



The Netherlands

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Introduction

This report describes the educational support for Newly Arrived Migrant children (NAMS) in the Netherlands, and more specifically, in Rotterdam in the month of January 2016. Because of a sudden increase in the number of newcomers in the last five years, there have been various additional challenges for the Dutch educational system. All parties involved on an administrative, social and educational level have been under high pressure.

The Educational System in General

In the Netherlands, education is compulsory for children between the ages of five and eighteen years old. In general, the parents are the ones who choose an elementary school for their children. Subsequently, the educational level of a child in secondary school is determined by the child's achievements when he or she is in grade eight. The school governing bodies and the municipalities on their turn are responsible for organizing the education for NAMS. As a result, there are various educational systems for the newcomers as is also the case in countries such as Belgium, the Czech Republic, Denmark, Norway, Sweden and the United Kingdom (EU report, 2013:54). There might be advantages to this type of structure as the in- and outflow of newcomers is unpredictable and, moreover, a decentralized organization provides flexibility and the capacity to adapt to changes and fluctuations. However, this type of structure can also cause difficulties when the further integration of NAMS into society with respect to a career is put into consideration. For example, the expertise of teachers could be disproportionate on a meso-level. After all, there are no national laws or guidelines on how to acquire additional teaching skills for teachers of newly arrived students with a different native language (Vijfeijken & Schilt-Mol, 2012).

The Objective of the Report

The objective of this report is to make political decision-makers aware of the current situation with respect to the educational support of NAMS and to provide guidelines for creating policies concerning newcomers. For this purpose, qualitative research has been conducted. Moreover, the number of NAMS in the Netherlands on a macro-level and the number of schools in Rotterdam on a micro-level is presented in this report. Also, this report provides both qualitative and quantitative information about the way NAMS are brought into classes for newly arrived students and International Intermediate Classes (ISK) in the Netherlands, and more specifically in Rotterdam. This information is based on both fact-finding research and interviews with various interested parties. This report will first of all provide general information about the current situation of NAMS in the Netherlands. Next, based on several themes, this report will depict the national policy, the manner in which the city of Rotterdam carries out this policy and how three specific schools in Rotterdam implement this policy in practice.

Summary of the Results

The analysis of the data points out different aspects. First of all, the composition of the student population in Dutch schools has extremely changed in the last couple of years. The number of children of refugees and Eastern European migrant workers has increased excessively. As a result of this growing inflow of migrants, not only are the countries of origin and motives for migration different, but also the social background of migrants and complicated factors such as traumatic experiences have most probably changed.

Moreover, it is noteworthy that newly arrived students not only have to make a transition with respect to moving to the Netherlands, but they also make more transitions in the Netherlands than other students do, as is demonstrated in the various analyses of the school population. After all, new coming students make an extra transition from the class for newcomers to the mainstream school after they moved to the Netherlands. All these aspects point out that the population of newcomers, even after their arrival in the Netherlands, is very dynamic on various levels. In elementary school, factors such as age and educational level are carried out in different ways which makes the transition between the different schools even more complicated.

Furthermore, based on the approach of the bodies concerned, there are different definitions of the term newly arrived students. One consequence of this lack of uniformity is that students who do not meet the requirements to be placed in a class for newcomers are sometimes taken to a mainstream school right immediately. In other cases, they are eventually placed in a class for newcomers at the expense of the school.

In addition, this report demonstrates that there are still no explicit requirements to teach a class for newcomers. However, explicit requirements for teaching a class for newcomers is desirable since the population of newly arrived students is complicated and demands more competences than teaching a mainstream class.

Words of Advice

Based on the expected further increase in the number of newly arrived students, it is important that the following goals will be realized in the Netherlands:

- It would be more desirable if newly arrived students in mainstream schools were offered guidance for a longer period of time than only one or two years, as is currently the case. In fact, based on linguistic literature, it would be more suitable if students are offered guidance for a minimum period of five years (e.g. Thomas & Collier, 2002).
- The definition of newcomers should be reconsidered with an eye on the uniformity between the different educational institutions and in order to create more effective communication. The definition of newcomers should also be reconsidered in order to meet the needs of students with a different native language, since they are not able to gain support based on the current existing requirements to be placed in a class for newcomers.
- The expertise of teachers of this complex target group has to be improved.
- The criteria for evaluating the educational level of students and placing them in the right newcomers'- and mainstream educational institutions have to be clarified and made uniform.

1. Situation

1.1. National scale

1.1.1 Depiction of the Population

Even though the group of newly arrived students does not merely consist of asylum seekers, an overview of the number of the first asylum applications is indicative of the increasing inflow of newly arrived students. An overview of the first asylum applications can be found in table 1. This overview demonstrates that there is a visible increase of this group of newcomers. As can be seen, the number has almost quadrupled between the years 2013 and 2015. Moreover, data of the Central Organ Shelter Asylum Seekers (COA) point out that these children and teenagers comprise 22 percent of the total number of asylum seekers in the Netherlands. This information is based on a census on 23 November 2015.

Table 1. The Number of the First asylum Applications of People Under the Age of 18 Years Old per Year

Year	Number of Applications
2013	2.800
2014	4.680
2015	10.220

Note. The definition of a first asylum application is the first time a person makes a request for asylum. On few occasions, one can make a second request if the first request has not been granted. CBS StatLine – Asylum Applications; nationality, gender and age, 10-3-2016.

Moreover, the national origin of the asylum seekers has been fluctuating considerably in the previous years. Table 2 gives an overview of the top ten national origins of asylum seekers until the age of 18 years old in 2015, according to the Statistics Netherlands (CBS). This overview does not only demonstrate that the number of asylum-seeking children and teenagers has been increasing, but also that the countries of origin per year have been fluctuating immensely. Nevertheless, not every newly arrived student is also an asylum seeker. After all, there are children who move to the Netherlands because their parents are migrant workers. Since the request of these children to be placed in a class for newcomers is not always granted, an overview of these children distorts the information concerning newcomers. Therefore, one can use the overview of asylum-seeking children as a depiction of the diversity of national origins.

