

OECD Country Report  
Austria

# Overcoming School Failure: Policies that Work

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# Table of content

<b>SECTION I:</b>	
<b>POLICIES AND PRACTICES TO OVERCOME SCHOOL FAILURE</b>	<b>5</b>
<b>Chapter 1: Structure and governance</b>	<b>5</b>
1. The Austrian Education system	5
2. Governance structure	6
<b>Chapter 2: Fair and inclusive education</b>	<b>8</b>
3. Student selection	8
3.1. Access to quality pre-school education and care and relation to socio-economic factors	8
3.2. Relation between general and vocational tracks	9
3.3. Flexibility of the System – change paths underway – multiple pathways	11
3.4. ‘Second chance’ schools to obtain upper secondary qualifications	12
4. Selection at school level	13
5. Grouping of students by ability	14
6. School choice by parents	15
7. Financial instruments and fees	16
8. Guidance and counselling policies and practices	17
<b>Chapter 3: Fair and inclusive practices</b>	<b>18</b>
9. Year repetition (common practice? Extent?)	18
10. Students with special needs / pedagogical approaches for weaker students	19
11. School-parent partnership	20
<b>Chapter 4: Fair and inclusive resourcing</b>	<b>21</b>
12. Allocation of educational resources	21
13. Policy to deal with persistently low performing schools	21
14. Allocation of educational resources related to the socio-economic intake	21
15. Targets for and monitoring of equity in education and school failure	22
<b>Chapter 5: Challenges in overcoming school failure</b>	<b>23</b>
16. Major causes of educational failure, which are seen/discussed	23
17. Perception of the most important challenges in overcoming school failure	23

**SECTION II:**  
**TEN STEPS IMPLEMENTATION QUESTIONNAIRE** ..... 24

Step 1: Limit early tracking and streaming and postpone academic selection ..... 24

Step 2: Manage school choice so as to contain the risks to equity ..... 25

Step 3: In upper-secondary education, provide attractive alternatives,  
 remove dead ends and prevent dropout..... 26

Step 4.1: Offer second chances to gain from education ..... 27

Step 4.2: Offer second chances to gain from education ..... 28

Step 5.1: Identify and provide systematic help to those who fall behind at school and  
 reduce high rates of school-year repetition ..... 29

Step 5.2: Identify and provide systematic help to those who fall behind at school and  
 reduce high rates of school-year repetition ..... 30

Step 5.3: Identify and provide systematic help to those who fall behind at school and  
 reduce high rates of school-year repetition .....31

Step 6: Strengthen the links between school and home to help disadvantaged parents  
 help their children to learn ..... 32

Step 7: Respond to diversity and provide for the successful inclusion of migrants and  
 minorities within mainstream education ..... 32

Step 8: Provide strong education for all, giving priority to early childhood provision and  
 basic schooling..... 33

Step 9: Direct resources to students and regions with the greatest needs ..... 34

Step 10: Set concrete targets for more equity – particularly related to low school attainment  
 and dropout ..... 35

Methodology to ensure the involvement of different bodies ..... 36

List of Abbreviations ..... 36

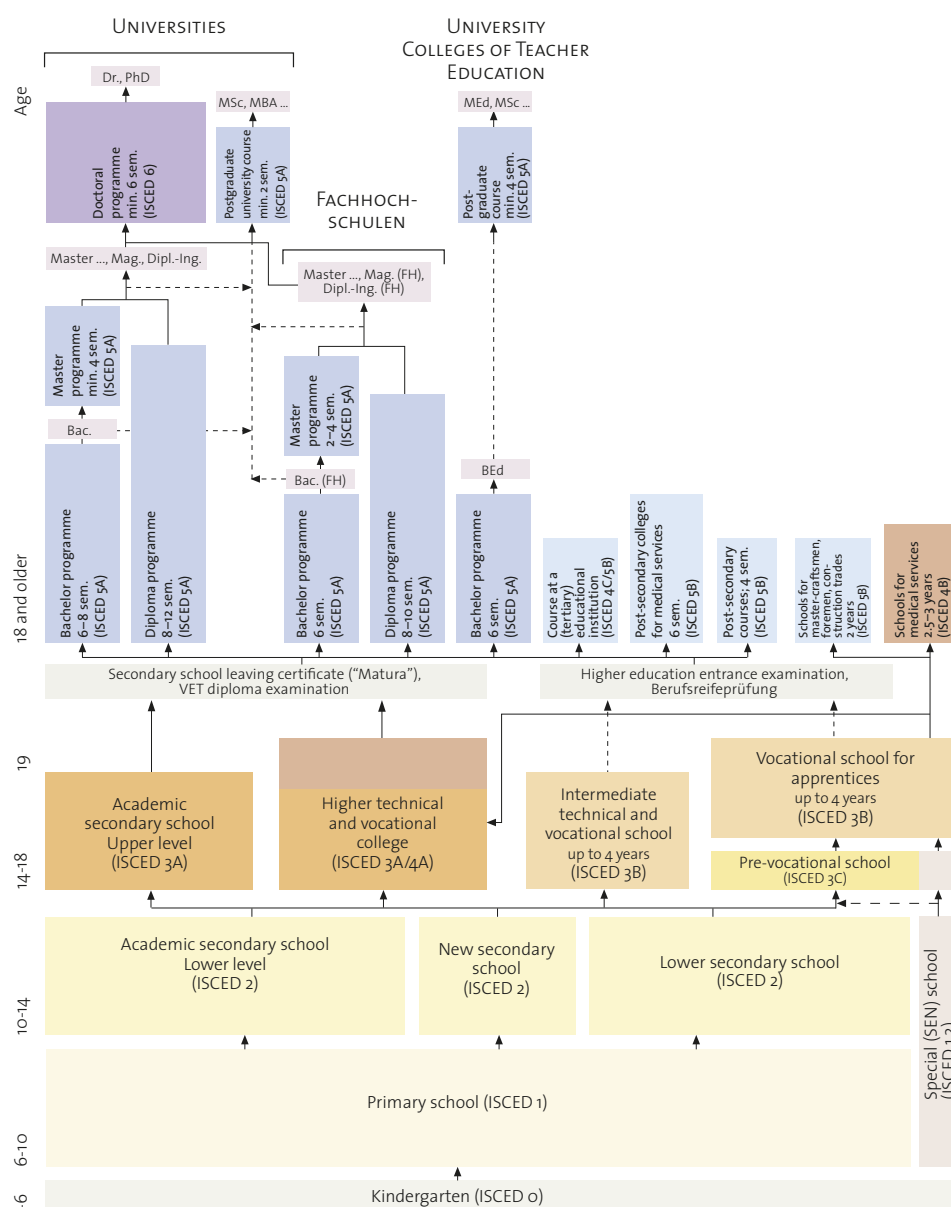
**Bibliography** .....37

# SECTION I: POLICIES AND PRACTICES TO OVERCOME SCHOOL FAILURE

## Chapter 1: Structure and governance

### 1. The Austrian Education system<sup>1</sup>

The Austrian education system is described by the OECD itself as “[...] complex pathways that exist through schooling and beyond. An important feature of the school system is that students are streamed into distinctive school types at an early age.”<sup>2</sup> (See chapter 2, section 3.3. Flexibility of the System – change paths underway – multiple pathways)



1 Source of the figure: <http://www.bmukk.gv.at/schulen/bw/ueberblick/grunddaten.xml>

2 OECD (2003), OECD Reviews of Career Guidance Policies, Country Note Austria, pg. 2

## 2. Governance structure

### Types and numbers of schools (2009/2010)<sup>3</sup>

Primary school	ISCED 1	3197
Lower secondary school	ISCED 2	1162
Academic secondary school, lower level (AHS)	ISCED 2	271
New secondary school (NMS)	ISCED 2	247
Special (SEN) school	ISCED 1/2	324
Pre-vocational school	ISCED 3C	258
General schools of own statutory right	ISCED 2/3	113
Vocational school for apprentices	ISCED 3B	160
Intermediate technical and vocational school (BMS)	ISCED 3B	427
Higher technical and vocational college (BHS)	ISCED 3A/4A	304
Academic secondary school, upper level (AHS) (270 out of 337 as "long version" Including the lower level)	ISCED 3A	338
Private schools of own statutory right	ISCED 3C	72
Institutions for teacher training	ISCED 3A/3B	38
Educational Institutions for nurses	ISCED 4B	
Education and training for health professions	ISCED 4C/4B	
Schools in the health sector	ISCED 4C	242
Colleges in the health and care sector	ISCED 4B	41
<b>Total number</b>		<b>6223</b>
<b>Out of them</b>		
<b>Public schools</b>		<b>5562</b>
<b>Private schools</b>		<b>661</b>

### Governance

Responsibilities for legislation and implementation in school education are shared between the federal and provincial levels. The federal government has exclusive responsibility for legislation and implementation:

- for the entire field of upper secondary general education (lower and upper secondary),
- for intermediate and upper secondary technical and vocational education (secondary),
- for Training colleges for social pedagogy (*Bildungsanstalten für Sozialpädagogik*), and training colleges for kindergarten teachers (*Bildungsanstalten für Kindergartenpädagogik*)

The federal level is responsible for the general legislation, while the provinces (*Länder*) are responsible for issuing and implementing operational legislation and by-laws. This particularly applies to the organisational structure of federal education authorities or the external organisation of public compulsory schools. The general legislation has nature of a framework which has to be filled in by implementing laws adopted by the respective provincial parliaments (*Landtage*), the legislative bodies at provincial level.

The provinces (*Länder*) are responsible for legislation and implementation in the field of kindergartens.

<sup>3</sup> Statistik Austria (2011): Bildung in Zahlen 2009/10, www.statistik.at

## School authorities at federal level

Various federal bodies have been established where the federal government is responsible for implementation. These are:

- District School Boards (*Bezirksschulräte*) at the level of political districts;
- Provincial School Boards (*Landesschulräte*) at the level of the provinces (*Länder*); and
- the Federal Minister/The Federal Ministry for all of Austria.

District and provincial school boards are the federal school authorities in the provinces (*Länder*). The Austrian system of administration is characterised by a two-tier hierarchy. Provincial school boards have second instance jurisdiction over matters referred to district school boards, while the Federal Ministry for Education, the Arts and Culture (BMUKK), as second instance, deals with matters referred to provincial school boards in the first instance.

### *District School Boards*

The District Governor (*Bezirkshauptmann*) is the head of the respective district school boards. The councils at district level, organised according to the principle of collegiate responsibility, are structured and made up similarly to those at provincial level.

### *Offices of the Provincial Government*

District and provincial school boards are federal authorities and are not concerned with matters of implementation, since implementation is the responsibility of the respective provinces (*Länder*), being carried out by so-called Offices of the Provincial Government (*Amt der Landesregierung*). Their most important task is to cooperate with municipalities on the maintenance of public general compulsory schools and the appointment of teachers and head teachers at these schools. In general, municipalities are (public) employers of kindergarten teachers, but have no management or supervising role in compulsory schools.<sup>4</sup>

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<sup>4</sup> Based on: BMUKK, BMWF (2008), *Development of Education in Austria, 2004 – 2007* (pg. 11 – 16)

## Chapter 2: Fair and inclusive education

### 3. Student selection

#### 3.1. Access to quality pre-school education and care and relation to socio-economic factors

Kindergarten is the traditional form of pre-primary education for children aged three to six in Austria. However, it does not form part of the Austrian education system. Since 1<sup>st</sup> of September 2010 the last kindergarten year for five-year old children is compulsory, since 2009 the last year is free of charge.<sup>5</sup>

Before the age of five kindergarten is optional, and children attend at their parents' initiative. 94 per cent of all five-year-old children currently attend a kindergarten (in 1960/61 the respective figure was only 23.5 per cent), however, there are considerable regional and social differences in attendance numbers. The majority of kindergartens are set up by municipalities (almost 75 per cent). Staff and operational costs are generally borne by the maintaining body. The contributions made by the provinces (Länder) to the cost of establishing and operating a kindergarten vary considerably; this applies to private kindergartens in particular. Private kindergartens run by private associations, churches or religious orders receive, on certain conditions, subsidies to help them cover the cost of staff and overheads, either on a discretionary basis or according to a fixed percentage in accordance with the applicable Kindergarten Act (Kindergartengesetz). Private kindergartens run by bodies other than the above-mentioned generally do not receive any financial support. Some kindergartens do not charge any fees at all, while many municipalities charge a kindergarten attendance fee according to a graded scheme adjusted to net household income. Private kindergartens similarly charge varying amounts. Kindergartens are either full day or half day. Half-day kindergartens are open from at least 7 A.M. to 12 A.M., with the possibility of lunch. Full-day kindergartens are open from 7 A.M. to 7 P.M. and include lunch. Parents may pick up their children whenever they want. Many kindergartens are open throughout the year.

Concerning social background<sup>6</sup> and access to early childhood education data are not collected on children from disadvantaged groups,<sup>7</sup> except for some data about children from migrants or less-educated backgrounds (cf. chapter 5 / 17).

