



**OECD Thematic Review on Migrant  
Education**

**International Questionnaire:  
Migrant Education Policies in  
Response to Longstanding  
Diversity**

**FINLAND**



## **Background**

1. As part of the OECD review on migrant education, countries were invited to provide information on their national migrant education policies. Note that this information is in addition to the full country background reports provided by the six countries participating in the policy review: Austria, Denmark, Ireland, the Netherlands, Norway and Sweden.

2. The attached information was provided by Finland using a standard international questionnaire on migrant education policies in response to longstanding diversity. For any questions regarding this information, please contact:

Ms. Anna Mikander  
Ministry of Education, Finland  
Email: [anna.mikander@minedu.fi](mailto:anna.mikander@minedu.fi)  
Telephone: +358 9 160 77216

## QUESTIONNAIRE A

### INTERNATIONAL QUESTIONNAIRE: MIGRANT EDUCATION POLICIES IN RESPONSE TO LONGSTANDING DIVERSITY

#### Box 1. Technical notes

##### Types of questions

**Questions on national statistical information:** Please attach datasets that are available from your national statistics, and provide a short note summarizing the available information (directly in the questionnaire).

**Multiple choice questions:** Please use the following symbols to fill in the multiple choice boxes:

- Y = Yes
- N = No
- A = Category does not apply
- M = Data is not available

**Tables:** Please complete every cell in the tables. If you cannot provide the data requested for each cell, please indicate whether the data is 'not available' (m) or 'not applicable' (a).

##### Types of immigrants considered

**First-generation immigrant students:** Students who were born outside the country of assessment and whose parents were also born in a different country.

**Second-generation immigrant students:** Students who themselves were born in the country of assessment but whose parents were born in a different country, i.e. students who are following/have followed all their pre-school/schooling in the country of assessment.

In some countries, data may not be available according to the place of birth of immigrant students and their parents. To capture as much available data as possible, we may also ask for information on the category of "foreign nationals":

**Foreign national students:** students not holding citizenship of the country where they are enrolled in school.

##### Levels of education covered

Unless otherwise indicated, countries are requested to provide information on migrant education in pre-primary childcare institutions (we will refer to childcare as level '00') through to lower secondary schools (i.e. ISCED levels 0, 1 and 2). For questions on transition rates we will also ask for information on upper secondary education (ISCED3).

ISCED (International Standard Classification of Education) refers to an instrument suitable for compiling statistics on education internationally.

**Level 00: Pre-primary childcare:** This level refers to early interventions (before the age of pre-schooling in some countries). This type of childcare is normally offered for children aged between 0 and 4 depending on country contexts.

**ISCED 0: Pre-primary education.** This level is defined as the initial stage of organised instruction, designed primarily to introduce very young children to a school-type environment, that is, to provide a bridge between home and a school-based atmosphere.

**ISCED 1: Primary education.** This level begins between 5 and 7 years of age, is compulsory in all countries and generally lasts from four to six years.

**ISCED 2: Lower secondary education.** This level continues the basic programmes of the primary level, although teaching is typically more subject-focused. Usually, the end of this level coincides with the end of compulsory education.

**ISCED 3: Upper secondary education.** This level generally begins at the end of compulsory education. The entrance age is typically 15 or 16 years. Entrance qualifications (end of compulsory education) and other minimum entry requirements are usually needed.

#### **Year covered**

Information is requested for the **2006/07** school year or the year 2007. If you are providing data for a different year, please provide a note at the bottom of the respective table.

In addition, wherever available, it is most preferable to receive the data from the 2006/07 school year, as well as from five years or ten years ago.

#### **Notes on interpretation**

If you need to provide any notes to facilitate interpretation of your answers, please provide them in a clear and concise manner directly underneath the answer concerned.

## I. Contextual information

Note: It's difficult to give unambiguous data on the amount of children with an immigrant background in Finland. The reason for this is the definition of immigrant. One definition is based on citizenship and there is exact data on the number of people with a foreign nationality residing in Finland. Another definition is based on the country of birth, where the returnees also are accounted for. The third possibility is more subjective, as it is based on the registration of mother tongue other than Finnish, Swedish or Sami. In this case, it is up to everyone themselves to define and decide which language they believe to be their mother tongue and the parents to decide how to register their children.

3. Please provide information, if available from your national parent surveys<sup>1</sup>, which indicates the average household incomes of immigrant parents compared to native parents. Please attach any statistical information, if available. **M**
4. Please provide information, if available from your national parent surveys, which indicates the educational and/or occupational backgrounds of immigrant parents compared to native parents. Please attach any statistical information, if available. **M**
5. Please provide information, if available, on the socio-economic status of immigrant students compared to native students. Please attach any statistical information, if available. **M**
6. Please provide information on immigrant students' proficiency in the language of instruction (L2), if available from national reading tests, assessments of immigrants upon arrival or other national sources. Please attach any statistical information, if available. **M**
7. Please provide any research results, if available, on **segregation, de-segregation and self-segregation** of immigrant communities, and any implications for national policies and education policies. Please make references to any reports or research, if available.

