

Inclusion and education in European countries

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Final report: 5. Germany



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Project:

Strategies for supporting schools and teachers in
order to foster social inclusion
(Contract 2007-2094/001-001 TRA-TRSPO)

Attached Final Report: Germany

Prof. Dr. Ingrid Gogolin. University of Hamburg.

17th of May 2009

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With the support of Christine Jochum

Draft: Final Report – Germany

Project: Strategies for supporting schools and teachers in order to foster social inclusion
(Contract 2007-2094/001-001 TRA-TRSPO)

This report takes up structure as suggested by the Principal Investigator of the project, Dr. George Muskens/ DOCA-Bureau. With respect to the specific situation in Germany as a federal state, where the legislative and administrative disposition for the public education system is the sole responsibility of the Federal States (Bundesland [sg.]/ Bundesländer [pl.]), not all expected aspects can be addressed in this report. In most cases, the reported facts and measures do not refer to Germany as a whole, but to the specific situation in one or more federal states which then serve as examples. The respective scope for a reported framework or activity is made explicit in every case.

Another preliminary remark:

As it is the primary expertise of the Hamburg research team, this report will focus on the problem of inclusion of immigrant minority children and youth in the German education system. This focus is best justified by the exemplariness of the example: in very many respects, the observation of the fate of immigrant children and youth in an education system functions like a magnifying glass – specific features of the system stand out clearly by observing its ability to foster and educate immigrant minority children in such a way that they can expect not to be discriminated. In fact, the observation of immigrant minority children helps to uncover such features of an education system which – although not intended – turn out as a disadvantage for all children who live and learn under less fortunate circumstances. In order to change their situation, we devote this report to all disadvantaged children in the socially, linguistically and culturally complex, heterogeneous European societies.

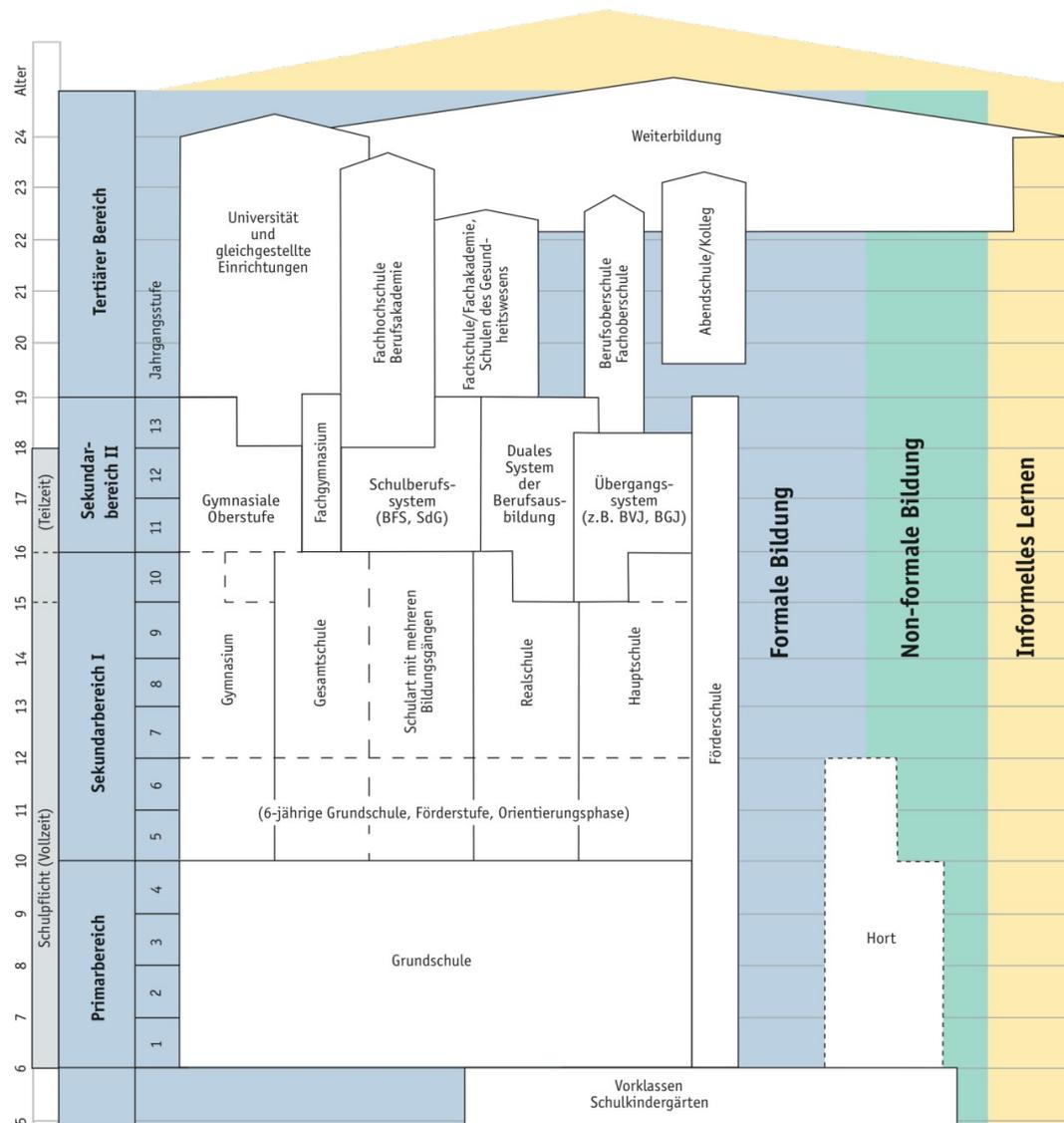
Hamburg, April 2009

Ingrid Gogolin & Christine Jochum

Frames and freedom

Frames

All German federal states dispose of an extensive legislation concerning their education system. The basic structure of the German education system reads as follows:



Source: <http://www.kmk.org/information-in-english/the-education-system-in-the-federal->

[republic-of-germany.html](#)

As the graph illustrates, most German Länder have established a Tri- or more-Partite-System in secondary education, which – again in most Länder – begins at around the age of 10 years, i.e. 5th grade.

In order to guarantee the equality and comparability of education opportunities and standards in the Federal States of Germany, the “Standing Conference of the Ministers of Education and Cultural Affairs of the Länder” (Kultusministerkonferenz; abbr.: KMK) was founded in 1948. It unites the ministers and senators of the Federal States (Länder) which are responsible for education, higher education and research, and cultural affairs. The KMK is based on an agreement between the Länder.

The foundation of the KMK was the result of a "Conference of German Ministers of Education" in 1948. As a follow-up, the three western occupation zones after World War II agreed that their conference would become a permanent institution and set up a permanent secretariat for their co-operation. After the restoration of Germany's unity 1990, the Ministers of Education and Cultural Affairs of the Länder of Brandenburg, Mecklenburg-Western Pomerania, Saxony, Saxony-Anhalt, Thuringia and Berlin joined the Standing Conference.

The functions of the KMK reflect the cultural sovereignty of the Länder which is laid down in the Constitution of the Federal Republic of Germany (see for the following the KMK-website: www.kmk.org). The Standing Conference deals with issues related to educational policy at school and higher education level and research policy, as well as cultural policy of supraregional importance, with the objective in achieving joint opinion and decision-making, and representing joint concerns. The KMK intends to ensure the necessary degree of common ground in education, science and cultural matters for Germany as a whole. Key tasks are to ensure the mobility throughout Germany for pupils, students, and teachers. In order to meet this objective, the KMK takes over the following tasks: to agree on the accordance and comparability of certificates and final qualifications, to work towards safeguarding quality standards in schools, vocational training and higher education, and to promote co-operation among educational, scientific and cultural institutions.

The co-ordination between the Länder takes place via recommendations or agreements. Detailed regulation shall be avoided “in the interest of greater tolerance and diversity in the education system” (cf. www.kmk.org). The KMK also sees itself as a forum of critical debate

and innovative activities in the field of education and cultural affairs in Germany.

With regards to this framework, the KMK came to agreements on contributions of education to the overall objective of integration and inclusion in the German society. These are described in the following section of this report.

Cross-referenced frames

Objectives concerning early school leaving

Whereas the KMK, that is: the Länder, is responsible for the school system, the area of pre-school education is under the responsibility of the national Minister for family affairs and of the communities. The pre-school system is not considered as part of the education system in a general sense, but part of the social system. Only in recent years, a debate on the role of elementary education as part of the educational career have taken place. This debate was initiated by the PISA-shock: the PISA results show clearly a close relationship between the social and educational background of children and their chances of school success in Germany.

As far as the integration and inclusion of immigrant minority children in pre-school age is concerned, major efforts to integrate them as early as possible in education institutions can be observed, as well as efforts to change their unfortunate situation in the general school system. A recent political framework for these efforts was the development of a “National Integration Plan” which took place in 2006/ 2007. The plan was published in the summer of 2007 (cf. <http://www.bundesregierung.de/Content/DE/Artikel/2007/07/Anlage/2007-07-12-nationaler-integrationsplan,property=publicationFile,property=publicationFile.pdf>).

In the context of this policy document, the KMK contributes the following intention with respect to early school leaving, namely of children with an immigrant background:

- The KMK agreed on continuously examining the measures aiming at a decrease of the quota of students’ failures in order to detect their effectiveness and to report regularly about it.
- Furthermore, the Länder strive at lowering considerably the rate of drop-outs and repeaters and at an adjustment of the success ratios of migrant children and youth to the average of all pupils within the next five years (beginning in 2007).

Different strategies are being developed in the different Länder in order to meet these objectives – with respect to the Federal system, most of these efforts are being carried out independently from each other. Within the bodily structure of the KMK and its committees, the Länder agreed to exchange experiences, particularly about the effectiveness of their strategies and measures.

Objectives concerning inclusive education

With respect to the integration of immigrant children and youth as a dimension of inclusive education, the KMK agreed on the following commitment to the “National Integration Plan [NIP]” (the following paragraph consists of an uncommented paraphrase of the KMK’s statement in the NIP):

Education as an important social property and as a crucial factor for a successful integration, must command of sufficient resources, in order to meet the growing expectations linked to it. The KMK will thus speak up for an extension of the budgets for the educational sector. Furthermore, the KMK supports all efforts leading to a quantitative and qualitative expansion of daycare facilities for young children. Co-ordinated curricula for elementary and primary education are already being developed in all Länder. Also language tests are accomplished in all Länder, in order to detect pre-school-children with insufficient command of German. The respective children shall receive special support before entry in Primary school (which begins at the age of 6 in Germany). The KMK commits itself in examining the success of these measures continuously, and to start a regular exchange about best practice. Moreover, the Länder committed themselves in examining the qualification of teachers and pedagogical personnel in Kindergarten for the task of implementing language support for all children, with special focus on those with a migrant background or from socially disadvantaged families.

The KMK agreed to facilitate the promotion and fostering of all children who show language difficulties in German. This task shall concern teachers of all subjects in the future. The KMK intends the development of innovative methods for language instruction in all school forms and at all school ages. Within five years (again: since 2007), advanced qualification for the purpose of language education shall be introduced to teacher education, initial as well as in-service.