#### Statistics<sup>8</sup>

Children aged three to five in general kindergartens, day nurseries (Krippen) and mixed age-group care centres:

Children: 201,277

Staff: 33,428

Kindergartens, day nurseries and mixed age-group care centres: 6,061

5 Based on: BMUKK, BMWF (2008), Development of Education in Austria, 2004 – 2007 (pg. 11 – 16)

6 OECD (2006), STARTING STRONG II: EARLY CHILDHOOD EDUCATION AND CARE, pg 274 ff.

7 Pechar/Unger/Bönisch: Equity in Education, 2005, Wien pg. 8

8 Source: Krippen, Kindergärten und Horte (Kindertagesheime) (Day nurseries, kindergartens and afternoon-care centres), year reviewed 2006/07, Beiträge zur Österreichischen Statistik, published by Bundesanstalt Statistik Österreich, Vienna 2007



### 3.2. Relation between general and vocational tracks

By using the 2006 PISA results, the OECD (2007) found that Austria is one of the member countries where students' academic achievements are most affected by their families' socioeconomic background. Other recent OECD work (Field *et al.*, 2007) confirms that this impact is amplified in Austria by the two channels of direct intellectual influence and school choice. In general, national data indicate limited social mobility within the Austrian education system: 15-to-19-year-olds whose parents have no more than basic compulsory education make up only 4% of the student population in academic upper secondary schools, compared to 18% of students in apprenticeship training (Statistics Austria, School Statistics 2007/08 database).<sup>9</sup>

National data indicate that students with a mother tongue other than German are over-represented in the lower tracks of vocational education, including in Pre-vocational (pre-vocational year) and in intermediate vocational schools and underrepresented in apprenticeships and vocational higher colleges.<sup>10</sup>

These problems result from regional imbalances in the availability of educational pathways: in the Vienna region some 70% enter the AHS (Academic secondary school) track, but in the rest of Austria it is only around 30%. In each case there is likely to be an imbalance between young peoples' real abilities and interests and available opportunities, with a resulting pressure for transfer to other tracks.<sup>11</sup>

At the age of 10 students have to decide whether they attend "Hauptschule" (lower secondary school) or "AHS" (= Allgemeinbildende Höhere Schule/academic secondary school). On the upper secondary level even four parallel main routes are offered: Academic secondary school, fulltime technical and vocational college on upper level (ISCED 3A/4A), fulltime intermediate technical and vocational schools (ISCED 3B) and the apprenticeship system (ISCED 3B). Although the different types of schools are on the same educational level, they are not only parallel to each other but also hierarchical. The hierarchical position of those tracks offering a matriculation examination diploma ("Matura") in Academic secondary school or fulltime Higher technical and vocational college (ISCED 3A/4A) is higher than those of the others.

Recently (June 2011) the government compromise was reached to further implement the model of the "New secondary schools" (which previously was limited to a maximum of 10% of all lower secondary schools) and agreement on the necessary financial provisions was reached. Following a step by step plan, by 2015/16 all former "Hauptschulen" (lower secondary schools) will have been converted into "New secondary schools"; academic secondary schools can choose to change to the new system<sup>12</sup>.

Further relevant information to choices of pathways is described in 3.3. This Chapter contains mainly notes about the essential transition and switch points and data about quantitative relation concerning general and vocational education.

The main points of choice between general and vocational tracks are after the 8<sup>th</sup> and the 9<sup>th</sup> grade. Intermediate technical and vocational schools (ISCED 3B) and Higher technical and vocational colleges (ISCED 3A/4A) start at the 9<sup>th</sup> grade. There are options for both students finishing the general secondary school (*Hauptschule*) and secondary academic school, lower level (*AHS-Unterstufe*). At the 9<sup>th</sup> grade the dual apprenticeship education - vocational school for apprentices (dual system) begins.

Students who want to attend the dual system have to choose a one-year school in between Hauptschule and the apprenticeship ("double transition"). A special offer is the "Polytechnische Schule" (Pre-vocational school), which is specialized to prepare students for the next step into apprenticeship education<sup>13</sup>, but only 42% of the applicants for apprenticeship come from this school

9 OECD (2009), Reviews of Migrant Education, Austria

10 OECD (2009), Reviews of Migrant Education, Austria, pg. 24

11 OECD (2003), OECD Reviews of Career Guidance Policies, Country Note Austria, pg. 13

12 Expected to be adopted by Parliament in fall 2011

13 Härtel P./ Kämmerer E. (2009), Berufsüberleitung an PTS Wien, Graz

type<sup>14</sup>. The remaining students come from various school pathways, most of them from the 9<sup>th</sup> grade (or higher grade), but without a certificate from an Intermediate technical and vocational school or from a Higher technical and vocational college. This is a specific type of drop-out, characteristic of the Austrian school system.

A pre-decision is the early tracking at the 4<sup>th</sup> grade: only 5% of the applicants for apprenticeship come from the secondary academic school/lower level (*AHS-Unterstufe*), on the other hand a high percentage of students in the long-version of secondary academic school changes after the 8<sup>th</sup> grade from academic to Higher technical and vocational colleges (*more than 40%*). Other vocational education pathways – esp. in the health and care sector – start at the 11<sup>th</sup> grade, so students have to decide for at least a two-year school program after general secondary school (*Hauptschule*) or to leave academic school after the 10<sup>th</sup> grade (without certificate).

Among OECD countries Austria has one of the highest proportions of upper secondary students in vocational education and training. Around 80% of each cohort enters a VET pathway after finishing compulsory education. About 40% take up an apprenticeship, 15% attend school-based VET (*Berufsbildende mittlere Schule*) and another 27% enrol in a VET college (*Berufsbildende höhere Schule*) where after five years they can acquire a double qualification, a VET diploma and the ‘Reifeprüfung’ (*Matura*) to enter university. VET also takes place at tertiary level in the universities of applied science (*Fachhochschulen*), as post-secondary VET colleges (*Akademien*) and in the form of postsecondary VET courses (*Kollegs*). While overall participation in secondary education is high, the tertiary graduation rate remains lower than in many OECD countries despite growing tertiary participation over the last 10 years. The single largest part of the VET system is the dual apprenticeship system. An apprenticeship can take between two and four years, but most of them have a curriculum of three years. Approximately 75% of the time is spent in a training firm, the remaining 25% in a part-time VET school (this can vary across professions). Apprentices sign a contract and earn a salary that increases each year, reaching roughly 80% of a starting wage in the final year. Salaries are negotiated and determined in collective bargaining processes between employers and unions and might vary across occupations. Detailed information can be found in the recent OECD VET review.<sup>15</sup>

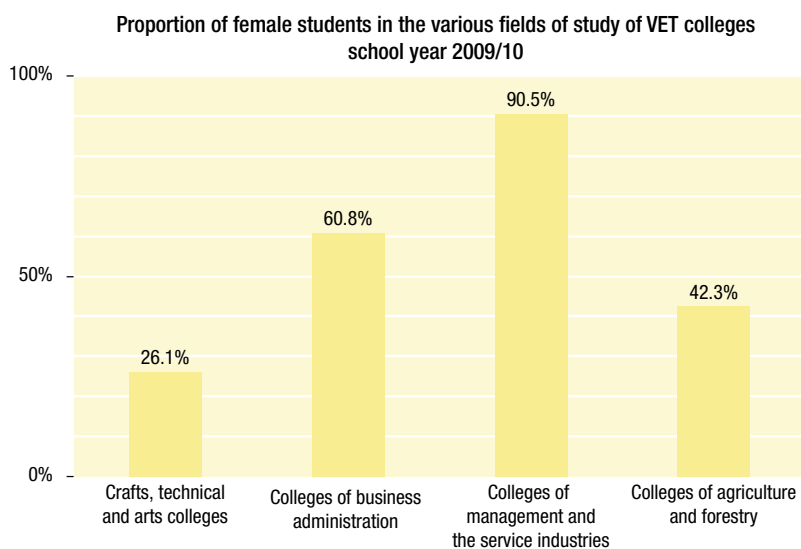
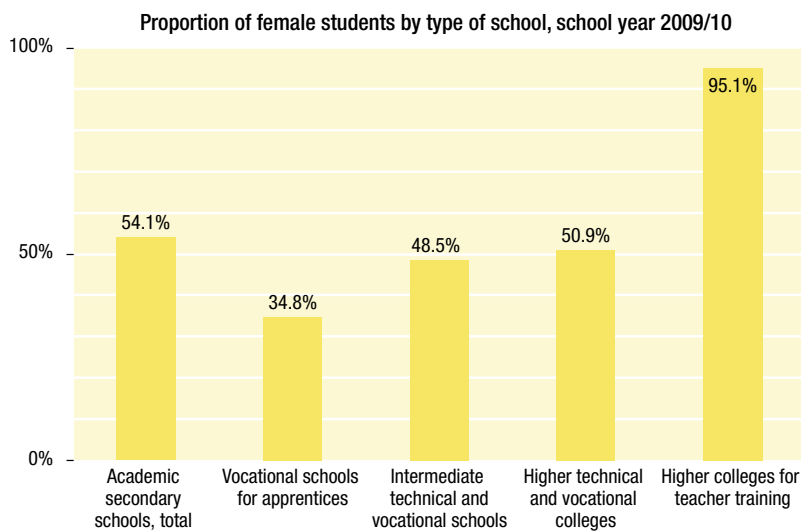
### *The gender gap: the proportion of female students varies by type of school*

Type of school	Students		
	all	of which female	in %
Pre-vocational schools	19,315	7,148	37,0%
Vocational schools for apprentices, total	140,256	48,828	34,8%
Higher technical and vocational colleges, total	137,534	69,985	50,9%
Crafts, technical and arts colleges	61,765	16,136	26,1%
Colleges of business administration	43,362	26,356	60,8%
Colleges of management and the service industries	28,577	25,871	90,5%
Colleges of agriculture and forestry	3,830	1,622	42,3%

*Source: BMUKK, Statistical Guide 2010*

14 Schneeberger A. / Petanovitsch A. (2004), *Eingangsqualifikationen von Lehranfängern*, Wien

15 OECD (2010), *LEARNING FOR JOBS: OECD REVIEW OF VOCATIONAL EDUCATION AND TRAINING, AUSTRIA*



The highest female ratios can be found at the institutions for teacher training, i.e. Higher colleges for teacher training (e.g. the training of kindergarten teachers): students 9,460 total, of which 9,009 female.  
University Colleges of Teacher Education (public and private): students 9,521 total, of which 7,427 female.<sup>16</sup>

### 3.3. Flexibility of the System – change paths underway – multiple pathways

The Austrian educational system is very diversified offering multiple – even parallel – pathways. Young people can choose between more than 270 apprenticeship tracks. In addition to different offers within the same type of education (e.g. within the apprenticeship-system) parallel structures also can be found on the same educational level. This also is true on lower secondary level, where pupils at the age of 10 have to decide whether they attend “Hauptschule” (lower secondary school) or “AHS” (academic secondary school)<sup>17</sup>.

The possibilities to change paths underway are regulated by law<sup>18</sup> and specified by decree from the Minister of Education. In general, students who want to change tracks without losing a year have to

<sup>16</sup> BMUKK (2010), Statistical Guide 2010 - Key facts and figures about schools and adult education in Austria

<sup>17</sup> See also 3.2

<sup>18</sup> SchUG (school teaching law) and SchOG (school organization law), Bundesgesetz vom 25. Juli 1962 über die Schulorganisation (Schulorganisationsgesetz), BGBl. Nr. 242/1962, zuletzt geändert durch BGBl. I Nr. 44/2009.

meet two criteria: They have to have finished their former education successfully (i.e. be entitled to enter the next grade) and they have to pass an entrance exam in those subjects, which in comparison are more dominant in the curriculum of the desired future education. Furthermore, these general regulations are only sufficient for changes within the same (vocational) field; more restrictive rules are in place regulating the change between hierarchical forms of education, e.g. from Hauptschule to AHS (Academic secondary school) (§ 40 SchOG, § 30 SchUG). Students opting for a track change from Hauptschule to AHS (Academic secondary school) “additionally have to have attended the highest performance group (Leistungsgruppe) in Hauptschule and at least average or above-good assessments (at least C) in all subjects”.

In practice, mobility can be observed more downward than upward. However, there is a lack of precise monitoring data to illustrate this observation. Bearing in mind the selectivity of the Austrian educational system and the regulations for changing pathways presented, students more often change from AHS (Academic secondary school) to Hauptschule and from Higher technical and vocational colleges (BHS) to Intermediate technical and vocational schools (BMS) than the other way round. At the first sight some evidence can be found that the percentage of students changing paths underway is rather low. In the educational statistics 4% of all students on ninth grade (at the beginning of upper secondary education) are reported to have changed their educational track on the same level.<sup>19</sup>

But another (by no means intended) form of path changing can be observed within the educational system in Austria, leading from the fulltime Higher technical and vocational colleges and from Intermediate technical and vocational schools to the apprenticeship system. The reason for that can be found in the better chances to find an apprenticeship place for former students from fulltime Higher technical and vocational colleges and Intermediate technical and vocational schools compared to students, who have chosen the Pre-vocational school. In 2008 more than a quarter of all apprentices (26,5%, Source: WKÖ-Statistics) have chosen the way via the vocational schools/colleges, which means that the total number of students having changed paths underway rises significantly.

### 3.4. ‘Second chance’ schools to obtain upper secondary qualifications

Concerning second chance schools to obtain upper secondary qualifications two main routes have to be mentioned. Former graduates from options not offering a university (tertiary education) entry certificate (apprenticeship system, Intermediate technical and vocational schools) and people who did not finish an education on upper secondary level (early school leavers or dropouts) can enroll in a AHS (Academic secondary school) or a fulltime Intermediate technical and vocational school for adults/employed people. These types of schools for adults, respectively employed people, provide the same curricula and education than the regular ones. They are run by the same schools and teachers, but teaching takes place in the evening. After 4 years of successful participation a matriculation examination diploma is awarded. In 2008 more than 11.000 persons were enrolled in these schools. This means that 4,2% of all students in an AHS (Academic secondary school) and 7,7% of all students in Higher technical and vocational colleges (BHS) attended a second chance school (Source: Statistik Austria 2010). Because of the higher selectivity in these schools the percentage of graduates from second chance schools compared to all graduates drops down to 1,9% in the case of AHS (Academic secondary school) and to 5,5% in the case of the BHS. All together 1.227 persons graduated from these second chance schools in the school year 2008/09 and received a matriculation examination diploma.

The second chance schools described above are an offer within the standard-formal educational system. The second main route to obtain higher upper secondary qualifications – the vocational matriculation examination (Berufsreifepprüfung) – for lower qualified people (initially on the apprenticeship level) is partly implemented in the non-formal system. The ‘Berufsreifepprüfung’ is an examination to obtain a university (tertiary education) entry certificate, not an education. People who successfully completed an apprenticeship or an Intermediate technical and vocational school, and even dropouts

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19 Statistik Austria (2010): Bildung in Zahlen 2008/09. Tabellenband, Wien.

who at least successfully finished the 3<sup>rd</sup> grade of Higher technical and vocational colleges and gathered 3 years of work experience are entitled to take the vocational matriculation examination. The exam consists of written and oral exams in the subjects 1) German, 2) mathematics, 3) a living foreign language and 4) a “freely” chosen vocational subject (which depends on former education and work experience).