In Finland the concept of the "neighbourhood school", is very widely practiced. This means that the students can go to the school closest to their home, or the school that the student belongs to, based on where he/she lives. The principle of the neighbourhood school divides the students equally, as each school is responsible for the school attendance of the students belonging to their area.

Since 2007 providers of basic and general upper secondary education have been able to apply for extra state funding for providing instruction in the mother tongue of immigrant pupils. The funding covers a maximum of 2.5 lessons per week per teaching group. The pupils can also get remedial instruction in their mother tongue.

The possibility for the students to get instruction in their own mother tongue decreases the risk of segregation

8. Please provide information on the countries of origin of enrolled immigrant students in Table 1 below.

---

1. These questions seek information on **parents** of immigrant children. If no such data is available, we will supplement with data on overall immigrant populations, which may include immigrants who do not have children.

**Table 1 Country of Origin (public schools, 2006/07)**

Please provide the main countries of origin for the immigrant students who are currently enrolled at school.

Country	Level of education	Country of origin	Percentage of enrolled children who were born in this country of origin (first-generation)**	Percentage of enrolled children whose parents were born in this country of origin (second generation)	Percentage of enrolled children who hold citizenship of this country of origin (foreign nationals)
	Pre-primary childcare	1) M	M	M	M
		2) M	M	M	M
		3) M	M	M	M
	ISCED 0*	1) Russian	0,7 %	M	M
		2) Somalian	0,5 %	M	M
		3) Estonian	0,3%	M	M
	ISCED 1*	1) Russian	0,7%	M	M
		2) Somalian	0,5%	M	M
		3) Estonian	0,3%	M	M
	ISCED 2*	1) Russian	1%	M	M
		2) Estonian	0,4%	M	M
		3) Somalian	0,3%	M	M

Notes: \* In this case, the children are registered according to different age groups. I have used the following groupings: ISCED 0=age 5-9, ISCED 1=10-14, ISCED 2=15-19, for clarification.

\*\*The children are also registered according to mother tongue and not country of origin. The data does not specify if it's first or second generation speakers, nor foreign nationals.

Are the following groups considered "disadvantaged learners"<sup>2</sup> and therefore explicitly targeted by policies to improve equal access, participation and/or learning outcomes of all students?

	ISCED (public schools)			
	00	0	1	2
✓ First-generation immigrant students	N	N	N	N
✓ Second-generation immigrant students	N	N	N	N
✓ Foreign national students	N	N	N	N
✓ Students who are not native speakers of the language of instruction	N	N	N	N
✓ Students from indigenous groups	N	N	N	N
✓ Students with low socio-economic background	N	N	N	N
✓ Boys, with respect to certain subjects	N	N	N	N
✓ Girls, with respect to certain subjects	N	N	N	N
✓ Other (please specify)	M	M	M	M

2. Disadvantaged students are students who may experience difficulties in education due to factors that relate to social, economic, cultural, geographical, ethnic or gender related aspects of their background, not including students eligible for special education.

## II. Access

9. Are the following types of **orientation/ induction programmes** provided to newly arrived immigrant students and/or their parents to facilitate enrolment and integration at school?

	ISCED (public schools)		
	0	1	2
✓ Distribution of welcome materials in national language	Y	Y	Y
✓ Distribution of welcome materials in non-national languages	Y	Y	Y
✓ Assigning “welcome buddy”	Y	Y	Y
✓ Assigning tutor/ mentor	M	Y	Y
✓ Interpretation service	Y	Y	Y
✓ Bilingual classroom assistant	M	Y	Y
✓ Family advisor	M	M	M
✓ Organisation of social events for parents who are new to the locality	Y	Y	Y
✓ Other (please specify)	M	M	M

*Note: This item was adapted from Eurydice (2004), Integrating Immigrant Children into Schools in Europe.*

10. What policies have been taken to ensure equal access to quality education for immigrant students? What/who have been the driving forces behind these initiatives? What results have been observed, if any?

The municipalities can provide instruction preparing for basic education to all pupils of compulsory age and pre-primary (6-year olds) whose knowledge of Finnish or Swedish isn't sufficient for instruction in a basic education group. The schools can give this instruction, with funding from the state. The instruction preparing for basic education is also stated in the national core curriculum. The length of the instruction will change as of next year from 6 months to a year. Many schools have already given out preparatory instruction up to a year to their immigrant students, without separate funding. There are still, however, large regional differences in the availability of and arrangement for preparatory instruction.

