



Out of the maze. Easing the path to vocational education and training for young newcomers in Europe

A study by the Research Unit of the Expert Council of German Foundations on Integration and Migration (SVR)

21 December 2020

METHODOLOGY REPORT



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1 Aim of the research project

Migration flows to the European Union (EU) and between EU Member States, especially of young people, have increased significantly in recent years. More than 5.3 million migrants who arrived in the period between 2014 and 2018 were older adolescents and young adults, representing around a quarter of total EU migration (24.8%) (Eurostat 2020).¹ When transitioning into adulthood, vocational education and training (VET) offers these young newcomers a practice-oriented gateway to skilled employment. This can create a win-win situation for both the newcomers and countries of immigration, because VET not only promotes these young people's social integration, it also contributes to filling skills shortages.

However, little comparative research has been done so far into young newcomers' access to VET (Seeber et al. 2018: 55; Granato/Neises 2017: 6; SVR Research Unit 2016: 23–28). **The aim of the research project was therefore to conduct an exploratory analysis to see what access to education and training looks like in Germany and across Europe, what obstacles newcomers have to overcome, and what structures and practices will in future help to improve their educational opportunities.** The results were summarised in two publications: Firstly, a policy brief published in January 2020 which focuses on the German case study. Secondly, a cross-country study published in German in November 2020 and in English in December 2020 which contrasts young newcomers' path to VET in four EU Member States: Austria, Germany, Slovenia and Spain. The report at hand serves as an addendum to these publications, particularly the study, and describes in detail the methodological and technical approach of the research on which the study was based.² It provides an overview of the research questions, data sources and methods used in the evaluation and analysis. The study is based on a qualitative analysis of two sources of data: Firstly, the relevant rules and regulations (e.g. national, regional, local primary and secondary legislation and official guidance on its application), which were assessed by way of a policy analysis (see 4.1). Secondly, 122 semi-structured expert and newcomer interviews were conducted in the selected municipalities and assessed in a two-step process (see 4.2). Lastly, the initial core results and recommendations were discussed and validated with all the research partners and German experts (see 4.3).

¹ As there are no European migration data for the age group studied here, i.e. 16- to 25-year-olds, recourse is taken to data relating to 15- to 24-year-olds as an approximation.

² The policy brief was based on only one part of the data which were included in the study, i.e. the German case study, but this report focuses on the genesis of the cross-country study as a whole.



2 Research questions and key concepts

2.1 Research questions

The research project sought to address two core questions:

- How accessible is vocational education for young refugees and other newcomers (aged 16 to 25) in Europe?
- How can vocational education be made more accessible for refugees and other newcomers in Europe?

To address the two questions the research team conducted empirical research into five overarching research questions relating to different sub-themes:

Table 1 Five overarching research questions

	Sub-theme	Research question
1	Policies	How do (sub)national policies in selected European countries differ or concur when it comes to regulating access to vocational education for refugees and other newcomers (aged 16 to 25)? <ul style="list-style-type: none"> • To what extent do these policies differ or concur in regard to selected subgroups of the newly migrated?
2	Structures	What (sub)national support structures and services are in place in selected European countries which enable refugees and other newcomers (aged 16 to 25) to access vocational education? <ul style="list-style-type: none"> • To what extent are these support structures and services open to selected subgroups of the newly migrated?
3	Local agency	How much and what kind of discretion do professionals in educational institutions, businesses and other local organisations have during refugees' and other newcomers' transition to vocational education? <ul style="list-style-type: none"> • Which local-level professionals serve as gatekeepers during this transition? • What informs their discretionary practices?
4	Newcomers' voices	How do refugees and other newcomers (aged 16 to 25) perceive their educational needs and goals? <ul style="list-style-type: none"> • What informs their perceptions?
5	Summing up	What makes vocational education (in)accessible for (different subgroups of) refugees and newcomers in selected European countries? <ul style="list-style-type: none"> • To what extent are (sub)national education access policies and support structures in line with the needs of refugees and other newcomers? • To what extent do local gatekeepers recognise and incorporate these needs in their discretionary practices?

Source: SVR Research Unit 2020



These research questions were further broken down into: 1) a template for the policy analysis³ and 2) semi-structured interview guides⁴ in order to streamline the research across countries and facilitate the data assessment.

2.2 Key concepts

The study defined “**access to education**” as not only the moment at which young newcomers enter VET, but also as the entire process of their transition into VET. This process can encompass several preparatory courses. This understanding goes back to the notion that educational opportunities, including access, are not automatically determined by top-down policies or the individual learner’s properties and circumstances. It is, rather, the *interaction* between legal and social structures (e.g. admissions requirements) and individual agency (e.g. by teachers and students) (see Parreira do Amaral/Walther/Litau 2013; Parreira do Amaral/Stauber/Barberis 2015). Therefore, the research endeavour shed light on: 1) legal and social structures (incl. education, residence, asylum and integration policies); 2) the agency of individuals (particularly local staff); and 3) salient interactions which contribute to making education more/less accessible for newcomers in Europe.⁵

The limited time frame available for this research endeavour (June 2019 to December 2019) made it necessary to focus the subject matter. It was put on **vocational education**, that is specifically ISCED 2011 level 3,⁶ with the primary emphasis on initial vocational education and training (VET).

When it came to defining the overall target group, the research endeavour sought to shed light on the educational integration of **refugees and other newcomers in Europe**. These were defined as follows:

- **Refugees** were broadly understood as displaced persons who have been forced to cross national borders and who cannot return home safely. In the context of this research project this group was divided into three subgroups: recognised refugees; asylum seekers during the

³ See p. 26–29 in the Appendix.

⁴ See p. 30–33 in the Appendix.

⁵ See Figures 1 and 2 on p. 24–25 in the Appendix.

⁶ The ISCED (International Standard Classification of Education) was developed by the United Nations Educational, Scientific and Cultural Organization (UNESCO) and allows national training programmes to be categorised based on a standardised scale so as to permit international comparisons. ISCED Level 3, which the study focuses on, is based on the ISCED’s 2011 classification (UNESCO Institute for Statistics 2012). In Germany, for example, work-based and school-based VET in training companies and/or vocational schools are classified as ISCED Level 3.



asylum process; and former asylum seekers whose deportation has been temporarily suspended.

- **Other newcomers** are people who have crossed national borders to reside in a foreign country for purposes other than humanitarian, for example work or study. The emphasis was placed on newcomers from non-EU countries. However, if in the course of the analysis newcomers from within the EU were found to play a key role in a given country/municipality on account of their high numbers, they were included, as in the German case study (see SVR 2020b: 6).

In terms of the age group, the study focused on **young newcomers aged between 16 and 25**. Access to education plays a vital role for these adolescents and young adults, as they have less time than younger newcomers to fill potential gaps in their education in order to pursue a professional path to skilled labour. At the same time, in many EU countries education, residence, asylum and integration policies tend to change dramatically once the newcomers turn 18, as do the paths to VET. These changes could thus be accounted for in the study.

Lastly, newcomers **arriving after 1 January 2014** were included.

One of the study's particular subjects of interest was the **local staff members' margins of discretion**. To that end, the study adopted an institutionalism perspective (see DiMaggio/Powell 1983; Meyer/Rowan 1991; Oliver 1991; Scott 1995) and assumed, in analogy with established research approaches (see Powell/Colyvas 2008; Wooten/Hoffman 2008; Maitlis/Christianson 2014), that a certain degree of discretion is an integral part of local policy implementation. "Customer-facing" staff in authorities, educational institutions and other local organisations have considerable agency in shaping newcomers' VET access.⁷

After consulting experts and doing the relevant academic research, a **conceptual model of the exercise of discretion at local level** was developed. A distinction was drawn between the following two types of discretion:

⁷ In this context, the research literature on so-called "street-level bureaucrats", i.e. individuals who put policies into practice at a local level, was consulted (see Lipsky 1980; Hupe/Hill/Bufat 2015; Stensöta 2019). Based on more recent research, the study adopted a broader definition which also includes non-state groups of professionals who are involved in shaping and granting access to education and training and to other public goods (see Darrow 2015: 6–7/27–28; Hupe/Hill 2007: 283; Meyers/Lehmann Nielsen 2012: 306).



- **Discretion within the job remit of local staff:** The official remit of local staff affords them a margin of discretion based on their interpretation of the relevant rules and structures and their application of this understanding to individual cases.
- **Discretion exceeding the job remit:** Some of the staff reported that they went beyond what was required of them, using their discretion. Going beyond this “call of duty” was generally not divorced from their actual remit, but was something which they did on top of their day-to-day tasks.

3 Case selection

The four case-study countries were selected in a three-step process:

- **Comparison of data on newcomers:** Drawing on migration figures published by the EU’s statistical authority, Eurostat (2018), a total of 11 EU countries with particularly high numbers of arrivals from non-EU countries were first identified: Austria, Belgium, Cyprus, France, Germany, Greece, Italy, the Netherlands, Slovenia, Spain and Sweden.⁸
- **Comparison of selected vocational training indicators:** In a second step, the VET systems of the previously identified 11 EU Member States were compared on the basis of structural data provided by the European Centre for the Development of Vocational Training (CEDEFOP 2016). This comparison focused on the following aspects: the practice orientation of VET; the value attached to VET in society; and what is known as the “training bonus”, that is the value added for the labour market in relation to young people who have completed vocational training compared to their peers who have not. The number of countries was then reduced to the seven most contrasting cases: Austria, Germany, Greece, Italy, the Netherlands, Slovenia and Spain.
- **Final case selection:** The economic and migration policy/political country contexts of the remaining seven countries were compared and four contrasting cases selected in analogy with the most different method which is widely applied in the political sciences (see Rohlfing 2009): **Austria, Germany, Slovenia and Spain**. These four countries are particularly suited to a contrastive analysis on account of their different VET systems; different average incomes (high, middle, low); contrasting migration policies (restrictive tendencies vs. liberal

⁸ See Table 6 on p. 23 in the Appendix.



tendencies); and different migrant and newcomer groups with diverse diasporas (e.g. in Slovenia many newcomers originate from countries which in Germany are defined as “safe countries of origin”; in Spain proportionally more newcomers are originally from northern and sub-Saharan Africa than in Austria and Germany).

Detailed analyses were conducted in one large city and one medium-sized industrial city in each of these four countries. The capital city Vienna and the smaller yet bustling city of Innsbruck were chosen in Austria. The large city and Bavarian capital Munich and the industrial city of Chemnitz in Saxony were picked in Germany.⁹ In Slovenia the capital city Ljubljana and the port city of Koper were selected, while the two Catalan cities of Barcelona and Terrassa were chosen in Spain.

4 Field research and empirical analysis

The empirical analysis comprised policy documents and field interviews. While the country-specific analysis for Austria, Slovenia and Spain was conducted in collaboration with education researchers at the [University of Vienna](#), the [University of Ljubljana](#) and the [Autonomous University of Barcelona](#), the German case study and final cross-country comparison was conducted by SVR’s Research Unit.

4.1 Policy analysis

For the policy analysis, the researchers in all four countries generated an overview of legal regulations on educational access for young newcomers along different residence statuses, potential procedural barriers, and dominant measures and initiatives of newcomer integration into secondary vocational education. The data collection was guided by seven core questions (Table 2) and specified in a template with detailed instructions.¹⁰

⁹ In each country, more specific factors guided the selection of the two case-study municipalities. In Germany, for example, the federal states of Bavaria and Saxony stand out in terms of their economic power and students’ educational success (SVR Research Unit 2020b: 8). Hence, the two federal states have favorable conditions for facilitating newcomers’ integration into VET. Munich was selected as a cosmopolitan western German state capital with a large migrant community (28% in 2019) and Chemnitz as a medium-sized industrial city with a relatively small migrant population (9% in 2019) (Statistical Office Munich 2019; Statistical Office Saxony 2019: 19)

¹⁰ See p. 26–29 in the Appendix.