Although it is not a formal prerequisite, nearly all candidates attend preparing courses before the exams, which are offered by adult education institutions belonging to the non-formal educational sector. Students have to pay for this preparation courses approximately € 1.000,- each, i.e. € 4.000.- plus examination taxes for all of the four exams together. In the context of the governmental initiative to make up for previously missed school exams for free, negotiations with the federal provinces (Länder) are underway to offer ‘Berufsaufreifeprüfungen’ free of charge. Candidates may take three out of four exams of the ‘Berufsaufreifeprüfung’, in adult education institutions which are certified for it. The fourth has to be taken in the formal educational system. 2.609 people passed the exam and received a vocational matriculation examination certificate in the school year 2007/08. In the same year more than 20.000 people were enrolled in the various preparation courses (Klimmer et al. 2009).

Comparing the total number of matriculation examination diplomas passed via second chance routes (3.836) to the number of diplomas passed in standard-formal education (39.590), it can be concluded that the number of university entrance allowances roughly rises by 10% a year due to these forms of second chance education.

#### 4. Selection at school level

In Austria the selection, which school to attend within the same school type is limited by the regulations concerning territorial responsibility of schools (Schulsprengel). In general all students have to attend the school that is territorially responsible for the area they live in, and they do not have a choice unless there are more schools of the same type in one territory (e.g. in bigger towns). If students want to attend another school than the one with the territorial responsibility, they have to file an application for that, without having a legal claim on it. In particular this is true for compulsory schools run by federal or regional authorities. From this point of view the selection at school level is rather limited in Austria.

However, young people - even in compulsory school age - are not obliged to attend a school but obliged to be instructed. Among other facts this is a legal basis for private schools in Austria, which for decades used to play a minor role but which recently are growing steadily. Therefore an issue of growing importance concerning the selection at school level is whether to attend private or public schools.

Because parents have to pay for private schools, it can be observed (or at least suggested) that there is a selection of privileged students to these educational institutions. Actually 9,4% of all students in Austria attend private schools, but the regional differences are enormous. Whereas only 5,2% of all students in Carinthia and Vorarlberg attend private schools, the same is true for 18% in Vienna. Comparing Vorarlberg and Vienna at the level of primary schools, the percentage in Vienna is 10 times higher than the one in Vorarlberg (16,5% vs. 1,6%).

While a selection of privileged students into private schools can be suggested, there is signs indicating a tendency of building “ghettos” in public schools. In Vienna the percentage of students with non-German mother tongue reaches 54,7% in public primary schools and even 65,1% in lower secondary schools (Hauptschule), whereas their percentage among all students in public schools in Vienna only is 42,7% (Source: Statistic Austria 2010). As presented in the following table, the overall percentage of students in private schools, the percentage of students with another mother tongue than German (=“migrant students” in the table below) in public schools and their percentage in private schools are closely linked together:

***Migrant students underrepresented in private Academic secondary schools (lower level) and over-represented in public Lower secondary schools***

	AUSTRIA				VIENNA			
	VS*	HS*	AHS*	all	VS*	HS*	AHS*	all
Students in private schools	4,9%	4,9%	15,5%	9,4%	16,5%	13,5%	16,4%	18%
Migrant stud. in public schools	22,4%	20,7%	15,2%	17,2%	54,7%	65,1%	30,7%	42,7%
Migrant stud. in private schools	21,4%	15,4%	8,5%	14,4%	30%	34,5%	20,7%	31,5%

*Source: Statistic Austria, Calculations: Steiner-IHS*

\* Legend: VS... Primary School, HS ... Lower Secondary School, AHS ... Academic Secondary School – lower level

The data presented above report the averages for different school types and give no information about the situation in single schools. Although there is no representative data on school level available, tendencies are reported to concentrate migrant students in single classes.<sup>20</sup>

Both indicators are growing – at least for the compulsory school system – and therefore indicate growing tendencies of segregation in the Austrian educational system, based on selection at school level.

## **5. Grouping of students by ability**

Within the Austrian educational system the grouping of students by ability is ‘well’ established. This form of grouping starts at the very beginning of the educational career where about 50% of all disabled children or pupils with special needs are integrated in regular primary schools but the others sent to special needs schools. This is true for about 2% of the cohort (also see chapter 3.3.). This grouping of students by ability continues at the age of 10 years, where the cohort is split between general secondary schools (Hauptschule) and academic secondary schools (AHS). This early tracking is nearly unique in Europe but is not the only form of grouping by ability at this age. In general secondary schools pupils are divided into three different groups according to their abilities in mathematics, German and English (living foreign language). According to the group the students receive different demanding instructions in these three subjects and according to the group they may be allowed to change their educational path to the academic secondary school or not (see also chapter 3.3.: Flexibility of the System). In theory the instruction in the most demanding group in general secondary schools should be equivalent to the instruction in academic secondary schools. This might be true for the instruction in these subjects but it is not for the instruction in general. This means that the Austrian educational system all together produces five different groups of students by ability at the age of 10: Pupils in special needs schools, three different ability groups in general secondary schools and pupils in academic secondary schools. This might be globally unique.

The grouping of students by ability continues at the upper secondary level - but in a less elaborated manner. The options on this level are divided more or less between those leading to a matriculation examination diploma (Higher technical and vocational colleges, upper-level of Academic secondary schools) and others not offering direct access to tertiary education (the apprenticeship system and Intermediate technical and vocational schools).

20 Reichmann H. et. al (2010), Erhebung des Status Quo von Migration in den steirischen Schulen. Eine Erhebung im Rahmen des Projektes BerufsFindungsBegleiter/in MIG – Lehrstellenbewerbungsmanagement, Graz

## 6. School choice by parents

For compulsory schools the choice by parents is limited (see also chapter 2, section 4). At ISCED 3 and 4, parents basically have free choice as long as the students meet the requirements defined by the school (e.g. grades, academic record and entrance examination).<sup>21</sup> The very early tracking (see section above) affects the further pathways of education and student achievement. Therefore the choice for general secondary schools (Hauptschule) and academic secondary schools (AHS) is elementary fundamental both for the parents and students and creates considerable pressure on both.

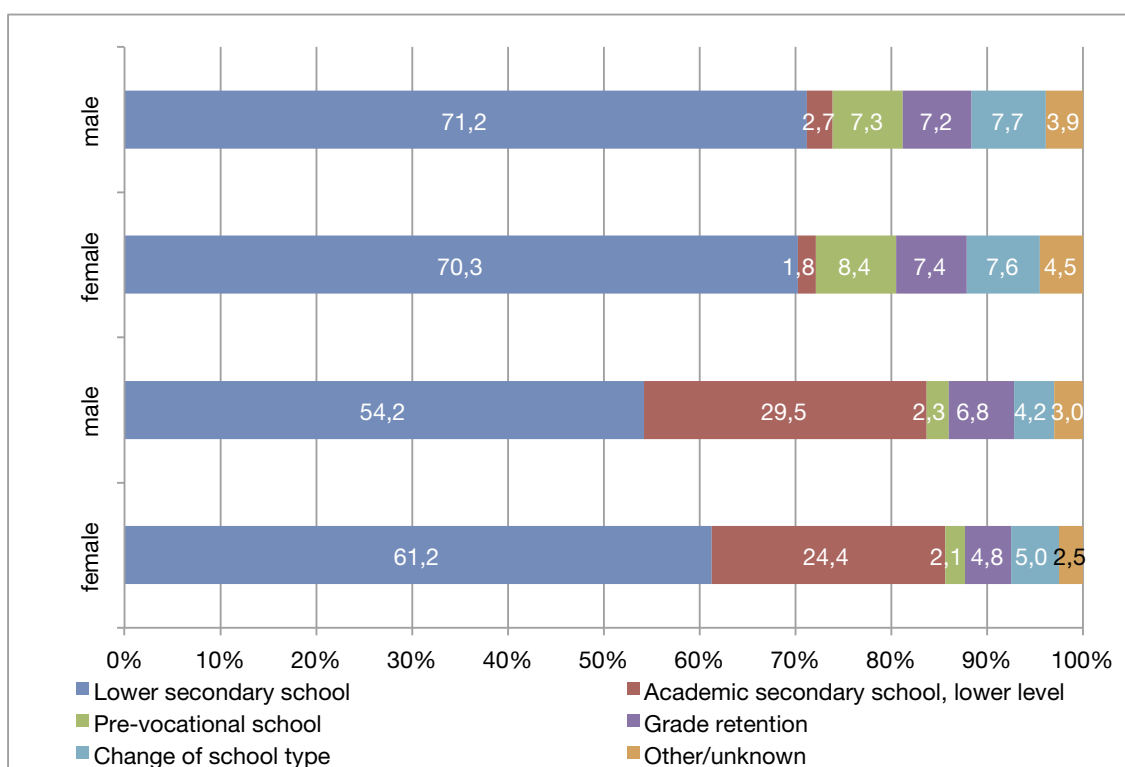
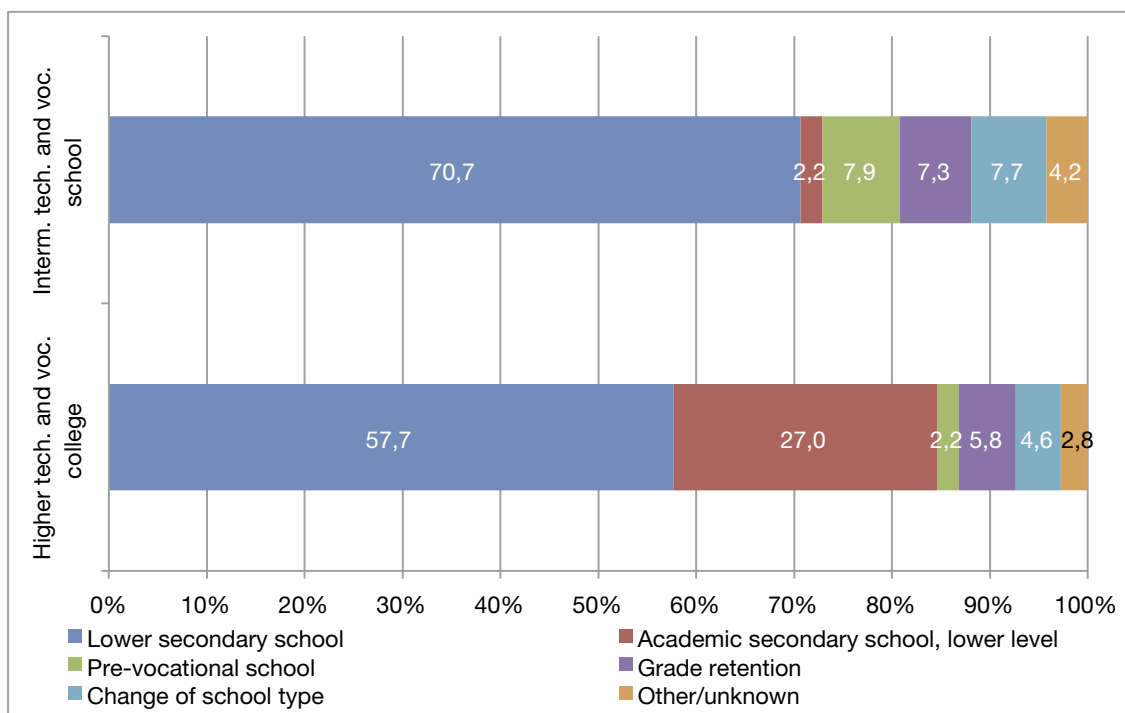
Students in intermediate technical and vocational schools 2009/10 by previous education	Total	Of which female	In % of females
<b>Previous education, total</b>	<b>18,897</b>	<b>10,435</b>	<b>100,0</b>
<b>On lower secondary level, total</b>	<b>13,876</b>	<b>7,591</b>	<b>72,7</b>
Lower secondary school	13,356	7,334	70,3
Academic secondary school, lower level	419	193	1,8
Other	101	64	0,6
<b>Other, total</b>	<b>4,394</b>	<b>2,475</b>	<b>23,7</b>
Pre-vocational school	1,495	874	8,4
Grade retention	1,380	768	7,4
Change of school type	1,450	798	7,6
Other	69	35	0,3
<b>Unknown</b>	<b>627</b>	<b>369</b>	<b>3,5</b>

Source: Statistik Austria, *Bildung in Zahlen 2009/10*

Students in higher technical and vocational colleges 2009/10 by previous education	Total	Of which female	In % of females
<b>Previous education, total</b>	<b>30,682</b>	<b>15,310</b>	<b>100,0</b>
<b>On lower secondary level, total</b>	<b>26,194</b>	<b>13,205</b>	<b>86,3</b>
Lower secondary school	17,703	9,376	61,2
Academic secondary school, lower level	8,271	3,731	24,4
Other	220	98	0,6
<b>Other, total</b>	<b>3,894</b>	<b>1,829</b>	<b>11,9</b>
Pre-vocational school	670	320	2,1
Grade retention	1,787	736	4,8
Change of school type	1,402	760	5,0
Other	35	13	0,1
<b>Unknown</b>	<b>594</b>	<b>276</b>	<b>1,8</b>

Source: Statistik Austria, *Bildung in Zahlen 2009/10*

21 OECD (2009), *Reviews of Migrant Education, Austria*, pg. 61



## 7. Financial instruments and fees

A detailed description of financial instruments and fees are available in the recent OECD report about migration in Austria<sup>22</sup>. In general, for early childhood education parents are being charged a fee, with the exception of the last kindergarten year. Compulsory education from 1<sup>st</sup> to 9<sup>th</sup> grade is free of charge, the same is the fact for Intermediate technical and vocational schools, for Academic secondary schools (AHS), upper level and for colleges both academic and vocational, for special needs schools etc.