In the education of immigrant students, particular emphasis is given to the sufficient command of Finnish or Swedish. The immigrants are usually put into a class that is in accordance to their age and knowledge. These students are also entitled to get instruction in Finnish/Swedish according to the syllabus Finnish or Swedish as a second language, instead of Finnish or Swedish as a mother tongue. In the curriculum, it is not taught as a second language, but rather under the syllabi mother tongue and literature. If, for some reason, the school does not offer instruction in Finnish or Swedish as a second language, the pupils participates in the mother tongue and literature classes, which will be modified to meet the needs of each individual student.

In addition to learning Finnish or Swedish, all pupils must be able to maintain and develop their own mother tongue. The objective is functional bilingualism and to strengthen the pupil's multicultural identity. Instruction in mother tongue for pupils with an immigrant background is provided as instruction complementing basic education by means of separate state subsidy. This is taught based on the availability of teachers who can give out instruction in various different languages. Russian, Somali and Albanian have been the languages most widely taught in the past years.

## III. Participation

11. Is there any evidence in your country that immigrant children are **underrepresented in early childhood education and care** (please provide data if available)? If there is research that points to

obstacles to their participation in early childhood education and care (ECEC), please make a reference. Also, please describe if any policy initiatives have been launched to increase their participation. [Half a page to one page of description and an attachment of any statistical information, if available.]

Under the law on children's daycare, at the end of the period of parental allowance parents are entitled to a place for their child in municipal daycare either in a daycare centre or in supervised family daycare until the child goes to school. The municipalities are also under a statutory obligation to arrange daycare where necessary for older children. Other early childhood education activities are also arranged at municipal level; participants include children being cared for at home and their parents, family care minders and the children under their care, and small children who are already attending school.

Children's daycare is an early childhood education service which combines the child's right to early childhood education and the parents' right to a daycare place for their child. The central function of daycare is to support the parents in nurturing and educating their child. This places a stress on the early provision of support and by extension underlines the importance of preventive action. Such a universal service system intended for all families with children also allows families who need it to be referred to special services. These include child welfare services, child guidance and family counselling clinics, home care services, mental health services and social work services for intoxicant abusers. The service system as a whole also has to take account of the possibility of chronic illness or hospitalization of a child of early childhood education age. As an alternative to home care allowance and municipal daycare, families have the option of arranging private daycare for their children with the support of statutory private child care allowance.

Preschool education is provided in accordance with the Basic Education Act.<sup>7</sup> According to the Government Rules of Procedure,<sup>8</sup> preschool education comes under the remit of the Ministry of Education in cooperation with the Ministry of Social Affairs and Health. In many municipalities preschool education is arranged in cooperation between the municipal social welfare and education authorities in both daycare centres and schools. Under the Basic Education Act children are entitled to at least 700 hours a year of free preschool education based on parental choice to begin as a rule one year before the commencement of compulsory education. The municipalities prepare their own local curricula based on the national core curriculum for preschool education approved by the National Board of Education.

It is the statutory duty of the municipality or local authority to arrange pre-primary education, but the participation is voluntary. The municipality decides where pre-primary education is organised. It can either be organised by the educational authorities or the social authorities, depending on the municipality. Apart from organising pre-primary education in both the national languages, the municipality can also organise preparatory instruction for immigrant children, either on its own, or in cooperation with the nearest primary school. The aim for immigrant children in pre-primary education is to build a base for bilingualism and the opportunity to grow up with their own culture and become an active member of the Finnish society. Children of pre-primary age can also get instruction in Finnish/Swedish as their second language or their own mother tongue, with a primary education group. The municipality gets a special state subsidy when organising this kind of instruction. Of the native Finnish children, about 98 % attend pre-primary school. The children with an immigrant background are underrepresented in the pre-primary education. It is possible, in this case, that the underrepresentation of immigrant children is because the families are unaware of the possibilities for their children to attend pre-primary education. Part of the immigrants might also shun the participation of their children in pre-primary education. Of all the children in Finland in pre-primary education in the year 2004, there were about 1,7% with an immigrant background that participated in pre-primary education. The number does increase every year.

12. Is there any evidence that immigrant children are overrepresented in special education<sup>3</sup> (please provide data if available)? What are the criteria to decide on streaming of students into special education? Have any measures been taken to reduce the number of immigrant students being streamed into special education? [Half a page to one page of description and an attachment of any statistical information, if available.]

There seems to be some evidence that immigrant children are overrepresented in special education, but it varies from one municipality to another. Out of all the pupils in basic education, the percentage of immigrant children in special education varies from 0 - 1,3%. Out of all the immigrant children in basic education 0 - 17,9% receive special education. This varies from 0,2 - 12,3 % when it comes to native children. Out of all the children in special education, the percentage of immigrant children varies from 0 - 15,5%, whereas this percentage varies between 0 - 10,9% in terms of native children. Most of the immigrant children get through basic education without special support, as long as they get instruction in Finnish/Swedish as a second language, instruction in their own mother tongue and general support. It is important to keep in mind that bilingualism never is a reason for language disorder and that bilingualism doesn't increase linguistic learning disabilities or that bilingualism is not an obstacle for learning languages in general.