Table 2 Guiding questions for policy analysis

No.	Research question
Q1	<p>According to (sub)national laws and regulations, what is the age* (from X to Y) of compulsory education in [name of country] for</p> <ul style="list-style-type: none"> • non-migrant students • refugees (with protection status) • asylum seekers (during asylum process) • asylum seekers whose deportation has been temporarily suspended • other sizable groups of newcomers in [name of country] (e.g. asylum seekers from “safe countries of origin” in Germany)? <p><i>*If compulsory education is not determined by age but by other factors, such as the minimum number of years of formal education, please specify.</i></p>
Q2	<p>According to (sub)national laws and regulations, how many months should it take in [name of country] for refugees and other newcomers to enter compulsory education?</p>
Q3	<p>How do (sub)national laws and regulations articulate the right to secondary, or more specifically vocational education, for refugees and other newcomers in [name of country]?</p>
Q4	<p>What are the dominant models of refugee/newcomer integration into vocational education in [name of country]?</p> <p>(in other words, what systems are in place in [name of country] for developing the host language skills, academic skills etc. of refugees and other newcomers so that they can fully access/participate in regular education and training paths?)</p>
Q5	<p>What education access laws and regulations – alone or in combination with other policies (e.g. asylum laws) – make it difficult for refugees and other newcomers (aged 16 to 25) to enter vocational education in [name of country]?</p>
Q6	<p>What procedural barriers make it difficult for refugees and other newcomers (aged 16 to 25) to enter vocational education in [name of country]?</p>
Q7	<p>What are key initiatives for encouraging refugees and other newcomers to access non-compulsory education in [name of country]?</p> <ul style="list-style-type: none"> • Key national/regional initiatives • Key local initiatives in the two selected municipalities in [name of country]

Source: SVR Research Unit 2020

More specifically, the German policy analysis, for example, entailed an overview of regulations in Bavaria and Saxony on the obligation to attend secondary and vocational school; access to work-based and school-based VET; access to work placements; and the right to attend school if the obligation does not apply. The data on these indicators were collected and analysed along different residence statuses: for newcomers with a residence permit; for asylum seekers during



their application process (subdivided into newcomers who are likely to receive a residence permit based on their country of origin, newcomers from “safe countries of origin” and newcomers who fall into neither one of these categories); and for newcomers whose deportation has been temporarily suspended. To contrast these findings with the educational regulations for local students, their data were also added. In addition to the regulatory framework, the research team collected contextual and structural data, including statistics on newcomers in the respective federal state and municipality, as well as a list of salient integration measures in secondary vocational education and other support programmes aimed at young newcomers which are funded by the federal state or municipality.

The policy analyses for Austria, Germany, Slovenia and Spain were conducted between April and December 2019 and were continuously updated until the study went to press in mid-October 2020.

4.2 Field interviews

In addition to the policy analysis, 122 qualitative semi-structured interviews were conducted in the eight case-study municipalities.

4.2.1 Sampling of interviewees

Interviewees were **identified via snowball sampling**, a technique by which local experts are identified, interviewed and asked to help point out interview partners in the respective municipality (see Kruse 2014; Friebertshäuser/Langer 2013). This allows the most suitable and knowledgeable interview partners to be found and quickly contacted. Since an overreliance on expert referrals can potentially result in bias, as experts may choose to only recommend interview partners who share their opinion (Kruse 2014), the approach was supplemented by the purposive sampling of additional interview partners who were identified based on their (assumed) roles in shaping and granting young newcomers’ access to VET. In addition, the research team aimed to cover as wide a range of relevant local stakeholders from different authorities, educational institutions and intermediary organisations as possible to include their different perspectives.

Within the general definition of our target group (see p. 5–6), newcomers were then more specifically sampled based on the following:



- **Age**, i.e. the fact that they were 16 to 25 years old either at the time of the interview, during most of their integration process or at least at the time of their arrival. In the end, all the interviewed newcomers were in this age bracket at the time of the interviews, except for two who were slightly older but met the age criterion during most of the observation period.
- **Language skills**, since the interviews were conducted in the host country language or in English. Consequently, the vast majority of interviews were conducted in Catalan, Spanish, German or Slovenian, providing the positive side effect that the newcomers who had been learning the respective language after their arrival had first-hand experience of language courses and other local integration measures and could provide valuable insights into the topic at issue.
- **Country of origin and residence status**. Since the study analysed young refugees' situation in all four countries, the researchers were asked to sample interviewees who had fled to the respective country and were in the process of applying for or had applied for asylum, regardless of the outcome of that application. Besides refugees, the researchers analysed other newcomer groups relevant in their respective country context based on migration statistics since 2014 and sampled accordingly (e.g. in Germany EU newcomers and in Slovenia young migrants from countries in the former Yugoslavia).
- **Gender**, by ensuring a certain number of interviews with both female and male newcomers, thus enabling the researchers to detect gender-specific obstacles, for instance. However, this did not imply that the number of female and male interviewees necessarily had to be equal.

The sampling criteria for newcomer interviewees were directly communicated when local experts were approached and asked about possibly forwarding our invitation to be interviewed. Thus, the newcomers who received the invitations directly met the criteria and no one in the sampling process who was willing to be interviewed had to be turned down because they did not meet the relevant criteria. Overall, 122 newcomers and local staff were interviewed in the eight municipalities (Table 3).¹¹

¹¹ For a detailed list of interviewees, including newcomers' country of origin, gender, age and location and the member of staff's gender, institution and location, see p. 18–22 in the Appendix.



Table 3 Number of interviewed local staff and newcomers per municipality

Municipality		Interviewed local staff	Interviewed newcomers
Austria	Innsbruck	7	4
	Vienna	8	3
Germany	Chemnitz	21	8
	Munich	15	8
	Federal level	1	
Slovenia	Koper	3	3
	Ljubljana	5	4
Spain	Barcelona	10	6
	Terrassa	12	4
Total		82	40

Source: SVR Research Unit 2020

As is customary in qualitative research, the experts who were interviewed are not a statistically representative sample. However, the diversity of the sample and the detailed analysis of their responses permitted first conclusions to be drawn from the interviews regarding practices adopted in the selected municipalities (see 4.2.3 on data analysis).

4.2.2 Interview implementation

The interviews were conducted between July and December 2019. All the researchers conducted the interviews in accordance with the research guidelines and the interview guide, which was provided by the SVR Research Unit beforehand.¹² Both the guidelines and interview questions had previously been discussed with the researchers.

A quiet room where it was possible to talk in private was provided by the researcher or interviewee in the respective municipality for the interview, depending on the on-site conditions. **The interviewees were all first informed about scientific and data protection standards,** more

¹² See p. 30–33 in the Appendix.



specifically that the interview was voluntary and that they could skip questions or stop the interview entirely if they wished to do so. They were, furthermore, briefed by the researchers about their right to withdraw their consent to the interview being recorded and to request that it be deleted at any time. This was summarised in a consent form¹³ which all the interviewees signed before the interview began. Moreover, young newcomers were informed that they would be asked no questions about their home, family or migration route to the respective country – the fact that the sole focus was on education was to be emphasised. The interviews took between 30 minutes and a little over an hour. Interviews with local staff often took longer, presumably due to the fact that staff were mostly native speakers, which enabled more effortless conversations and due to their interest in sharing their experience and discussing obstacles in their day-to-day work on the (educational) integration of young newcomers.

After each interview, the researchers typed up **an interview note in English** which summarised their initial impressions, core statements and noteworthy findings.

4.2.3 Analysis of interview data

The interview notes served as the basis for the analysis in all four countries. The researchers then produced interview transcripts which focused specifically on those sections of the interviews which had direct links to the guiding questions. The researchers adopted a **deductive-inductive approach to the qualitative content analysis** (see Mayring 1993). Categories and codes were initially developed deductively based on the guiding research questions and the research literature. These categories and codes were adjusted and complemented by new inductive categories, codes and, in some cases, sub-codes (see Steigleder 2008; Schreier 2012; Kuckartz 2010). In all the case-study countries, distinct coding trees were established for both local staff and newcomers, which enabled each group's experiences and most pressing challenges to be identified.¹⁴ In Germany, for example, the initial categories were the following, before codes (and in some cases sub-codes) were added inductively during the process:

- Newcomers: Information on educational path; decisive factors for educational access as experienced (positive/negative); personal motivation and plans; sources of support; success factors for VET integration and wishes.

¹³ See p. 34 in the Appendix.

¹⁴ See p. 35–42 in the Appendix.



- Local staff: Structural information about Chemnitz/Munich; personal role and discretion as experienced; main target group of newcomers in day-to-day work; decisive factors for educational access as experienced (positive/negative); success factors for VET integration and wishes.

The codes, which were assigned to the listed categories, constituted a combination of so-called fact codes (Kopp/Menez 2005: 25), for example “preparatory language classes Munich”, and codes by judgment, for example “cultural differences as decisive factor” for newcomers or “discretion as experienced” for local staff.

The interview transcripts were re-read several times by the researchers and **individual statements were assigned codes (and sub-codes)** in an iterative process. Where applicable, statements were assigned several codes, for example in the case of staff explaining municipal actions in terms of both their structural characteristics and their observed impact on VET integration. In this example, the statement could have been allocated to suitable codes within the categories “structural information about Chemnitz” and “decisive factors for educational access as experienced (positive/negative)”. After coding, the researchers summarised the interview content using the individual codes, making it possible to distill initial findings for the individual country case studies. That way, inter-coder reliability was established.

While the analytical approach and execution followed the same guidelines in all the four countries, the software used by researchers differed and included ATLAS.ti, MAXQDA and MicrosoftExcel.

In a second step, and based on the findings in the respective case-study countries of Austria, Germany, Slovenia and Spain¹⁵, the SVR’s project team undertook a cross-country analysis of legal regulations and structures relating to education, migration and labour market integration, integration measures and the interviewees’ first-hand experiences. Reported discretionary practices were placed on a scale ranging from “restrictive” to “generous/liberal”. The scale allowed for staff tendencies to be documented and also demonstrated the range of behaviour within the three different groups of local staff as well as across municipalities.

The parallels and differences between the findings were summarised in the study’s core chapters and recommended actions.

¹⁵ To convey all the findings of the respective policy analysis and primary data collection, the research partners used a template for the case study reports (see p. 43–47 in the Appendix).



4.3 Validation of findings and development of recommended actions

The key findings and first drafts of the recommended actions drawn from the empirical analysis were developed by means of the following:

- A workshop with the research partners in Austria, Slovenia and Spain, in which the findings and potential recommendations were discussed in a structured manner and based on the partners' country expertise.
- Unstructured expert interviews with five experts in Germany who work in a renowned VET research institute, a municipal chamber of industry and commerce (IHK), the Association of German Chambers of Industry and Commerce (DIHK), the Federal Employment Agency (BA) and a state network which supports staff in the integration sector and advises newcomers.

The research partners' and experts' feedback was considered when the recommended actions were further revised and finalised for inclusion in the published study. More specifically, the feedback was discussed in the SVR Research Unit and, after further research on, for example, the aforementioned best-practice approaches, then added to the final recommendations (SVR Research Unit 2020a).