Apart from the acquisition of the German language, the KMK acknowledged the importance of multilingualism for all children and youth – not only for those from migrant families. This

commitment includes the heritage languages of migrant families. The KMK intends to identify suitable methods for the introduction of multilingualism as a general principle in the everyday school life. The KMK will especially consider the evaluation results of the model program “FörMig – Förderung von Kindern und Jugendlichen mit Migrationshintergrund [Promotion of Immigrant Children and Youth]”¹ and strives to implement successful experiments in the mainstream education systems of the Länder. The KMK commits itself to initiate a continuous exchange in promoting multilingualism on the basis of the national reporting. Furthermore, the KMK intends to strengthen the co-operation between educational institutions and migrant parents in close co-operation with migrants’ communities. The KMK suggests that the Länder strive for the financial support of respective initiatives. A common activity statement of KMK and migrant organizations was launched in 2007.

Another point of planned action is the development of all-day school programs, which is financially supported by the Federal Government.² Traditionally, German schools provide half-day teaching. As this was considered as one reason for disadvantages, namely of children from lower class families or this with a migrant background, the Länder now plan to continuously increase the number of all-day schools. The KMK offers to submit a regular report about the development of all-day schools. Moreover, the KMK intends to report about the educational success of all day offers regularly.

Independent of the differences between the Federal States, the KMK states that the numbers of repeaters, drop outs or early school leavers and pupils leaving school without graduation are too high in Germany. Children and youth with migration background are particularly affected, and within this group especially the boys and young men show alarming percentages of drop outs. The KMK declares to be conscious of this situation since the results of the first PISA study and has developed priority fields of action in order to remedy the actual status. It is mentioned though that short term effects can not be expected, not least because – as the KMK states – these activities require a mental conversion towards a new school culture, in which individual promotion and support play a central role, rather than the traditional selectivity of the German school system.

¹ The Model Program FörMig will be explained in more detail in different chapters of this report.

² According to the German Constitution, the Central Government (Bundesregierung) is not entitled to contribute to the ‘inner development’, that is to say contents and actual practice of the school system. Thus, the financial support of the Bundesregierung (or: Bund) can only be invested in structural matters, such as refurbishment of buildings and IT-equipment of schools.

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

So much for the uncommented paraphrase of the KMK statement in the “National Integration Plan”. An observation and report of activities in the Länder during the first year after the official pass of the “National Integration Plan” has been published in spring 2009. According to this, all Länder started implementing activities according to their commitment, namely in the field of pre- and in-service-training for teachers and in the area of language testing. The impact and effects of these activities have not been proved yet, but they will be observed in the framework of two monitoring endeavors: (a) regular – biannual – national reports on (cf. <http://www.bildungsbericht.de/zeigen.html?seite=6609> education) and (b) the “National Educational Panel Study (NEPS)” which will be developed from 2009 (<http://www.uni-bamberg.de/en/neps/>).

Objectives concerning priority education

Individual achievement

As can be understood already from the above reported commitments, the intention to loosen the dependence between social, linguistic or cultural origin and the chance of educational success exists in Germany is clearly on the agenda – just as in every democratic country. It goes without saying that this intention includes pupils with migration background, as well as the socially disadvantaged or children suffering from mental or physical shortcomings.

A retrospective analysis shows that numerous efforts were especially made to reduce the disadvantages of migrants in the German education system since the 1960s. As seen by

educational research, for example in the PISA-studies, many measures were initiated unfortunately with unsatisfactory success.

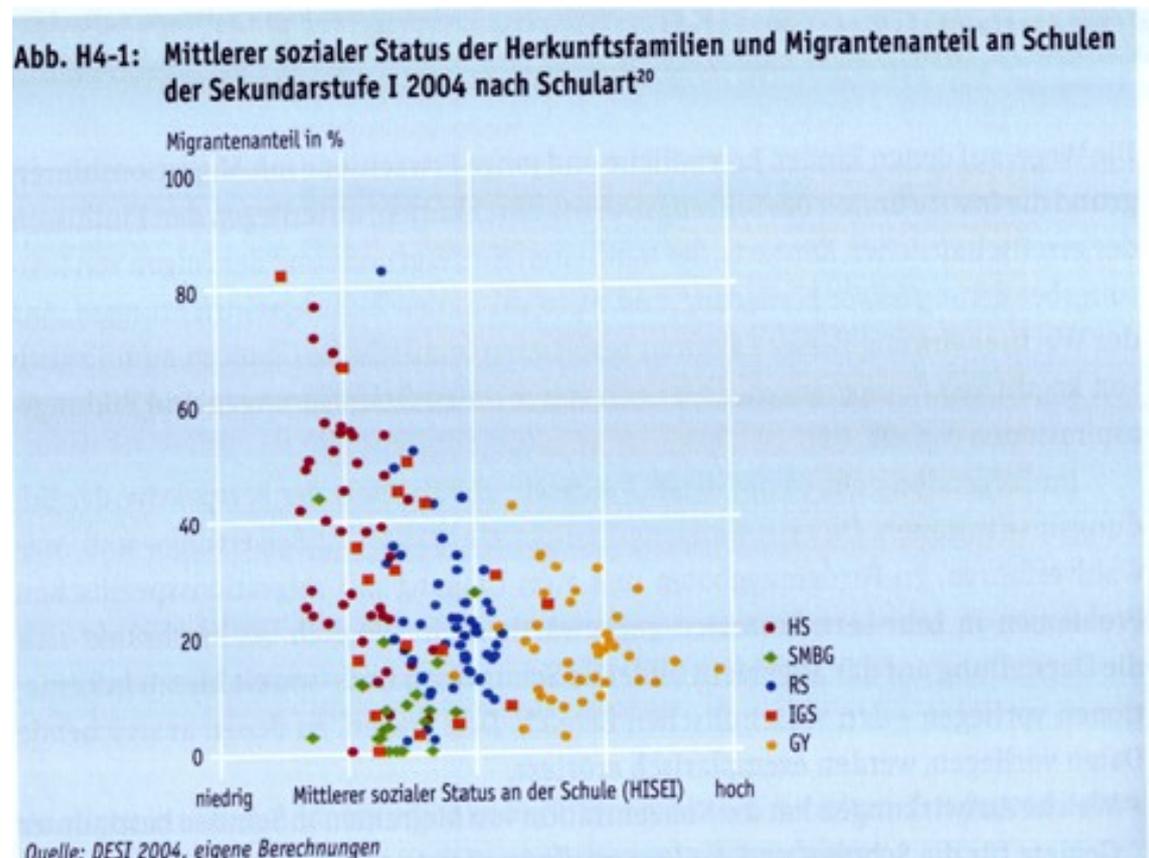
This is all the more remarkable, as a number of studies show that the educational aspirations and the motivation for learning is especially high among students with an immigrant background and their families.

Moreover, the investment of immigrant families into the education of their children are high. The PISA-studies show clear evidence of the positive attitudes of immigrant parents and their children towards school and learning: They are motivated and interested in educational success (see e.g. Stanat/Christensen 2006; Müller Stanat 2006; Christensen/ Segeritz 2008). Due to these results, migrant families as well as their children must be regarded as the natural allies of all institutions caring for the well being and education of children.

Although all this is well known and proved by research, there is hardly any knowledge about best ways of transferring this knowledge into effective activities for the individual support of children and of successful cooperation between families and schools. Some practical approaches address these questions (e.g. in the context of the model program FörMIG), but there is hardly any authoritative knowledge about how families and educational institutions can cooperate and which measures will most probably have positive effects.

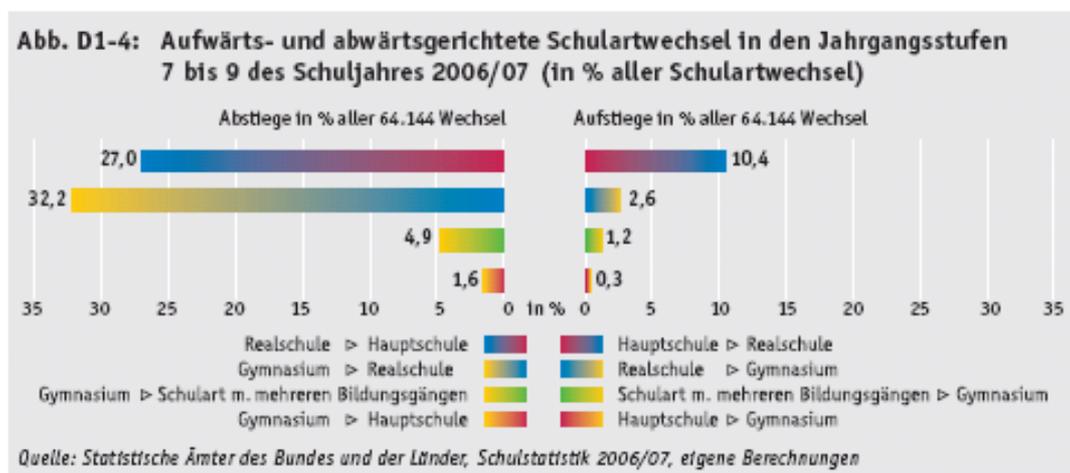
Less segregation, discrimination

Whereas in the 1960`s and 1970`s a number of segregative school models existed in the framework of education for immigrant minority children, this is no longer the case in Germany. Although no explicit segregative system exists any more, segregation exists as effect of the Tri- or more-Partite-System in conjunction with features of city planning and housing schemes, especially in urban areas (cf. Bildungsbericht 2006). The following graph clearly shows the segregative effects of the school system:



Source: "Bildung in Deutschland. Ein indikatorengestützter Bericht mit einer Analyse zu Bildung und Migration" (Hrsg): Konsortium Bildungsberichterstattung im Auftrag der Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland und des Bundesministeriums für Bildung und Forschung W. Bertelsmann Verlag, Bielefeld 2006.

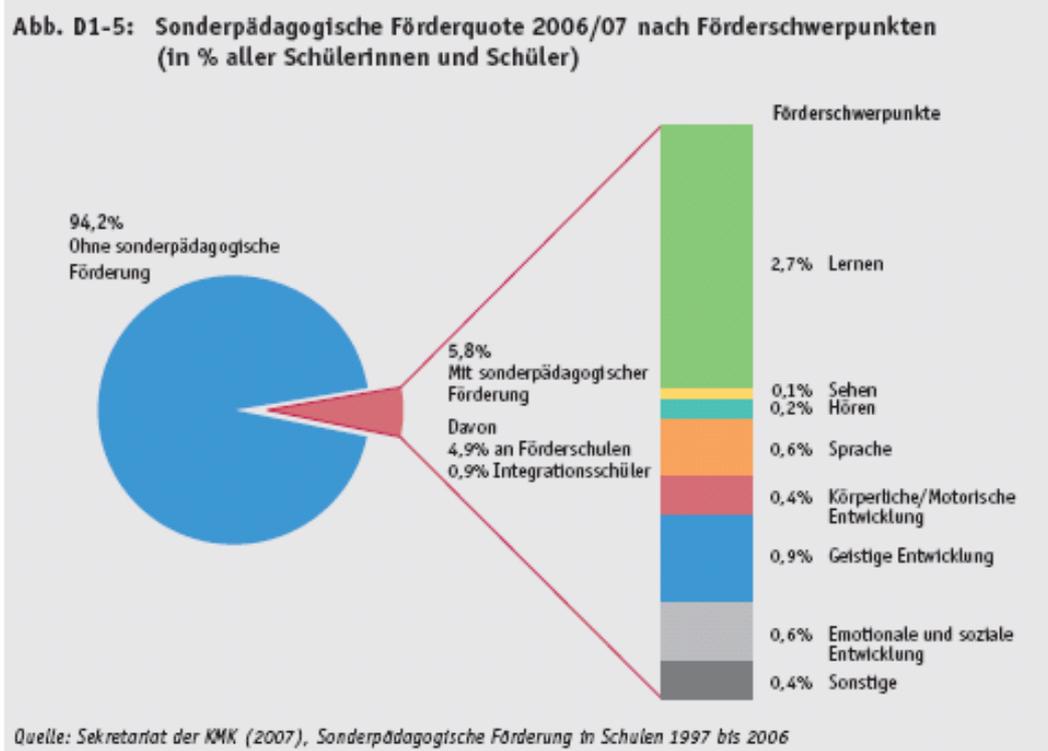
As the graph illustrates, the Tri-Partite Secondary System in Germany leads to a situation where children from lower class and immigrant families are mainly represented in the lowest school form (the Hauptschule/ (in the Graph: HS), leading to the least formal qualification. As opposed to this, children from high SES-families and without migration background are mainly represented in the highest school form – the Gymnasium (in the graph: Gy). The following graph shows the direction of mobility of children within the tripartite system. In the left part of the graph, the percentage of downward mobility is shown – i.e.: of children moving from a higher qualifying school (namely the Gymnasium) to a lower qualifying one (namely the Hauptschule). The right part of the graph shows mobility in the opposite direction. It is obvious that downward mobility is much more likely to happen to a child versus the chance to move from a lower type of school to a higher one.