13. Is there any evidence that immigrant students are **overrepresented in lower tracks of secondary education** (please provide data if available)? If yes, have any initiatives been taken to postpone the age of tracking or to adjust criteria used for tracking decisions? If yes, please describe if there are documents, if any, which report on the results of such initiatives. [Half a page to one page of description and an attachment of any statistical information, if available.]

The post-compulsory upper secondary level comprises general and vocational education. Both forms usually take three years and give eligibility for higher education. About 50% of all school-leavers opt for the general upper secondary school. In the year 2005, there were 2 765 students with a mother tongue other than Finnish or Swedish in general upper secondary education. Of all the students in general upper secondary education, this share is 2,6 %. Of the immigrant students, 95 % applied for studies in upper secondary education in the year 2004. This is about the same share as for native students. What's different here, is that as opposed to the native students, of which about 55 % applied for general upper secondary education, of the immigrant students, this share was only 34 %. The National Board of Education published a report in 2007 on Immigrant Education in general upper secondary school, what forms of support there are for the students and what their needs are. The data for the report was collected in the spring of 2006 and more qualitative interviews were made in 6 general upper secondary schools both in 2006 and 2007. The purpose of the report was to gather all basic information and data on immigrants in general upper secondary school, which has never been done nationally before.

No initiatives have been taken to postpone the age of tracking, but there are initiatives taken to make general upper secondary school more accessible to immigrant students.

14. Please complete the Tables 2-5 on the following pages on enrolment numbers, enrolment rates, drop-out rates, and repetition rates.

15. What policies have been taken to promote equal participation in school by immigrant students? What/who have been the driving forces behind these initiatives? What results have been observed, if any?

See Question 29.

---

3. "Special schools" are schools catering to students who have special educational needs such as learning difficulties or physical disabilities. For this purpose, these schools generally receive additional public and/or private resources.

**Table 2 Enrolment numbers (public and private schools, 2006/07)\***

Enrolment number = number of students enrolled in each level of education (the count of students studying in the beginning of the school/academic year).

Country	Level of education	Type of education	Total number of students enrolled	Number of native students enrolled	Number of immigrant students enrolled		
					First-generation	Second-generation	Foreign national
Country	Pre-primary childcare	Public	M	M	M	M	M
		Private	M	M	M	M	M
Country	ISCED 0	Public	56 311	54 164	2 147**	M	M
		Private	A	A	M	M	M
Country	ISCED 1	Public	364 371	351 784	12 587**	M	M
		Private	A	A	M	M	M
Country	ISCED 2	Public	199 201	193 201	6 000**	M	M
		Private	A	A	M	M	M

Notes: \*This data is based on the language the students are registered as having. It is up to the parents to decide which language they want to register their child as speaking.

\*\*The students with immigrant background are not separated into first or second generation or foreign nationals.

**Table 3 Net enrolment rate (public schools, 2006/07)**

Net enrolment rate = the share of children of the specified age group enrolled in the corresponding level of education (in percentage)

Country	Level of education	Official age range per level of education	Overall enrolment rate	Enrolment rate of native students	Enrolment rate of immigrant students		
					First-generation	Second-generation	Foreign national
Country	Pre-primary childcare						
Country	ISCED 0	6-7	99 %	M	M	M	M
Country	ISCED 1	7-12	M*	M*	M*	M	M
Country	ISCED 2	13-15	M*	M*	M*	M	M

Notes: \*No official statistics, but in theory this rate should be 100 %.

**Table 4 Drop-out rate (public schools, 2006/07)**

Drop-out rate = the share of students enrolled in the specified level of education at the beginning of the school year who have left the school system before the beginning of the next school year without completing the level (as a percentage).<sup>1</sup>

Country	Level of education	Overall drop-out rate	Drop-out rate of native students	Drop-out rate of immigrant students		
				First-generation	Second-generation	Foreign national
				ISCED 1	M	M
ISCED 2	M	M	M	M	M	

Notes: Mostly the patterns in drop-out rates for immigrant students follow that of the native students, but are usually higher for immigrant students.

1. Percentage of early school leaver by national status is introduced in the European Commission (2006), Efficiency and Equity in European Education and Training Systems COM(2006)481 Final, November, p70, based on the Eurostat Labour Force Survey (2005).

**Table 5 Grade repetition rate (public schools, 2006/07)**

Grade repetition rate = the share of students enrolled in the specified level of education who are enrolling in the same grade or year of study of the same education programme for a second or further time (as a percentage).

Country	Level of education	Overall grade repetition rate	Grade repetition rate of native students	Grade repetition rate of immigrant students		
				First-generation	Second-generation	Foreign national
				ISCED 1	0,4 %	0,4 %
ISCED 2	0,5 %	0,4 %	0,2 %	M	M	

Notes:

#### IV. Learning Outcomes

16. Please provide information on the **educational performance of immigrant children** compared to native children, if available from any nationally or regionally administered tests (or 'school readiness assessment' for pre-school children). If available, please provide a reference to any **longitudinal data** on the education outcomes of immigrant students. Please make references to any reports or provide access to datasets, if available.