Table 2. National Origins of Asylum Seekers until the Age of 18 Years Old with a First Asylum Application, on a National Scale

Nationality	2012	2013	2014	2015
Afghanistan	400	180	145	1 110
Albanian	0	5	15	305
Eritrean	70	105	765	1 720
Iraqi	375	100	140	695
Iranian	155	105	75	215
Kosovan	15	20	10	200
Mongolian	35	30	155	120
Serbian	50	115	65	195
Somali	265	630	180	100
Syrian	105	505	1 570	4 030

Note. CBS StatLine – Asylum applications; national origin, gender and age, 1-3-2016.

Furthermore, according to education aid organization LOWAN, approximately 11.350 students were placed in

primary reception classes in secondary school on 1 October 2015, which is similar to approximately 750 classes in the Netherlands. Moreover, it has been estimated that there were 3.000 additional students in the period between 1 October 2015 and January 2016. This estimation has been based on the number of applications for casework assistance, in the period after 1 October. Currently, there are approximately 200 classes for newcomers in primary school.

1.1.2 Policy Concerning the Reception of Newly Arrived Students with a Different Native Language

Primary Education

Based on the region they live in, there are four possible scenarios for NAMS who are between the ages of 4 and 12 years old:

- The city has asked a school board to establish a school within an asylum seekers' center. The students attend this school until they receive a definitive answer about their asylum application. (According to the classification made by the Inspectorate: education type 1).
- The city has asked a school board to establish a school with the purpose of providing an education for NAMS. In this specific scenario, the students will be enrolled in this school as soon as they are settled in that city (education type 2).
- The city has asked a school board to create classes for newly arrived students within a mainstream school. In this situation, mainstream schools create separate classes for foreign-language speaking newcomers in order to help them to participate in a regular class within one year. After having attended the classes for newcomers with a different native language, they are able to integrate into the regular classes of the primary school. In some cases, the students also attend the regular class during a part of the day. The schoolboard often decides which schools should be specialized concerning education for NAMS, which means that future students often have to seek a school outside the region they live in. According to the Inspectorate there is a difference between schools with three or more classes for foreign-language speaking newcomers and schools with merely one or two of such classes. The prior sort of schools belong to the education type 2 as described above and the last sort of schools are referred to as education type 3.
- In the last scenario a NAM student is enrolled in a mainstream school straightaway. In this case, the student does not receive any further special support. This scenario is often found in rural regions and is referred to as education type 4.

Secondary School

In secondary school, which is often for students in the ages between 13 and 18 years old, the primary reception classes, also called International Intermediate Classes (ISK), are part of the schools which are specialized in primary reception education. This type of education in secondary school is organized on a national scale and varies minimally on a regional scale.

1.1.3 Data of Primary Education

The Inspectorate has made an overview of the total number of newly arrived students who have a different native language, as can be seen in table 3. For this purpose, the following definition has been used for foreign-language speaking newcomers: students who have been in the Netherlands for a shorter period than 4 years with a different nationality than a Dutch one, and who are not fluent enough in the Dutch language to participate in school.

Table 3. Newly Arrived Students with a Different Native Language* Classified in the Amount of Years They Have Been Living in the Netherlands.

Number of Years in the Netherlands	2010	2011	2012	2013	2014	Totaal	%
< 1 year	4.223	4.236	3.726	4.454	5.452	22.091	18%
1 – 2 years	4.202	4.450	4.480	3.909	4.850	21.891	17%
2 – 3 years	3.847	4.206	4.356	4.536	3.945	20.890	17%
3 - 4 years	2.764	3.689	3.847	4.182	4.448	18.930	15%
Subtotal newcomers	15.036	16.581	16.409	17.081	18.695	83.802	67%
>= 4 years	6.954	7.327	8.147	9.291	10.427	42.146	33%
Subtotal known number of years	21.990	23.908	24.556	26.372	29.122	125.948	100%

Note. * Students with a different nationality than a Dutch one and whose date of settlement in the Netherlands is known. Inspectorate of Education: The Quality of the Education for Foreign-Language Speaking Newcomers, type 1 and 2, 2013/2014, p. 8.

Apart from a few exceptions, most students who attend a class for foreign-language speaking newcomers belong to the group who have been in the Netherlands for a period which is shorter than 1 year. Moreover, even though data concerning the year of 2015 is missing, this overview prominently demonstrates that, on average, there is a yearly increase of 7 percent in the number of newly arrived students.

1.2 Municipal Scale

1.2.1 Depiction of the Population

Out of the four cities of Amsterdam, Utrecht, The Hague and Rotterdam, only the city of Utrecht provides facilities in a separate school for the region, independently of governmental processes. After attending this school, the students return back to the primary school nearby their residence. In the other three cities, education is offered to students within the mainstream schools. Nevertheless, these four large cities do not offer a complete depiction of the educational support which is offered to NAMS in the Netherlands. For example, in rural regions, foreign-language speaking newcomers are often placed in mainstream schools instantly. In such cases, decisions about the type of support which is necessary are made ad hoc.

Furthermore, in the city of Rotterdam the population of newly arrived students with a different native language is also notably diverse. The cooperative association for proper secondary education Koers VO has made an overview of the nationalities of newcomers in Rotterdam, for the period of 2014-2015 as can be seen in table 4. This overview noticeably demonstrates that the different nationalities of the students also fluctuate excessively within one year on a municipal scale. In this sense, one can say that a new division of the nationalities has emerged.

Table 4. Country of Origin of the New Coming Students in Rotterdam

	Period 1/7/2014 – 30/6/2015		Period 1/7/2015 – 10/9/2015	
	Number	% in respect of the total	Number	% in respect of the total
Syria	58	10.64	20	14.39
Poland	50	9.17	24	17.27
Central African Countries	116	21.28	20	14.39
Netherlands Antilles	44	8.07	8	5.76
Spain	33	6.06	8	5.76
Portugal	23	4.22	6	4.32
China	25	4.59	2	1.44
Bulgari	22	4.04	7	5.04
Hungary	11	2.02	5	3.60
Turkey	21	3.85	6	4.32

Note. The numbers represent the students residing in the area where Koers VO is active, including the suburbs.

