs and other extracurricular activities.
- Build trust and strong social relationships with parents, trainers, pedagogics and social pedagogics.
- Build a welcoming, inclusive and supportive school culture.
- Build social competencies of all learners.

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