Native children perform, on an average, better than first generation immigrant children. The biggest differences are in subjects such as History, Biology and Geography. The smallest differences show in subjects such as Arts. What's interesting is that the educational performance of returnees and second generation immigrants seems to be better than the natives' when it comes to languages in comparison to all the subjects. In some cases, the performance might even be better than that of the native students. There is,

however, a difference within the immigrant students' performances. Of the different groups of immigrants, the second generation immigrants are performing better than their native peers, whereas the weakest performers are first generation immigrants from outside the EU.

17. What types of policies are in place to **adapt the curriculum and school organisation** to the needs of immigrant students?

ISCED (public schools)

	0	1	2
✓ Curricula and textbooks recognise diverse cultural backgrounds	Y	Y	Y
✓ Curriculum promotes intercultural education	Y	Y	Y
✓ Employment of school leaders, teachers or support staff with immigrant background	Y	Y	Y
✓ Professional development programmes for school leaders to prepare them to respond to the needs of immigrant students	Y	Y	Y
✓ Professional development programmes for teachers/educators to prepare them to respond to the needs of immigrant students	Y	Y	Y
✓ Employment of staff with a school-home liaison mandate	Y	Y	Y
✓ Counselling and guidance to promote transition to higher levels of education	Y	Y	Y
✓ Other (please specify)	M	M	M

18. What types of policies are in place to **adapt teaching and learning** to the needs of immigrant students (other than language needs)?

ISCED (public schools)

	0	1	2
✓ <u>Integrated support</u> : Immigrant students receive individualised course material and support inside the mainstream classroom	Y	Y	Y
✓ <u>Extracurricular support</u> : Immigrant students receive individualised support in addition to regular instruction (outside the mainstream classroom)	Y	Y	Y
✓ <u>Extracurricular group tuition</u> : Immigrant students are grouped together separately for additional instruction (outside the mainstream classroom)	Y	Y	Y
✓ Mentors / tutors for immigrant students to provide general support	Y	Y	Y
✓ Additional diagnostic testing of students	Y	Y	Y
✓ Other (please specify)	M	M	M

19. What types of support are available to immigrant students in addition to and outside of the regular classroom?

See Answer 29.

20. What types of policies are in place to **respond to the language needs** of immigrant students?

Note: These policies vary very much from one municipality to another. Therefore, it is possible to answer yes to almost all questions, since some policies stated are in place in some municipalities and some in others.

ISCED (public schools)

	0	1	2
✓ Immersion without systematic language support	N	N	N
✓ Immersion with systematic support in the language of instruction (L2)	Y	Y	Y
✓ Immersion with a monolingual preparatory phase in the mother language (L1)	Y	Y	Y
✓ Immersion with a monolingual preparatory phase in the language of instruction (L2)	Y	Y	Y
✓ Transitional bilingual education with a gradual shift to the language of instruction (L2) only	Y	Y	Y
✓ Maintenance bilingual education to develop proficiency in both the mother language (L1) and the language of instruction (L2)	Y	Y	Y

Note: this item was adapted from *OECD (2006), Where Immigrant Students Succeed, OECD, Paris.*

21. Please provide information on **transition rates** in Table 6.

22. What policies have been taken to stimulate good performance in school by immigrant students? What/who have been the driving forces behind these initiatives? What results have been observed, if any?

During the early stages of their school career and for a limited period of time, educational authorities might consider making arrangements for migrant children to be able to undertake parts of their studies in their mother tongue as it will assist the children to develop the necessary cognitive and academic skills to successfully pursue their studies in the language of instruction. Support given in the pupils' own languages plays a significant role in terms of learning key knowledge as a basis for L2-language studies and boosts their self-esteem. Provision of studies in native languages facilitates co-operation with pupils' parents and gives them better opportunities to follow and support their children's progress. Instruction supports all pupils: those with a strong background can quickly catch up on subject studies, when they can understand the contents of instruction right from the start. The weaker a pupil's level, the easier it is for them to understand complex contents when these are explained using their own mother tongue, building on what the pupil already knows.

23. In several schools, assistants may stay behind once a week after school to run a homework club for pupils with immigrant backgrounds. This club usually lasts 2 hours. Club participants may either work on assignments agreed with their teacher, or each pupil may choose what they wish to do at the club. The club is commonly included in the pupils' timetables, but it is optional. These clubs can also be organised by immigrant organisations for pupils of their own cultural and linguistic background.

**Table 6 Transition rate (2006/07 - 2007/08)**

Transition rate = the share of students enrolled in the final grade of the specified level of education in the 2006/07 school year who have been admitted to a higher level of education in the 2007-08 school year (in percentage).