22 OECD (2009), Reviews of Migrant Education, Austria



Private schools charge fees depending on the specific situation: The federal state finances the staff costs for private catholic schools, based on a contract with the Vatican, “Concordat”, but there are no similar regulations for other providers of private schools, with the exception of other denominational schools.

School books, bus or train transfer to school among other costs are financed by the federal state, but there are some additional costs incurred for parents and families for special events as there are sport weeks, transnational exchange programs, materials for special projects (like arts, excursions) etc.

An important issue and often one of public debate is the fact of additional costs incurred by the need of educational help (tutoring) for students (Nachhilfe). The costs in sum are estimated in the dimension of € 130 million per year, it is not really a transparent market, and a feature which could influence social diversity in an uncontrolled way<sup>23</sup>.

## 8. Guidance and counselling policies and practices

Given the complexity of the educational system in Austria, the guidance provisions have to meet high demands. In principle, career guidance in Austrian schools is organized according to a three-level model: career education lessons are provided by *careers teachers*; individual advice is provided by *student advisors*; and both of these are supplemented by a *School Psychology Service* that can offer specialised assistance. These are supplemented by classroom teachers and a wide range of other individuals and agencies outside the school.<sup>24</sup>

Career education lessons are carried out by the careers teachers based on a curriculum since 1998/1999 with 32 hours per year in the 7<sup>th</sup> and 8<sup>th</sup> grade as a separate school subject (in Lower secondary school/Hauptschule in around 45% of cases) or is provided in Hauptschule and AHS within an “integrated” model. To date, this model is still topic of an on-going debate<sup>25</sup>.

The link to the world of work is provided by early work experiences in the 7<sup>th</sup> and 8<sup>th</sup> grade of lower secondary schools.<sup>26</sup> It can be extended individually by days of early work experiences in the 8<sup>th</sup> grade (and 9<sup>th</sup> grade of Pre-vocational and special needs schools). What still is missing is a legal foundation for guidance and counselling at the upper level of VET and general education, especially for those students who are leaving these types of school after finishing their 9<sup>th</sup> grade of compulsory schooling.

To enhance the quality of providing guidance and counselling, new standards for curriculum based school counselling in the 7<sup>th</sup> and 8<sup>th</sup> grade were defined, an online portal for career counsellors was set up by the Ministry of Education and a course for career counsellors was implemented (12 ECTS).

For the upper secondary level (VET and general education), ESF-funded pilot projects are used to identify the necessary pre-conditions for implementation of guidance and counselling in these types of schools.

A number of initiatives with enterprises, PES and other institutions exist (esp. on the local level), also a good networks for supporting schools and teachers in guidance and counselling. Still, Austria faces the same challenges the OECD mentioned in the Review of Career Guidance Policies already in 2003: A legally based framework for all types of secondary schools is lacking, and – as a consequence – the possibility of curriculum-based guidance and counselling (to fulfil already existing legal provisions (§ 3 (1) SchOG)<sup>27</sup>.

23 IFES (2010), AK Studie Nachhilfe Bundesweite Elternbefragung Studienbericht, Wien

24 OECD (2003), OECD Reviews of Career Guidance Policies, Country Note Austria, pg. 4 ff

25 The debate was already mentioned in: OECD (2003), OECD Reviews of Career Guidance Policies, Country Note Austria

26 Legally based: (SchUG) § 13b and §175 Abs. 5 des Allgemeinen Sozialversicherungsgesetzes (ASVG)

27 According to § 3 (1) SchOG/School Organization Act, students and parents have to be informed about the tasks of the different types of school and the pre-conditions of the schools regarding the potentials and abilities of the students. See chapter 2, sections 3.2, 3.3 and 4 of the report.

## Chapter 3: Fair and inclusive practices

### 9. Year repetition (common practice? Extent?)

The repetition of years is common within the educational system in Austria. If students fail in one subject and do not pass the repetition exam, they are not allowed to move on in their educational career and have to repeat the school year. The number of possible repetitions is limited, and once it is exceeded students are not allowed to continue their educational career in the normal/formal system at all (§ 32, § 33 SchUG)<sup>28</sup>.

The repetition of school years occurs on all school levels except in the first grade. The annual percentage of students concerned rises with the educational level. Starting with 0,5% in primary school, the percentage rises to 1,6% in general secondary schools and 4,2% in academic secondary schools (lower level). The peak is reached on ninth grade, where the transition from lower to upper secondary education takes place and where compulsory schooling ends. The effect of this peak number of students who are not allowed to move onto the next grade on the early school leaving rate has not been scientifically analyzed yet. There seems to be a growing tendency that these students more often tend to leave school (sometimes called "functional drop-outs").

Also, there is no systematic and overarching monitoring of the ways in which students move on from this point. I.e. there is a lack of information on questions like

- How many of the students repeat the school year out of those, who are not allowed to move on in their educational career?
- How many move on into another form of education? Or
- how large is the proportion of students who decide to end their educational career at this point?

As soon as compulsory schooling is over, students have these options, but statistically little is known about that.

In 2008/09 the percentage of students, who had to repeat a school year because they were not allowed to move on in their educational career, reached 9,1% in academic secondary schools (upper level), 10,1% in Higher technical and vocational colleges and 12% in Intermediate technical and vocational schools. With 18,7% the Intermediate technical and vocational schools in the field of business administration (Handelsschulen) had the highest rate of missing moving-on-allowances (Source: Statistic Austria 2010).

The overall annual rate of students concerned appears stable over time. 3,6% of all students were not allowed to move on in their educational career in 2007/08. Nearly twenty years ago (1989/90), the respective figure was 4,3%, and in the school year 1999/00 also 4,4% had to repeat the school year. A direct comparison of these percentages is not valid because in the meantime the statistical basis changed significantly.

Bearing in mind that the rates presented are annual ones, it can be concluded that a considerable number of students faces a loss of school years at least once in their educational career. To this date no estimates of the economic costs of this aspect of the educational system in Austria are available.

In June 2011 the government coalition partners reached an agreement on a reform of the upper secondary level, which in practice means (almost) the end of repetitions of full school years. An early warning system will be introduced, individualized learning, the curricula will be re-structured in modules, and such allowing students to continue their program/move onto the next grade, even if they failed in single modules. The draft for the new law went into the formal evaluation procedures with stakeholders in July 2011<sup>29</sup>; the new system which has been successfully tested in a number of

28 In Intermediate technical and vocational schools 1 additional year possible, max 2 yrs more are allowed when graduating from an Academic secondary school/upper level or a Higher technical and vocational college

29 [http://www.bmukk.gv.at/schulen/recht/erk/most\\_entw.xml](http://www.bmukk.gv.at/schulen/recht/erk/most_entw.xml) (in German)

schools will be introduced to all Academic secondary schools, upper level, to Intermediate technical and vocational schools and to Higher technical and vocational colleges beginning from 2012/13 in a step-by-step program until 2016.

## 10. Students with special needs / pedagogical approaches for weaker students

If children show deficits in their general development or abilities the need for special pedagogic treatment and support (sonderpädagogischer Förderbedarf) is tested in a formal process. Based on an advisory opinion the educational authorities decide whether there is the need for special pedagogic treatment and support or not. In the case of a given need one out of two different forms of education can be chosen. Either students with special needs attend special needs schools (Sonderschule) or – where this is available – the children are integrated in normal primary schools, general secondary or academic secondary schools, but follow an individual curriculum. The support plan for children with special needs may consist of special pedagogic interventions and curricula in some subjects but also define subjects, where these students are taught like those without special needs. Graduates from special needs schools or students taught on the basis of a special needs school curriculum on upper secondary level are entitled to move on to apprenticeship and vocational schools. If they are not capable of a full/regular apprenticeship education or need special support they may just learn parts of it and/or they are allowed to take a longer time in the context of the inclusive vocational education (Integrative Berufsausbildung, compare also step 9 in section II of this report).

### *Two options for students with special needs – integrated in the mainstream schools or educated in special needs schools*

In 2008/09 nearly half (46,6%) of all students with special needs attended special needs schools, where they were educated among other children with special needs. 53,4% were integrated in normal schools. Within Austria high differences concerning the integration-rate of students with special needs can be observed, leading to the conclusion that either the consciousness for integration is distributed unevenly, or to the conclusion that the resources and infrastructure for integration are more established in one area whereas the same may be true for special needs schools in other regions.

**Table: Percentage of children with special needs in special needs schools**

AUT	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tirol	Vorarlberg	Vienna
46,6%	32,2%	37%	71,8%	30%	52,1%	18,8%	65,6%	63,9%	44,1%

Source: Statistic Austria, Calculations: Steiner-IHS

If the percentage of children in special needs schools is analyzed in depth, it can be observed that students with non-German mother tongue in this school form are massively overrepresented. In 2008/09 nearly 17% of all students within the educational system in Austria did not have German as a mother tongue. In special-schools this is true for 27,6%. This means that migrants are overrepresented by two thirds. Some federal provinces, which are responsible for this part of the educational system, even show overrepresentations by 100%.

**Table: Percentage of students with non-German mother tongue and their percentage in special need schools**

	AUT	Burgen-land	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tirol	Vorarl-berg	Vienna
Migrants in all schoolforms	16,9%	11%	8,7%	10,3%	13%	14,6%	9,1%	10,2%	17,3%	40,7%
Migrants in special needs schools	27,8%	11,4%	10,4%	18,5%	25,3%	23,9%	12,6%	20,9%	34,4%	51,8%

Source: Statistic Austria, Calculations: Steiner-IHS

Dismissing the explanation that students with non-German mother tongue more often suffer from disabilities or show deficits in their general development or abilities, the question has to be raised whether only the language difficulties which students with non-German mother tongue face to follow the instructions in (normal) schools lead to their transfer to special needs schools or what else might be the reason for the numbers presented above. To deal with language difficulties of students language-support-study-courses are offered in schools, and therefore the lack of knowledge of German should not form the basis for the declaration of need for special pedagogic treatment and support nor the transfer of students to special needs schools.

## 11. School-parent partnership

In the Federal Ministry for Education, the Arts and Culture the department School Partnership supports the Federal Pupils' Advisory Board (*Bundesschülervertretung – BSV*) and the Parents' Advisory Board (*Elternbeirat*) in safeguarding parents' and pupils' interests on the national level.<sup>30</sup>

Since the school year 1994/95, the 14<sup>th</sup> Amendment to the School Organisation Act has empowered the school partnership body of the respective school (School Committee comprising teachers', pupils' and parents' representatives, or School Forum in compulsory schools in which only teachers' and parents' representatives are included) to issue autonomously its own curricular regulations by a two-thirds vote. This means that certain points of emphasis may be chosen within a given framework and schools can develop their own specific profile.<sup>31</sup>

Concerning the school-parent partnership to support parents and their students, there are no regular systemic approaches in Austria. In contrast to other countries parents have to face the challenge that compulsory education in Austria relies heavily on parental support which causes additional problems for all parents, both migrant and Austrian. Due to the fact that most schools only provide teaching for half a day, a significant responsibility for support with school and homework is placed with parents.

The OECD Thematic Review on Migrant Education, Country Background Report for Austria pointed out the political recognition of the importance of engaging immigrant parents in their child's schooling and the growing numbers of initiatives is recognised by provinces and schools as strengths. There are examples of good practice at the provincial level: projects involving mentoring and after-school support, as well as parental involvement projects, co-operation projects between kindergartens and schools and neighbourhood work ("Mama lernt Deutsch, "Rucksack parents" etc.).

The Chamber of Labour organises information meetings and packages on educational and career choices at age 14 to 15 for parents. In the 15th district of Vienna there is an advisory centre resourced by a pool of teachers, social workers and volunteers from immigrant communities offering valuable advice and counselling to parents in many different languages.

However, even with the given numbers of initiatives and projects, there is no doubt that Austria faces many challenges. The policy recommendations were mainly related to engage immigrant parents as partners in education or to promote and support initiatives to provide immigrant students with opportunities to learn outside regular school lessons.<sup>32</sup>

30 BMUKK, BMWF (2008), *Development of Education in Austria, 2004 – 2007*, p. 78 ff

31 BMUKK, BMWF (2008), *Development of Education in Austria, 2004 – 2007*, pg. 78 ff

32 OECD (2009), *Reviews of Migrant Education, Austria*, pg. 57 ff

## Chapter 4: Fair and inclusive resourcing

### 12. Allocation of educational resources

The procedure of allocating resources varies depending on the level of education.

In early childhood education (Kindergarten) resources depend on provincial (Länder) regulations, and on the conditions of the provider (mainly municipalities or private organisations). Only the last year (age of five) has been free of charge since 2009, regulated by an agreement between the federal and the provincial level (Bund-Länder).

In compulsory education the resources come from national taxes, regulated by a financial contract between Bund and Länder. Staff costs are covered by national government (via financial equalization), other costs by municipalities. It is in discussion how the competencies concerning teachers should be organized and how to divide them up between the federal and provincial level.

For so called “Bundesschulen” – Academic secondary schools, lower and upper level, Intermediate technical and vocational schools and for Higher technical and vocational colleges – the resource management is in the competence of the federal level.

**The Federal and provincial (Länder) level share responsibilities for the Vocational schools for apprentices (Berufsschulen).** The staff costs are covered half and half (regulated by the financial contract), other costs, facilities, buildings etc. are in the responsibility of the Länder.

In principle all costs are covered by national taxes and regulated by the so-called financial equalization, the result of a complex negotiating process between the federal state (Bund) and the provinces (Länder) about the distribution of tax revenues. There is no provincial (Länder) tax autonomy, to this date the idea is being promoted only by provincial politicians. Municipalities can use taxes autonomous for different tasks; this could have effects for different approaches concerning financing of other costs in compulsory education. Some different regulations of responsibilities exist in areas of health and care education or in the agricultural school system.

### 13. Policy to deal with persistently low performing schools

By constitution and by law there is a system of school inspection<sup>33</sup> in Austria, but there is no evidence of any tangible effect concerning low performing schools.