Source: Bundesministerium für Bildung und Forschung und die Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland (Hrsg.) (2008). Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008 : Ein indikatorengestützter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 66

With respect to children and youth with special educational needs, the Länder developed very different systems which cover the whole range of inclusive (e.g. Hamburg) or segregated (e.g. Baden-Württemberg) systems.

The following graph shows how highly differentiated the system for children with special educational need in Germany is:



Source:

Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008 : Ein indikatorengestützter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 67

Roughly 94% of school children in Germany are considered not to have special educational needs. Among the 6% of children who are educated in specific schools for special educational needs (Förderschulen), the vast majority attends a school type which is concerned with general learning difficulties. Small percentages are educated in specific schools which are dedicated to physical disadvantages (Sehen= defective sight; Hören = [partially] deaf; Sprache = speech disorders; körperliche Entwicklung = motorical disorders; Geistige Entwicklung = mentally disordered). Also small is the percentage of children who visit specific schools for emotional disorders. Less than 1% of the children with special educational needs are educated in integration models, that is to say: within the framework of a standard school, and with special individual support of a specified teacher.

Objectives concerning safe education

The problems of harassment and bullying are not in the focus of our research.

In general, the Federal Republic of Germany as well as all Länder guarantee in their constitutions and laws concerning education and schooling the right to children's safety in families as well as in educational institutions.

The German Constitution (**Grundgesetz** für die Bundesrepublik Deutschland) states in Article 3 that nobody may be disadvantaged, discriminated against or given preferential treatment because of his or her sex, descent, race, language, religious or political beliefs (Grundgesetz. http://www.bundestag.de/parlament/funktion/gesetze/grundgesetz/gg_01.html, Zugriff am 12.09.2008).

Structures and inclusive functions

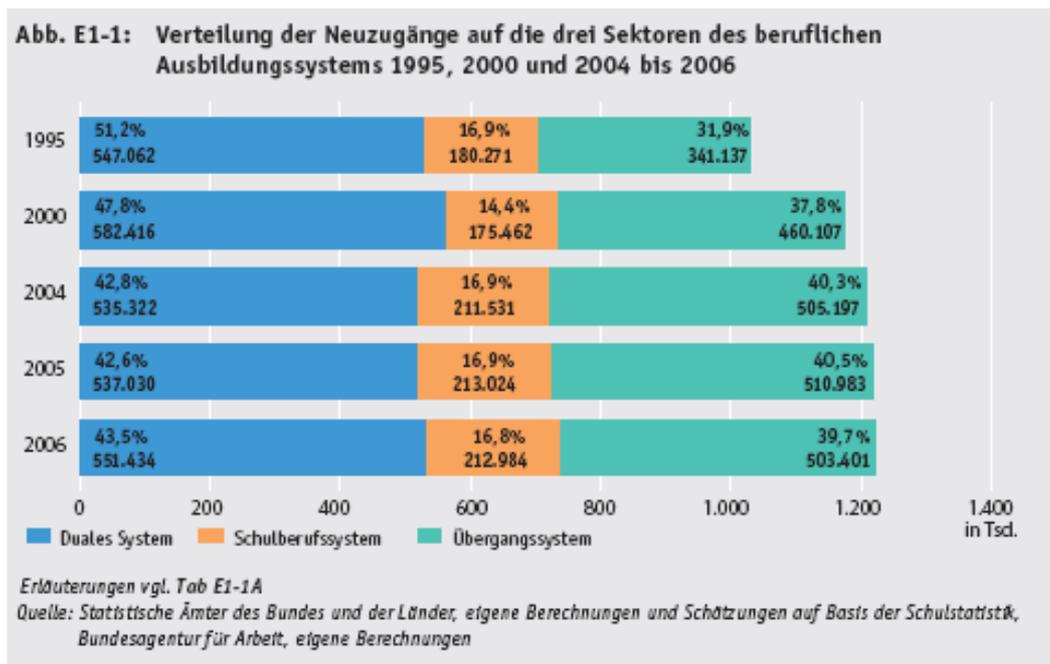
Functions and functioning of lower secondary education

General lower secondary & Vocational secondary

Although – as mentioned above – a number of measures has been introduced in order to promote the educational chances of children who – for which ever reason– are disadvantaged in the education system, the production of unequal chances of achievement and the problem of failing high rates of unfortunate prerequisites for career chances are still not resolved yet in the German education system. That is valid both for the general system and for the system of vocational education.

Whereas in the general education system no clear evidence for active, deliberate discrimination of children can be found. This is very well the case in the area of vocational education and the transfer from school to work.

The following graph shows the German system of vocational education:



Source:

Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008 : Ein indikatorengeprägter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 96

The dark blue (left) segments show the percentage of youth who were is educated in the dual vocational education (part time education in school, part time in companies). The right (green) segments show the percentage for young people in the “Übergangssystem” (“Transfersystem”). Around 40% of the young people leaving school at the end of lower secondary can be found in this system. This group is likely to be disadvantaged with respect to the integration into the labour market, as these types of schooling do not offer a qualified certificate or vocational training which would open up the chance for a qualified job.

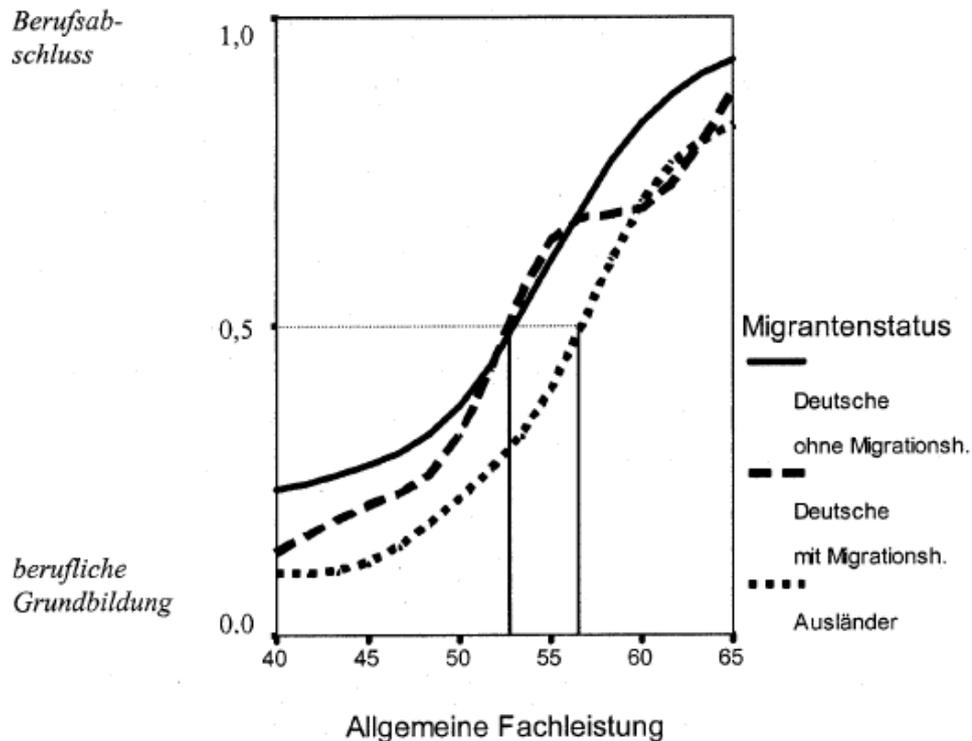
The transfer from school to work is loaded with obstacles for all young people who finish their school education in lower secondary, namely in the “Hauptschule” or one of the schools for children and youth with special educational needs. Especially for young migrants there are enormous obstacles which they have to overcome in order to receive a qualified vocational training or job.

There is clear empirical evidence for active discrimination of migrant youth at this threshold of the education system. Some examples (cf. for the following Neumann 2008): Whereas 57% of the young people with German passports who aim at a qualification in the dual system are successful in finding an apprenticeship, this is only for 23% of those with foreign passports the case.³ A longitudinal panel study carried out by the Deutsches Jugendinstitut shows, that young migrants have to be very persistent and flexible in order to find an apprenticeship. Whereas 35% of young Germans are successful in their endeavour after their first application, this is only for less than 20% of foreign young people the case. Nearly two thirds of the latter have to apply for apprenticeships for longer than one year before being successful; this is “only” the case for around 40% of young Germans.

A study carried out in the Land of Hamburg showed that young migrants’ likelihood to be accepted in a vocational training (which leads to a qualified certificate in a skilled trade) is lower than that of young Germans, even if the former school qualification and achievement is identical (Lehmann u.a. 2004).

³ Data with reference to the year 2006. Because of specific features of the German statistical data system, only data on nationals – non-nationals is available with respect to transfer from school to labor market.

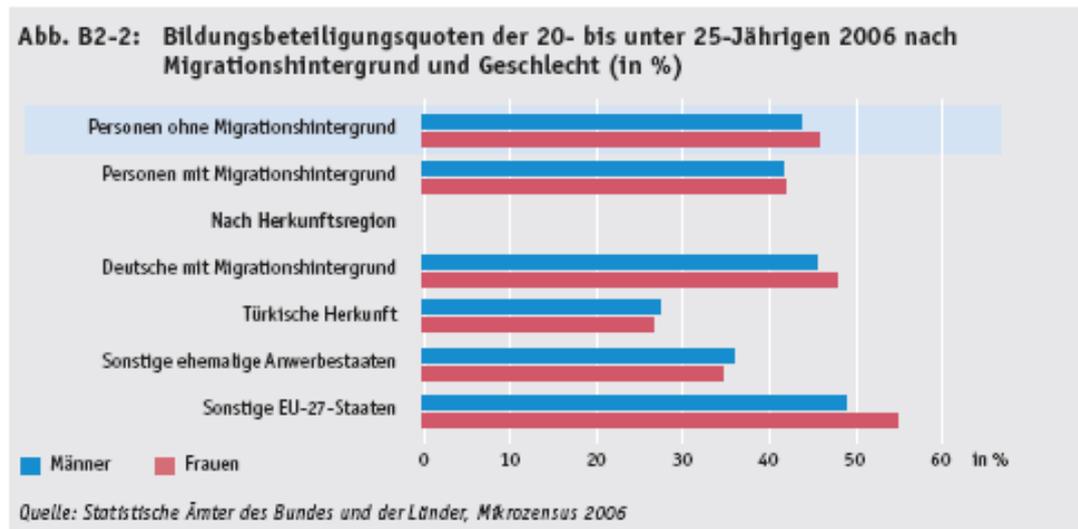
Abbildung 4.7 Wahrscheinlichkeit, eine Ausbildung zu beginnen, die zu einem beruflichen Abschluss führt, in Abhängigkeit von der allgemeinen Fachleistung nach Migrantensstatus



Source: Lehmann et al. (2004), p. 109 (“Probability of starting a vocational training which leads to a qualified certificate/ identical achievement”); black line: German students; dotted line: students with foreign passports; broken line: students with German passports but immigrant background).