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Appendix

Tables

Table 4 Interviewees in the eight case-study municipalities: Newcomers

Newcomers				
Interview no.	Country of origin	Gender	Age at interview	City
Austria				
1	Syria	m	20	Innsbruck
2	Chechnya	m	23	Innsbruck
3	Afghanistan	f	24	Innsbruck
4	Iraq	f	21	Innsbruck
5	Afghanistan	m	24	Vienna
6	Somalia	f	23	Vienna
7	Afghanistan	m	20	Vienna
Germany				
1	Syria	f	19	Chemnitz
2	Afghanistan	f	22	Chemnitz
3	Afghanistan	f	22	Chemnitz
4	Bulgaria	f	23	Chemnitz
5	Afghanistan	m	26*	Chemnitz
6	Afghanistan	m	19	Chemnitz
7	Afghanistan	m	20	Chemnitz
8	Afghanistan	m	20	Chemnitz
9	Eritrea	m	27*	Munich
10	Sierra Leone	m	22	Munich
11	Iraq	m	18	Munich
12	Syria	m	21	Munich
13	Senegal	m	24	Munich
14	Afghanistan	f	21	Munich
15	Afghanistan	m	18	Munich
16	Afghanistan	m	21	Munich
Slovenia				
1	Bosnia-Herzegovina	m	21	Ljubljana
2	Syria	f	25	Ljubljana
3	Palestine	m	16	Ljubljana
4	Russia	f	22	Ljubljana
5	Bosnia-Herzegovina	f	25	Koper
6	Serbia	f	20	Koper
7	Serbia	f	20	Koper
Spain				
1	Pakistan	m	25	Barcelona



2	Morocco	m	18	Barcelona
3	Belarus	f	19	Barcelona
4	Bolivia	f	18	Barcelona
5	Bolivia	f	23	Barcelona
6	Honduras	f	19	Barcelona
7	Venezuela	f	18	Terrassa
8	Morocco	m	18	Terrassa
9	Morocco	m	18	Terrassa
10	Colombia	f	23	Terrassa

* arrived at age 22 and 23, respectively

Source: SVR Research Unit 2020

Table 5 Interviewees in the eight case-study municipalities: Local staff

Staff in local authorities, educational establishments and intermediary organisations			
Interview no.	Institution	Gender	City
Austria			
1	Educational establishment (educational provider)	f	Innsbruck
2	Educational establishment (educational provider)	f	Innsbruck
3	Educational establishment (school)	f	Innsbruck
4	Authority	f	Innsbruck
5	Educational establishment (training company)	m	Innsbruck
6	Intermediary organisation (NGO)	f	Innsbruck
7	Educational establishment (vocational school)	m	Innsbruck
8	Intermediary organisation (NGO)	m	Vienna
9	Intermediary organisation (NGO)	f	Vienna
10	Intermediary organisation (NGO)	f	Vienna
11	Authority	f	Vienna
12	Educational establishment (educational provider)	f	Vienna
13	Educational establishment (vocational school)	m	Vienna
14	Intermediary organisation (NGO)	f	Vienna
15	Intermediary organisation (NGO)	f	Vienna



Germany

1	Intermediary organisation (NGO)	f	Chemnitz
2	Intermediary organisation	m	Chemnitz
3	Educational establishment (privately funded)	m	Chemnitz
4	Authority	m	Chemnitz
5	Authority	m	Chemnitz
6	Authority	m	Chemnitz
7	Authority	f	Chemnitz
8	Educational establishment (training company)	m	Chemnitz
9	Intermediary organisation (NGO)	f	Chemnitz
10	Authority	f	Chemnitz
11	Educational establishment (training company)	m	Chemnitz
12	Authority	m	Chemnitz
13	Intermediary organisation (NGO)	f	Chemnitz
14	Educational establishment (training company)	m	Chemnitz
15	Educational establishment (secondary school)	m	Chemnitz
16	Educational establishment (school)	f	Chemnitz
17	Educational establishment (training company)	f	Chemnitz
18	Educational establishment (vocational school)	m	Chemnitz
19	Educational establishment (school)	m	Chemnitz
20	Authority	f	Dresden (regional level)
21	Authority	m	Dresden (regional level)
22	Educational establishment (vocational school)	f	Munich
23	Educational establishment (vocational school)	f	Munich
24	Educational establishment (training company)	m	Munich
25	Educational establishment (vocational school)	f	Munich
26	Educational establishment (vocational school)	m	Munich
27	Intermediary organisation (NGO)	f	Munich



28	Authority	m	Munich (regional level)
29	Authority	m	Munich (regional level)
30	Educational establishment (training company)	m	Munich
31	Educational establishment (training company)	m	Munich
32	Authority	f	Munich
33	Authority	f	Munich
34	Authority	m	Munich
35	Authority	f	Munich
36	Educational establishment (vocational school)	f	Munich
37	Authority	f	Federal level
Slovenia			
1	Authority	m	Ljubljana
2	Educational establishment (educational provider)	f	Ljubljana
3	Intermediary organisation	f	Ljubljana
4	Educational establishment (school)	f	Ljubljana
5	Intermediary organisation (NGO)	m	Ljubljana
6	Authority	f	Koper
7	Educational establishment (school)	f	Koper
8	Educational establishment (educational provider)	m	Koper
Spain			
1	Authority	m	Barcelona
2	Educational establishment (vocational school)	f	Barcelona
3	Authority	f	Barcelona
4	Authority	f	Barcelona
5	Authority	f	Barcelona
6	Intermediary organisation (NGO)	m	Barcelona
7	Authority	f	Barcelona
8	Authority	f	Barcelona
9	Authority	f	Barcelona
10	Educational establishment (school)	f	Barcelona
11	Authority	f	Terrassa
12	Educational establishment (vocational school)	f	Terrassa



13	Educational establishment (vocational school)	f	Terrassa
14	Educational establishment (school)	f	Terrassa
15	Educational establishment (school)	f	Terrassa
16	Intermediary organisation (NGO)	m	Terrassa
17	Intermediary organisation (NGO)	f	Terrassa
18	Educational establishment (educational provider)	m	Terrassa
19	Authority	f	Terrassa
20	Authority	f	Terrassa
21	Intermediary organisation (NGO)	f	Terrassa
22	Intermediary organisation (NGO)	f	Terrassa

Source: SVR Research Unit 2020



Table 6 Foreign-born population in EU/EEA member states and Switzerland, 2017

Born outside of the EU/EEA/Switzerland [% of total population]	
Liechtenstein	43.3
Estonia	13.1
Sweden	12.4
Switzerland	11.6
Latvia	11.5
Croatia	11.3
Luxembourg	11.0
Austria	10.4
Netherlands	9.1
France	8.9
Belgium	8.8
Germany	8.8
Spain	8.8
Slovenia	8.7
United Kingdom	8.6
Norway	8.5
Greece	8.4
Malta	7.8
Denmark	7.6
Cyprus	7.0
Italy	7.0
Portugal	6.2
Iceland	4.4
Finland	4.1
Ireland	4.1
Lithuania	3.8
Czech Republic	2.7
Hungary	2.0
Bulgaria	1.3
Romania	1.2
Poland	1.1
Slovakia	0.6

NB: Countries shaded in dark grey were pre-selected for cross-country comparison.

Source: Eurostat 2018



Figures

Figure 1 Contextual information

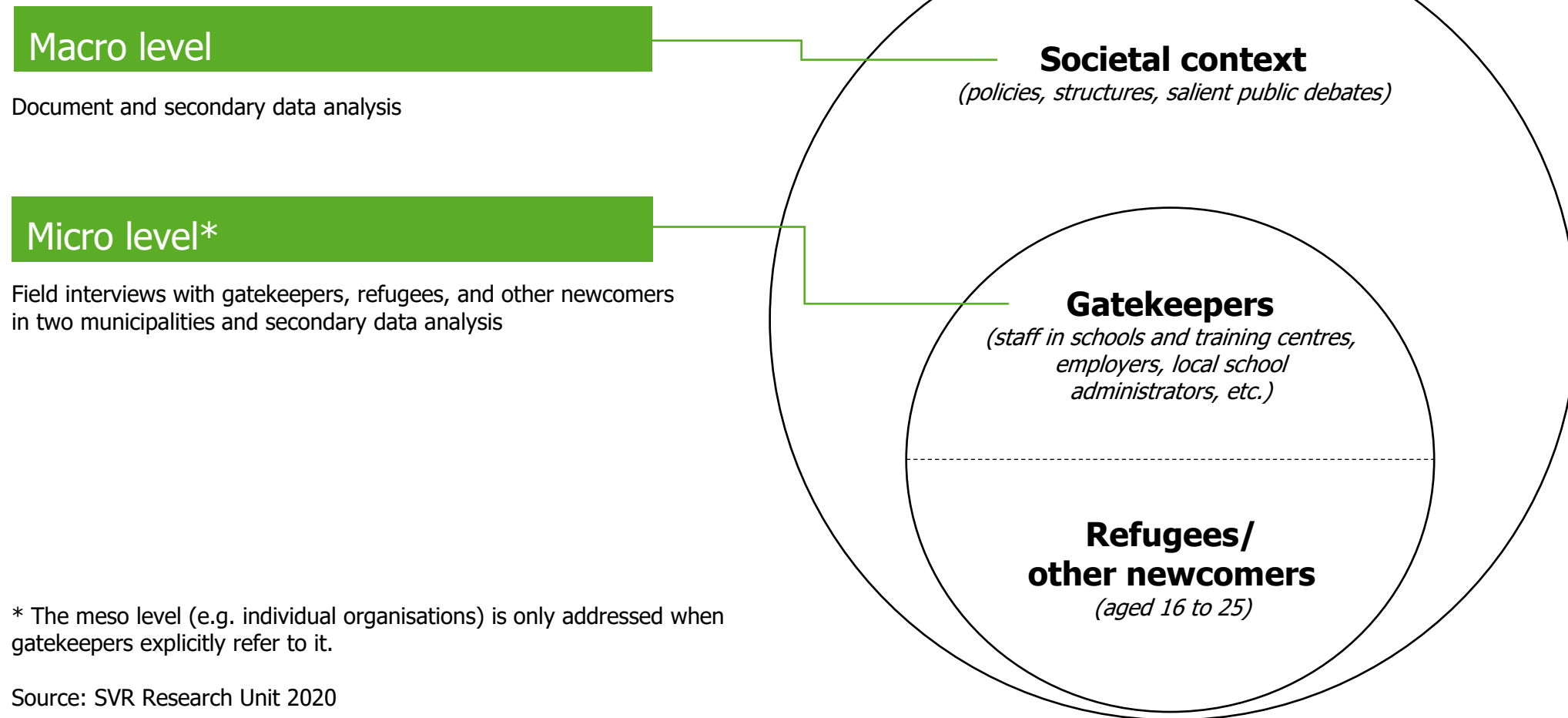
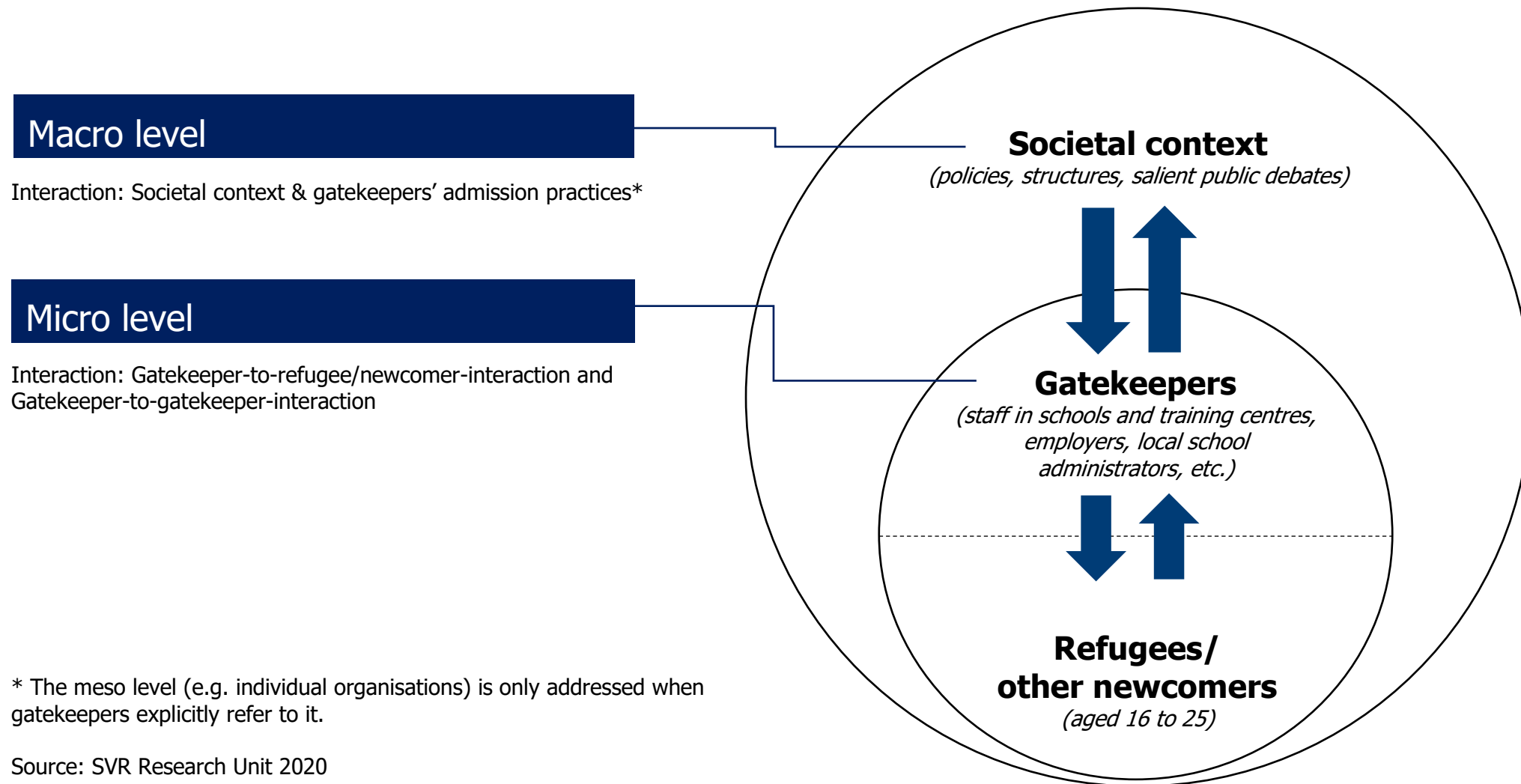