1.2.2 Policy Concerning the Reception of Newly Arrived Students with a Different Native Language

The schools in Rotterdam have two specific admission requirements. Only students who have been in the Netherlands for a shorter period than one year and who are not fluent in the Dutch language will be accepted into the schools. It is noteworthy that this definition of newcomers is different from the definition which the Inspectorate of Education uses. Furthermore, there are recreational spaces within asylum seekers' centers for toddlers, which are provided by the municipality. Whenever these recreational spaces do not conform to the legal regulations, the toddlers are brought to a school building. Moreover, an organization for early childhood education is made aware of this situation (Information from the Municipality of Rotterdam). More detailed information about the policy concerning the reception of newly arrived students will be provided in chapter 3 of this report.

1.2.3 Data of Primary Education

Every year, the schools frequently count the number of students which are in a class for newcomers with a different native language. In table 5, one can find an overview of the number of students per school in primary education, for the period of September 2015 until February 2016. This overview illustrates the extreme fluctuations in the number of students. For example, the Emmaus school has an inflow of 13 students within a half year, which is also similar to an increase of 32,5%. Moreover, the 13 students who went to school at the Boog in the month of September 2015 are not necessarily the same 13 students who attended the school in the month of November 2015. Also the numbers for the Kameleon seem to be distorted: the number of pupils seems stable, but in sum the school has registered 98 pupils in the classes for newcomers. As a result of these fluctuations, the schools have to make adjustments continuously and also display flexibility. In total, there has been an increase of 21% in the number of newcomers in primary education in the 5 months which have been used for the overview in table 5.

Table 5. The Number of Students per School in Primary Education, in the Period of September 2015 until February 2016.

School	Number of Students in September 2015	Number of Students in November 2015	Number of Students in December 2015	Number of Students in 2016
Boog	13	13	15	12

Duo 2002 loc KS	15	20	24	25
Kameleon	66	62	69	66
Over de Slinge	25	31	33	32
Catamaran	30	28	30	34
Notenkraker	8	8	10	11
Pniëlschool	31	42	43	46
CBS de Sleutel	44	45	45	46
Stephanus	13	15	15	19
Emmausschool	40	48	50	53
Talmaschool	76	79	83	92
Total	361	391	417	436

Note. The maximum space for students is based on the number of available teachers (Municipality of Rotterdam).

The mobility and variable nature of the population is illustrated even more clearly in table 6. For example, in table 6 one can see that there was only one additional class between the years 2015 and 2016. Nevertheless, when one has a look at all the schools separately, it becomes evident that there are many interdependent alterations. According to the municipality, these alterations are a result of the in- and outflow of inhabitants within various districts.

Table 6. The Number of Classes for Newcomers in Primary Education in Rotterdam in the Schoolyears 2014-2015 and 2015-2016.

School	Number of Classes for Newcomers	
	2014-2015	2015-2016
Delfshaven	1	0
Boog	2	2
Duo 2002 loc KS	2	2
Finlandia	1	0
Kameleon	4	5
Over de Slinge	1	2
Catamaran	2	2
Notenkraker	1	1
Pniëlschool	4	3
CBS de Sleutel	3	3
Globetrotter	1	0
Emmausschool	3	3
Stephanus	0	1
Talmaschool	5	7
Total	30	31

Note. Administrative working group, primary reception ISK.

1.2.4 Data of Secondary Education

Similarly to the primary schools, every year, secondary schools also frequently count the number of students which are in a class for newcomers with a different native language. In table 7, one can find an overview of the number of students per school in secondary education, for the period of September 2015 until February 2016. This overview displays an increase of 16 percent in the number of newcomers in secondary education in these 5 months.

Table 7. The Number of Students per School in Secondary Education, in the Period of September 2015 until February 2016.

School	Number of Students in September 2015	Number of Students in November 2015	Number of Students in December 2015	Number of Students in February 2016
Carré College	265	292	297	307
Zuiderpark College	106	106	112	111
Wolfert College	110	114	121	129
Olympia College	45	59	79	84
De Hef	199	226	222	244
Totaal	750	797	831	875

Note. The City of Rotterdam.

The International Intermediate Classes (ISK) in Rotterdam are for students between the ages of 12 and 18 years old and are provided by four schools. One of these schools, Nieuw Zuid, consists of three branches, whereby the ISK-departments are to be found at the branch which accommodates the expected educational level of the students when they finish attending the ISK. Hereby, the students are placed in one of the ISK-departments based on an intake: the ISK-department of the Olympia College (educational level LWOO en PRO), the ISK-department of the RVC De Hef (educational level VMBO), and the ISK-department OSG Hugo de Groot (educational levels MAVO, HAVO and VWO). The last department has been relocated to the RVC De Hef because of a lack of space.

In addition, tables 8, 9 and 10 display the number of enrollments and deregistration requests per schoolyear at the Hef, Hugo de Groot and the Olympia College. There are various reasons for mid-term deregistration requests. One of the reasons provided by the Hef is that students are put into special educational institutions (one or two students per year). Other examples are that students move on to mainstream schools within or outside the school group (an average of 3 percent), or stay away from school without any explanation (an average of 2 percent). Moreover, in some cases, students relocate to the country of origin or to another place within the Netherlands (an average of 3,5 percent). These numbers per reason of deregistration request vary remarkably per schoolyear.

Table 8. The Number of Enrollments and Deregistration Requests per Schoolyear at the Hef (Secondary School).

	'11-'12	'12-'13	'13-'14	'14-'15	'15-'16
Enrollments on 1 August		134	116	120	110
Enrollments on 1 October	157	186	169	206	229
Additional Students Throughout the Year	116	64	71	59	
Students who Left Throughout the Year	31	23	14	23	
Students who Left at the End of the Schoolyear	108	111	106	132	

Note. ISK Rotterdam

Table 9. The Number of Enrollments and Deregistration Requests per Schoolyear at Hugo de Groot (Secondary School).

	'11-'12	'12-'13	'13-'14
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Enrollments on 1 August	52	80	
Enrollments on 1 October	152	91	117
Additional Students Throughout the Year	66	55	31
Students who Left Throughout the Year	65	13	12
Students who Left at the End of the Schoolyear	101	53	86

Note. ISK Rotterdam.

Table 10. The Number of Enrollments and Deregistration Requests per Schoolyear at Olympia College (Secondary School).