Even if young people with an immigrant background are lucky enough to obtain an apprenticeship, they are at a disadvantage: They are more likely to be educated in industrial sectors with low wages than native Germans, and moreover they are more likely to drop out of the apprenticeship before graduating.

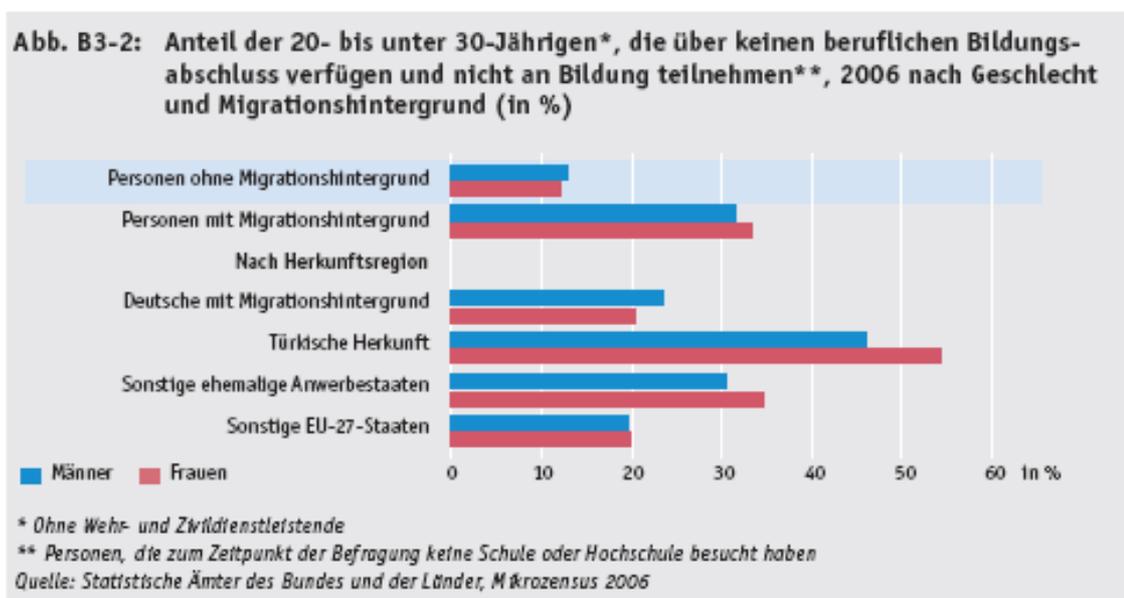
The National Education Report of 2008 (Bildungsbericht 2008) states in a conclusion, that children and youth with an immigrant background are disadvantaged in all forms and sections of the German education system (cf. *ibid.*, p. 11). This is illustrated by the following graph. Moreover, the graph shows that young people with a Turkish background are likely to be most disadvantaged in the German education system:



Source: Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008 : Ein indikatorengeprägter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 37. Quota of participation in the education system in the age group 20 – 25 years.

Blue line: male young people; red line: female. First line: no migrant background; second line: migrant background. Third line: German passport/ migrant background. Fourth line: Turkish background. Fifth line: Migrants from former guest worker families. Last line: Migrants from EU-member states.

Complementary to this, the following graph shows the quota of young people (age group 20 to 30 years old) who are neither equipped with a qualified vocational training certificate nor participate in any type of the educational system. The lines are colored and organized in the same way as for the graph above. Here again, the substantial disadvantage of young people with a Turkish background is illustrated: more than 50% of young women and nearly 50% of young men with a Turkish background are neither in possession of a qualified professional training certificate or university degree, nor are they taking part in any offer to make up for a certificate. The percentage of young immigrants who do not comprise of a professional training or university certificate is in general twice as high as that of young Germans without migrant background.



Source:

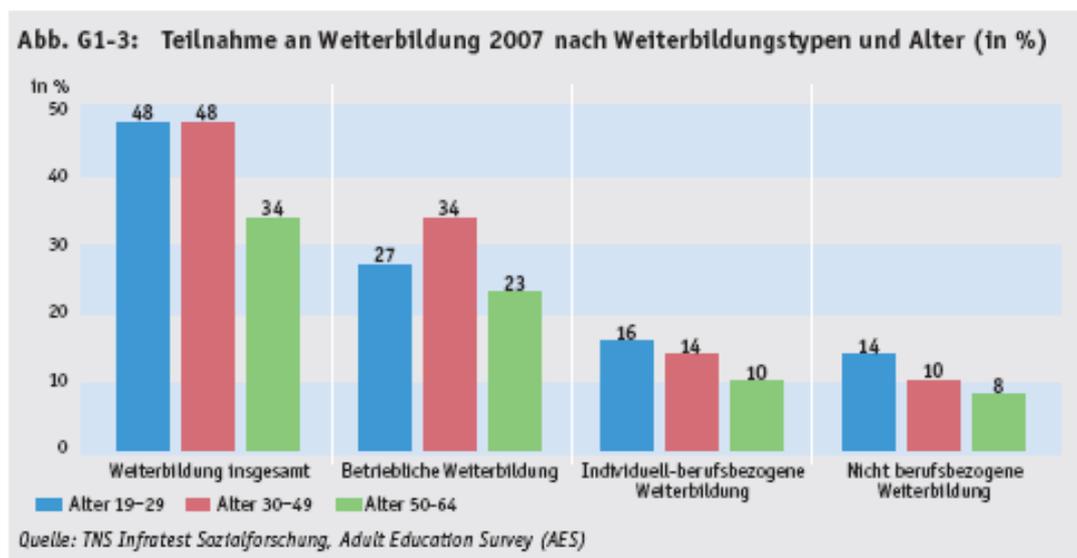
Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008 : Ein indikatorengestützter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 40

Functions and functioning of further education

Lifelong learning

Germany has a highly differentiated system of further or continuing education. These include Universities, Technical Universities and the Universities for Applied Sciences (Fachhochschulen). Most of them are public institutions.

The system of general or further vocational education however, is generally privately organized. The following graph illustrates an overview of the participation of adults in the different sectors in the further education system:



Source: Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008 : Ein indikatorengestützter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 140 (blue bar = age group 19-29; red bar = age group 30-49; green bar = age group 50 – 64).

The first block of bars shows the participation in further education in general; the second

shows the percentage of participation in in-house vocational further education trainings; the third shows individually organized further professional education; the fourth shows further education with no connection with professional goals. Here again, individuals with an immigrant background are disadvantaged. The relative chance of a person with no immigrant background to take part in any kind of further education is 1.4 times higher than that of an immigrant in Germany.

In the framework of its preparations for the CONFITEA-series of international conferences, the UNESCO Institute for Lifelong Learning Hamburg has prepared a number of country reports with respect to measures to increase participation in continuing education and to mobilize learners (cf. <http://www.unesco.org/uil/en/UILPDF/publs/nexus/de/D-NL0407.pdf>). For the German situation, particular reference is made to the financial incentives and other measures designed to increase motivation levels for participation, especially with regard to literacy. The report shows that various legal regulations such as the Immigration Act, the amendment to the Career Advancement Further Education Promotion Act or collective bargaining agreements with arrangements on continuing education, represent key instruments for the raising of participation levels. An obvious successful instrument to raise participation in continuing education, are learning time accounts, which were introduced in 11% of western German enterprises in 2004. A series of national and regional events to celebrate lifelong learning have been held to inform the public about continuing education available to them and to encourage especially disadvantaged groups of the German population to take part. One example was the first German "Continuing Education Day" (held in June 2007), aiming at drawing attention to (continuing) education on a national basis.⁴

The governance of inclusion

As already pointed out above, the Länder are responsible for the area of general education. Joint activities are organized in the framework of KMK-regulations and committees. Activities aiming at inclusion were declared as priority area by the KMK. Nevertheless, joint comprehensive activities of the Länder are rare since the last reform of the Constitution (Föderalismusreform I), in action since the year 2007. Before 2007, a joint commission (Bund-Länder Commission for educational planning and research promotion [BLK], cf. <http://www.blk-bonn.de/englisch/contents.htm>) existed which initiated and took the responsibility for joint activities of the Länder, especially with respect to education reforms.

⁴ Bundesministerium für Bildung und Forschung (2008). National CONFITEA VI Report of Germany. The Development and State of the Art of Adult Learning and Education (ALE). <http://www.unesco.org/uil/en/UILPDF/nesico/confintea/Germany.pdf>, Zugriff am 12.09.2008

The BLK was an important body for educational planning in Germany. It initiated joint model programs which were carried out jointly by Bund and Länder; the Bund contributed 50% of the expenses of these programs. The programs were of vital importance especially as they dealt with problems with high topicality. The programs concerned schools as well as vocational training and university policies. In the period from 1998 to 2006, around 20 programs^a and three network projects^b (altogether 120 million Euros from federal funds) were promoted, which were supplemented by the Länder at least for the same amount.⁵

The BLK was closed down after the "Förderalismusreform I" of 2007; its functions were transferred to the KMK-Commission. This Commission, however, initiated hardly any new joint activities since it was launched.

One of the programs which were initiated by the former BLK is of high importance for the topic of this report and will thus be presented hereafter as a case study.

Case Study: FörMIG – Förderung von Kindern und Jugendlichen mit Migrationshintergrund. A Model Program in 10 Länder (2004 – 2009)

The last joint project which was initiated by the BLK for the purpose of reducing disadvantages and raising the success rates, namely of immigrant minority children and youth, is the Modelprogram "Förderung von Kindern und Jugendlichen mit Migrationshintergrund FörMig (BLK-program "Support for immigrant minority children and

^a Steigerung der Effizienz des mathematisch-naturwissenschaftlichen Unterrichts (SINUS); Systematische Einbeziehung von Medien, Informations- und Kommunikationstechnologien in Lehr- und Lernprozesse (SEMIK); Qualitätsverbesserung in Schulen und Schulsystemen (QUISS); SINUS-Transfer-Modell; SINUS-Transfer- Grundschule; Neue Lernkonzepte in der dualen Berufsausbildung; Kooperation der Lernorte in der Berufsausbildung (KOLIBRI); Innovative Fortbildung der Lehrerinnen und Lehrer an beruflichen Schulen (innovelle-bs); Modularisierung; Neue Studiengänge; Entwicklung eines Leistungspunktesystems an Hochschulen; Wissenschaftliche Weiterbildung; Weiterentwicklung dualer Studienangebote im tertiären Bereich; Bildung für eine nachhaltige Entwicklung (21); Kulturelle Bildung im Medienzeitalter (kubim); Lebenslanges Lernen; Demokratie lernen und leben; Förderung von Kindern und Jugendlichen mit Migrationshintergrund (FÖRMIG); Transfer-21.

^b Stärkung der Bildungs- und Erziehungsqualität in Kindertageseinrichtungen und Grundschule - Gestaltung des Übergangs (TransKiGS); Lernen für den GanzTag; Sprachen lehren und lernen.

⁵ Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung (2007).