Figure 2 Salient macro-micro and micro-micro interactions





Template for project partners: Policy analysis

(Q1) According to (sub)national laws and regulations, what is the age* (from X to Y) of compulsory education in [name of country] for

- **non-migrant students**
- **refugees (with protection status)**
- **asylum seekers (during asylum process)**
- **asylum seekers whose deportation has been temporarily suspended**
- **other sizable groups of newcomers in [name of country] (e.g. asylum seekers from "safe countries of origin" in Germany)?**

Instructions: Please use (a slightly modified version of) Table 1 to concisely (!) summarise key laws and regulations for each of the above groups (for example enter "6 to 18 years" in the "non-migrant student" column)

Table 1 Age of compulsory schooling in [name of country]

	Non-migrant students	Refugees (with protection status)	Asylum seekers (during process)	Asylum seekers (rejected but still there)	Other newcomers [please specify]
Age of compulsory schooling					

If a certain (sub)group in Table 1 is not explicitly covered by the regulatory framework in [name of country], please specify in the relevant column. If [name of country] does not differentiate between different types of refugees/newcomers, please clarify. Please be sure to always refer to the original regulation (e.g. section 3 (2) of the Bavarian Schools Act of 5 January 2019).

In the case of Q1 to Q4 and other relevant contextual information relating to the country case studies, project participants should explore the country reports, country-specific laws and other resources available at www.asylumineurope.org.

*If in [name of country] compulsory education is not determined by age but by other factors, such as the minimum number of years of formal education, please specify.

(Q2) According to (sub)national laws and regulations, how many months should it take in [name of country] for refugees and other newcomers to enter compulsory education?



Instructions: Please use (a slightly modified version of) Table 2 to concisely (!) summarise key laws and regulations for each of the above groups (for example enter "3 months" in the "Refugees" column).

Table 2 Legally prescribed time between refugee's/newcomer's arrival and start of compulsory education in [name of country]

	Refugees (with protection status)	Asylum seekers (during process)	Asylum seekers (rejected but still there)	Other newcomers [please specify]
Legally prescribed time between arrival and compulsory education				

If a certain (sub)group in Table 2 is not explicitly covered by the regulatory framework in [name of country], please specify in the relevant column. If [name of country] does not differentiate between different types of refugees/newcomers, please clarify. Please be sure to always refer to the original regulation (e.g. section 3 (2) of the Bavarian Schools Act of 5 January 2019).

(Q3) How do (sub)national laws and regulations articulate the right to secondary, more specifically to vocational education for refugees and other newcomers in [name of country]?

Instructions: Please place special emphasis on the rights of those refugees/newcomers who, on account of their age or other factors, are no longer subject to compulsory education. Please use (a slightly modified version of) Table 3 to concisely (!) summarise key laws and regulations for each of the above groups.

Table 3 Right to the right to secondary, more specifically to vocational education of refugees/newcomers in [name of country]

	Refugees (with protection status)	Asylum seekers (during process)	Asylum seekers (whose deportation has been temporarily suspended)	Other newcomers [please specify]
Right to secondary education (school & especially initial vocational education and training (iVET))				



Right to secondary education (especially iVET)				
--	--	--	--	--

If a certain (sub)group in Table 3 is not explicitly covered by the regulatory framework in [name of country], please specify in the relevant column. Please be sure to always refer to the original regulation (e.g. section 3 (2) of the Bavarian Schools Act of 5 January 2019).

(Q4) What are the dominant models of refugee/newcomer integration into secondary, more specifically vocational education in [name of country]? (in other words, what systems are in place in [name of country] for developing the host language skills, academic skills etc. of refugees and other newcomers so that they can fully access/participate in regular education and training paths?)

Instructions: If there are any, please describe the most important models in use for preparing refugees and other newcomers for regular class instruction in vocational education. Be sure to refer to the major laws and regulations which prescribe and/or provide a general framework for these practices (e.g. section 3 (2) of the Bavarian Schools Act of 5 January 2019).

(Q5) What education access laws and regulations – alone or in combination with other policies (e.g. asylum laws) – make it difficult for refugees and other newcomers (aged 16 to 25) to enter secondary, more specifically vocational education in [name of country]?

Instructions: Please elaborate based on policy analysis, field interviews and the relevant literature. Be sure to include information about laws and regulations which prescribe and/or provide a general framework for these practices (e.g. section 3 (2) of the Bavarian Schools Act of 5 January 2019).

(Q6) What procedural barriers make it difficult for refugees and other newcomers (aged 16 to 25) to enter secondary, more specifically vocational education in [name of country]?

Instructions: Please elaborate based on policy analysis, field interviews and the relevant literature. Be sure to include information about laws and regulations which prescribe and/or provide a general framework for these practices (e.g. section 3 (2) of the Bavarian Schools Act of 5 January 2019).



(Q7) What are key initiatives for encouraging refugees and other newcomers to access non-compulsory education in [name of country]?

- **Key national/regional initiatives**
- **Key local initiatives in the two selected municipalities in [name of country]**

Instructions: Please elaborate based on policy analysis, field interviews and the relevant literature. Initiatives can include financial aid and scholarship programmes or larger-scale outreach initiatives. The list does not need to be exhaustive. Please use your field interviews as a jumping-off point for identifying the key initiatives in a given municipality and host country.

When using this vignette technique, please comply with the methodological standards set forth in Kazepov, Yuri (ed.) 2010: Rescaling Social Policies: Towards Multilevel Governance in Europe, Farnham: Ashgate, p. 434–440.



Interview guide for project partners: Semi-structured interviews with local staff

Introductory remarks

Thank you again for taking the time for this interview.

Before we get started, I would like to tell you a little about myself and the research project.

[Briefly introduce yourself. Hand over your business card.]

Together with researchers in four countries we are studying *how* young refugees and other newcomers* enter the education system in four EU Member States: Austria, Germany, Slovenia, and Spain. When I refer to "young refugees and newcomers", I mean 16- to 25-year-old people who have fled/migrated to [name of country] in the last five years. We are interested in hearing from them, but also from teachers, social workers and other people they encounter on their way into the education system. And that's why I'm here with you today.

*[*Throughout the entire interview, use terminology that is easily understood by interviewees and that is appropriate in the local context. This may mean that instead of "newcomers" you should say something like "migrants".]*

I would like to reiterate that your participation in this interview is voluntary and that everything you say will remain completely anonymous, meaning that your name or the name of your institution will not show up anywhere. If at any moment you would like to stop the interview, please let me know. If you want me to delete the audio recording, either today or in the future, all you need to do is tell me so. The interview will take around 30 minutes.

In order to be able to analyse the content of this interview I would like to record our conversation. Is that OK with you? If so, could you please read and sign this consent form?

Do you have any questions before we begin?

Important:

- *Never use the word "gatekeeper" when communicating with interviewees before, during or after the interview. This is done in order to avoid priming interviewees by assigning them and their functions a specific label.*
- *If interviewees ask you about our choice of countries, simply tell them that it was a data-driven decision based on migration and education statistics. If you are unable to answer an interviewee's question about the project, you may choose to offer to have the project contact Lena Rother, who will then follow up with them personally.*

No.	Interview guide
1	<p>PROMPTING QUESTION: In your own words, how would you describe your role with regards to the newcomers* here at [name of institution]?</p> <p><i>For all of the following questions: Use terminology that is easily understood by interviewees and that is appropriate in the local context, e.g. "migrants".</i></p> <p>Follow-up questions (in case interviewee doesn't talk about it herself/himself):</p> <ul style="list-style-type: none"> • How did you get here? • What kind of training did you receive?



2	<p>PROMPTING QUESTION: Let's picture an 18-year-old young man from Afghanistan who comes to [name of city]. Could you map his path into the education system, starting from his arrival in [name of city]?</p> <p><i>Instructions: Bring a pen and a blank piece of paper and have the interviewee map out a typical example of a young newcomer's path into education. Use her or his sketches during the interview. At the end of the interview, ask the interviewee if you can keep the piece of paper.</i></p> <p><i>When using this vignette technique please comply with the methodological standards set forth in Kazepov, Yuri (ed.) 2010: Rescaling Social Policies: Towards Multilevel Governance in Europe, Farnham: Ashgate, p. 434–440.</i></p>
	<p>Follow-up questions:</p> <ul style="list-style-type: none"> • Where on this person's path do you come in? How do you help young people like him? • What is your personal goal when helping young people like him? • Do you do this by yourself or do you work together with other people and institutions? • (That sounds like a lot.) Do you get more resources, like additional staff, funding and training? If so, what and from whom?
3	<p>PROMPTING QUESTION: Can you think of a time when you wanted to help but the rules made it very difficult?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • What do you do when this happens? • Are there groups of newcomers* in relation to whom this happens more often? <ul style="list-style-type: none"> • If so: Why do you think that is?
4	<p>PROMPTING QUESTION: Sometimes it's not just the rules that can get in the way. In your experience, are there other things that make it difficult for newcomers* to access education here in [name of city]?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • What about their living situation? • What about their personal goals? <ul style="list-style-type: none"> • How do you find out about these quite personal things? • What role does the political climate here play?
5	<p><i>If it is obvious that the interviewee is personally involved in helping newcomers*:</i></p> <p>PROMPTING QUESTION: The things you are doing to help newcomers* are quite impressive. Why do you do them?</p> <p><i>If the interviewee seems less engaged:</i></p> <p>PROMPTING QUESTION: Speaking of the things you are doing to help newcomers*, why do you do them?</p>
6	<p>PROMPTING QUESTION: We are nearing the end of our interview, so I would like to take a step back and ask you some more broader questions. Here in [name of city], we can see that you have a good number of support services that help newcomers access education. Which ones do you think are especially helpful?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • What makes them helpful? • We have talked a lot <i>about</i> newcomers*. To what extent do these young people have a means of giving feedback so that the many programmes that are designed to help them can be improved?
7	<p>PROMPTING QUESTION: If you can think of anything that would make it easier for you to help newcomers* in your day-to-day work, what would it be?</p>
8	<p>CONCLUDING QUESTION: We have covered quite a bit today. Is there anything else you would like to add?</p>
<p>Thank you very much.</p>	



Interview guide for project partners: Semi-structured interviews with young newcomers

Introductory remarks

Thank you again for taking the time to speak to me today.