### 14. Allocation of educational resources related to the socio-economic intake

Tuitions exist in the pre-school phase (with variations), based on different regulations by the Länder, by municipalities and private providers. There is no tuition for public primary and secondary schools.

For additional costs<sup>34</sup> a number of regulations at provincial, municipality or at the provider level can be found, also in the area of private schools. Some of these provisions include socio-economic criteria. A general standard for tuition or fees, relating them to the socio-economic background of parents, does not exist.

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33 Based on: BMUKK, BMWF (2008), Development of Education in Austria, 2004 – 2007 (pg.16 ff)

34 See also chapter 2, section 7 of this report

## 15. Targets for and monitoring of equity in education and school failure

School failure is a topic in the educational discussion in Austria. Several studies have been commissioned and several workshops and conferences have been organized e.g. by the social partners and ministries. Although there is knowledge and expertise about the social selectivity of school failure and the problems of dropouts on the labour market, there are no ambitious targets overcoming school failure and achieving improvement in equity. The only official target is to meet the EU-benchmark of at most 10% early school leavers. Due to the fact that this benchmark more or less has been met since several years<sup>35</sup>, overcoming school failure is not a top priority in educational politics. But in a more indirect sense the two political targets that

1) everybody who wants should get an offer to make up for previously missed school leaving certificates for free (kostenloses Nachholen von Schulabschlüssen) and that

2) every young person who did not manage to find a regular apprenticeship place on the free market is offered an apprenticeship-education in educational-work-places or an education on upper secondary level in vocational schools (Ausbildungsgarantie),

can be interpreted as targets to overcome school failure. The targets in this context are input-oriented concerning the number of places offered or the amount of money spent. No output-oriented targets (e.g. like reaching an ESL-rate below 7%) have been formulated so far.

Consistent with this diagnosis, also the monitoring of school failure is not part of a systematic policy process. Therefore some information is available and some indicators can be calculated but others cannot. On the basis of the labour force survey and the educational statistics, information is available on how many young people leave school early and how many students succeeded the year before.

For some additional indicators the data in principle is available, and some improvements on the information base are on the way (e.g. in the case of young people without compulsory school leaving certificate). But for the monitoring of some other relevant indicators in the context of overcoming school failure and especially the improvement of equity, either data is missing at all or no calculation routines have been developed, because – as mentioned above – this is not seen as a top priority in educational politics, and therefore the indicators are not implemented as part of a systematic policy process.

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35 See Annex 1

## Chapter 5: Challenges in overcoming school failure

### 16. Major causes of educational failure, which are seen/discussed

In Austria the major causes of educational failure which are publicly discussed are individual deficits of the young people dropping out. They do not meet basic competence requirements, they lack language skills (German), their social competences are underdeveloped and their motivation is not sufficient. Last but not least their family did not support them properly. Most of the explanations of school failure do not address the educational system and its characteristics like early tracking and year repetition or its overall selectivity as such. The only systematic failure that is discussed on a broader basis is the lack of apprenticeship places.

Consistent with this individualized approach most interventions in the context of school failure are deficit-compensation-oriented and curative instead of preventative. In international comparison this combination of individualized explanation and deficit-oriented intervention strategy has been characterized as ‘employment centered’. The universalistic approach implemented e.g. in Denmark more or less forms the opposite. There dropout is a consequence of lacking orientation causing competence loss for the system (Walter/Pohl 2005).

### 17. Perception of the most important challenges in overcoming school failure

The most important challenge in overcoming school failure which is being discussed follows the characteristics of intervention strategies described above but the perception of this challenge is less pronounced. The challenge is to compensate individual language deficits of children whose mother tongue is not German.

To meet this challenge it now is compulsory and also free of charge to attend pre-primary-childcare at the age of five years. But this is not the only motivation for this preventative educational intervention. When pre-primary childcare became compulsory, 94% of all 5 year old children attended it, but children from migrant or less-educated family backgrounds were less likely to do so. In addition the results from PIRLS showed that reading competences highly correlate with the number of years spent in pre-primary childcare/education institutions (Suchań et al. 2007). In general, the expected effect of this measure not only is to overcome school failure but also to promote equality of opportunity by compensating for socialization deficits.

The reform of teachers’ education is seen as an important challenge by stakeholders, **but its perception in the public discussion is less pronounced**. Just recently the former postsecondary “Pedagogic Academies” have been upgraded to University Colleges of Teacher Education, and in this context their curricula were revised. Since this transformation did not result in a satisfying solution for the training of all pedagogic staff, an expert group now has developed a concept for completely new structures and processes of initial and further education for all pedagogical professions<sup>36</sup>.

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36 On June 27th, 2011 Federal Minister for Education, the Arts and Culture, Dr. Claudia Schmied and Federal Minister for Science and Research, Dr. Karlheinz Töchterle, received the recommendations of an Expert Task Force for the New Teachers’ Training Concept “PädagogInnenbildung NEU”. Information available at <http://www.bmukk.gv.at/schulen/lehr/labneu/index.xml> (in German only)

## SECTION II: TEN STEPS IMPLEMENTATION QUESTIONNAIRE

### Step 1: Limit early tracking and streaming and postpone academic selection

A: Title	Neue Mittelschule / New secondary school
B: Description	Approach to co-operate at the lower secondary level between the tracks general and academic school. The New secondary school intends to be a step towards a more comprehensive, differentiated, individualized, heterogeneous and inclusive pedagogical concept for the 5 <sup>th</sup> to 8 <sup>th</sup> grade, which avoids the early tracking at the age of ten and gives students both optimal achievement and best support for successful and sustainable educational and professional pathways.
C: Status	Pilot project
D: Scope and level	<p><b>Scope:</b> national, implementation in all nine Austrian provinces</p> <p>In autumn 2011 114 additional New secondary schools will start; by 2015/2016 all Lower secondary schools will be upgraded to New secondary schools</p> <p><b>Level:</b> mainly 5<sup>th</sup> to 8<sup>th</sup> grade: Lower secondary and Academic secondary schools (lower level), Higher technical and vocational colleges as co-operation partners, Provincial School Boards as administrative and pedagogical responsible bodies, Bundesinstitut Bifie, BMUKK and the research, support and evaluation team</p>
E: Outcomes and impacts	<p><b>Intended outcomes:</b> Offer an innovative comprehensive school type at the lower secondary level to avoid too early tracking into “general” or “academic” secondary education; combining structural reform with pedagogical innovations</p> <p><b>Impacts:</b> After the first two years of the pilot project a high interest and positive reaction of concerned parents is evident (see e.g. IFES, Parents’ survey)<sup>37</sup>. High interest of municipalities, teachers and headmasters; the interim results of school development seem quite positive.</p> <p><b>Formal evaluation of impact:</b> From the start of the project, an evaluation process, based on clear aims and objectives, was established. Further development will depend on the results of the evaluation and on the integration of Academic secondary schools/AHS.</p>
F: Policy conditions	Principle decision at the federal level, strong support by the minister, commitments between federal state and Länder concerning dimension and details, financing secured for the full implementation; open questions on long-term further development (inclusion of AHS or parallel option)
G: Research	Scientific monitoring and evaluation as a formal condition, based on a governmental decision
H: Comments	Intending to reduce early tracking at the 4 <sup>th</sup> grade, includes (limited) cooperation between Lower and Academic secondary schools

37 IFES (2010), Zufriedenheit mit der Neuen Mittelschule Elternbefragung Wien



**Step 2: Manage school choice so as to contain the risks to equity**

A: Title	<i>No recent policy concerning social composition in schools identified</i>
B: Description	
C: Status	
D: Scope and level	
E: Outcomes and impacts	
F: Policy conditions	
G: Research	
H: Comments	

### Step 3: In upper-secondary education, provide attractive alternatives, remove dead ends and prevent dropout

A: Title	Berufsreifeprüfung / vocational matriculation examination
B: Description	The 'Berufsreifeprüfung' is an examination, not an education. People who successfully completed an apprenticeship or an Intermediate technical and vocational school are entitled to take the vocational matriculation examination which consists of written and oral exams in the subjects 1) German, 2) mathematics, 3) a living foreign language and 4) a 'freely' chosen vocational subject.
C: Status	Completed since the late nineteen nineties
D: Scope and level	<p><b>Scope:</b> national</p> <p><b>Level:</b> Adult education institutions offer preparation courses and three out of four exams, the 'Berufsreifeprüfung' consists of, candidates may take in adult education institutions which are certified therefore. The fourth has to be taken in higher level secondary technical and vocational colleges which are part of the formal educational system.</p>
E: Outcomes and impacts	<p><b>Intended outcomes:</b> The target of the Berufsreifeprüfung is to enable initially lower (i.e. on apprenticeship level) qualified people to obtain a university (tertiary education) entry certificate and therefore remove a dead end of the educational system.</p> <p><b>Impacts:</b> 2.609 people passed the exam and received a vocational matriculation examination certificate in the school year 2007/08. In the same year more than 20.000 people were enrolled in the various preparation courses (Klimmer et al. 2009). The vocational matriculation examination rises the total number of university (tertiary education) entrance allowances obtained roughly by 6% a year.</p> <p><b>Formal evaluation of impact:</b> The vocational matriculation examinations have been evaluated by private research institutions commissioned by the Ministry of Education twice so far. The focus of these evaluations concentrated on gathering information how many exams have been taken up to date and how many preparation courses have been attended. In the context of an evaluation of the European Social Fund interventions in Austria an evaluation of its quality-aspects is expected.</p>
F: Policy conditions	The vocational matriculation examination is seen as measure to raise the permeability of the educational system and also to promote the attractiveness of the apprenticeship system. Hence, it's acceptance is well founded on a broad political basis.
G: Research	Preliminary results of the evaluation of vocational matriculation examination preparation courses in the context of the evaluation of the European Social Fund interventions in Austria indicate that drop-out rates from preparation courses are high and success-rates rather low. Because of the poor data base, any valid calculation of these rates is nearly impossible up to date. Additionally the share of migrant people in preparation courses shows potential to be improved.
H: Comments	---

## Step 4.1: Offer second chances to gain from education

A: Title	Bund-Länder-Initiative Erwachsenenbildung / Kostenloses Nachholen von Bildungsabschlüssen / National-federal initiative in adult education / make up for (basic) educational certificates free of charge
B: Description	The main content of this initiative is to provide basic education and training, compulsory school leaving certificate, vocational matriculation examination free of charge all over the country for everybody who needs this kind of educational support.
C: Status	Under development: The program development has been successfully finished; financial negotiations between the federal ministry and the provinces are under way.
D: Scope and level	<p><b>Scope:</b></p> <p>The overall scope is national, but the exceptional aspect of this initiative, that has to be mentioned, is, that the program has been developed and will be financed in cooperation between national authorities and the provinces .</p> <p><b>Level:</b></p> <p>This initiative primary affects the non-formal / adult education system.</p>
E: Outcomes and impacts	<p><b>Intended outcomes:</b></p> <p>The target of the initiative is to provide an opportunity to make up for previously missed qualifications in order to promote lifelong learning, support the chances on the labor market and increase social integration.</p> <p><b>Impacts:</b></p> <p>All in all the initiative aims for a considerably high number of participants places shall be realized within the initiative. The basis of the calculation of the number of participants either have been estimates of the need for support or the numbers reached in previous programs (like the ESF). Within a perspective of three years from the start of the initiative e.g. the number of places in courses for the preparation to make up for the compulsory school leaving certificate should reach more than 5.000 a year within a perspective of three years after the start of the initiative. Compared to approximately 6.500 young people leaving the educational system without this certificate, this means that the impact of the initiative should be expected to make a difference also on macro-level.</p> <p><b>Formal evaluation of impact:</b></p> <p>Three years after program start, the impacts and results of the initiative will be evaluated.</p>
F: Policy conditions	A milestone of this initiative is that national authorities and the provinces in principle agreed on the joint financing of the program. At the same time the financing will be the crucial point before actually enacting the program. In times of financial restrictions because of consolidation policy is not an easy target to raise a budget of 30-40 million € a year.
G: Research	Since the initiative has not started yet, there are no research results evaluating the program available. But since the instruments in the field of adult education in the current program financed through the European Social Fund are similar to the ones planned in this initiative, the ESF-evaluation results may serve as a basis for orientation. One preliminary result is that the program is successful but the second generation of immigrants faces more difficulties and profits less from it.
H: Comments	---

## Step 4.2: Offer second chances to gain from education

A: Title	Überbetriebliche Lehrausbildung / Non-company based apprenticeship training
B: Description	Based on tenders and by order of the public employment service work-based educational institutions to provide training in certain occupations according to the rules and planes of a whole normal apprenticeship-education. These institutions replace the companies and play their role in apprenticeship-education. The target group of this non-company based apprenticeship education is disadvantaged young people and those who could not find a regular apprenticeship place. So the program provides a second chance to complete this form of education.
C: Status	Implemented since 2008 (in different ways in the years before)
D: Scope and level	<p><b>Scope:</b></p> <p>The scope is national. 86% of the costs are financed by the public employment service and the rest by the provinces.</p> <p><b>Level:</b></p> <p>This initiative primarily affects the non-formal/adult education system/institutions, which in most cases provide the non-company based apprenticeship trainings. But vocational schools are affected also because the participants in this program have to attend vocational schools for apprentices in the same way they had to attend them in the context or as if they were in a regular apprenticeship.</p>
E: Outcomes and impacts	<p><b>Intended outcomes:</b></p> <p>The target of the initiative is to compensate for the shortage of apprenticeship places, which has been observed since several years and which might even worsen due to changes in the areas of education, economy and society.</p> <p><b>Impacts:</b></p> <p>At the end of 2010 more than 10.000 young people participated in this program. In 2011 more than 12.000 places are available. Compared to approximately 130.000 apprentices in total, this means that this program has a share of nearly 10%. In the school-year 2010/11 the budget will be about 180 million €.</p> <p><b>Formal evaluation of impact:</b></p> <p>It is planned to evaluate the impacts and results of the program in coming years. So far only single provinces (e.g. Tyrol) have commissioned evaluations of their programs in this context.</p>
F: Policy conditions	A milestone of this initiative is the joint financing by national authorities and the provinces . At the same time financing of the program will be the crucial point for enacting the program. In times of financial restrictions because of consolidation policy is not an easy target to raise a budget of 30-40 million € a year.
G: Research	Since the initiative has only started two years ago, there are no research results available yet evaluating this program. The predecessor program (JASG) has been evaluated.
H: Comments	---