	'14-'15	'15-'16
Enrollments on 1 August	50	0
Enrollments on 1 October	50	57
Additional Students Throughout the Year	24	
Students who Left Throughout the Year	14	
Students who Left at the End of the Schoolyear	97	

Note. ISK Rotterdam.

Postma (LOWAN): "And then a teacher calls LOWAN and says: 'Today, a 10-year old child joined my class. What am I supposed to do?' We find this very unfortunate, because teachers like this one are unable to provide adequate educational support."

2. Policy Concerning Classes for Newcomers with

2.1. National Scale

Since there are differences between the various language schools and create an image of the policy and structure of the general education in the Netherlands. Nonetheless, in order to provide an image of the structure of the schools, classes for newcomers and ISKs in the Netherlands have been created. In individual schools or classes contained few or no information concerning the school policies. In addition, in the case of the ISKs, there is no available policy which one can discuss. Rather, this policy is coming into existence and will be presented on the seminar of the LOWAN on 11 April 2016. Therefore, this chapter provides an overall picture of the information which is available.

2.1.1 General Structure

Primary Education

According to LOWAN, currently, the Netherlands have almost 200 classes for newcomers with a different native language. While some of these classes are regional classes, other classes are centered around a district, village or town. Asylum seekers, EU migrants and permit holders are all given a chance to enroll in these classes. They will stay in these classes until their Dutch language skills are sufficient enough to attend a (regular) school in their district. Moreover, there is only one school in the Netherlands, in the city of Almere, which has its own number in the Key Register (a so called BRIN-number) and which is not a part of a mainstream school. All the other classes for newly arrived students are part of a mainstream school and are either located in the same building as the mainstream school or have their own building.

Also, there has been a notable increase in the number of classes for newcomers in the last 5 years. The rise in the last year can be explained by the large inflow of people into the centers for asylum seekers and emergency accommodations, and the obligations which the municipalities have to place permit holders in accommodations. Furthermore, every asylum seekers' center works together with a school. In some cases, the schools are to be found in the center for asylum seekers, as is the case in the cities of Leersum, Katwijk and Dronten. Nevertheless, in the city of Utrecht, the school can be found outside the center for asylum seekers.

In addition, LOWAN stimulates a regional vision (concerning a policy for classes for newcomers), whereby the word "region" is often as big as the regional cooperative association. LOWAN desires an implantation which fits this vision. Examples are an establishment of a regional class, multiple language classes in one area, and ambulant teachers who are able to travel from one primary school to another. However, there are still areas in the Netherlands which lack a vision for the reception of newcomers. As a consequence, these schools sometimes receive an unforeseen request for placing a newly arrived student in one of their classes.

Secondary School

According to LOWAN, ISKs are always connected to a mainstream secondary school because a reception class is not a separate form of education itself. There are four different scenarios for the reception of new coming students within secondary education:

- A school has a separate department within a mainstream secondary school
- A school has a separate department within another school building
- A school has a separate department within multiple buildings
- A school has a separate department within a center for asylum seekers

Moreover, students receive a profile with underlined goals which they have to achieve before they can attend a mainstream school. Furthermore, the schools have different points of views when it comes to the maximum age of the newly arrived student they accept into their classes (either 12-18 or 12-16 years old) and the length of the reception classes (1 up to 3 years). In reality, a reception class provides educational support for 30 weeks, on average. However, this varies strongly per school. After all, according to LOWAN, ISKs provide educational support for approximately two years. Remarkably, there is no information about shorter periods of educational support to newcomers.

2.1.2 Classification Criteria

Primary Education

When it comes to classifying newcomers within the primary education in the Netherlands, there are two perspectives worth discussing: classifying the students on their age or classifying them based on their fluency in the Dutch language. This last perspective's method is continuously subject to changes as the first method used to be. The method which is being used is the Mondeling Nederlands Niveauniveau, which all have a duration of four weeks. Moreover, students attend the higher levels until he or she starts attending a mainstream school. Students with the same level attend the same class. In other schools, students also attend the same class. Schools who do not place newcomers in a class based on their Dutch language, as described above, are often concerned with

Talmaschool in Rotterdam: "(...) has a couple of classes for newcomers. In these classes, students between the ages of 6 and 12 years old, and who recently moved to the Netherlands are offered education for one year (exceptionally, also for two years)."

a lack of mutual coordination concerning the classification of students among the classes for newcomers of different schools, the transition of students from one school to another is often difficult.

Secondary Education

Within secondary education, classification of the newcomers is not based on their age, but on their expected educational level when they finish attending the reception class. Hereby, their competences at school and fluency in the Dutch language are put into consideration.

2.1.3 Reception, Transition and Placement

Primary Education

The information gained from the websites of the different schools demonstrates that primary schools have different requirements when it comes to receiving newly arrived students, and transitioning and placing them into mainstream schools:

- There are different definitions of a “newly arrived student,” (e.g. someone new in the Netherlands, someone who is not fluent in the Dutch language, everyone with a different native language, whether they have recently arrived in the Netherlands or have been living there for a while).
- Only central schools have reception classes for toddlers. Other schools are merged into mainstream groups.
- Even though the websites of the schools indicate that students are placed into classes for newcomers for the duration of approximately two years, reality shows that the duration is approximately one year.
- There are no specific protocols when it comes to deciding which educational level fits a student. Sometimes a student's age is used as a criterion for determining the level of education, with the additional remark that a student has to be fluent enough in the Dutch language. However, the exact meaning of being fluent enough in the language is not clear.

Moreover, LOWAN suggests that schools with a good educational structure register the initial conditions of every student and also have an intake interview with the parents whereby the student's family conditions, personal details and school history are discussed. During this interview, the schools also try to find out if the student has attended a Dutch school before. After all, if that is the case, the previous school can be contacted. Moreover, the initial conditions of the students are determined by testing the motor skills, reading skills (e.g. literacy, reading comprehension skills in the native language, and knowledge of the Latin alphabet), mathematical abilities (e.g. working with numbers and arithmetical skills), and their vocabulary (knowledge of Dutch words). Nonetheless, LOWAN also points out that not all schools are well-structured or make use of such elaborate intakes. According to LOWAN, it takes “a proper budget, a strong teacher, a strong organization, support of the board, support of the municipality, and a good learning environment” to comply to this type of educational structure.