Country	Level of education	Overall transition rate	Transition rate of native students	Transition rate of immigrant students		
				First-generation	Second-generation	Foreign national
	Pre-primary childcare	M	M	M	M	M
	ISCED 0	M	M	M	M	M
	ISCED 1	M	M	M	M	M
	ISCED 2	M	M	M	M	M
	ISCED 3	M	94,5 %	84,6 %	M	M

Notes: Eight and a half years after finishing basic education, a fourth of all immigrants have yet to have an upper secondary diploma. When it comes to native students, the rate is one eighth. According to statistics, the students who run the biggest risk of not receiving a diploma from upper secondary school are those who haven't started upper secondary education immediately after basic education.

## V. General policy issues and funding

24. Please describe the policy issues that are on the current education reform agenda concerning immigrant students in your country. Please also summarise current public debate on the issues in your country.

The municipalities can provide instruction preparing for basic education to all pupils of compulsory age and pre-primary (6-year olds) whose knowledge of Finnish or Swedish isn't sufficient for instruction in a basic education group. The schools can give this instruction, with funding from the state. The instruction preparing for basic education is also stated in the national core curriculum. The length of the instruction will change as of next year from 6 months to a year. Other than that, there are a number of general education reforms not specifically targeted to immigrant students, but aiming at improving quality in comprehensive education. Special emphasis is put on, among other things, intensified and special support, student counselling and after-school activities. A working group to work out a set of quality criteria for basic education has been appointed. Furthermore, the quality in education will be developed by decreasing the sizes of the teaching groups. At the moment, there are no laws on the minimum size of the teaching group in basic education.

25. Please describe the mechanisms to design policies concerning the integration of immigrant students into pre-school and school. Please specify which ministries are involved for such policy designs, what role/remit each ministry has, and how the policy coordination has been operational. Please attachment some relevant documents (e.g. an inter-ministerial join policy paper, a mission statement of an inter-ministerial unit, descriptions of a jointly-run-project, etc.).

One of the main priorities for the current government is the integration of immigrants into the Finnish society, primarily by means of education and employment. The government's objective for immigration

policy is to develop an active, comprehensive and coherent policy, taking into consideration the need for labour, the diverse background of the immigrants and international obligations.

One of the priorities of the Development Plan for Education and Research 2007-2012, a plan adopted every four years by the Ministry of Education, is also immigrants and multiculturalism. According to the plan, the aim in general or basic education is to provide all immigrant pupils with sufficient support and foundation for succeeding in basic education and general upper secondary studies and for integrating into Finnish society.

<http://www.minedu.fi/export/sites/default/OPM/Julkaisut/2008/liitteet/opm11.pdf?lang=sv>

The Government Immigration Policy Programme,

[http://www.intermin.fi/intermin/images.nsf/files/1fe79cfcd6fc744bc22573c2004812fa/\\$file/thj371\\_mamupol\\_ohjelma.pdf](http://www.intermin.fi/intermin/images.nsf/files/1fe79cfcd6fc744bc22573c2004812fa/$file/thj371_mamupol_ohjelma.pdf)

26. Please describe the comprehensive education policies or universal measures, if any, which have proved to be beneficial for immigrant students in your country. Please describe the objectives of the policies/measures and the indicators used to measure the benefits. *M*

27. Please give one or two examples of education policy interventions that have had unintended impacts (positive or negative) on access, participation or learning outcomes of immigrant students. Please explain. [One-page.]

*JOPO* (Flexible basic education is a product of a national dropout activation programme initiated by the Ministry of Education in 2006. The flexible basic education project, which in Finnish goes under the acronym *JOPO* (from flexible basic education), is one action in the programme. It seeks to support young people in finishing their basic schooling and applying for further education or training after school. All the *JOPO* activities are integrated into basic education and conform to its aims and content but apply flexible action models and instruction adjusted to individual needs and situations. At the same time, efforts are made to ensure that school-leavers find a place in post-compulsory education or training. The *JOPO* teaching uses action-based forms of work and on-the-job learning at authentic workplaces. It follows the principle of the same school for all. *JOPO* activities are effective. The situation of nearly 90% of the pupils had improved from the initial state of affairs. As regards pupils that had not benefitted, the main reason for the failure to get their studies underway even within *JOPO* was their extremely difficult family and life situations. *JOPO* had its largest effect in ensuring that pupils got their school-leaving certificates, in reducing absenteeism and in improving study motivation

28. Please indicate the total public resources spent on the education of immigrant children. Please list relevant ministries who are allocated the public resources and specify the amount that each ministry is allocated to. Please provide the figures in local currency. Of the total public funding, please indicate the allocation to the ministry of education in local currency. Please specify how the funding has been allocated among different types of programmes or institutions (e.g. national programmes, block grants to institutions, additional grants to institutions, funding per capita, seed-funding for pilot projects, etc.)?