## Step 5.1: Identify and provide systematic help to those who fall behind at school and reduce high rates of school-year repetition

A: Title	PädagogInnenbildung NEU / New teachers' training
B: Description	On behalf of the Federal Ministry for Education, Arts and Culture and the Federal Ministry for Science and Research an expert group developed a concept for completely new structures and processes of initial and further education for pedagogical professions. Core element of this concept is a perspective of individualized learning and development process for students, beginning from the very early childhood education to the upper secondary and postsecondary stage. A new understanding of personal support for all students is a key element of this concept.
C: Status	Concept developed, information and discussion process with all stakeholders with active involvement of both responsible ministers took place in Nov. and Dec. 2010; the establishment of a Council for further Development (with a legal basis) is planned for autumn 2011
D: Scope and level	<p><b>Scope:</b> national</p> <p><b>Level:</b> All relevant and concerned institutions (Universities, University Colleges of Teacher Education, Provincial School Boards, Teachers' Unions, Students' and Parents' associations etc.) were/are involved in the information and discussion process and will be part of the implementation process</p>
E: Outcomes and impacts	<p><b>Intended outcomes:</b> New, integrated model for initial and further training for all pedagogical professions with the approach for pedagogical processes that develop all talents, potentials, interests of young people, worth a special focus on support aspects;</p> <p><b>Impacts:</b> The Council for Development (yet to be established) of teachers' training will be responsible for</p> <ul style="list-style-type: none"> <li>• Managing the change from the current to the new system</li> <li>• Develop guidelines for curricula and operational institutions</li> <li>• Accreditation of degree programs</li> <li>• Quality assurance</li> <li>• Consulting the responsible ministers</li> </ul> <p><b>Formal evaluation of impact:</b> Too early to evaluate impact; legal changes pending</p> <p>The potential implications for a wide range other policy fields are high (teachers' legal status, definition of their employing entity, teachers' wages, internal organization of schools, role of headmasters, cooperation or merging of diverse institutions, upgrading of degree programs etc.)</p>
F: Policy conditions	Based on the governmental program 2008-2013 <sup>38</sup> , on two decisions of the Board of Ministers – 1/2009, 12/2009, and provided strongly by the responsible ministers for education and for science
G: Research	Reports from the expert group, additional research briefing papers
H: Comments	A leading policy program with high priority which has implications for all sectors and levels of educational systems and processes

## Step 5.2: Identify and provide systematic help to those who fall behind at school and reduce high rates of school-year repetition

A: Title	Schulsozialarbeit in Österreich / Social Work at School
B: Description	Social Work at School is part of the government's program <sup>39</sup> and is carried out with the co-financing of the ESF. The main aims and objectives are to find a common understanding of principles and criteria for social work at school from a national perspective, to define the common and different conditions for social work at school both in urban and rural regions and to generate a framework for social work at school that follows a common overall concept with enough space for individual or regional differentiation.
C: Status	In status of implementation
D: Scope and level	<b>Scope:</b> national, network - involvement of all nine Austrian provinces <b>Level:</b> pilot project
E: Outcomes and impacts	<b>Intended outcomes:</b> The intended outcome is to get a common, nation-wide picture of social work at school as a precondition to find a common understanding about funding and provisions both at the school level and within other institutions and responsibilities on the provincial level (esp. for youth care). <b>Impacts:</b> All provinces are interested (to various degrees) to participate in the nation-wide project. Because of different histories in implementing social work at school there are a number of policies covering that issue at provincial (Länder) level. But all provinces are convinced of the additional added value of national networking and the necessity to share experiences in that field. <b>Formal evaluation of impact:</b> Is being considered for all pilot projects and involved provinces, in addition to the internal evaluation an external institute will evaluate the process and the results of the project.
F: Policy conditions	There are some challenges in the different approaches on provincial level of social work at school. A challenge is to get a common picture of social work at school and the impact on drop out, early school leavers or repetition on national level.
G: Research	Based on micro-census data, the Institute for Advanced Studies (IHS) conducted several research projects, but no monitoring data is available.
H: Comments	It is positive that the national government is financing pilot projects in that field.

39 Regierungsprogramm 2008 - 2013 Gemeinsam für Österreich, pg. 196

### Step 5.3: Identify and provide systematic help to those who fall behind at school and reduce high rates of school-year repetition

A: Title	Ausbau der Ganztagschule / Increase the proportion of full- time schools
B: Description	From 2014 210.000 places for full-time schools/afternoon programs will be available. 2006: 62.700; 2010: 105.000
C: Status	Law adopted July 2011, in state of implementation
D: Scope and level	<b>Scope:</b> National, 80 Mio € additional resources/year by the federal state <b>Level:</b> Co-operation of the federal, provincial and community level
E: Outcomes and impacts	<b>Intended outcomes:</b> Increase in quality, reduction of drop-out rates <b>Formal evaluation of impact:</b> Too early to be evaluated
F: Policy conditions	78% of Austrians welcome the investment in full-time schooling, there is high demand from the parents' side for it
G: Research	n.a.
H: Comments	This has been on the political agenda for a long time. An opinion shift on the side of the coalition partner – responding to demands of the parents – made the agreement possible.

## Step 6: Strengthen the links between school and home to help disadvantaged parents help their children to learn

A: Title	<i>No recent policy development identified</i>
B: Description	
C: Status	
D: Scope and level	
E: Outcomes and impacts	
F: Policy conditions	
G: Research	
H: Comments	

## Step 7: Respond to diversity and provide for the successful inclusion of migrants and minorities within mainstream education

A: Title	Bundesverfassungsgesetz / Federal Constitutional Act
B: Description	In 2005, as part of an amendment to the Federal Constitutional Act ( <i>Bundesverfassungsgesetz-B-VG</i> ), the task of the school which up to that time, had only been defined in the School Organisation Act ( <i>Schulorganisationsgesetz-SchOG</i> ) was given constitutional status. <sup>40</sup>
C: Status	Completed
D: Scope and level	<b>Scope:</b> national  <b>Level:</b> Schools
E: Outcomes and impacts	<b>Intended outcomes:</b> This means that it is the constitution that explicitly guarantees general access to public schools without prejudice as to birth, gender, ethnic group, status, class, language or religion, a guarantee which up to 2005 had only existed on the basis of a simple act. <sup>41</sup>  <b>Impacts:</b> However, since it only relates to public schools, private schools may continue to select pupils according to criteria such as religion, language or gender, although selection of that type is rarely applied in practice. <sup>42</sup>  <b>Formal evaluation of impact:</b> Not identified, not available
F: Policy conditions	After a long period of negotiation it has been implemented in the Federal Constitutional Act.
G: Research	Not available
H: Comments	---

40 BMUKK, BMWF (2008), Development of Education in Austria, 2004 – 2007, pg. 12

41 Ibid.

42 Ibid.



## Step 8: Provide strong education for all, giving priority to early childhood provision and basic schooling

A: Title	Beitragsfreies, verpflichtendes letztes Kindergartenjahr / Cost free, compulsory last (pre-school) kindergarten year
B: Description	Based on the recognition that pre-school education is an essential part of the education process with strong consequences for further educational developments, esp. for children and families with socially disadvantaged background this initiative was developed in by Bund und Länder in a common process, This is remarkable because the federal level has no authority in this field in principle no national competence exists. The main intention is to use this year for strengthening the language and social competencies of children for a smooth transition in the primary school. This measure is supported by a language assessment for five-year-old children (Sprachstandsfeststellung) and by the development of an education plan (Bildungsplan) for Kindergarten at the national level
C: Status	Started by federal act: 1 <sup>st</sup> of Sept 2010
D: Scope and level	<b>Scope:</b> National, province <b>Level:</b> Reach a common understanding of the importance of early childhood education e.g. for language and social skills for national, provincial, regional and local (municipalities) stakeholders and providers
E: Outcomes and impacts	<b>Intended outcomes:</b> improvement of language and social competences of children at the start of their school career <b>Impacts:</b> for Länder, municipalities, providers <b>Formal evaluation of impact:</b> upcoming
F: Policy conditions	A commitment between the federal government and provinces ( <i>Bund-Länder-Vereinbarung</i> ), a contract
G: Research	upcoming
H: Comments	Very early stage of awareness that early childhood education should be an essential element of a common LLL <sup>43</sup> understanding

43 Life Long Learning (Acronym often used in EU contexts, refers to the understanding and definitions of EU documents)

## Step 9: Direct resources to students and regions with the greatest needs

A: Title	Integrative Berufsausbildung / Integrative vocational education
B: Description	Young people who are not capable of a full/regular apprenticeship education or need special support may just complete parts of it (on the basis of an individual curriculum) and/or are allowed to take a longer time (up to 2 years more) to finish their education.
C: Status	Implemented since 2003
D: Scope and level	<p><b>Scope:</b> national</p> <p><b>Level:</b> Within the educational system the vocational schools are affected. But since the apprenticeship is a dual education – both in companies and schools, where 80% of the educational time is spent with learning on the job, employers are affected even more. All of them (apprentices themselves, companies and schools) receive support from the vocational education assistance (Berufsausbildungsassistenz), which follows every person who is in an integrative vocational education, handles formal procedures, stays in contact with all institutions involved and organizes social, psychological or pedagogic support if needed.</p>
E: Outcomes and impacts	<p><b>Intended outcomes:</b> The target of the program is to promote the integration of persons with disabilities and/or special needs also on the upper secondary level and to support their occupational chances and their integration into the labor market.</p> <p><b>Impacts:</b> The integrative vocational education comprises 2,8% (3699 persons) of all apprenticeships. The regional differences are as pronounced as the ones in the field of integration of students with special needs into the standard-forma educational system (See chapter 2 in section I).</p> <p><b>Formal evaluation of impact</b> (see comments below/H: The integrative vocational education has been evaluated in 2008, i.e. five years after starting the program. The Feral Ministry of Business Administration and Labor commissioned a private research institute.</p>
F: Policy conditions	The integrative vocational education is seen as a measure to promote the integration-aspects of the educational system and also to raise the attractiveness of the apprenticeship system. It therefore finds acceptance on a broad political basis.
G: Research	Approximately 25% of all integrative apprentices drop out of their education before finishing it. Approximately 75% of those with more time for their education complete it successfully. Approximately two thirds of those, who have successfully completed so far, have been employed in those companies, in which they completed their apprenticeship-education (Heckl et al. 2008).
H: Comments	Evaluation of Impact: Generally the “Integrative Berufsausbildung” has turned out to be an appropriate instrument for the integration into the labor market of young people, who need special support. Especially the “Berufsausbildungsassistenz” (persons who assist the apprentice as well as the companies during the period of apprenticeship) was highlighted as a factor of success.

**Step 10: Set concrete targets for more equity – particularly related to low school attainment and dropout**

A: Title	<i>No recent policy development identified</i>
B: Description	
C: Status	
D: Scope and level	
E: Outcomes and impacts	
F: Policy conditions	
G: Research	
H: Comments	

## Methodology to ensure the involvement of different bodies

The OECD Country report Austria was written by the Styrian Association for Education and Economics (STVG) commissioned by the Austrian Federal Ministry for Education, the Arts and Culture (BMUKK) as the National coordinator, in co-operation with a staff member of the Institute for Advanced Studies (IHS).

Both, STVG and IHS, are co-coordinators, members and co-operation partners of several large regional, national and transnational networks, projects and working groups including persons and institutions from the areas of all levels and fields of education, economics, social partners, universities, Public Employment Services etc., dealing with issues like early school leaving, equity in education, inclusive education, transition from school to world of work, school development, teacher training and more, and are authors and providers of relevant studies, publications and documentations and strategy concepts. Due to the excellent network of the study authors and to due to the tight timetable in fall 2010, no national committee was installed, instead a small interdisciplinary steering group was established in the BMUKK.

In close interaction with the national co-ordination point in the BMUKK (Christine Schneider, Department for International Multilateral Affairs) and with the steering group both institutions, STVG and IHS, first collected and analyzed all available literature, documentations, reports, studies, etc., discussed the first partial draft excerpts with co-operation partners at national, regional and institutional level, using the institutional co-operation and expertise background and finalized the report after intensive virtual communication in two editorial sessions with the national steering group.

## List of Abbreviations

AHS	Allgemeinbildende Höhere Schule/Academic secondary school
BHS	Berufsbildende höhere Schule/Higher technical and vocational college
BMS	Berufsbildende mittlere Schule/Intermediate technical and vocational school
BMUKK	Bundesministerin für Unterricht, Kunst und Kultur Federal Ministry for Education, the Arts and Culture
BMWF	Bundesministerium für Wissenschaft und Forschung Federal Ministry of Science and Research
BSV	Bundesschülervertretung /Federal Advisory Board of Pupils
HS	Hauptschule/Lower Secondary School
IFES	Institut für empirische Sozialforschung/Institute for Empirical Social Studies
IHS	Institut für Höhere Studien/Institute for Advanced Studies
NMS	Neue Mittelschule/New secondary school
SchOG	Schulorganisationsgesetz/School Organization Act
SchUG	Schulunterrichtsgesetz/School Teaching Law
STVG	Steirische Volkswirtschaftliche Gesellschaft/Styrian Association for Education and Economics
VS	Volkschule/Primary School

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# Annex 1

## 3. Early school leavers

**BENCHMARK 2010/2020** (also EU 2020 headline target):

By 2010/2020 a share of early school leavers of no more than 10% should be reached.

**TRENDS:** In EU 27 the share of early school leavers (population 18-24) declined from 17.6% in 2000 to 14.4% in 2009 (females: 12.5%, males: 16.3%).