Furthermore, LOWAN points out that the schools who do make use of tests to define the initial conditions of the students, test (without any certain type of method) the reading skills, mathematical skills and vocabulary of the students every 10 until 13 weeks.

In addition, these schools also have determined which goals a student should achieve in order to start attending a mainstream school. Hereby, it is preferred that a student is transferred into a class with students of the same age. Lastly,

and during transition (after 40 weeks). In this way, we are able to monitor what a student has learned within one year. Also, based on these results, it is determined which regular class fits a student the best.”

aspects such as didactic conditions, learning efficiency, and a student's social-emotional development are also put into condition when a student is transferred into a mainstream school.

Secondary Education

In contrary to primary schools, all the ISKs use the same criteria when it comes to the reception of newly arrived students. The number of students which are placed into the ISKs vary from 15 up to 500 students and they come from all places in the region. Moreover, in secondary education, a broad definition of a “newly arrived student” is applied: newly arrived students are all students who are not fluent in the Dutch language, such as children of migrant workers and refugees, solitary underage refugees, permit holders or those who applied for a permit, and students whose mother or father married a Dutch citizen. LOWAN also points out that several schools are using an intake-instrument created by Bureau ICE. In addition, LOWAN, in cooperation with the Institute for Language Research and Language Education for Foreign-Language Speakers (or ITTA for), is creating an educational curriculum for the ISKs. Hereby, a fitting level of education is offered to students, which is based on an extended intake with a duration of maximum 4 weeks (Intake-Instrument Primary Reception of Foreign-Language Speakers, EOA). Nonetheless, according to LOWAN, the communication between the different institutes is challenging.

2.1.4. Cooperation with Mainstream Education

Primary Education

In primary education, parents point out which school has their preference for their child. Subsequently, a caseworker from this school has a conversation with the parents about their child. Also, an Educational Report (OKR) of the child is sent to the future mainstream school of the child. Moreover, in order to evaluate this process, questionnaires are sent to the schools after the child has been enrolled in the schools for a couple of months. In other cases, a caseworker from a mainstream school is called in to see how the child is doing and to determine which group or class is the most appropriate for him or her.

Secondary School

In secondary education, there are educational curricula which describe what a student has to achieve in order to be transferred into a certain form of mainstream education.

2.2 Municipal Scale

In order to gain information gaining the cooperation of municipalities and mainstream schools, information from websites of schools for newcomers or schools with classes for newcomers has been used. Moreover, for this purpose, various interviews with schools in Rotterdam and advisors of LOWAN have been conducted.

2.2.1 Emmaus

Classes for newly arrived students are part of the primary schools at the Emmaus school in Rotterdam. As a result, the classes for newcomers are held in the same building as where the regular classes are given to students, which also gives newcomers the ability to attend some regular classes.

Even though students usually attend a class for newcomers for the duration of one year, the Emmaus school provides this type of education for the duration of two years. School expenses for the second year, however, are not covered by external funding. Furthermore, an interview conducted with this school indicates that, in the month of January 2016, the Emmaus school consisted of 55 newcomers, 3 classes for newcomers, and four teachers which were all divided into three classrooms. In other words, every class had 18 students.

Nevertheless, these numbers can vary every week.

In addition, the students are placed into classes based on their age: there is a class for students between the ages of 6 and 9 years old, and there is a class for students between the ages of 9 and 12 years old.

Moreover, in the second year, the transition of a student to a mainstream class, for example for mathematics, is

put into consideration. In that sense, there is a form of exchange and cooperation between the classes for newcomers and the mainstream classes.

2.2.2 Kameleon

At the primary school the Kameleon, the classes for newcomers to the Emmaus school, the classes for newcomers are only Furthermore, in the month of January 2016, this school has expenses for five classes are funded because the Kameleon

The Palet school in Almere: “In general, all newly arrived students with a primary school age and who are not fluent in the Dutch language will be accepted into our classes for newcomers.”

though they try to place a minimum of 8 and a maximum of 15 students in a class, reality shows that the number of students in a class is often greater. Last year, on average, a class for newcomers consisted of 16 up to 18 students. The reason for this large number of students is that it is difficult to send students to other schools, since the other schools are not nearby and the parents often do not have the money to cover transport expenses. In addition, an interview with the school indicates that students are placed into classes based on their age: “We often place the students in classes based on age differentiation, but sometimes this method cannot be realized because of the large number of students within one classroom or because we put the educational level of the students into consideration. Nevertheless, we do try to put the students into classes based on their age, because of the importance of their social-emotional development.”

At the moment of intake, the pupils are placed in a group based on age, information from the parents and, if possible, information from the latest school they’ve attended. The first week is primarily to get comfortable in the group. With many activities, the pupils is already capable of participating. Simultaneously the pupils is tested, when he or she is ready (which means, when the pupils is comfortable enough). Based on these testresults, the pupils are placed in different groups. Within these groups, there is differentiation in ‘Mondeling Nederlands’, reading/spelling, reading comprehension and calculation. On average, these subjects are offered on three different levels. Some exchange of pupils takes place inbetween the classes for newcomers, if pupils can receive better instruction on their own level in a different group.

For the transition from the class for newcomers to regular education, the teacher from the first gives a complete file of the pupil to the teacher of the regular classroom. This includes a personal conversation about the pupil. Most pupils transfer to a class on the Kameleon. As for pupils who transfer to another school, it’s not possible for teachers to make a physical appearance there. In that case the file is shared per mail and a conversation takes place per telephone. Sometimes, this conversation is with the counselor, when it is not yet clear to which teacher the pupil will be assigned. If pupils are showing very high results, they can join classes in the regular groups. In most of the cases, however, these pupils stay in the class for newcomers and get some subjects offered on a higher level.

2.2.3 Olympia College

This school has different buildings for mainstream education. Hereby, Olympia College, desires to place newly arrived students in the building where the expected educational level of the students is more evident. Nonetheless, this school is dealing with a lack of space to receive all the students. Moreover, according to the school’s principal, on average, a student stays in an ISK for approximately 1,5 year. Some students even finish the class within a half year. Illiterate students, however, attend the class for newcomers for more than 1,5 year. For these students and students who have been taught to read and write in another alphabet, for example the Chinese alphabet, there are special classes. Although, the information on the school’s website indicates that a student will attend classes provided in an ISK for approximately two years, the duration is actually based on how fast a student learns the Dutch language. Consequently, the duration of attending an ISK can vary from one up to three years. There is also an additional group, the so-called PRO-ISK, which provides education for students between the ages of 16 and 18 years old and whose expected educational level in mainstream school is low. These students go to school for three days per week and during the other two days of the week they follow an internship at an organization, with the prospect of finding a job. Students from this group, who achieve good results, are given the ability to eventually study further at institutes for intermediate vocational education (MBO).