Before we get started, I would like to tell you a little about myself and the research project.

[Briefly introduce yourself. Emphasise that you are a researcher and not a representative of state authorities. Before you start, make an effort to clarify that neither you nor the (independent) organisation you represent have any direct impact on any of their personal circumstances (e.g. their asylum procedure).]

Together with researchers in four countries we are studying *how* young newcomers* like you enter the education system in four EU member states, namely Austria, Germany, Slovenia, and Spain. We are especially interested in hearing from newcomers* themselves – and that’s why I’m here with you today.

*[*Throughout the entire interview, use terminology that is easily understood by interviewees and that is appropriate in the local context. This may mean that instead of "newcomers" you should say something like "migrants".]*

Your experience is important. We want to learn from you and your experience so that we can share this information with politicians, teachers and many other people so that they can help many newcomers* in the future.

I would like to reiterate that your participation in this interview is voluntary and everything you say will remain completely anonymous, meaning that your name will not show up anywhere. If at any moment you feel that you would like to stop the interview, please let me know. If you want me to delete the audio recording, either today or in the future, all you need to do is tell me so. The interview will take around 30 minutes.

In order to be able to analyse the content of this interview I would like to record our conversation. Is that OK with you? If so, could you please read and sign this consent form?

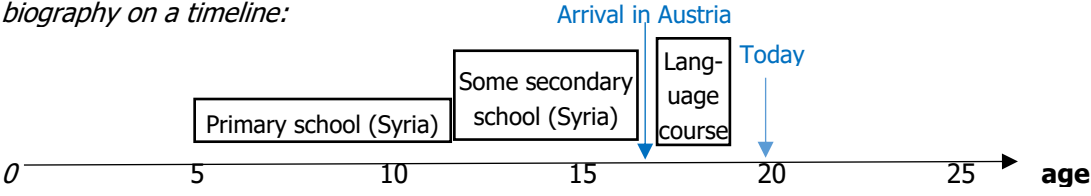
Do you have any questions before we begin?

Important:

- *If interviewees ask you about our choice of countries, simply tell them that it was a data-driven decision based on migration and education statistics. If you are unable to answer an interviewee’s question about the project, you may choose to offer to have the project contact Lena Rother, who will then follow up with them personally.*

No.	Interview guide
1	<p>PROMPTING QUESTION: Let’s start by introducing ourselves. (Like I said,) I am [...]. What’s your name?</p> <p>Follow-up questions (in case interviewee doesn’t talk about it herself/himself):</p> <ul style="list-style-type: none"> • Where are you from? How old are you? • When did you come to [name of host country]?
2	<p>PROMPTING QUESTION: I would like to talk to you about your experience of school, job training and perhaps university studies today. That’s why it would be great to learn more about your education up to this point.</p>




	<p><i>Instructions:</i> Bring a pen and a blank piece of paper and map the interviewee's educational biography on a timeline:</p>  <p>Use the timeline during the interview. At the end of the interview, ask the interviewee if you can keep it. When using this vignette technique, please comply with the methodological standards set forth in Kazepov, Yuri (ed.) 2010: Rescaling Social Policies: Towards Multilevel Governance in Europe, Farnham: Ashgate, p. 434–440.</p>
	<p>Follow-up questions:</p> <ul style="list-style-type: none"> • I see that you already did/are doing [type of education] in [name of <u>host</u> country]. How did you get in? • Were there other things you could have done, like other schools or vocational education and trainings? • How did you learn about these different options? • Did anyone help you? What did they recommend? • What made you choose [current option]?
3	<p>PROMPTING QUESTION: Let's go back to the people you went to for help back then. Who did you talk to?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • Who helped you the most? How? <p><i>Background:</i> This question seeks to generate a more comprehensive picture of how many and what kind of (local) support services and how many different service personnel the refugees/newcomers encountered before fully entering the education system in their host country.</p>
4	<p>PROMPTING QUESTION: When you look back at the time between your arrival in [name of host country] and now, what were your biggest challenges?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • What about where you are living? • What about the political climate here in [name of city]?
5	<p>PROMPTING QUESTION: What is your goal after [current education]?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • Have you had this goal for longer or is it new, that is since you arrived in [name of host country]? • Do you plan to stay in [name of host country]? If not, where do you want to go? And why? What do you want to do there?
6	<p>PROMPTING QUESTION: What would you tell other refugees/newcomers* who are trying to enter the education system in [host country]?</p> <p>Follow-up questions:</p> <ul style="list-style-type: none"> • In your opinion, how can existing support services be improved? • Is there a way for you to share these ideas with the service providers?
7	<p>PROMPTING QUESTION: If you can think of anything that would make it easier for newcomers* to enter schools, vocational education and trainings and other education programmes in [name of city], what would it be?</p>
8	<p>CONCLUDING QUESTION: We have covered quite a bit today. Is there anything else you would like to add?</p>
Thank you very much.	



Interview consent form

The Expert Council of German Foundations
on Integration and Migration

RESEARCH UNIT



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Declaration of Consent

I, _____, hereby agree that the interview I am giving
to _____ on _____ will be recorded on tape (digitally),
transcribed and used for analysis within the framework of the SVR Research Unit's study on
young newcomers' access to vocational education and training (VET) in Europe.

I agree that, under the condition of anonymity (i.e. my name will not be mentioned at any
time), small sections of the transcribed interview may be used for publication purposes. Any
publication and handling of the data heed my right to privacy.

A withdrawal of my consent is possible at any time.

Date, Place

Signature

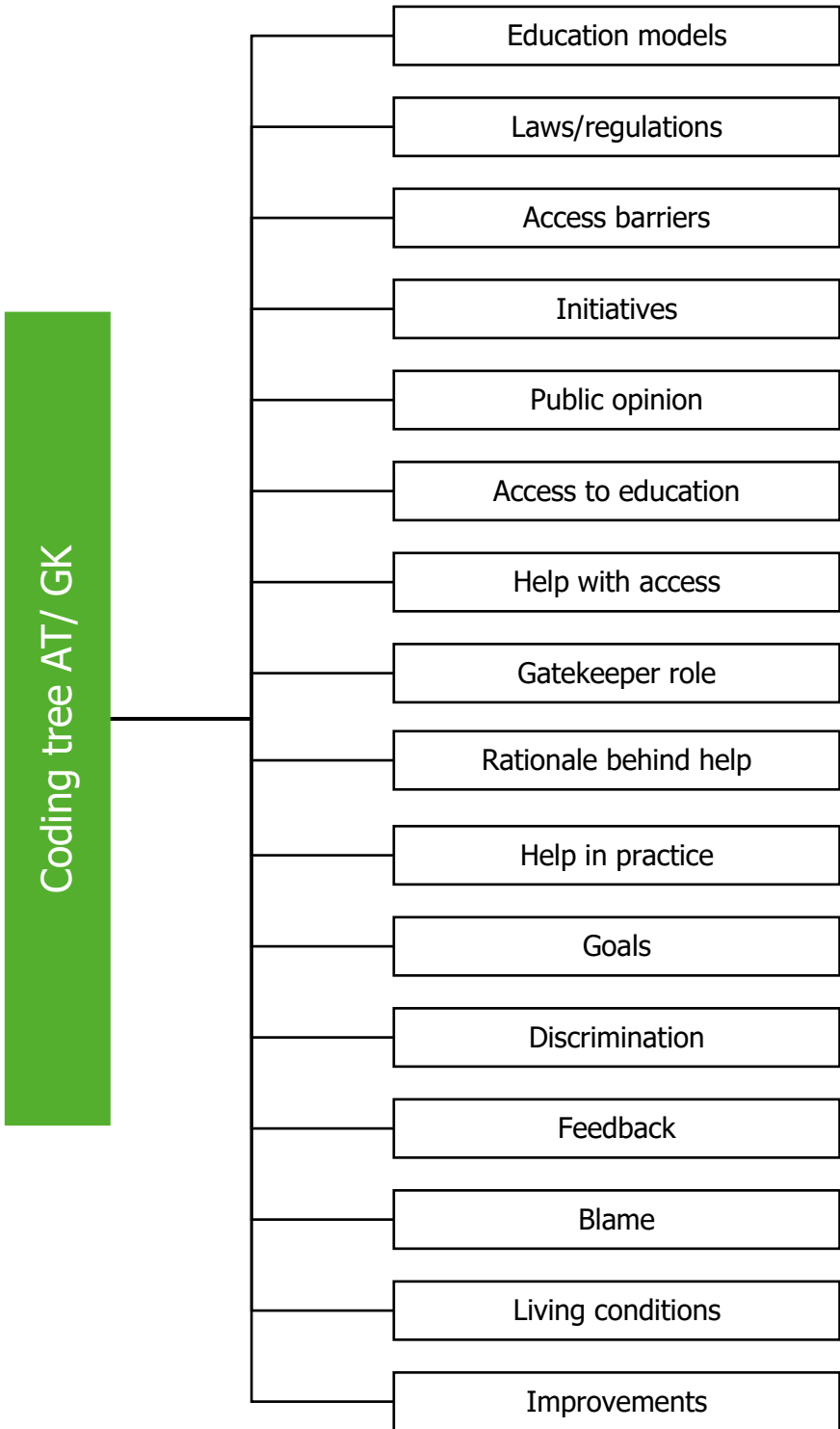
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1