**BEST EU PERFORMERS:** Slovakia, Poland, Czech Republic

	2000	2008	2009
<b>EU 27</b>	<b>17.6</b>	<b>14.9</b>	<b>14.4</b>
Belgium	13.8	12.0	11.1
Bulgaria	20.5 (01)	14.8	14.7
Czech Rep.	5.7 (02)	5.6	5.4
Denmark	11.7	11.5	10.6
Germany	14.6	11.8	11.1
Estonia	15.1	14.0	13.9
Ireland	14.6 (02)	11.3	11.3
Greece	18.2	14.8	14.5
Spain	29.1	31.9	31.2
France	13.3	11.9	12.3
Italy	25.1	19.7	19.2
Cyprus	18.5	13.7	11.7
Latvia	16.9(02)	15.5	13.9
Lithuania	16.5	7.4	8.7
Luxembourg	16.8	13.4	7.7
Hungary	13.9	11.7	11.2
Malta	54.2	39	36.8
Netherlands	15.4	11.4	10.9
Austria	10.2	10.1	8.7
Poland	7.4 (01)	5.0	5.3
Portugal	43.6	35.4	31.2
Romania	22.9	15.9	16.6
Slovenia	6.4 (01)	5.1u	5.3u
Slovakia	6.7 (02)	6.0	4.9
Finland	9.0	9.8	9.9
Sweden	7.3	12.2	10.7
UK	18.2	17.0	15.7
Croatia	8.0 (02)	3.7 u	3.9 u
Iceland	29.8	24.4	21.4
MK*	:	19.6	16.2
Turkey	59.3	45.5	44.3
Norway	12.9	17.0	17.6

Source: Eurostat (LFS) **TOP PERFORMERS** **LOW PERFORMERS**

\*MK = the former Yugoslav Republic of Macedonia,

b: break in series, p: pr ovision al, u:unreli able, (01) = 2001. (02)= 2002

(-) Not available





## Annex 2

### Loss rates in secondary education\*

**Some 75% of Austrian pupils complete lower secondary education after eight years of schooling, after two more years this rate is 96%. More than 7% of an age group leave the educational system immediately after completing nine years of compulsory education.**

Successful **completion of lower secondary education** is usually considered a minimum qualification. On the one hand, it is a prerequisite for access to institutions of further education (except part-time vocational schools for apprentices), on the other it is a minimum qualification for access to the labour market. The School Education Act (SchUG § 28 Abs. 3) stipulates that successful completion of lower secondary education (colloquially called “Hauptschulabschluss” or “Pflichtschulabschluss”) is attained with the successful completion of grade 8 at certain school types. These include, in addition to Lower secondary schools, New secondary schools and Academic secondary schools, lower level, partly also Special schools (SEN) with a Lower secondary school curriculum and schools with a statute of their own (e.g. Waldorf schools or schools with non-Austrian curricula). In some cases, lower secondary education may also be “made up for” by the successful completion of a Pre-vocational school.

Successful completion of lower secondary education does usually not coincide with the end of compulsory education, as the latter requires nine years of school attendance. Completion of lower secondary education, however, is attained at grade eight i.e. after eight school years in “normal” educational careers if no class has to be repeated. Little has been known, so far, about the number of youths without successful completion of lower secondary education; the existence of comprehensive data on school attendance and success at the level of individuals (from 2006 on) makes it possible, for the first time to analyse school careers over a period of several years.

In order to identify the proportion of pupils of a given age cohort without completion of lower secondary education the present investigation analysed the educational careers of 14-year olds (as at Sept. 1, 2006) of the school year 2006/07. At this time, these pupils were in their final year of compulsory education of nine years - provided they had started school at the age of six. Therefore, they should have completed lower secondary education after eight years of schooling in the previous school year 2005/06 provided there were no losses in their school careers. More than 75% of approx. 98,000 pupils of the age cohort under investigation attained completion within the regular period of time, another 20% succeeded in doing so within the three subsequent school years. Three years after the regular period, i.e. at the end of school year 2008/09, 4% of the age cohort still had not successfully completed lower secondary education (see 1).

Figure 2 shows completion of lower secondary education in the course of the school career. 1.5% attain completion even before entering their eighth year of school attendance (school year 2005/06); this small group consists of pupils who either entered school before the age of six or who were particularly gifted and skipped one or several classes. When entering the ninth year of school attendance (school year 2006/07), 75.8% of all pupils had already attained the minimum qualification. Of the approx. 24,000 pupils who, in the school year 2006/07, had not completed secondary stage I, a great part has succeeded during the three subsequent school years. This group includes persons with losses in their school careers, i.e. pupils who had to repeat one or several classes, attended a pre-primary school or started school later than at age six and therefore trail behind a “regular” career.

In the fourth year after the scheduled completion in 2005/06, i.e. in the school year 2009/10, two thirds of approx. 3,900 youths without completion of lower secondary education do not attend any educational institution anymore (see 3). More than half of this group had attended a Special (SEN)

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\* See chapter 7 of Statistik Austria (2011): Bildung in Zahlen 2009/10. Tabellenband, Wien.

school and acquired at least a level of education and skills corresponding to their abilities. The remaining persons may be considered classical dropouts who left the educational system without minimum qualification.

As many other indicators on education have shown the proportions of successful completion of lower secondary education differ widely depending on the language spoken at home as well as on gender. Female pupils are more successful than their male colleagues; thus, 5.0% of male pupils have not yet completed lower secondary education after the school year 2008/09 while this proportion is only 2.8% for females (see 1). However, the difference becomes visible even earlier: 80.4% of females completed their lower secondary education at the end of the school year 2005/06 (1.9% 2004/05; 78.5% 2005/06), in males the proportion was only 71.5% (1.1%; 70.4%).

Educational deficits in pupils with non-German language spoken at home are also reflected by the attainment of minimum qualifications. Both, the proportion of youths without completion of lower secondary education as well as the proportion of those who show losses in their school careers highlights clear differences depending on the language used in every-day life (see 4). Thus, pupils using Turkish at home lag behind in completing lower secondary education and this group also shows the highest proportion of youths who have not completed lower secondary education at the age of 16.

The time after which lower secondary education is completed also differs considerably by Federal province (see 5). The proportion of pupils who successfully completed lower secondary education without losses in their school careers (i.e. by the end of the school year 2005/06) ranges between 85.9% in Burgenland and 68.4% in Vorarlberg. The largest proportions of youths without completed lower secondary education can be found in Vienna, Vorarlberg, and Tyrol.

Figure 6 shows the corresponding proportions by population density (classification according EU definition). One contributing factor for the slight but nevertheless tangible differences between densely and thinly populated areas consists in the higher proportion of pupils with non-German language spoken at home in urban areas. These pupils run a higher risk to leave the educational system without minimum qualification.

A crucial turning point for educational careers lies in the last year of compulsory education. 7.4% of the 14-year-old pupils of the school year 2006/07 did not attend any other school in the year following the **end of compulsory education** (see 7). More than one fifth of these have finished their educational careers - at least for the time being - without successful completion of lower secondary education. Here too, we find the above-mentioned differences by gender and every-day language used. 15.0% of pupils with non-German every-day language leave the educational system after the end of compulsory education, one third of these without the minimum qualification, i.e. successful completion of lower secondary education.

After completion of lower secondary education, most pupils go to schools of upper secondary education. Thus, more than 50% of the pupils try a school with *Matura* exam (Academic secondary school - upper level - AHS, Higher vocational college - BHS, Teacher training college - LHS), one fifth attends a pre-vocational school - usually with subsequent apprenticeship - and some transfer to an intermediate vocational school.

The analyses of educational careers presented here are based on new entrants to an AHS, BHS or multi-year Intermediate vocational school in the school year 2006/07. As complete data on individual pupils are available only for four school years so far, tracing of the full scheduled educational career is possible only for intermediate vocational schools with a three-year curriculum. Concerning the other school types it is, however, possible to analyse educational careers up to year four after students enter a certain programme; final results on success rates will be available in one year (AHS, 4-year BMS) and two years (BHS), respectively. Educational careers clearly show that the proportion of those who change the educational programme or leave the educational system altogether is highest after the entry stage (9<sup>th</sup> grade). In the subsequent years, the accumulated proportion of students who change to another programme or drop out does not increase as quickly anymore. Also, the accumulated proportion of pupils who have to repeat a class

and thus fall back by one or more years compared to a regular career is highest after the first year of the programme and increases only slightly thereafter.

Figure 8 shows the educational career of approx. 22,300 new entrants to **Academic secondary schools, upper level** in the school year 2006/07. After the first school year about one tenth (9.3%) had left their education prematurely. In the fourth year, about four fifths of new entrants still attended the type of school they had chosen; almost one fifth (18.8%) had left prematurely. The proportion of pupils with losses in their careers amounts to 6.4% after the first year and increases to 9.7% in the last year under investigation.

As compared with the Academic secondary school, upper level the loss rates in **Higher vocational colleges (BHS)** are clearly higher (see 9). The cohort of new entrants comprises 31,250 pupils; after the first year, one in six pupils had left the chosen education. In the fourth year (school year 2009/10) the proportion of dropouts increased to more than one fourth (28.4%).

**Intermediate vocational schools (BMS)** show particularly high loss rates (see 10 and 11). Of the cohort of new entrants (approx. 12,100 pupils at 3-year BMS, 4,300 at 4-year BMS) about one third (30.0%; 34.8%) had prematurely left the chosen education after only one school year. The proportion continues to rise substantially after two more school years. Thus, at 3-year BMS, only 46.6% of the cohort of beginners successfully completed the final class. 6.3% still attend the school because they had to repeat (a) class(es), hence, a completion rate of some 50% may be expected for 3-year BMS. A similar rate may be expected for 4-year BMS; in the fourth year of the programme some 52.7% still attend the chosen education. Two thirds of BMS dropouts transfer to part-time vocational schools for apprentices - half of them successfully completed the BMS class they attended and thus could have moved up to the next class. In these cases, pupils attend a BMS mainly to complete compulsory education before transferring to an apprenticeship.

In the paragraphs below the dropouts from Academic secondary schools, upper level, BHS and from 3-year and 4-year BMS will be analysed more closely along variables such as gender, language spoken at home, and prior educational career - irrespective of whether they transferred to another type of school or abandoned their educational career altogether.

Analyses by the **gender** of dropouts (see 12) demonstrate that in all types of upper secondary school under investigation male students almost throughout show higher dropout rates. In Academic secondary school, upper level 18.8% of the beginners' cohort discontinue their education after three school years. The dropout rate among male students is 21.5%, among women it is 16.8%.

An analysis of dropout rates by **language spoken at home** (see 13) demonstrates that, in general, students with non-German every-day language discontinue their upper secondary education significantly more often than students with German communication language. The slightest differences by language spoken at home in the educational career are found among students at BMS; after one year, the proportion of "career changers" and dropouts is almost equal (32.7% vs. 31.5%), after three years the difference increases to the 1.2-fold (56.5% vs. 45.3%). At BHS, in contrast, the loss rates of students with non-German communication language after three years are almost twice as high as the loss rates among students with German communication language (46.9% vs. 26.3%). At Academic secondary schools, upper level students with non-German communication language also show higher loss rates; after three years, 28.6% discontinue their education while the rate among students with German communication language is 17.6%.

There is also a significant correlation between success in upper secondary education and **prior educational career**. Figure 14 illustrates that students who previously attended an Academic secondary school, lower level show the lowest loss rates in all school types described here. At BHS, students who previously attended a Lower secondary school discontinue their studies twice as often than students who transferred from the lower level of Academic secondary schools (30.8% vs. 15.5% after four years).

The group of new entrants with a “different prior education” comprises students who did not directly transfer from lower secondary education to the above-mentioned school types of upper secondary education but completed grade 9 at other types of school; in addition, students with unknown prior education are classed with this group. The proportion of “career changers” among the cohort of beginners is relatively low and amounts to approx. 5% at AHS, upper level, approx. 10% at BHS, and approx. 20% at BMS. However, their chances of success are lower than in the case of a direct transfer from secondary education, lower level; in the fourth school year (2009/10) almost one in two “career changers” had discontinued their chosen education (AHS, upper level 47.7%, BHS 47.6%, BMS 51.9%).

The loss rates of **repeaters in entry classes** are even higher. Between 6% and 7% of students repeat the entry classes at AHS, upper level, BHS or BMS. However, repeating a class pays off for only one third of these students. As shown in figure 15 four in ten repeaters at AHS, upper level and BHS discontinue their education prematurely one year later; at BMS the rate is even five in ten. After two more years, two thirds of repeaters discontinue their education without graduation.