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youth - FÖRMIG"), which started in 2004 and will finish by the end of 2009. The University of Hamburg Institute for Intercultural and Comparative Education Research is the scientific monitoring for this program; speaker of the scientific group is Professor Ingrid Gogolin, author of this report. The Institute is at the same time responsible for the external evaluation of the program's development and effectiveness. First results of the evaluation are published in Klinger et. al. 2008.

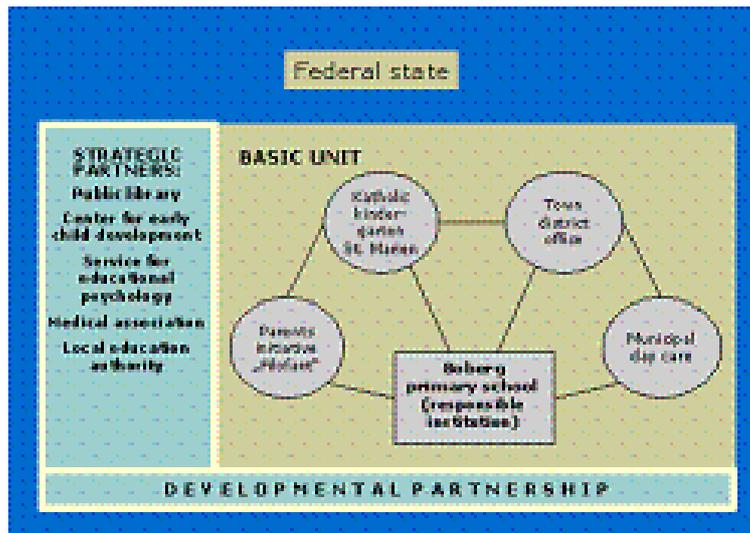
The Länder of Berlin, Brandenburg, Bremen, Hamburg, Mecklenburg-Vorpommern, Nordrhein-Westfalen, Rheinland-Pfalz, Saarland, Sachsen, and Schleswig-Holstein are participating in the program. The overall aim is to develop and evaluate innovative approaches in the field of language education with respect to the specific needs and prerequisites of immigrant minority children, to facilitate the transfer of successful practice, as well as to supply data for future educational planning.

The following description contains a portrait of the program in detail (cf. www.blk-foermig.uni-hamburg.de).

The program is concerned with measures supporting migrants at the "points of transition" within the German educational system: from kindergarten to primary school, to secondary school and from school to work. Another characteristic is the involvement of a variety of institutions engaged in language education, e.g. family, school, child day care, libraries and other cultural institutions, the migrant communities, and last but not least: the World of employment. These Institutions cooperate in the development of language support schemes. The organizational implementation of the model program is built on "basic units".

The basic units are local language education networks. These include schools (primary schools, secondary schools or vocational schools, depending on the respective focus) which cooperate with other institutions in their local surroundings. The main task of the basic unit is to develop cooperational schemes with local and regional "strategic" partners, in order to disseminate their expertise, and to increase the quality of language education schemes. The Institutions involved and their strategic partners form a "developmental partnership".

The following graph shows an example of a basic unit and developmental partnership:



© Pädagogische - Institut für International und Bildungswissenschaftliche & Berufliche Ausbildung der Universität Hamburg, 2001.

With reference to contents, the activities of the program are related to ‘modules’ which set the frame for the everyday activities within the basic units:

FörMiG Modules

Module A: Use of tools for pedagogic language diagnosis

Pedagogic language diagnosis is considered a prerequisite for individual language education and support. FörMiG helps to develop and test tools and methods to facilitate and ensure such diagnoses. The FörMiG projects contributing to this module have gained experience with the use of already existing tools. They are especially interested in their practicability, their informative value in practice and the qualifications needed to use them. Some of the projects develop their own methods of language diagnosis for their specific practical purposes. The approaches range from selective use of individual methods to combining complementary strategies, and even systematic testing of new diagnostic possibilities. This work is supported by a FörMiG working group which develops and tests options for integrated language diagnosis, particularly with respect to requirements in the areas of natural and social sciences at schools.

Moreover, the projects are concerned with the relationship between the results of language assessments and the planning, development and implementation of support concepts. The

main emphasis of this activity lies in the preparation of individualized language support plans – an area where there is still only limited experience in Germany.

Module B: Integrated language education

A great deal of importance in this area is attached with the involvement of parents in promoting academic language skills. Often the family language is incorporated.

The FÖRMIG-activities in this area are furthermore related to different topics:

- Support of general language skills

The main focus of FÖRMIG is the support of academic language skills which are considered to be the key to academic success. But the practical experience of the projects showed that development of literacy competencies and facilitation of academic and professional language often cannot be achieved directly without developing general language skills as a first or accompanying step.

The basic units dealing with general language skills create, for example, methods to support the development of vocabulary with differentiated and abstract meanings, basic speech actions (as politeness levels for demand actions, justification of assertions, protest actions, etc.) and basic text skills (listener reference for instructions, structure of narratives, etc.). Language skills in these areas can be understood as an introduction to written and academic language.

- Development of literacy competencies

Skills for dealing successfully with written culture are considered a basic qualification – not just for participation in society and culture in general but also for learning academic and specialist language in school and on the job. These skills are therefore a priority topic for FÖRMIG. The basic units working on this topic teach many possibilities of receptive and creative handling of written texts. They initiate early trials of written production and promote motivation to read and write. The work relates to written culture inside and outside the educational institution and incorporates work with new media. The basic units develop materials and programmes that they also share with each other and present at FÖRMIG events.

- Academic language and specialist languages in school and vocational training

The distinction between 'general language' and 'academic language' is based on research findings showing that the ability to comprehend and the use of everyday language is inadequate for successful completion of the education process. In fact, additional skills must be acquired that may not be needed exclusively in the area of education but are especially relevant for academic success.

General language skills are associated with informal oral communication, whereas academic language skills belong to the language domain of conceptual written communication. The academic language register has the characteristics of formal speech with a structure oriented on written language. Statements are well formed. Topics are developed in longer sequences which are coherent texts. In the course of the education process, academic language becomes increasingly differentiated into domain-specific registers; usage of specialised means of verbal expression, i.e. terminology and formulations typical of school subjects or subject groups increases. Further differentiation of specialised means of verbal expression takes place at the transition to a vocation or profession if typical formulations are needed in working life or for specific occupations.

FÖRMIG basic units work on various aspects of this topic. The basic units in the area of early elementary education are concerned, for example, with preparation of pupils for school language requirements by providing language support that incorporates subject-specific content. A main focus of basic units in the areas of primary school and the lower secondary level is development of cooperative, interdisciplinary strategies for language education. The goal here is therefore systematic involvement of as many subjects as possible in the support programme. Some of the basic units place particular emphasis on language education in all-day school programmes.

The focus of basic units dealing with integrated language education at the transition to a vocation includes preparations for general professional language competencies such as presentations and negotiations. In other projects for vocational or professional training the goal is mastering specific language requirements of an occupation such as the healthcare and nursing professions.

A FÖRMIG working group "Integrated Language Support" is engaged in the development and empirical testing of experimental strategies for interdisciplinary language education in lower secondary schools. The aim here is to improve language education during the phase of transition from primary to the secondary level, which takes place in Germany at the age of 10/ after four years of Primary education.

- Multilingualism as a resource in the education process and entry into the job market

Migrant children usually have language competencies in two (or more) languages. However, the level of proficiency in each language – depending on the language context and language learning opportunities – frequently differs. To be able to link language support to the actual level of proficiency, assessment of the knowledge and skills in both languages is advisable. Some of the FÖRMIG basic units work on this topic. They attempt to determine language education requirements in both languages. The Institute for Intercultural and Comparative Research has developed diagnostic tools for Russian and Turkish that assess oral skills at school entry and written skills at the transition from the primary to secondary level and at the transition to a vocation. These tools can be used together with parallel tools for assessing these skills in German to determine language profiles relevant for both languages.

Institutional support (e.g. teaching in the language of origin of students) cannot always be offered and not in all languages. Therefore, the approach from some FöRMig basic units that have been taken is to provide support that includes at least references to the language of origin. This is achieved, for instance, by working together with parents – for example: helping mothers create a language-rich home environment. Another approach is to promote language awareness. This is also supported by the coordination of the language curriculum in schools and by non-school institutions. At the transition in the job market, an attempt is being made to integrate diagnosis of language knowledge and competencies into existing competence assessment methods and tools for choosing a vocation.

- Development of local and regional language support networks (with involvement of parents)

Language learning takes place not only in day-care centres or in school. Every form of communicative action can contribute to language development and language learning. To ensure that the effects of language teaching and learning efforts of all persons and institutions involved, are mutually supportive, these activities should be coordinated and complement each other as much as possible. Therefore FÖRMIG adheres to the principle of horizontal and vertical cooperation: On the one hand, the institutions a child or adolescent attends in his/her biography – i.e. kindergarten and school, primary and secondary school, school and vocation – should cooperate ('vertical cooperation'). On the other hand, horizontal cooperation should be created through cooperation of institutions and persons in the respective region that (may) contribute to language education or learning of children or youths – i.e. educational institutions and parents, but also clubs, libraries, theatres,

newspapers or other institutions in the local environment. The cooperating institutions and partners should follow the same language education goals if possible, be mutually aware of the contributions made, and coordinate them.

FörMiG basic units make contributions in this area by directly approaching parents and facilitating their cooperation with the educational institutions. In addition, they explore opportunities for cooperation with new partners, reach agreements on the goals of language education with their cooperation partners and create opportunities for sharing experiences. They try to build stable regional cooperation networks and to continuously gain new cooperation partners, so that successful strategies for language education can be communicated and become established if possible.

- Cooperation and networking at transition points of educational biographies

The activities of the basic units in this area are geared towards the educational biography of the child or adolescent. Transitions between the levels of the education system should not lead to inconsistencies in language education or language support. Every new beginning not only should acknowledge what has already been achieved, but also guarantee as much continuity of the previous language education as possible. The FörMiG basic units working in this topic area ensure that the chances for cumulative language education increase through face to face meetings and sharing of information of the education institutions offering and accepting support. They include parents in their work as partners in language education. They agree on forms of cooperation between sending and receiving institutions and use this cooperation to coordinate the didactic design of their work as well as its content. In addition, tools are developed (e.g. portfolios) that can be used to pass on information from one educational institution to another to enable cumulative language education. Parents are active.

FörMiG General Principles

All FörMiG basic units contribute to activities with reference to the following general principles:

- Qualification

All projects as well as the Institute for Multicultural and Comparative Research contribute to qualification of personnel. The need for qualification is especially high in the area of diagnostic and language teaching competencies in Germany. The diagnostic tools developed

for FÖRMIG are presented in centralised and decentralised workshops organised by the scientific monitoring body. Additionally, Länder-specific qualification courses on questions relating to usage of methods as well as on designing a pedagogic process based on the results of language assessment have been developed. Other qualification courses deal with basic knowledge about learning a first and second language as well as language development and designing lessons to facilitate language learning. A number of conferences for qualification of the staff involved in FÖRMIG was organized in the course of the project, including the project's final conference on June 11-13, 2009 at the University of Hamburg.

- Transfer

A general objective of the FÖRMIG model program is to facilitate transfer of proven results to standard structures while the programme is still running. To achieve this goal the contributing Länder began early to develop transfer strategies that meet the respective Länder-specific requirements for innovation transfer. The transfer strategies range from establishment of tandems between FÖRMIG basic units and other educational institutions to developing and providing materials to the involvement of basic units in the general qualification courses of Länder. Also part of FÖRMIG's transfer strategies is the involvement of strategic partners in a variety of reliable and effective cooperation and communication structures. The idea is to enable continuous exchange of knowledge and experience between different institutions.