Coding trees – case study Austria

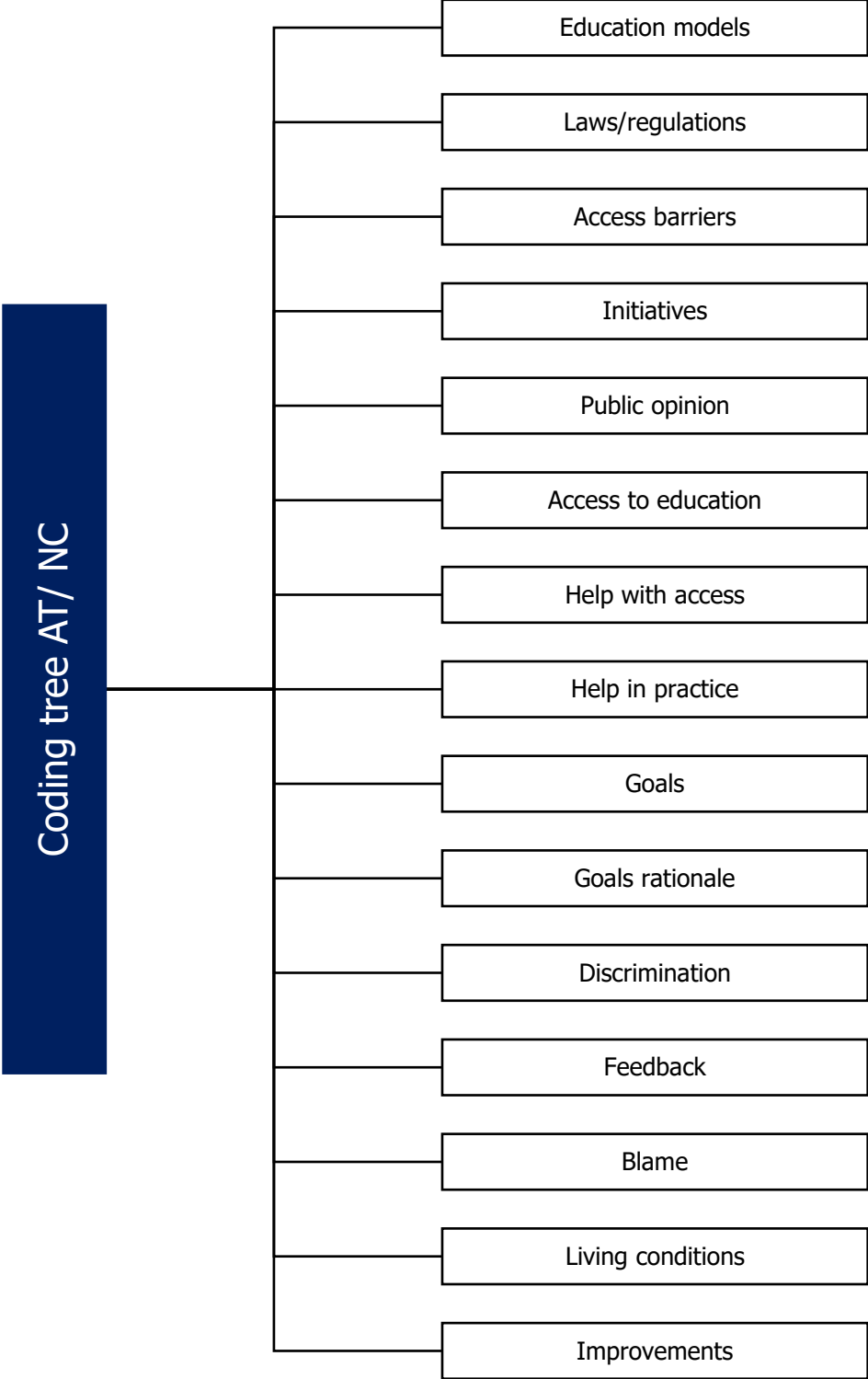
Analysis of gatekeeper interviews in Innsbruck and Vienna (categories)



Source: Schnelzer/Boczy/Mocca/Kazepov 2020



Analysis of newcomer interviews in Innsbruck and Vienna (categories)

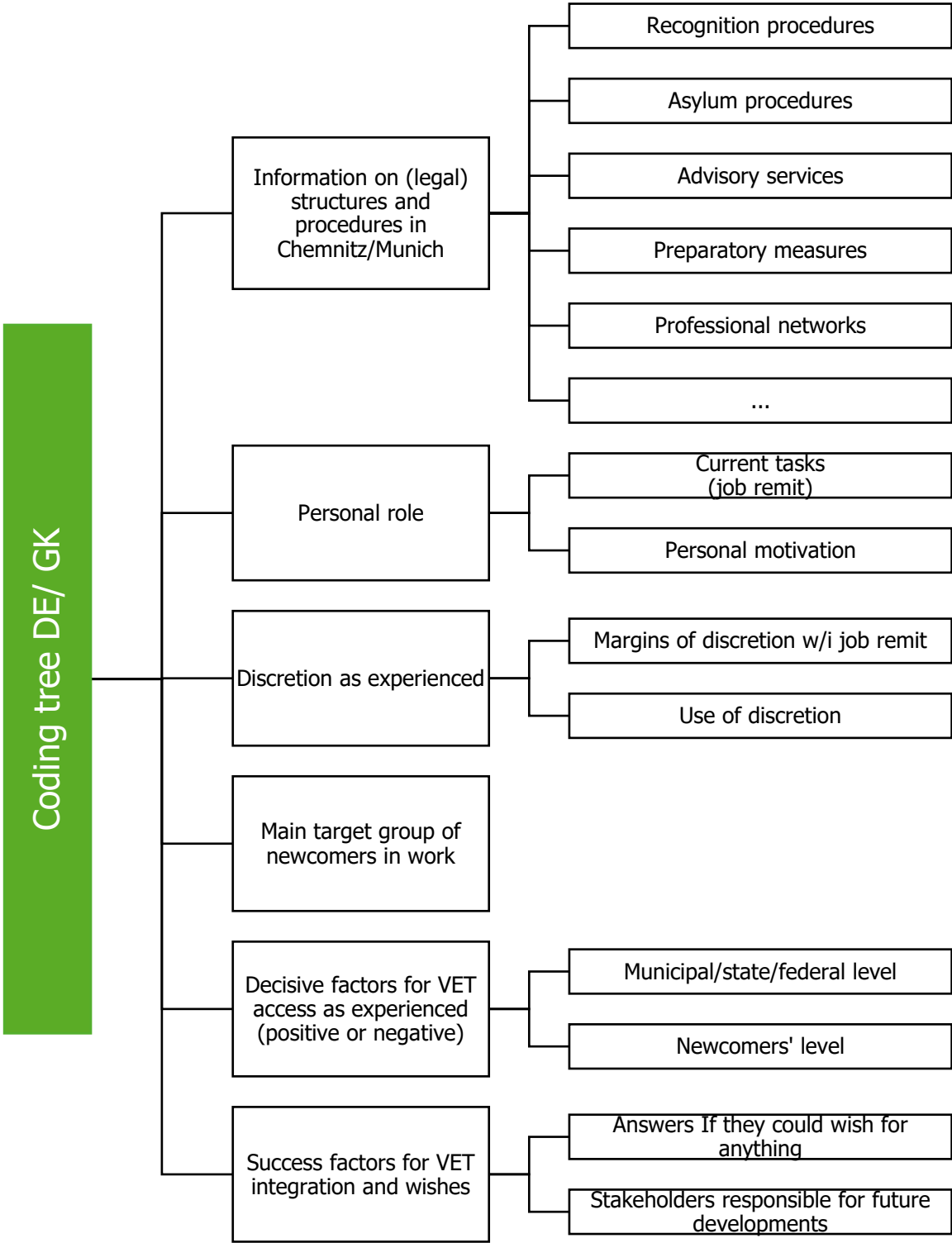


Source: Schnelzer/Boczy/Mocca/Kazepov 2020



Coding trees – case study Germany

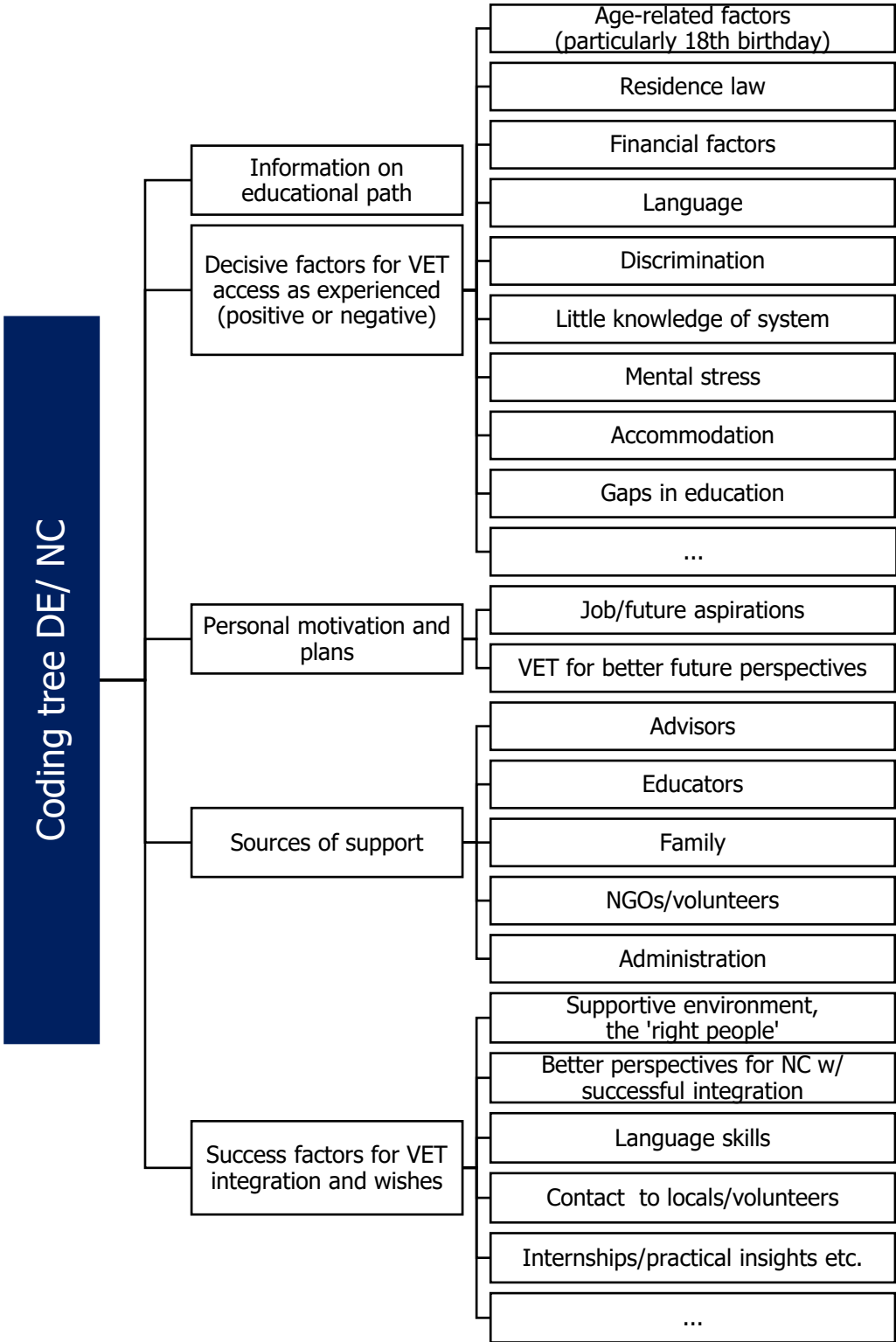
Analysis of gatekeeper interviews in Chemnitz and Munich (categories & codes)



Source: SVR Research Unit 2020



Analysis of newcomer interviews in Chemnitz and Munich (categories & codes)