Furthermore, classes in which low educational levels are offered to students consist of maximally 16 students, whereby the class for illiterate students consists of maximally 12 students. The classes which offer higher levels

of education, whereby the students have at least acquired the basic competences, consist of maximally 20 students. Although additional students are sometimes placed in these existing classes, the school strives to create new classes when the maximum has been reached, which also means that the classes have to be reorganized again. The division of the classes is also subject to changes when the school decides that a student is better off in another class. This decision is often based on the student's general academic level. A student's fluency in the Dutch language, for example, is considered as an important measure for deciding whether a student should be transferred to another class. In contrary to the two other schools, Olympia College does not place students in classes based on age differentiation. For example, students between the ages of 12 and 18 years old are all together in one class. In some cases, students of such a group all pass together to the next group.

Moreover, in Rotterdam, newly arrived students in secondary education can be tested in three steps:

1. Since the intake of newcomers in secondary education is centralized in Rotterdam, the first test is during an intake. Based on the results of a non-verbal test (the so-called Raven-test) and a fast-paced math test (ITR), the students are divided into the various schools in Rotterdam. There are five Raven-scores which correspond to the different educational levels in secondary education. Moreover, the postal code of the students is also put into consideration when they are placed in a school.
2. Secondly, the students have to make another test at the school they are sent to. During this process, an intake interview together with the parents is also held to learn more about the students' backgrounds. In addition, the students have to complete a math test. Outstanding students are asked to complete an advanced math test. Based on the results of the tests which are made during the centralized and school intake, the "intake group" decides which schools fits the students the best.
3. In addition, during the schoolyear, the students have to complete tests which determine their fluency in the Dutch language. For this purpose, tests based on the material provided during class and method-independent tests are used. Moreover, it is put into consideration whether only one student or a group of students are in the position to complete these tests.

3. Financial Support for Schools and Municipalities

3.1. National Scale

The government supports municipalities financially in order to stimulate the language development of students, which is based on the Policy for Educational Disadvantage (or OAB for short). With the help of this financial support, which amounted up to 361 million euros in 2013, municipalities can cover the expenses of classes for newcomers within primary education, pre-primary and early childhood education, and summer schools (Hogeven, 2014). This support is assigned to municipalities based on the expected financial expenses per newly arrived student. These expenses are determined by the educational level of a student's parent (Cebeon, 2015).

Also, the financial support which secondary schools receive is determined by the number of students which are enrolled in school on 1 October and the educational level the student has in secondary school. In addition, secondary schools can receive extra financial support by making use of a procedure concerning newcomers, which applies to foreigners without a Dutch nationality and who have not been living in the Netherlands for longer than two years. Moreover, the procedure concerning foreigners who have been living in the Netherlands for shorter than one year, also known as the First Reception of Foreigners procedure, can be used. Yearly, secondary schools receive 4.500 euros per student who meets this last requirement. Furthermore, secondary schools can receive 16.000 euros extra in order to perform preparatory and coordinating activities (LOWAN, 2016).

Moreover, when the schools receive enrollments of minimally 20 children of asylum seekers, they can ask for special financial support which, according to LOWAN, amounts up to 1.355,40 euros for personal support and 40,87 euros for material sustainment purposes per student per year. There is also a procedure which applies to students who have been living in the Netherlands for a shorter period than one year. The financial support regarding this group comprises 2.710,80 euros for the staff and 81,74 euros for material sustainment purposes. When the schools make use of this last procedure, they receive 10.679 euros for once only (LOWAN, 2006). Schools in areas with a high percentage of low incomes and social welfare can also make use of another special procedure concerning financial support, which can be requested at the Ministry of Education, Culture and

Science (OCW). This schoolyear, this financial support amounts up to 1.350 euros per student (Vosabb, 2016). Financial support is also provided to schools by the Ministry of Refugee Children. According to the Secretary-of-State Dekker, this support amounts up to 9.000 euros per student in primary education, in addition to the regular funding (maximally 4.000 euros) and the current procedures concerning asylum seekers and newcomers (maximally 4.000 euros). Furthermore, secondary schools receive a fixed sum of money per student, which comprises “the regular funding for a student and the average necessary expenses for a newly arrived student.” In addition, in order to keep up with the fluctuations in the number of students which are enrolled in a school, there are four reference dates for this type of financial support: 1 October, 1 January, 1 April, and 1 July. With the help of this arrangement, on average, schools receive 2.750 euros per student per quarter. In other words, yearly, schools receive approximately 11.000 euros per student, which is similar to the amount of financial support a regular student with additional educational needs receives. This funding is significant for the year of 2016 and every student which was enrolled in a school from 1 October 2015 on (Ministry OCW, 2015).

Furthermore, in a recent letter to the President of the Second Chamber, the Secretary-of-State pointed out that secondary education, just like primary education, should also be eligible for this new type of financial arrangement, starting from the schoolyear of 2016 - 2017. This arrangement will replace all the existing additional arrangements for foreigners. For example, the funding will be based on the number of enrolled newcomers per quarter instead of the number of newly arrived students which are enrolled on the first day of the quarter. Furthermore, this arrangement implies that secondary schools will be receiving a fixed sum of money per quarter, which comprises 2.250 euros, or in other words 9.000 euros yearly per student. However, when a school is already receiving extra financial support for the fast increase in the number of students which is enrolled after the reference dates for the new financial arrangement, this extra sum of money will be subtracted from the new funding in order to prevent double funding. This new arrangement, nonetheless, is only applicable for asylum seekers. All the other newly arrived students are eligible for the existing financial arrangements.