- Evaluation and quality development

In the FÖRMIG model program the widest variety of educational institutions and strategies are evaluated for the success of their activities. Evaluation of the whole programme is the responsibility of the monitoring research institute. The programme evaluation includes - besides the content of language education efforts - also the general conditions of such efforts because this alone will enable a fair comparison and appropriate assessment of the success of strategies. Therefore a comprehensive evaluation concept was developed in which on the one hand, the language proficiency and language development of the involved children and adolescents are measured. On the other hand, information on the contextual conditions under which language education takes place is obtained (individual requirements of the involved children and youths [cognitive essential skills, social background, migration history] as well as the basic conditions of the educational institutions and process characteristics of the support concepts). The findings of the programme evaluation will be used to identify especially successful support concepts. What outcomes?

In addition to the programme evaluation, many Länder-specific evaluation issues are being taken care of by the involved Länder. Here the analytical spectrum extends from in-depth case analysis of language development processes to comprehensive analysis of communication and cooperation structures or evaluation of materials used in language education projects.

Conclusion

So much for the presentation of FÖRMIG as a case of cooperative and joint activities of the Länder aiming at a reduction of disadvantages and a contribution to inclusion of immigrant minority children. The program will finish officially in December 2009. Most of the participating Länder developed – on the basis of evaluation results – their own specific transfer activities. As far as this is known when producing this report, the individual activities of the Länder will then not be accompanied by a cross-Länder activity any more. This is one of the indicators for the notion of independency of education in the 16 German Länder, which was strengthened by the “Förderalismusreform”. The willingness to invest in joint activities is about to cease, and the Federal Government is not in the situation, as it was before 2007, to “motivate” joint activities by financing them – as the responsible body for this kind of governance, the BLK, does not exist any more.

The model program FöRMig will be finished in December 2009. At this point the results of the evaluation will be made public.⁶

Other activities with reference to integration and inclusion of minorities in the German society

Whereas there is no broad room for manoeuvre for the German Federal Government in the field of education, it has more impact in other areas of governance. An indicator for this is the establishment of a Federal Ministry with the portfolio of “integration”. Since the actual German Federal Government, this Ministry is an integral part of the Chancellor’s responsibilities; the Minister in action is Dr. Maria Böhmer (see <http://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragteFuerIntegration/beauftragte-fuer-integration.html>).

⁶ Preliminary results will be presented in the final conference from June 11th -13th 2009: http://www.blk-foermig.uni-hamburg.de/cosmea/core/corebase/mediabase/foermig/pdf/veranstaltungen/FoerMig_Tagungsprogramm_6_09.pdf

The following paragraph refers to some examples of activities which were launched by Maria Böhmer and her Ministry.

Charta der Vielfalt

With reference to the linguistic, cultural and social diversity of the German society, which have been affected by globalization and the demographic change, the Charta der Vielfalt (Charter of diversity) was set up. It aims at a contribution to deal successfully with diversity – and this can only be achieved by acknowledgement of its existence. Important part of the Charter is that the institutions which become a member of it – administrative bodies, city councils, companies or cultural institutions – consider and value the variety of their staff as well as the various needs of their customers or business partners. The variety of cultural, linguistic and social experience of employees, their different abilities and talents shall be developed in order to open up chances and prospects for innovative and creative solutions of social coexistence in a modern, plural society.

By accepting the “Charter of diversity “ and signing it, the respective partner agrees to the goal to create an atmosphere which is free of prejudices. All members of the respective institutions are to experience appreciation of their individuality - independently of sex, race, nationality, ethnic origin, religion or ideology, physically and mentally disadvantaged, age, sexual orientation and identity. The acknowledgment and promotion of the various potentials which are inherent of these individual features shall be promoted and developed in order to create – not excluding economic - advantages for the institution or enterprise. A climate of acceptance and mutual confidence shall be created, and it is expected that this has positive effects on Germany’s reputation for business partners in Germany as well as in other countries in the world.

The participating institutions and enterprises agree to the creation of a cooperative culture which is shaped by mutual respect and appreciation of everybody, as well as the creation of conditions in which all members of the respective institution share and practice these values. The participating institutions and enterprises aim at creating a public sphere in Germany in which diversity is valued and accepted. The institutions and enterprises which are already taking part in the campaign to implement the Charter express their commitment in such a way:

“ We are convinced that the positive experience of variety and the appreciation each individual’s heritage have positive effects on the development of an inclusive society in

Germany”.⁷

A number of other activities aiming at social, cultural and linguistic inclusion are promoted and supported by the Federal Ministry for Integration, such as:

- „Aktion zusammen wachsen“ (action grow together): an activity aiming at the development of a mentoring system for children of immigrant families in order to accompany their linguistic and cultural integration in school and society (cf. http://www.bundesregierung.de/nn_56546/Content/DE/Artikel/IB/Artikel/2009-05-05-aktion-duesseldorf.html; Zugriff April 2009)
- “respect2009” (respect 2009): an award given to excellent local projects which aim at integration and inclusion in their respective area. Young people from 10 to 19 years can apply for the award with their activities, and one representative project of each of the German Länder will receive the award. The award is launched for the first time in 2009 (cf. http://www.bundesregierung.de/nn_56546/Content/DE/Artikel/IB/Termine/2009-04-22-respekt-veranstaltung.html, Zugriff April 2009).

All these activities aim at creating a more inclusive public sphere in Germany, as this is considered to be a necessary supporting measure for any effort to integrate disadvantaged parts of the population – from what reason ever their disadvantage may derive from.

Activities with respect to teacher education

The field of teacher education belongs to the field of activities within the responsibility of the Länder. As explained above, the KMK is responsible for the development of a joint perspective and for the governance of the mutual acceptance of certificates or examinations in the area of teacher education.

In general, teacher education is part of university studies in Germany. The Land of Baden-Württemberg is the only exception, as here the teacher education for the primary and lower secondary schools is located in “Pädagogische Hochschulen” (Teacher Education Colleges). As Germany agreed to the Bologna process, most Länder developed the teacher education within the framework of the Bachelor’s-Master’s-scheme; future teachers have to obtain both, a BA- and MA-degree, as a prerequisite for the 2nd phase of teacher education, namely

⁷ Jablonski, Hans W. Charta der Vielfalt. <http://www.charta-der-vielfalt.de/index.php?site=charta>, Zugriff am 12.09.2008

a practicum in a school (between 12 and 18 months, different with respect to Länder-regulations and to the type of schooling for which a teacher-student is educated), which is accompanied by seminars. Here again, some Länder make exceptions; namely Baden-Württemberg and Bavaria do not transfer their teacher education scheme to the BA-MA-model but preserve the former state-examination model.

The KMK is the body for the harmonization of teacher education between the Länder. In recent years, a number of KMK-recommendations has been produced and ratified. The following paragraph gives an overview of some examples.

In 1999/2000, the KMK confirmed that teacher education forms one of its key activities. The general task here is to accompany the processes of transferring the training and examination schemes in the Bologna process. A general framework was produced which contains agreements about the mutual acceptance of examinations and guidelines for the curricula of teacher education in the universities of the Länder.

The KMK had established a joint committee on „teacher education “ with the task of developing the perspectives and options for the organization of future-oriented teacher training in Germany. The recommendations of this committee were accepted by the governing body of the KMK in 1999. The recommendations built the basis for the development of the teacher education system in Germany. They concern:

Teacher education at the Universities:

It was recommended that a core curriculum for education sciences and for didactics as part of the teacher education is developed, in order to reach the aim of finishing the felt arbitrariness of studies in this area.⁸ It was furthermore recommended that centers for teacher education and research on teaching are established at the universities, which represent the interests of the teacher education transversal to the conventional faculty structure.

8

In the meantime such a core curriculum was developed and is recommended for implementation by the German Association of Educational Research (GERA/ DGfE), see: Neuerscheinung: Kerncurriculum Erziehungswissenschaft. Sonderband. "Erziehungswissenschaft - Mitteilungen der Deutschen Gesellschaft für Erziehungswissenschaft" (19. Jahrgang 2008, ISSN 0938-5363. www.dgfe.de

Teacher education practicum:

It was recommended to improve the coordination of contents between the 1st (university based) and 2nd (practical) period of teacher education. As a means of this, temporary exchange of staff between university and the 2nd phase of teacher education was recommended.

In-service-training/ lifelong learning:

The committee recommended to integrate regular periods of in-service-training in teacher's careers; a certain amount of annual training activities should be made obligatory for every teacher. Moreover, teacher salaries should be adjusted with respect to the development of specialist skills. The tradition of teacher employment in Germany is their appointment as "government officials" (Beamte); the committee recommended to finalize this practice and to employ teachers (as civil servants) at least in the beginning of their careers only with temporary contracts – this was seen as a necessary step in order to determine their ability and potential for the profession.

As already stated above, the KMK committed itself to the National Integration Plan. Main part of its self commitment was the declaration that within five years (from 2007) all future teachers should be made familiar with problems of integration and inclusion, and as an integral part of this: with demands which every teacher has to fulfill with respect to language education.

Case Study: Teacher Education in the Land Hamburg

Several German Länder have begun to establish teacher education schemes which are in line with the above recommendations. They have established "Centers for Teacher Education" – mostly at Universities – and developed curriculum reforms. The most advanced of these developments is the "Center for Teacher Education Hamburg". This shall thus be briefly presented as a case study (see for more information: <http://www.zlh-hamburg.de/>)

The "Center for Teacher Education Hamburg" (Zentrum für Lehrerbildung Hamburg / ZLH) is a joint institution of the University of Hamburg and the Hamburg State Institute for Teacher Education and School Development, the latter being the former responsible body for the 2nd phase of teacher education and for in-service-training. The new center was officially opened in June 2006. It is based on a cooperation treaty between the University and the Land of Hamburg.

The aims of the ZLH are to co-ordinate and harmonize the endeavors of all partners contributing to teacher education in Hamburg and to advise all participating agents. Moreover, the Center aims at identifying problem areas and to develop means to solve possible problems.

This model of a teacher education which is transversal to all participating institutions and phases of teacher education is innovative for Germany. One means to reach its aims is the establishment of standing working groups in which representatives of all participating institutions observe and evaluate the existing practice, and furthermore create new, adequate approaches to topical problems.

In a preparatory Enquête, three main areas of problems within the former teacher education schemes were identified:

- the professional dealing with social, cultural and linguistic diversity in the schools' populations,
- the professional operation of (new) media in the teaching and learning process,
- and the ongoing adaption of schools as institutions to societal change.

These three areas have been declared as focal aspects of any teacher training endeavor. Thus, students have to complete obligatory parts of their studies (as parts of the core curriculum) within these three areas; in two of the three areas, they have to take part in more detailed studies. This regulation is in fact unique in German teacher education. From winter term 2009/ 2010 on, every student in the MA-phase of teacher education must take part in an obligatory module on the topic of "German as a second language".

Conclusion:

Statutory measures

On a rhetorical level, there is no doubt that the German education system is an inclusive one. The commitment to offer equality of educational opportunities is detectable in every relevant preamble clause, such as the education legislations of the Federal states. The KMK developed or adopted a number of remarkable recommendations with respect to integration and inclusion. Many of them were transferred to guidelines and frameworks, to school curricula as well as curricula for teacher education. One example is a recommendation for intercultural learning which has remarkably innovative contents. Despite of all this, in the field of immigrant minorities as well as in other fields, the aim of providing equal opportunities for all children and youth, irrespective of their social, ethnic or linguistic backgrounds, is far from being achieved. Clear evidence of this can be read from the results of the large scale international student achievement studies, such as PISA, PIRLS. They

recurrently lead to the result, that there is a strong interdependence between a student's background and the chances of educational success.