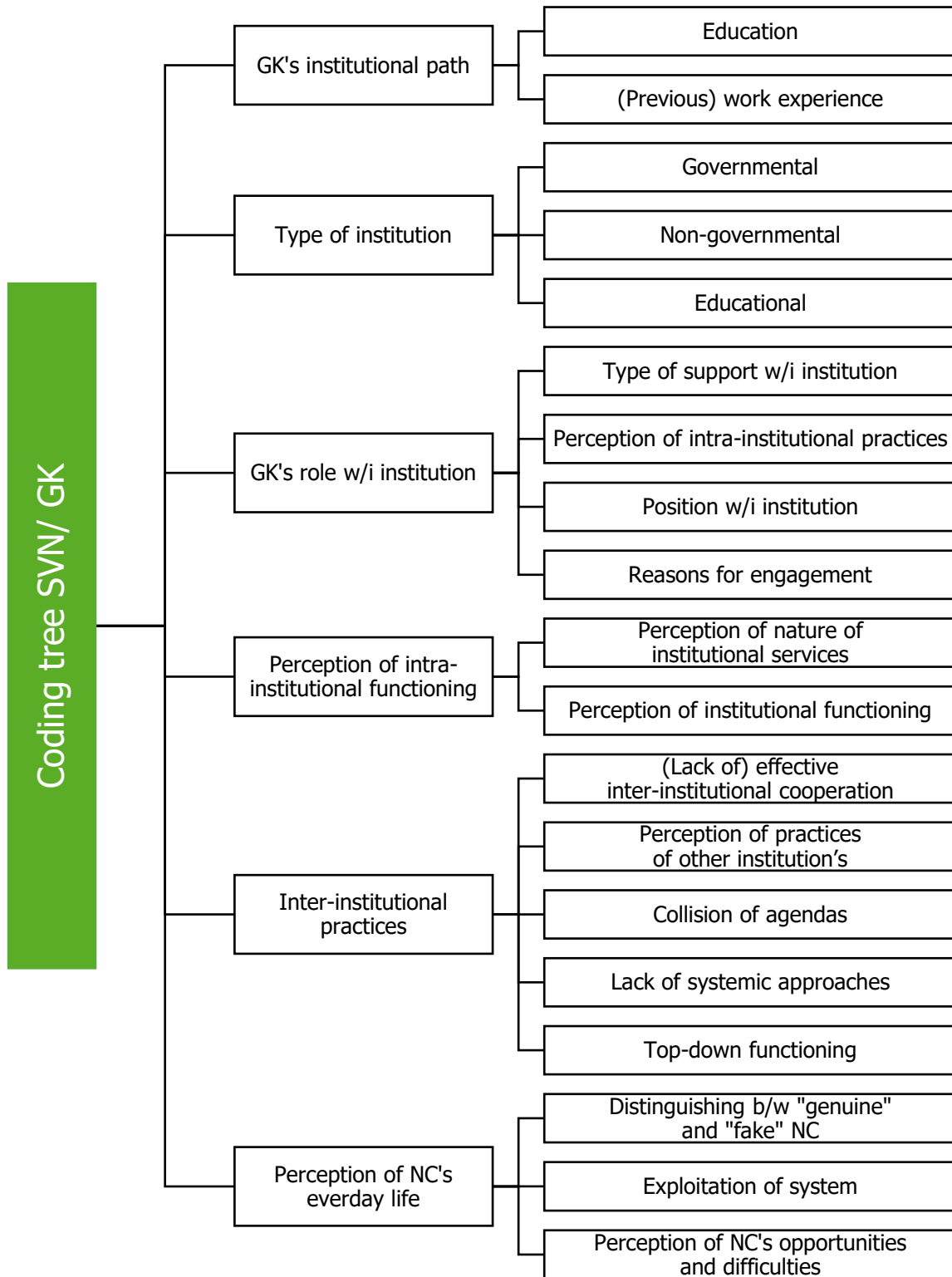


Source: SVR Research Unit 2020



Coding trees – case study Slovenia

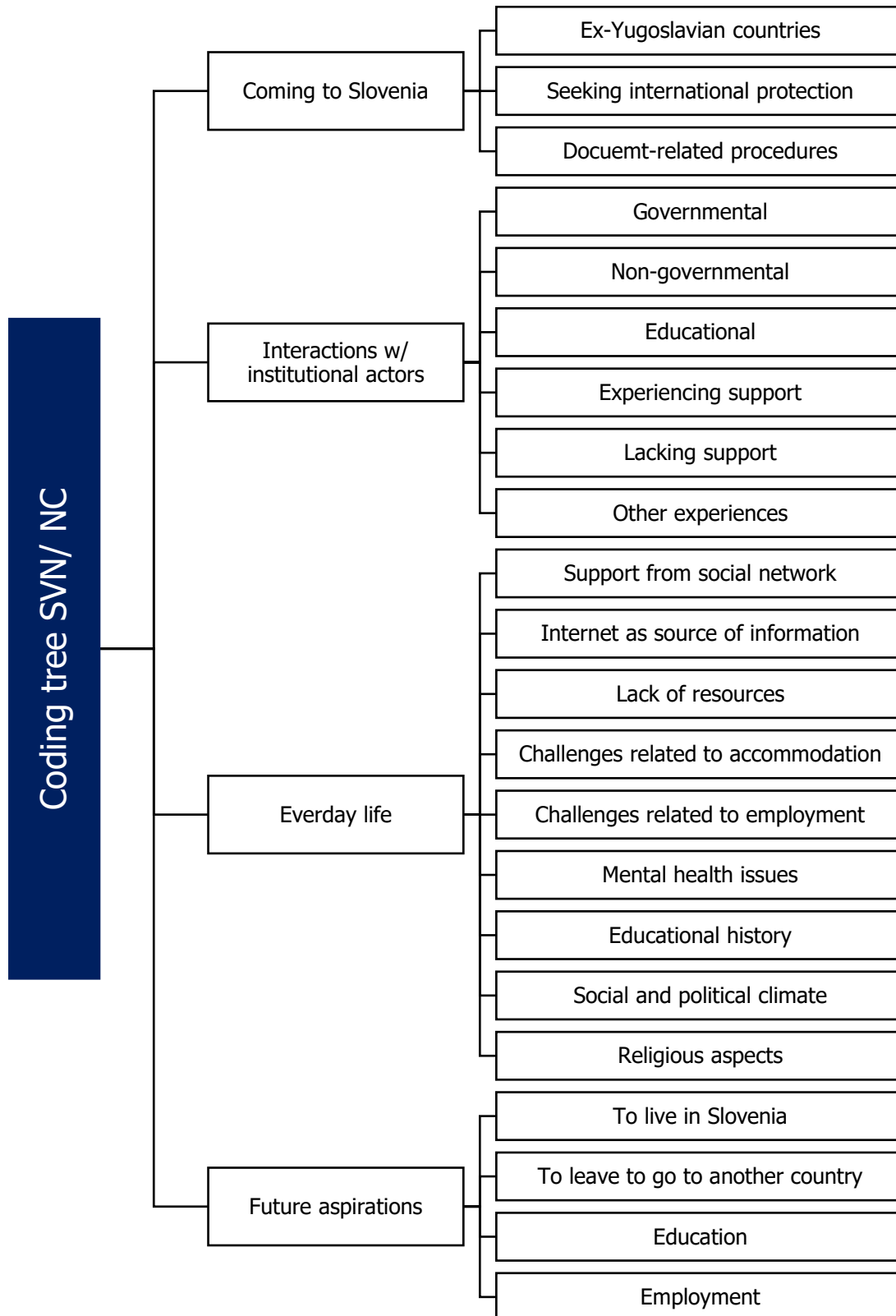
Analysis of gatekeeper interviews in Ljubljana and Koper (categories & codes)



Source: Perger/Vezovnik 2020



Analysis of newcomer interviews in Ljubljana and Koper (categories & codes)