The Ministry of Education spends around 6 million €/year for special state subsidies allocated to municipalities offering Finnish/Swedish as a second language-instruction and instruction for immigrants in their own mother tongue.

The project to support the development and establishment of multicultural skills, started by The Ministry of Education and the Finnish National Board of Education (FNBE) 2007, is supported by the Ministry of Education with a sum of around 1 million €/year.

The state support for preparatory education in both pre-primary and basic education by the state was recently increased, so that the Ministry of Education, from the beginning of the year 2009, allocates a sum of around 19 million €/year to the municipalities for this purpose.

In addition to this, other ministries support immigrant education through various channels. The Ministry of the Interior is in charge of the coordination of Integration policies. The Ministry of Employment and the Economy also allocates resources towards immigrant education.

29. On national programmes on the education of immigrant children, please provide detailed information in a table: [the name of the programmes], [policy objectives], [planned means to achieve the objectives], [expected outputs], [budget allocated], [duration of the programme with the starting year], [target beneficiaries], and [target level] for each programme. Please add other relevant information to the table.

### **The preparatory pre-primary education and preparatory instruction for basic education in Finland**

**Objectives:** To guarantee children and young people adequate linguistic, theoretical and other abilities to move on to basic or mainstream education.

**Target group:** The idea is to place individuals arriving in the country at pre-primary age (6-year-olds in Finland) or at basic education age (7–16-year-olds) in preparatory instruction for basic education according to their personal level and needs.

**Roles and responsibilities:** In Finland, local authorities are responsible for providing preparatory pre-primary education and preparatory instruction for basic education, but central government grants financial support for this purpose for a period of about one year. The Finnish National Board of Education has prepared a national core curriculum for preparatory instruction.

**Timing:** Children and young people should start preparatory studies as soon as possible after arrival in the country. These studies usually last about a year, but several local authorities provide newly-arrived young immigrants in particular with the opportunity to study for 2 to 3 years, where necessary.

#### **Measures:**

Preparatory instruction is usually organised in groups. The aim is to keep the group size at about 10 pupils. A group is usually taught by one teacher who generally receives help from a special needs assistant capable of supporting and guiding pupils in all situations occurring during the school day.

Even a single pupil may study according to the curriculum for preparatory instruction, while otherwise being part of a mainstream class. In such cases, the aim is to organise support classes to facilitate the pupil's studies.

Each pupil is provided with their own individual study plan. It is also possible to prepare integration plans for them. Instruction in a preparatory class is individual and implemented in accordance with each pupil's individual study plan. Instruction takes into account pupils' different linguistic and cultural backgrounds, ages and developmental levels, educational backgrounds and learning abilities. The teacher will differentiate instruction according to each pupil's age and developmental phase.

Pupils in preparatory instruction study the L2 language, their own native language (L1 language) and the contents of key basic education subjects based on their own initial level and learn about their new country's society and culture in dialogue with their own original culture.

As far as possible, pupils are integrated into mainstream education at the beginning of preparatory instruction according to their personal level of knowledge and skills, first in arts, crafts and physical education and later on, as their skills increase, in other suitable subjects.

Pupils receive instruction in their own native language (L1 language) and support in their own language whenever possible.

The school is responsible for introducing parents to the new country's education system, curriculum, pupil assessment, teaching methods, and growth, education and schooling in society.

The school's pupil welfare staff are responsible for creating basic conditions for the well-being of children and young people and for identifying any possible support needs and initiating relevant support measures.

Young people are entitled to receive guidance counselling concerning further studies and the requirements of the world of work.

When pupils move from preparatory instruction to another group or school, the sending and receiving groups or schools co-operate to facilitate the transition. Pupils usually get to know their new groups for a period of some days or a week prior to the transfer. Teachers hold a joint transfer meeting in good time before the transition. Some schools have pupils acting as peer tutors, welcoming new pupils and familiarising them with the school's practices.

### **Mother tongue instruction**

Instruction for immigrants complies with the national core curricula, taking into account the pupils' backgrounds and starting points, such as native tongue and culture, reason for immigrating, and duration of residence in Finland. In addition, the instruction has special objectives. It must support the pupil's growth into active and balanced membership of both the Finnish linguistic and cultural community and the pupil's own linguistic and cultural community. As possibilities allow, immigrants also receive instruction in their own native tongues.

In addition to instruction in the pupil's language and Finnish or Swedish, immigrants must be supported in other areas of learning so as to acquire learning abilities equivalent to those of non-immigrant pupils. A learning plan may be formulated for the immigrant pupil which can serve as part of the pupil's cultural integration plan. (National core curriculum for basic education 2004)

Since 2007 providers of basic and general upper secondary education have been able to apply for extra state funding for providing instruction in **the mother tongue of** immigrant pupils. The funding covers a maximum of 2.5 lessons per week per teaching group. The requirement is further that the groups have a minimum of four pupils. The groups can comprise of pupils whose mother tongue the language in question is, or who speak this language in their homes or Finnish students who have lived abroad. The groups can also comprise pupils of different ages and from different forms. The state funding covers up to 86 per cent of the calculatory costs for the lessons. (Decree of the Ministry of Education 392/2007)

It is not mandatory for the education provider to arrange teaching of the immigrant pupils' mother tongue. However, 81 municipalities did so in the autumn of 2006, the total number of languages being 50.