Privatisation

The legal right to open a school is guaranteed by Art. 7 Part 4 of the German Constitution. This is considered to be a high ranging legal right, resulting from the experience of the National Socialist period in Germany. The right to establish private schools was considered as a means to avoid the conformity of the education system in Germany, as it was experienced during the Third Reich. In order to meet this aim, the State is obliged to contribute financially to the development and maintenance of private or independent schools.

Here again, we find a number of very different regulations for the support and maintenance of independent schools in the Länder. Irrespective of this, most Länder are responsible for the expenses of the teachers of private schools and other regular costs.

Although such legislation exists, the development of private school is a side issue in the German school system. More than 90% of the children attend a public or state owned school in Germany. Only very recently, a number of private initiatives reinforced their intentions to develop privately owned schools – not least as a reaction on the “PISA-Shock” which presented to large parts of the German public, for the first time, the evidence of weaknesses of the German school system. But nevertheless, the number of private schools in Germany is still consistently low.

Human rights

In 2006, the Special Rapporteur on the right to education, Vernor Muñoz, produced a report about features of the German education system with specific emphasis on the question of the compliance with human rights. The following paragraph focuses on the research and findings of his report (see Muñoz, Vernor 2007).

Muñoz analyzed the enjoyment of the right to education in light of four cross-cutting themes: (1) the impact of the German federal system; (2) the reform of the education system initiated as an outcome of the results of the OECD-program for international student assessment (PISA); (3) the education system structure; and (4) the paradigm shift on migration, in conjunction with demographic changes and socio-economic factors.

In his report, Muñoz stated that the Länder have almost a full jurisdiction in educational matters, and that each Land has extensive powers on education matters. He pointed out the fact that, consequently, Germany does not have a unified education system: no consistent

legal framework exists across the different Länder. He reported on the tasks of existing bodies at the federal level, namely the Standing Conference of the Ministers of Education and Cultural Affairs of the Länder (KMK), and its aims to ensure coordination between and among the Länder and the federal authorities. Moreover, the administration of education is under shared supervision of the Länder administrations, together with self-governing local authorities. As a result schools have reduced autonomy.

Muñoz pointed out that several studies carried out under the PISA program have revealed that in Germany there is a high co-relation between social and/or migrant background of students and educational achievement, and that this, among other reasons, has been a trigger for education reform. The necessity to move to a system which supports better the specific learning needs of each individual student was clearly seen in Germany.

The Special Rapporteur urged the Government to reconsider the multitrack German school system, as this is highly selective and leads to a form of de facto discrimination. Indeed, Muñoz pointed out that he believes that the classification process which occurs at lower secondary level (average age of students is 10, in most Länder) does not assess students in an adequate manner. He emphasized that this feature of the German education system leads to the result that it, instead of being inclusive, is exclusive. During his visit Muñoz could verify that, for example, poor and migrant children - as well as children with disabilities - are negatively affected by the classification system.

Finally, regarding migrant children and children with disabilities, Muñoz recommended that it is necessary for Germany to take action to overcome social disparities and to ensure equitable and equal educational opportunities to every child, especially those who are part of a marginalized sector of the population.⁹

The recommendations of Muñoz were taken up by the general public in a very positive sense. In educational policies the reaction was less positive. Only one Land - Hamburg - is about to develop a reformed educational system with a comprehensive primary phase of six years, that will start in 2010.¹⁰

⁹ United Nations (2007). Implementation of General Assembly Resolution 60/251 of 15 March 2006 entitled "Human Rights Council". Report of the Special Rapporteur on the right to education, Vernor Muñoz. Addendum. Mission to Germany. S. 2

¹⁰ For more details see: Behörde für Schule und Berufsbildung (BSB): Sonderheft 2009: 21. Jahrgang: Hamburg macht Schule.

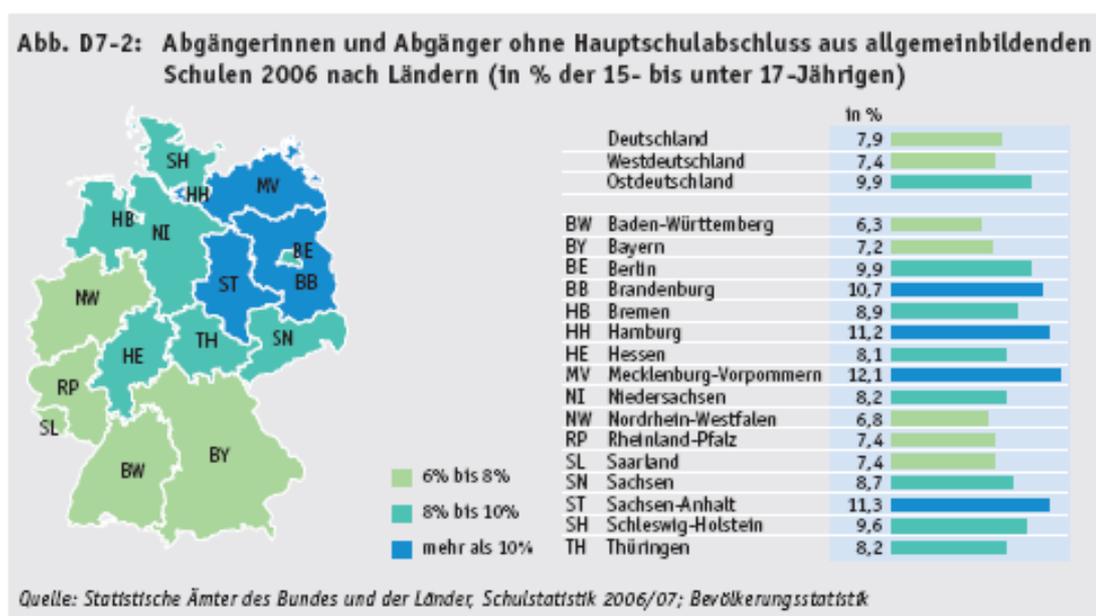
Early school leavers / dropouts from school

Primary education

As there is compulsory school education until the age of 15 (with minor differences in the Länder), there is no evidence for dropouts from schools in Primary education.

Lower secondary and vocational education

The European notion of school dropout refers to all students who leave school or other educational institutions without a certificate until the age of 25. Different from this, the German definition of school drop outs includes all those who leave the school before the end of obligatory schooling without having a certificate on their disposal – at least: the Hauptschulabschluß (lowest school leaving certificate). The following graph shows the percentage of school leavers without a “Hauptschulabschluß” in the different Länder:



Source: Autorengruppe Bildungsberichterstattung (2008): Bildung in Deutschland 2008: Ein 36

indikatorengestützter Bericht mit einer Analyse zu Übergängen im Anschluss an den Sekundarbereich I. Bielefeld, Bertelsmann. p. 89

As the graph illustrates, the percentage of school leavers without a Hauptschulabschluß differs in the Länder between 6% (Baden-Württemberg) and more 12% (Mecklenburg-Vorpommern). In general, the percentage of unqualified school leavers is lower in the southern and western Länder than in the northern and eastern. In an international comparison however, the percentage of unqualified school leavers is lower in Germany than in most comparable countries. In the age group of young people between 18 and 24 years, the average percentage of school leavers is below the average of other OECD-member states. This is due to the fact that a number of possibilities to catch up on school leaving certificates after compulsory schooling exist in Germany and are made use of by young people.

Unanimous of this, two groups of considerable drop-out risk exist in the German system: the children with special educational needs and those with an immigrant background.

As for the children with special educational needs, it can be stated that more than two third of them leave school without a qualified certificate; in 2006 for example, around 77% of the school leavers from schools for special educational needs finalized school without any certificate (cf. Bildung in Deutschland 2008, p. 89). The situation differs among those children with special educational needs who receive their education in integrated forms of schooling and those who attend separate schools: the students in integrated forms are normally entitled to receive a school leaving certificate, whereas in certain types of schools – e.g. the schools for mental diseases - no certificate can be obtained.

The second group with a special risk to leave school without qualified certificate are the children and youth with an immigrant background. The relative chances to leave school without a certificate is twice as high for these children than for 'German' children. Anyhow, this does not relate to all groups of immigrants in the same way. Whereas young people from the USA, some Asian and some EU-member states have no lower chances to obtain a school leaving certificate than their German peers, for young people with a Turkish or Italian background or coming from a member state of the former Soviet Union the risk of leaving school without any examination is more than double as high as the risk of the German students. In general, persons with an immigrant background in Germany are less formally educated than the native population. As already pointed out above, the risk of not obtaining a formal qualification until the age of 30 is more than twice as high for persons from Turkey

and other former guestworker-sending countries than for the indigenous population (cf. Bildung in Deutschland 2008, p. 40).

Socio-economic aspects

As already mentioned, the German public was extremely alarmed by the results of the OECD-PISA-studies since 2000. There were two main reasons for this: the study had uncovered that the variation in performance is extremely spread out, and that the system did not – as was expected – produce at least a considerable amount of outperformers. The second reason was that the linkage between the socio-economic status of the family and the achievement of the pupils was closer in Germany than (in 2000) in all other participating OECD states. Although the international comparison of 2006 showed that the impact of the social origin is now stronger in some states, e.g. the Czech republic and France, and the strength of the impact was slightly reduced in Germany, the ties between the pure chance of being born into a family with low economical and cultural capital and the chance of educational success are still remarkably strong in Germany.

The close relation between family background and the chances of educational success can be shown by the observation of school careers in the cohort of students who were first enrolled between 1970 and at the beginning of the 1980's. In this cohort, the level of graduation correlates substantially with the educational success of the parents. The relative chance for students whose parents reached graduation in the upper secondary education sector, was at 96% to reach such a level themselves. If the parents education level is lower, the probability drops to 80%. The acquisition of a university degree depends even more strongly on the degrees from the parents. Obviously, the parental experiences and aspirations contribute enormously to the chance of school success of their children.

Children from higher social strata have a higher chance to attend a Gymnasium and reach the highest school leaving qualification than those of lower social strata, even if both groups achieve the same performance. On the other hand, children from lower class families are more often steered toward lower secondary schools and apprenticeships, even if their performance is high. As the decisions of selection, which opens or locks in the long run the chances of school success, are usually made very early within the school career, they are hardly reversible and result, as also the Muñoz-report stated, in a highly socially selective system.

Gender

Whereas in the 1960's and 1970's girls were considerably disadvantaged in the German general education system, this is no longer the case today. The metaphor of the "young girl living in the countryside, deriving from a low social class and Catholic background" was used for the description of educational disadvantage in these days. Today, the metaphor has to be rewritten: now it is the type of "young boy living in downtown in a major city, deriving from a low social class immigrant family (namely: Turkish family) which is used for the description of the most disadvantaged group in the general education system in Germany.

Although gender disparity is removed in the general education system, this is not at all the case in the course of an academic or professional career in Germany.

For young women, the transition from the school to a professional training is clearly more difficult for young men. Gender specific imbalance within the transition process to professional training or work point to a constellation which was hardly recognized in the public sex gender of the last decades in Germany. The new disadvantage of young women is aligned to the entrance into and high qualified careers in the world of professional education and work.