Lastly, the financial support which has been offered to primary education by the government has been based on the size of the municipality involved. The 37 largest municipalities receive extra funding for activities which help students with a language deficiency to attend education which corresponds to their talents. The financial expenses for this purpose comprised 95 million euros in 2013. Moreover, the Minister and involved municipalities have made agreements concerning these financial expenses for the years of 2012 - 2015. Starting from the year 2017 on, the policy described above will be changed as all municipalities will receive the same type of financial support (Hogeveen, 2014).

3.2 Municipal Scale

Based on the Policy for Educational Disadvantage (OAB), schools with classes for newly arrived students receive financial support from the municipalities, whereby the degree of support varies per municipality. For example, research conducted by Cebeon demonstrates that the participating municipalities in 2012, 2013 and 2014 spent approximately between 205 and 290 million euros in order to prevent educational disadvantage among students. In other words, the schools received approximately between 2.300 and 3.300 euros per student (Hogeveen, 2014).

Moreover, according to Venhar Sariasian, municipal policy officer in Rotterdam, the municipality of Rotterdam, with the help of the ministry of OCW, has always been able to provide the allocated funds to the classes for newly arrived students. In the schoolyear of 2014-2015, 30 classes for newly arrived students received 40.000 euros per class. In the schoolyear of 2015-2016, 36 classes received the same amount of financial support from the municipality. Five of these 36 classes already started teaching students on 1 February 2016, in order to create more space in other places such as IJsselmonde, Feijenoord, Rozenburg and Delfshaven. Nonetheless, these classes were also put into consideration for the calculation of the funding and also received additional 100.000 euros for educational support.

The municipality of Amsterdam also yearly spends a total of 40.000 euros per class for newcomers. Currently, Amsterdam has 29 classes for newcomers, excluding 6 classes for children who do not hold an asylum status. Even though this number of classes has also been similar in the last couple of years, an excessive increase in the number of required classes is expected. Nonetheless, the amount of financial support for these classes will stay unchanged.

Newly arrived students in the city of Utrecht are placed in the Language School. The municipality of Utrecht gives 600.000 euros to this institute, per year. Since this institute usually provides education for 150 students, which are divided into approximately 10 classes, every class receives 60.000 euros. The financial aid provided by the city of Utrecht has been the same in the years of 2015 and 2016, and also in 2017 the Language School is likely to receive the same support.

The municipality of the Hague has been giving approximately 900.000 euros to classes for foreign-speaking newcomers, yearly since 2015. A part of this financial aid comes from funds of the Policy for Educational Disadvantage. This money is allocated over 15 schools who have one or two classes for newcomers, which means that every full-time class with 15 students receives 44.000 euros. Although the city of the Hague is expecting a large increase in the number of newcomers, which puts the financial situation of schools under pressure, the amount of financial aid the schools receive will not change in 2017.

As a matter of fact, the government is expecting 93.000 refugees in 2016, which is already a remarkable increase in comparison to the previous year. It is expected that the number of newcomers will be multiplied, which subsequently might put the quality of education provided to newcomers under pressure.

4. Support Provided to and Communication with Parents and Guardians

4.1 National Scale

Unfortunately, on a macro-level, one cannot find much information about the communication between schools and the parents of newly arrived students. Nonetheless, according to LOWAN, properly organized schools always conduct intake interviews with parents in order to gain background information about the students.

4.2 Municipal Scale

Below, one can find a qualitative depiction of the communication between schools and the parents or guardians of students, which is based on interviews. Two of these interviews were conducted at primary schools, whereby the principal and a caseworker were also present. Moreover, in this section, the communication between students' parents and the ISK at Olympia College will be given.

4.2.1 General Policy

There is no general policy concerning the support of parents/guardians and communication with them. Instead, schools are given the opportunity to freely organize their communication structures and also provide support to parents in the manner they think is appropriate.

4.2.2 Kameleon

At this school, a caseworker is responsible for the intake interviews with parents. Hereby, possible needs for assistance and care are put into consideration. Moreover, the caseworker also has conversations with teachers of regular classes in order to reflect on the progress of students and their need for any assistance. Furthermore, the caseworker of this school stated that parents sometimes exhibit signs of shame during intake interviews, specifically when they are asked to speak about their own educational level. For example, the parents would be ashamed to point out that they do not have any diplomas, because they feared the financial consequences for the school. In addition, the caseworker noticed that the parents would put a gloss on problematic home situations and only start discussing these situations once a bond of trust was created. In cases of difficult home situations, the expertise of a social worker is called upon.

4.2.3 Emmaus

The Emmaus school has a policy whereby engagement with parents of both newly arrived students and regular students is considered important. In first instance, the teachers are the ones who communicate with the parents. In the case of difficult situations, nonetheless, parents are referred to a caseworker or the social worker within the school. Moreover, this school has its own way of putting parental involvement 3.0, which is a form of cooperation between the school and parents in order to stimulate a student's development, into practice. After all, this school puts emphasis on positive communication and feedback, which means that teachers also approach parents in order to discuss positive aspects of a student's results. Hereby, communication strategies

such as asking questions and providing advice are considered important, because these strategies all display parental involvement.

4.2.4 Olympia College

The school Olympia College has several instances whereby the school has contact with the students' parents. First of all, the school has three graduation ceremonies, which are only held in the presence of the parents. Moreover, at the beginning of the schoolyear, an information evening for parents is held. This evening comprises a brief plenary speech for the parents and afterwards the mentor also explains the school's regulations. Hereby, the parents are always asked to bring someone along who can also possibly translate the Dutch language for them, in case they are not fluent enough in the language. After all, it occurs that parents come to an information evening, but do not understand anything which is being discussed. In the invitation letter for the intake interview, parents are also asked to come together with an interpreter if they are not fluent enough in the Dutch language. In addition, during group conversations with the mentor, teachers who speak the Turkish or Moroccan language are called upon. Unfortunately, the school is not able to provide teachers who speak all the languages of the newcomers, which means that the school is dependent on the persons the parents bring with them to school. If neither the parents or the school are able to bring an interpreter, the school will make use of a telephone interpreting service.

Furthermore, direct communication with the parents concerning a student's progress is always via the mentor. Nonetheless, when there are any indications of complex home situations, the school can report this at the Advice and Reporting Centre (AMK)s on Child Abuse with the help of the care coordinator. The school can also call upon the expertise of a social worker. Overall, the school has described the communication with students' parents as difficult.