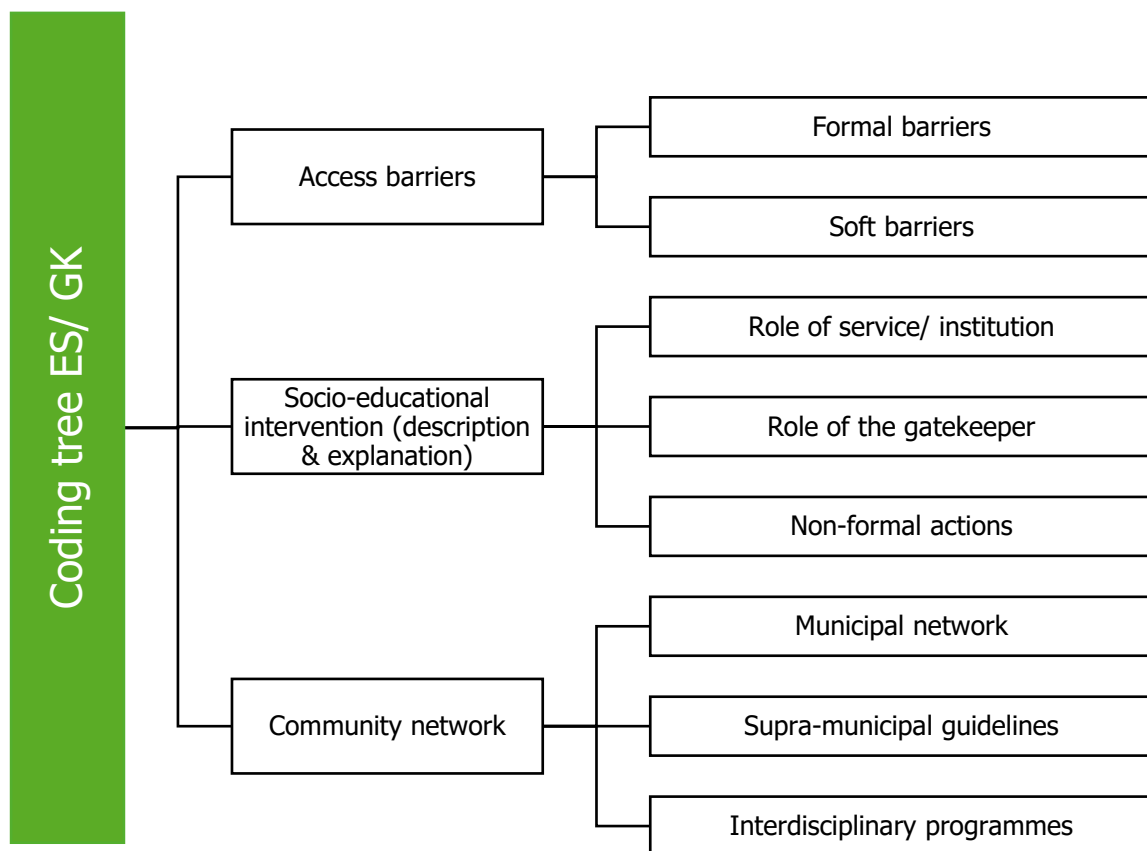


Source: Perger/Vezovnik 2020



Coding trees – case study Spain

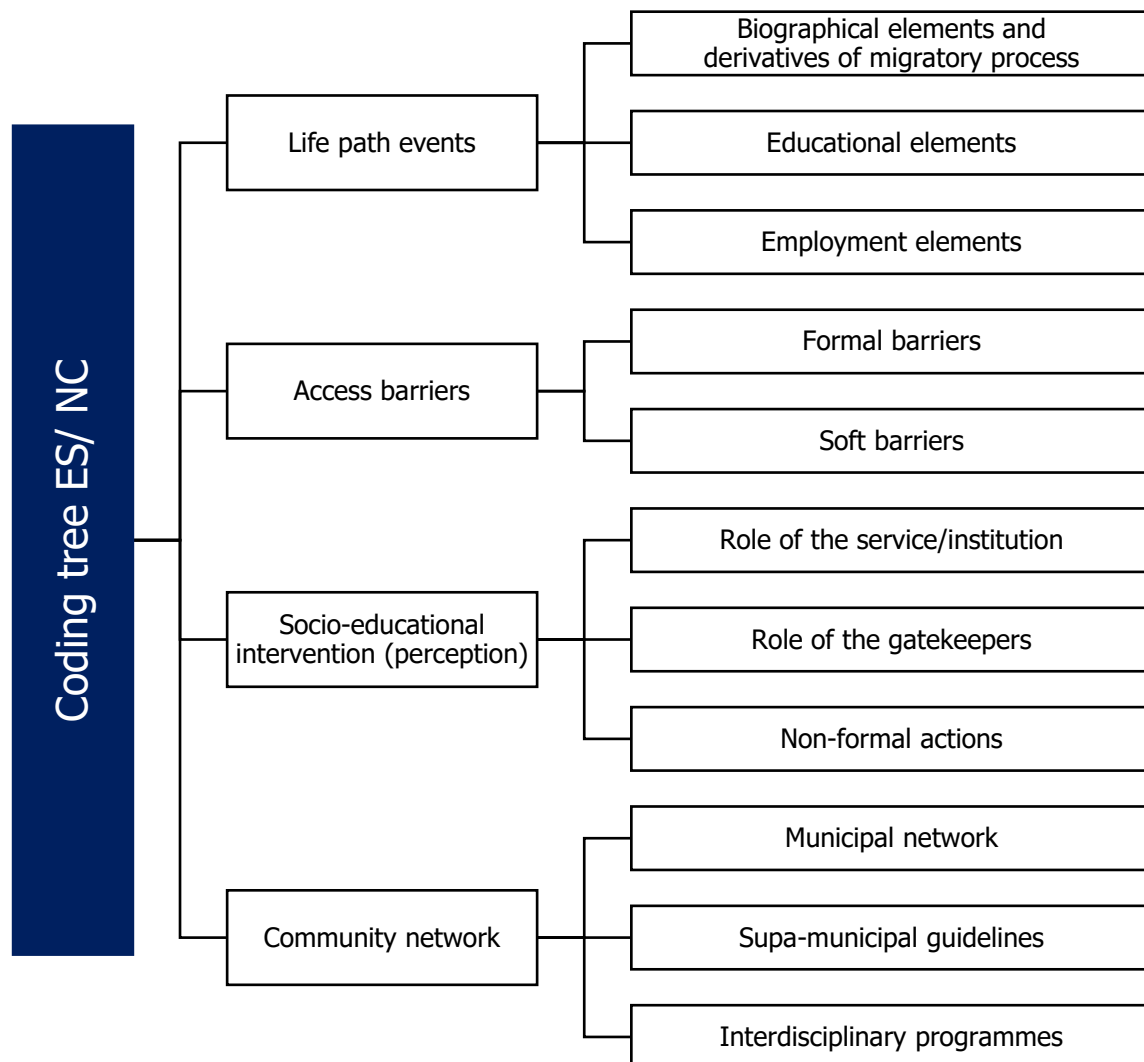
Analysis of gatekeeper interviews in Barcelona and Terrassa (categories & codes)



Source: Jacovkis/Montes 2020



Analysis of newcomer interviews in Barcelona and Terrassa (categories & codes)



Source: Jacovkis/Montes 2020



Template for project partners: Case study report

Bridging the access gap: A comparison of the educational opportunities of young newcomers in the European Union

Template for country case studies (Updated January 2020)

How accessible is secondary, more specifically vocational education for refugees and other newcomers in [name of country?]

1. Societal Context

1.1 Policies

Please write up your findings relating to Q1 to Q3 and Q5 in the policy analysis (see p. 9–11 of our research design). Please be sure to include the completed Tables and structure this subchapter (loosely) around Q1 to Q3 and Q5. If there are noteworthy differences between national, regional, municipal policies in [name of country], please elaborate briefly and focus on the most prominent policies.

1.2 Structures

This subchapter zeros in on salient support structures for refugees and other newcomers. Please structure around Q4 and Q7 in the policy analysis (see p. 11–12), i.e. dominant models of refugee/newcomer integration into education and key initiatives for encouraging these groups to access (non-compulsory) education. If support structures in [name of country] differ notably between the national, regional, and municipal level, please elaborate briefly and focus on the most prominent structures.

1.3 Salient public debates

Please capture key elements of national/regional/municipal public debates and the political climate in [name of country] around the issue of migration by concisely summarising the findings from the public opinion polls and political party data included in the contextual data table in 3.4 of the research design (p. 21–22).

1.4 Situation of young refugees and other newcomers in [name of country]

After briefly touching upon the demographic make-up and the previous education of the 16- to 25-year-old population that has been migrating to [name of country] in recent years (use information from the refugee/newcomer data table in 3.4 of the research design (p. 19–20), please summarise key findings from the qualitative and quantitative studies referred to in the contextual data table in 3.4 of the research design (p. 21–22).



2. Local practices in two municipalities in [name of country]

First, please provide a brief summary of each municipality. Please include newcomer demographics and (if available) newcomer education data as well as labour market data from the secondary data tables in the research design (p. 19–22).

Second, based on your interviews (and supporting documents and data), please summarise how access to secondary, more specifically vocational education is (not) realised in the two selected municipalities in [name of country]. In doing so, please touch upon the following:

- *What are the dominant refugee/newcomer integration models into secondary, more specifically vocational education?*
- *Who are the most important gatekeepers?*
- *What do they do to help refugees and other newcomers access education?*
- *Who do they collaborate with?*
- *What (extra) resources (money, staff, professional development etc.) are available for their work?*

3. Micro-macro interactions and micro-micro interactions

*This section serves as the most crucial contribution to the comparative study that SVR will compile in 2020. Thus, the multifaceted issue of micro-macro interaction and micro-micro interactions requires some more concrete questions, which are provided in the following. In section 3 of their country case study researchers are asked to **re-listen to all gatekeeper interviews and analyse their content** based on the following questions:*

3.1 Who are the most relevant gatekeepers to education in the two municipalities in [name of country]?

Please list gatekeepers and their organisations (in English and the interview language).

3.2 What do these gatekeepers do to help refugees and other newcomers enter secondary, more specifically vocational education in [name of municipality]?

Please use the following table to list all the practices that each gatekeeper reported individually. Focus only on practices that are geared towards helping refugees and other newcomers to access education.

Also, please try to assess the extent to which these practices are part of each gatekeeper's regular job and remit, using the three-point scale in the right-hand column below. In cases where you feel unable to make such a judgement, please enter "?".



Gatekeeper <i>(individuals, NOT organisations)</i>	Municipality	Reported practices	Practices are 1 = part of job 2= somewhat beyond job 3= far beyond job
Case worker in Federal Employment Agency <i>(Bundesagentur für Arbeit)</i>	Munich, Germany	Offering tailored services for newcomers (<i>PerJuF, BOF</i>)	1
		Meet with refugees in shelter	2
		Place refugees in vocational training	3
		Advise EU newcomers on access to language courses	1
Teacher in newcomer class in vocational school <i>(Berufsschule)</i>	Munich, Germany	Give German lessons	1
		Give newcomers one-to-one lessons in the evening	3
		Talk to employers about newcomers in order to get them into dual training	?
...
Social worker in refugee advocacy NGO <i>(Flüchtlingsrat Chemnitz)</i>	Chemnitz, Germany	Connect refugees with potential schools and vocational training facilities	1
		Voluntary German language teaching in refugee shelter	2
...

3.3 How do gatekeepers decide who to help and who not to help?

Please summarise the factors used in their decision-making that they reported. Please include salient quotes (in both English and the interview language).

3.4 When referring to the practices of other (!) gatekeepers in [name of municipality], which practices are singled out as making it more difficult for refugees and other newcomers to access education in [name of municipality]?

Since said practices may have been mentioned at different points during the interviews, please be sure to listen closely to the entire interviews. Focus on reported practices only.



Gatekeeper <i>(individuals OR organisations)</i>	Municipality	Reported practices	Source <i>(i.e. says who?)</i>
Foreigners' authority <i>(Ausländerbehörde)</i>	Munich, Germany	Refusal to issue work permit to refugees even though they fulfil all the requirements	Social worker in refugee advocacy NGO <i>(Flüchtlingsrat München)</i>
Bavarian Ministry of the Interior <i>(Bayerisches Innenministerium)</i>	Munich, Germany	Instructing all of Bavaria's foreigners' authorities to be extremely restrictive when it comes to issuing work permits to refugees	Policy officer in Bavarian Ministry of Education and Cultural Affairs <i>(Bayerisches Kultusministerium)</i>
...
Employer	Chemnitz, Germany	Not accepting a Syrian apprentice because she refused to take off her headscarf during vocational training	Teacher in secondary school <i>(Oberschule)</i>
...

3.5 Why do gatekeepers choose to (not) help refugees and other newcomers access education in [name of municipality]?

Please use the following table to specify the "why" for each gatekeeper. While Q5 in the gatekeeper interview guide explicitly asks gatekeepers to elaborate on their "why", other parts of the interviews may provide further clarification. Please keep this in mind when listening to the gatekeeper interviews again.

Please always include actual quotes (in both English and the interview language).

Gatekeeper <i>(individuals, NOT organisations)</i>	Municipality	Reason given
Case worker in Federal Employment Agency <i>(Bundesagentur für Arbeit)</i>	Munich, Germany	Part of her job ("I am here to help everyone find training and employment [...] no matter where they are from. As long as they live in Munich I am here to help" = "Ich bin hier um allen zu helfen, in Ausbildung und Arbeit zu kommen [...] egal woher sie stammen. Solange sie in München wohnen helfe ich gerne.")
Teacher in newcomer class in vocational	Munich, Germany	Earmarked funds ("We received extra money to help newcomers. So obviously that's what we're going to do." = "Wir haben zusätzliche



school (<i>Berufsschule</i>)		Fördermittel erhalten, um die Migranten zu unterstützen, also tun wir's.")
...
Social worker in refugee advocacy NGO (<i>Flüchtlingsrat Chemnitz</i>)	Chemnitz, Germany	Taken for granted ("It is my duty as a human being. These people need our help. I don't even question it!" = "Es ist meine Pflicht als Mensch. Diese Mitmenschen brauchen unsere Hilfe. Das stelle ich einfach nicht infrage!")

3.6 To what extent do gatekeepers in [name of country] experiment with different practices or even rules and regulations in order to figure out what works best to help newcomers access education?

Please specify which gatekeepers are particularly active when it comes to experimenting in [name of country] and which ones are not. Please provide quotes (in both English and the interview language).

3.7 To what extent do individual gatekeepers feel supported by their environment (i.e. their own organisation, salient rules and regulations, resources, colleagues)?

Please specify how the different gatekeepers in [name of country] feel about the support they themselves receive. Please provide quotes (in both English and the interview language).

4. Conclusion

Please summarise your findings from the country case study by answering the following two questions:

- *What makes secondary, more specifically vocational education (un)accessible to refugees and other newcomers in [name of country]?*
 - *Touch upon legal, procedural, structural, (inter)personal, and other barriers (see Q6, among others). When doing so, please place due emphasis on the role of gatekeepers*
- *How can secondary, more specifically vocational education be made more accessible to refugees and other newcomers?*



Published by

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Responsibility for content under German press law

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About the Expert Council's Research Unit

The Expert Council's Research Unit conducts independent, practice-oriented research projects in the field of integration and migration. The project-based studies are dedicated to emerging trends and issues and focus mainly on the fields of education and refugees/asylum. The Research Unit complements the work of the Expert Council. The core funding is provided by Stiftung Mercator.

The Expert Council of German Foundations on Integration and Migration is based on an initiative of Stiftung Mercator and the Volkswagen Foundation. The initiative further includes: Bertelsmann Stiftung, Freudenberg Foundation, Robert Bosch Stiftung, Stifterverband and Vodafone Foundation Germany. The Expert Council is an independent nonprofit, monitoring, evaluating and advisory committee on integration and migration policy issues that provides action-oriented policy recommendations.

For additional information, please visit: www.svr-migration.de/en/Research-Unit/