This tendency remains unchanged although girls and young women comprise of a higher educational level today than boys and young men. Whereas the professional education status of young men today is comparable to that of their fathers' generation, the professional education status of women improved in the recent generation in comparison to their mothers' generation, as well as to that of men in the same age group.

All through the education – from the Primary sector up to the University – girl or women gain more success and higher achievement than boys: they enter school at an earlier age; achieve better in core competencies such as reading skills, remain less often without graduation, complete their professional training more often, achieve higher rates. Anyhow, this clear success story breaks off in the process of obtaining a professional career, namely of holding a leading position in the public or economical sector. Whereas the women's participation in the labour market amounts to around 50%, the percentage of women in high position drops to less than 30%. Whereas the percentage of women in University studies amounts to around 50% (and even more in some subject areas), the percentage of those achieving a doctoral degree in a university drops to less than 30%, and the percentage of women holding a professor's chair in the highest category is even lower: it drops to around

5%. A higher educational degree thus certainly raises the labour participation of women, but it does as yet not result in a gender balance in the area of highly competitive and reputed professional positions.

Measures to lower dropout rates

The range of measures which were established with the aim of raising educational attainment in recent years cover many areas. Some of them are being presented below as case studies. They are exemplary for measures which can be observed in all Bundesländer at present, although their effectiveness and impact is either not evaluated or not yet proved today.

Case Study: DJI-Projekt: „Sprachliche Förderung in Kindergärten“ (linguistic promotion in the Kindergarten) (see www.dji.de)

The project presented here is exemplary for similar projects in many German Länder. It was chosen for presentation because it belongs to the rare projects which do not relate to one Land only, but cover a cross-Länder perspective. It was funded by the Federal Ministry for Families, Women, Senior Persons and Youth. The project has led to a considerable production of excellent materials.

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

The general principle of the material which was developed is to dock with the children's ability, openness and curiosity for learning language. Four aspects of Kindergarten education are addressed in the materials: music, movement and motion, media and science. For every field a number of very exciting and well explained stimulations for playing and learning (with) language was developed, accompanied by explanations of their aims, usage and

possibilities to observe the language development of the children. The language stimulation units are accompanied by rich suggestions for the creation of a linguistically rich environment, for cooperation with parents and other experts and for the in-service training of the Kindergarten-personnel.¹¹

The first results from the project were published in 2006; the results of a 2 ½ years testing-phase of the material were published in 2009 (Jampert et.al. 2009; see also <http://www.dji.de/cgi-bin/projekte/output.php?projekt=384&Jump1=RECHTS&Jump2=L1&EXTRALIT=%3CH3%3ESchriften+zum+Projekt%3C%2FH3%3E&kurzform=0> and <http://www.dji.de/cgi-bin/projekte/output.php?projekt=271>).

Case Study: Studie zur Entwicklung von Ganztagschulen (StEG) (Research on the development of all-day-schooling in Germany)

The following description is based on an article by Ludwig Stecher (see Stecher 2009). Stecher is the Principal Investigator in the StEG-project. He describes that all –day-schooling has a long tradition in the German Reformpädagogik (progressive education) reaching back to the end of the 19th century, which lead, for example, to the foundation of residential schools. These concepts were used as blue prints for a number of newly launched all-day schools. Since (at least) the 1960s several initiatives were started to foster all-day schooling in Germany. Despite of this, all-day schools never played an important role in the education system. In the 1980s only four per cent of German children attended an all-day school.

Since the early 21st century it became evident that the German educational system was badly prepared to succeed in international knowledge-based competitions. As, for example, the PISA data show that the educational outcomes of the German system with respect to reading skills ranges considerably below the international average. As a reaction to this, new educational standards were developed and all-day schools were seen as the most powerful instrument for a reform of the national education system. Belonging to the main arguments, the additional extracurricular activities which can be offered at all-day schools would en-

¹¹ It is necessary to of the fact that Kindergarten-personnel in Germany is in general not academically educated but received their professional training in a preparatory school or on the job. This is not least due to the fact that the Elementary system was until recently not considered as being part of the education system, but part of the social and family care system.

hance students' academic achievement – not least for the benefit of those children who are in need of special support, namely children and adolescents with migration background.

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

The educational debate about all-day-schools in Germany coincided with the public debate about the future of child and family care. It was argued that families are more and more in need of child care facilities, not least in order to enable both parents to work. On one hand economic constraints force families to establish double income-households. On the other hand a growing number of families tend to realise a family model which offers both parents the opportunity to start a professional carrier parallel to family life. A third argument is that the employment rate of young mothers is – compared to other European countries – too low. A growing percentage of young mothers are well educated. Thus, Germany does not tap the full potential of this population because of the lack of child care facilities. As a result of these considerations, it was decided that the number of child care facilities ought to be increased, as well as the number of all day offers at schools.

It was new for Germany that the considerations with regard to children's and families' needs did not result in two separate discussions about school on the one hand and “after school day care” on the other hand. Instead all-day schooling was regarded as an instrument for innovation – adequate for both needs. Nevertheless, the development of all day-schools turned out to be different in the Länder. In Berlin for example, all primary schools were transferred to all-day schools; after school care centres were closed down; the personnel were integrated in the work of the all-day primary schools. Thus, in Berlin all children from six to twelve years profit from all say-schooling.¹² In other Länder only a small number of

¹² In the Länder of Berlin and Brandenburg, Primary education covers 6 years of schooling (6-12 year

schools was transformed into all day-schools. Whereas in Berlin 71% of schools are all-day schools, in Bavaria this is only the case for 20% of all schools. The total number of all-day schools in Germany doubled from 5,000 in 2002 to nearly 10,000 in 2006.

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

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

Case Study: Projekt: Entwicklung und Chancen junger Menschen in sozialen Brennpunkten (Project: Development and chances of young people in socially deprived areas)

Das Bundesprogramm Entwicklung und Chancen (E&C) benachteiligter Jugendlicher in sozialen Brennpunkten wurde im Jahr 2000 begonnen und verfolgt das Ziel, die in den Kommunen vorhandenen Ressourcen zur Förderung der Kinder- und Jugendhilfe zu mobilisieren, zu vernetzen und nachhaltig, im Sinne längerfristig wirksamer Angebots- und Hilfestrukturen, zu gestalten. E&C stellt dabei eine Programmplattform dar, die verschiedene

olds), whereas in all other Länder only have four years of Primary.

Programmbausteine beinhaltet.

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

Case Study: Labour market instruments

The “Bundesinstitut für Berufsbildung” (National Institute for Vocational/Professional Training) has developed a number of activities in the area of support for disadvantaged youths. This includes the “good practice center [gpc] – Förderung von Benachteiligten in der Berufsbildung” (promotion of disadvantaged persons in vocational or professional training; see <http://www.good-practice.de/gp/suche.php?action=view&id=115>).

The transition from school to work, and moreover: from a training period into an adequate occupation is a major problem for disadvantaged young people. A current approach to the relief of transition from the school into a professional training as well as to overcoming the problems of the second threshold, the training-to-work-transition, is the development of cooperation between the educational institutions, the institutions in which young people receive their professional training and the labour market.

The *gpc* was developed as a resource- and information center in order to facilitate and promote such cooperative approaches. A project portal makes reports on good practice of professional or vocational promotion available. Thus, the transfer of experience ,from good practice to good practice is facilitated. Moreover the *gpc* organizes conferences and publications for exchange on good practise, e.g. for teachers from vocational schools or for experts working in training centres. These target groups are provided with specific

qualifications for the support and advisory services for disadvantaged young people. Moreover the *gpc* produces information and teaching material for institutions which fulfill tasks in the area of transition to work.

As was illustrated above, a whole lot of activities have been or are being developed in Germany – all aiming at the creation of a more inclusive educational and vocational training system. At the same time, the enormous disparities are obvious. Children and youths who live in less fortunate economical and social situations, in families with low cultural capital, are disadvantaged in all areas of the German educational and vocational systems. With respect to this, some cautious conclusions from the above mentioned features of the situation in Germany are presented below.

Interim conclusions, research conclusions

Socio-economic inequities

The achievement gaps between indigenous and immigrant minority children in Germany can partly be explained by the social status and low cultural capital in migrant families. Nevertheless, the social origin is an important, but not the only explanation for the production of inequality in the German education system. Other important factors can be identified within the system of education and transition from school to work.

With respect to the problem of integration of immigrant minorities – which can be taken as a model for the inclusion also of other disadvantaged groups – it has to be stated that Germany started with the development of a more comprehensive integration policy only very recently. As was mentioned above, even today this policy is rather scattered over a lot of different responsible institutions and areas of influence. Hardly any coordination of activities and experience can be observed. This refers especially to the sector in general education with respect to the responsibility of the Länder for this area of politics and policies. Although according to the legal situation and to official rhetoric, the Länder are obliged to cooperate and coordinate their activities, in practice 16 different education systems and policies exist in the 16 Länder. A clear indicator for the absence of a desire for coordinated and cooperative action is the fact that after the *Föderalismusreform*, and the closing down of the BLK, nearly no joint innovation programs of the Länder have been initiated.

Another important factor is the absence of a concise and comprehensive development plan for the education system with respect to promote inclusion. The Länder have launched a large number of 'reform projects', most of them with short term perspectives and lacking of sustainability plans. Moreover, hardly any of these projects were or are accompanied by sincere evaluations of their effects and impacts. The Model Program FÖRMIG which was presented above belongs to the rare exceptions to this rule. On the other hand, numerous research results point to a certain number of prerequisites for the development of successful and inclusive schools (e.g. research in the context of a focus point program of the German Research Foundation: Bildungsqualität von Schule). Moreover, many – not least: international – research results leave open the requirements which are especially needed for successful education in linguistically and culturally complex, heterogeneous constellations – for example the very valuable research of Jill Bourne, who also contributes to this project.

In a summary, the most crucial requirements are the following:

- the development of local or regional education and support networks: the challenges of diversity differ in every region; thus, one-size-fits-all-solutions are neither realizable, nor would they have the charm of promising results. Moreover, successful educational institutions create careful links with the local communities – not least: with the parents of the children they care for.
- the allocation of local or regional support centers which can accompany educational institutions in their endeavour to develop inclusive policies and strategies. The whole situation of diversity is by an extreme dynamic. Thus, educational institutions can not be provided with means and resources for any unforeseen new situation. Support centers which can provide necessary resources in a flexible manner, including support and the accompanying of pedagogical personnel, can help to develop adequate solutions in case of new emerging or unsolved problems – not least with respect to assistance in the qualification of personnel and the development of educational institutions.
- the foundation of any activity on a resource oriented philosophy. The respective research shows that successful educational institutions base their practice on an ethos of respect in which adults spend time and effort to discover the strengths of their student: listening to them, trying to see things children's points of view, and tried to adapt practices to their abilities and competences. Successful educational institutions recognize that children behave and learn best when they are respected

and motivated; no child can learn when frightened or worried. Successful educational institutions have established high expectations of both teachers and students.

- the continuity of measures. Most educational reform endeavours need a considerable period of time in order to be able to result in sustainable effects – not least because of the duration of effective implementation processes. Thus, a change of direction – from short-winded project activities to sustainable implementation of well developed concepts is highly advisable.
- the excellent qualification of the personnel in pedagogical institutions. No reform can be successful if those who carry the responsibility of conversion of strategies and plans into action are not thoroughly prepared and their investment not valued.
- the continuous evaluation of impact and results. There is no need of more well-meant activities – instead, there is a need of activities which are carefully based on research results, and which are moreover carefully observed and evaluated with state of the art-methods of educational research.

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