5. Education, Experience and Ongoing Training of Teachers

5.1 National Scale

In his letter to the Parliament of 26 October 2015, Dekker, Secretary-of-State of Education, Culture and Science, writes the following about Dutch as a Second Language courses in primary and secondary education:

"Teachers of both primary and secondary education are given the opportunity to follow ongoing trainings in order to be prepared more properly for teaching classes for foreign-language speakers. Currently, newly arrived students receive education from teachers who followed a so-called teacher education (PABO). Yet, these teachers are not authorized to teach in secondary education. Nevertheless, schools find their teaching style desirable as it is suitable for the pedagogical-didactic climate which is beneficial for asylum seekers and permit holders. Therefore, we will make sure that more teachers who followed a teacher education (PABO) will be able to become authorized teachers for newly arrived students, with the help of ongoing trainings and exemptions. This process will be put into consideration during the national alignment of the teacher education research Capable but not (yet) Authorized (Kamerstuk 30 079, nr 61)."

Moreover, there is a great number of available literature about teacher competences in primary education for newly arrived students. Research regarding education, conducted by Van Vijfeijken and Schilt-Mol, states that "teachers of newly arrived students do not necessarily need to acquire additional competencies, but they need to substantially keep developing the competencies they already have acquired" (Schilt-Mol, 2012). In particular, four out of seven competencies mentioned in the Dutch Association for the Professional Qualities of Teachers (Stichting Beroepskwaliteit Leraren, or SBL for short) are considered to be important: interpersonal, pedagogical, didactic, and organizational competences. Furthermore, respondents pointed out that "teachers of newly arrived students should display flexibility in thinking and acting, have the capability to quickly adjust his or her own actions, be more prepared for crisis situations, have an enhanced ability to put things into perspective, be able to communicate with parents who do not speak the Dutch language, and also have the qualification to cope with changing environmental factors without a noticeable deterioration in the quality of teaching."

5.2 Municipal Scale

The municipality of Rotterdam does not have any responsibilities regarding the recruitment of adequate teachers for classes for newcomers. Instead, the schools recruit and select teachers themselves. Moreover, the municipality has not received any signs of schools being incapable of recruiting teachers.

Primary Education

At the Emmaus school, three classes for newly arrived students and four teachers were responsible for the

groups of newcomers, in January 2016. According to the principal and the school's caseworker, teachers are also responsible for maintaining contact with the students' parents.

Since the Kameleon school finds it essential that classes for newcomers have more than one teacher, some of the four classes have two teachers who teach on different days and there is also one additional person who gives assistance to the four classes. According to the principal of this school, however, it is difficult to find adequate teaching assistants. Moreover, this school values continuity of education. As a result, teachers of newly arrived students are more expected to have certain competences in comparison to regular teachers, such as the use of effective differentiation. Furthermore, at this school, expertise is based on experience. For example, only one out of the four teachers is a graduate in teaching Dutch as a Second Language. After all, this quality is not a requirement for teaching a class for newcomers. Also, two teachers used to be teachers of regular classes and pointed out that they were interested in teaching classes for newly arrived students. The other two teachers gained their position by attending an additional course which is called Educational Services. All these teachers of newly arrived students are not offered more guidance than the regular teachers. In fact, research conducted by Van Vijfeijken and Schilt-Mol indicates that only 38 respondents, who are all teachers of newly arrived students in primary education, followed additional courses in order to work with newcomers, whereas 107 respondents did not.

Secondary Education

According to the principal of the Olympia College there are a combination of skills which a teachers need to acquire in order to be adequate ISK-teachers:

- Teachers should have prior experience with teaching foreign-language speaking students. In addition to life- and educational experience, the teachers who have been recently hired by this school should also have experience with teaching in other countries.
- The teachers should have gained a diploma or certificate in teaching Dutch as a Second Language.
- Preferably, the teachers should also be authorized to teach in secondary education.
- Authorization to teach in primary education is considered as an advantage, because teachers often have to repeat a student's primary school education within a short period of time.
- Personal characteristics such as authority, transparency, and empathy are also considered valuable.

Moreover, it happens frequently that teachers with an education to teach in regular classes are asked to teach a class for newly arrived students. Consequently, these teachers have to adopt the competence to teach a class for Dutch as a Second Language. According to the school, however, this process usually runs smoothly. Furthermore, Olympia College frequently provides ongoing trainings for the teachers. In fact, the school has purchased a few courses, even though there had not been a proper prior rating of the budget. For example, the teachers have followed a Life Style course, which is a social-emotional method to help teachers work effectively with students between the ages of 12 and 18 years old. In addition, the teachers have followed a course concerning the five roles of a teacher. In order to develop their own didactic skills in the Dutch language, the teachers also follow individual courses. For this purpose, the school has also bought an additional and intensive course for Dutch as a Second Language.

6. Forecasting

The funds for the education of newcomers should be raised with approximately 25 percent (+/- 2300 students) in order to provide financial support to students in ISKs who do have the Dutch nationality and have been living in the Netherlands for more than two years. After all, these students are not calculated in the regulations for newcomers and cannot attend regular classes because they are not fluent enough in the Dutch language, according to LOWAN. This situation is also evident in primary education as children of migrant workers are not always placed in classes for newcomers, when they have been living in the Netherlands for a longer period of time than allowed by schools. Nevertheless, the schools are rather independent on the established rules of the government in order to gain necessary extra financial support (chapter 4). As a result, students who are not fluent enough in the Dutch language start attending regular classes because the schools cannot afford to place them in a class for newcomers. There are, however, schools who chose to place these students in classes for newcomers at their own expense.

Furthermore, the government expects that, similarly to the year of 2015, 58.000 refugees will arrive in Holland in 2016. Based on data from the Institute for the Reception of Asylum Seekers (or OCW for short), this number of

refugees consists of approximately 18.000 students who have to be placed in primary and secondary schools. These numbers demonstrate that there is a large increase in the inflow of newly arrived students. Consequently, high demands will be placed on schools who are not prepared for this large number of newcomers, in terms of available classrooms, staff and funds. Also, the admission requirement that only students who have been living in the Netherlands for maximally one year will be accepted into a class for newcomers often does not meet the educational needs of many newcomers.

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