In autumn 2006, 11,013 pupils in basic and upper secondary education participated in mother-tongue lessons. This is 55 per cent of the total number of immigrant pupils on these levels (20,080). (Source: National Board of Education)

Remedial instruction in different subjects may also be offered using the pupil's mother tongue as the language of instruction.

If the pupil's mother tongue instruction is provided, it can be taught as the compulsory mother-tongue-and-literature subject, for the number of lessons specified in Section 8 of Government Decree 1435/2001. The curriculum is drafted, and the instruction's objective level defined, by applying the syllabus used when Finnish or Swedish is the mother tongue. Some municipalities offer instruction in the mother tongue as a voluntary subject after school hours.

In the instruction, allowances are made for the varying linguistic and cultural background of the pupil's home, and for the shortage of support that the environment offers for the development of the pupil's mother tongue

### **The system of L2 teaching (Finnish or Swedish as a second language) in Finland**

- **Objectives:** The objective of teaching is for pupils to achieve functional bilingualism.

- **Target group:** In Finland, instead of mother tongue instruction intended for native speakers, immigrant pupils are taught Finnish or Swedish – one of the country’s official languages – as a second language, provided that their Finnish or Swedish language skills are not assessed as being on a par with those of native speakers in all areas of language proficiency.
- **Roles and responsibilities:** The Finnish National Board of Education has prepared a national core curriculum for L2 instruction. Provision of L2 instruction is the responsibility of local authorities. Several local authorities allocate specific resources to schools with immigrant pupils for instruction in Finnish or Swedish as a second language.
- **Measures:**

Instruction is usually organised for 2 hours per week, but the scope varies to a large extent. Pupils may study their entire mother tongue subject syllabus in the form of Finnish or Swedish as a second language in a separate group, or they may participate partially in regular mother tongue instruction and partially in L2 instruction, or study together with native speakers, in which case they will still receive instruction according to their own L2 syllabus.

Pupils are always assessed according to the criteria of the L2 syllabus.

There are series of textbooks available for instruction in Finnish as a second language both for initial education (first two primary grades) and for other grades of basic education.

The qualification requirements for Finnish as a second language teachers are the same as those for teachers of mother tongue and literature. It is possible to specialise in instruction in Finnish as a second language during university teacher education. The Finnish National Board of Education organizes training for Finnish as a second language teachers and events such as the annual Finnish as a Second Language Days

### **National project; Multicultural skills**

The Ministry of Education and the Finnish National Board of Education (FNBE) started a project in 2007 to support the development and establishment of multicultural skills. The project started off with 28 municipalities and has now been enlarged to cover also 14 further municipalities. The municipalities get funding for two years to develop a development plan for increasing multicultural competences. The aim is to make the elements of the developments plan parts of the daily practices of the schools.

More in Finnish on: <http://www.edu.fi/SubPage.asp?path=498,526,72045>

30. Please describe the mechanisms that are used to allocate funds to institutions as a strategy to reach immigrant students and enhance their educational opportunities (*e.g.* schools in disadvantaged areas, the number of students with low socio-economic backgrounds, the number of students whose language at home is different from the language of instruction, etc). Please indicate, if any, the links, if any, that exist between funding methods and learning outcomes (*e.g.* the number of students who completed the school year, etc.)? If you have shifted your strategy over the years, please explain the rationale for the change. M

31. Please describe the funding strategies, if any, to directly support immigrant students and their families (*e.g.* vouchers, tax-refunds, etc). If you have shifted your strategies over the years, please also explain the rationale for the change. [M](#)

32. Besides public funding, what resources are available on the education of immigrant children in your country (*e.g.* NGOs, private foundations, charity organisations, etc.)? Please provide the estimates of the amount of available private resources. Please also describe the major ways how the private resources are spent and the major results, if reported. [M](#)

## REFERENCES

European Commission (2006), *Efficiency and Equity in European Education and Training Systems*.

Eurydice (2004), *Integrating Immigrant Children into Schools in Europe*, European Commission, Brussels.

OECD (2006), *Where Immigrant Students Succeed*, OECD, Paris.

OECD (2007), *PISA 2006. Science Competencies for Tomorrow's World*, OECD, Paris.

## GLOSSARY

ECEC	Early Childhood Education and Care
ISCED	International standard classification of education
L1	Mother language of immigrant students
L2	Language of instruction
PISA	Programme for International Student Assessment