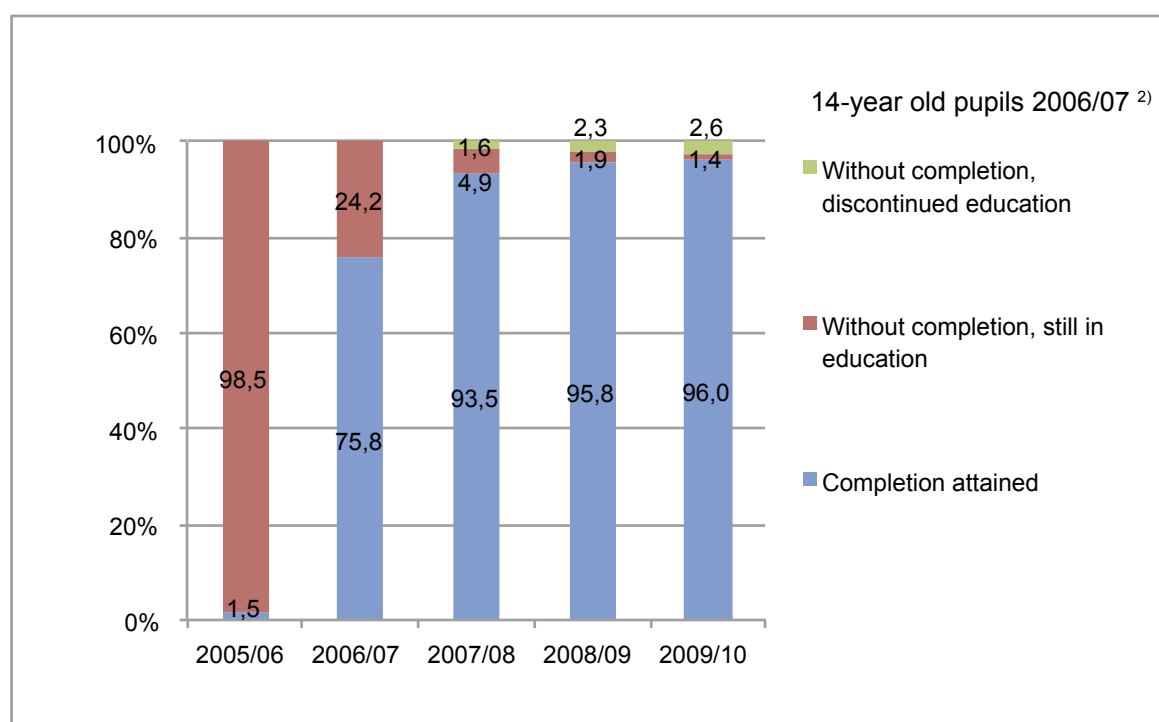
**Table 1: Completion of lower secondary education<sup>1)</sup> by year of completion**

Year of completion (end of school year)	14-year olds 2006/07		Gender				Language spoken at home				Completions, accumulated	
	total <sup>2)</sup>	%	Males	%	Females	%	German	%	non-German	%	Total	%
<b>Total</b>	<b>98.081</b>	<b>100,0</b>	<b>50.581</b>	<b>100,0</b>	<b>47.500</b>	<b>100,0</b>	<b>83.522</b>	<b>100,0</b>	<b>14.559</b>	<b>100,0</b>		
2004/05	1.445	1,5	544	1,1	901	1,9	1.291	1,6	154	1,0	1.445	1,5
2005/06	72.924	74,3	35.613	70,4	37.311	78,5	65.737	78,7	7.187	49,4	74.369	75,8
2006/07	17.347	17,7	10.424	20,6	6.923	14,6	12.888	15,4	4.459	30,6	91.716	93,5
2007/08	2.271	2,3	1.342	2,7	929	2,0	1.167	1,4	1.104	7,6	93.987	95,8
2008/09	188	0,2	106	0,2	82	0,2	63	0,1	125	0,9	94.175	96,0
Without completion by the end of 2008/09	3.906	4,0	2.552	5,0	1.354	2,8	2.376	2,8	1.530	10,5	-	-

Q: STATISTICS AUSTRIA, School statistics. - 1) Successful completion of grade 8 at certain school types giving access to further education according Art. 28/3 School Education Act ( § 28 Abs. 3 SchUG) 2) 14-year old pupils (age as at Sept. 1, 2006) in the school year 2006/07.

4.0% of 14 year old pupils of the school year 2006/07 had not attained completion of lower secondary education by the end of school year 2008/09.

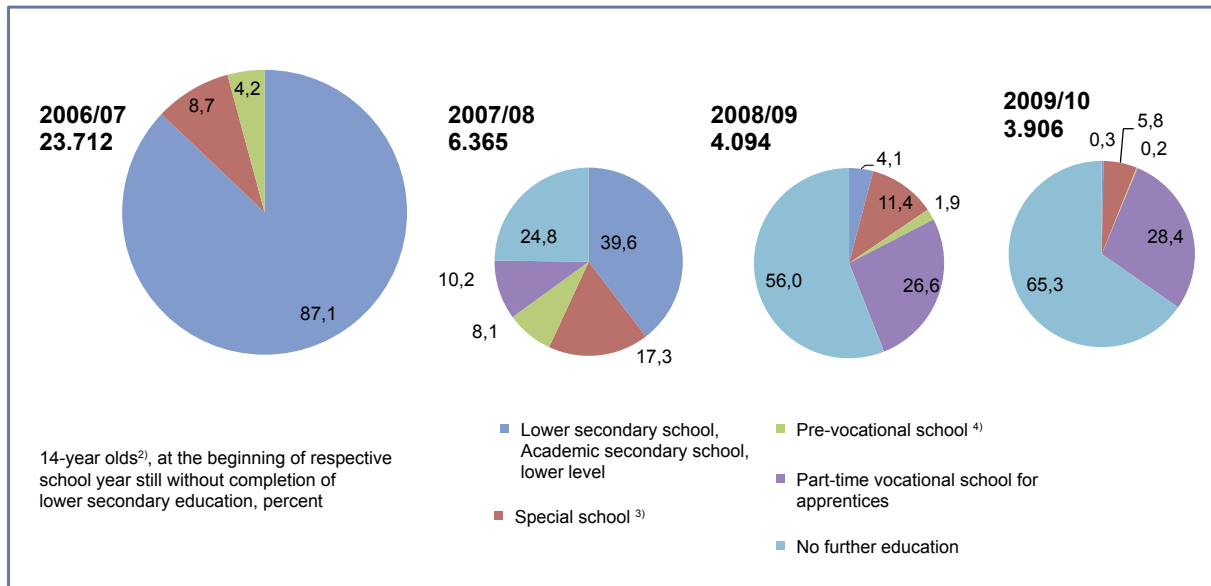
**Fig 2: Completion of lower secondary education<sup>1)</sup> in the school career**



Q: STATISTICS AUSTRIA, School statistics. - 1) See Fig.1, footnote1. - 2) 14-year old pupils (age as at Sept. 12006) in the school year 2006/07.

1.4% of 14-year old pupils of the school year 2006/07 had not completed lower secondary education by the beginning of the school year 2009/10, but still attend school.

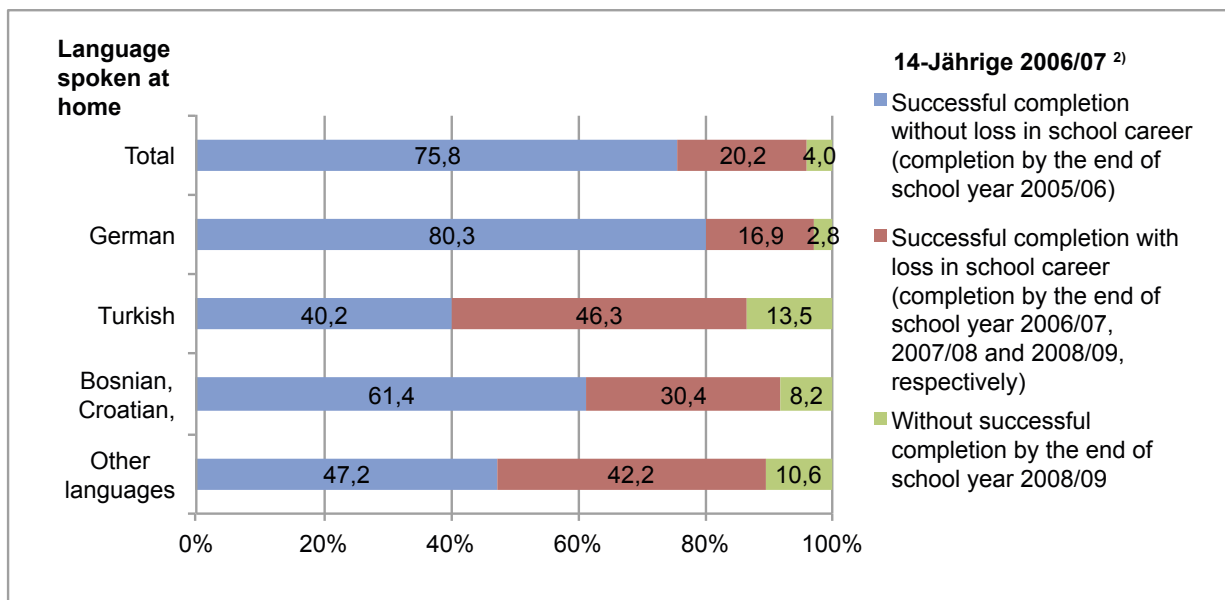
**Fig 3: Further education of pupils without completion of lower secondary education<sup>1)</sup>**



Q: STATISTICS AUSTRIA, School statistics<sup>1)</sup> - See Fig.1, footnote 1. - 2) 14-year old pupils (age as at Sept. 1, 2006) in the school year 2006/07. - 3) Including other general schools with status of their own.

Of the 3,906 14-year old pupils of the school year 2006/07 who, by the end of the school year 2008/09, had not yet completed lower secondary education 28.4% attended a part-time vocational school for apprentices.

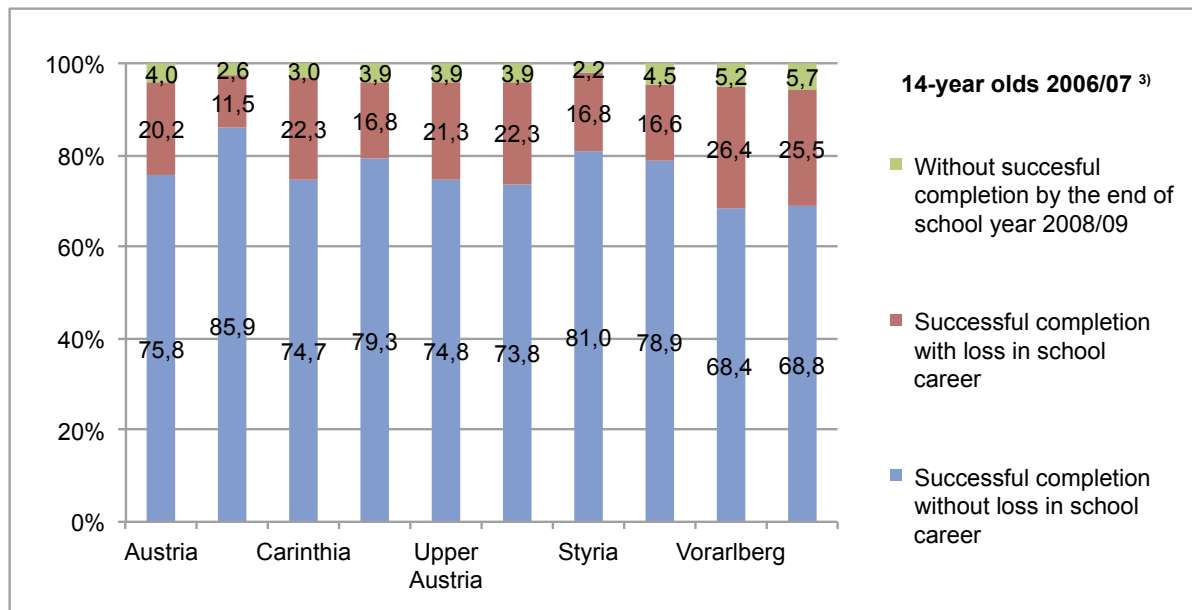
**Fig 4: Completion of lower secondary education<sup>1)</sup> by language spoken at home**



Q: STATISTICS AUSTRIA, School statistics. - 1) Successful completion of grade 8 at certain school types giving access to further education according Art. 28/3 School Education Act ( § 28 Abs. 3 SchUG). - 2) See Fig. 6, footnote 3.

13.5% of the 14-year olds speaking Turkish at home of the school year 2006/07 did not attain completion of lower secondary education by the end of the school year 2008/09.

**Fig 5: Completion of lower secondary education<sup>1)</sup> by Federal Province<sup>2)</sup>**

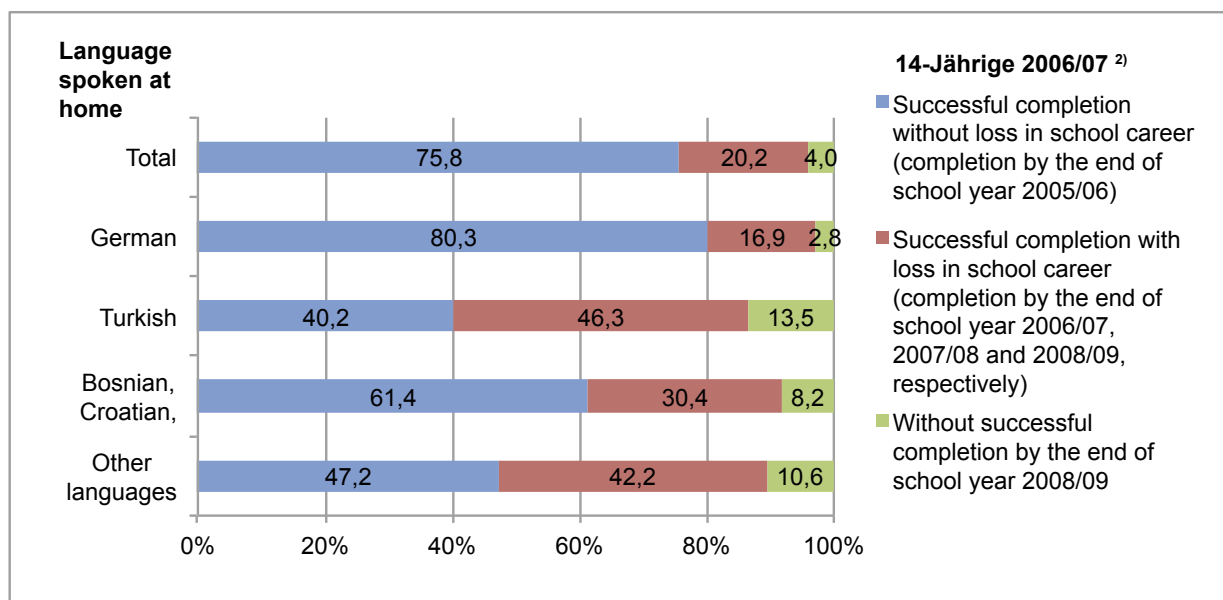


Q: STATISTICS AUSTRIA, School statistics. - 1) See Figure 4, footnote 1. - 2) Federal Province of school site 2005/06.

- 3) See Figure 6, footnote 3.

5.7% of 14-year olds of the school year 2006/07 at schools in Vienna did not attain completion of lower secondary education by the end of school year 2008/09.

**Fig 6: Completion of lower secondary education<sup>1)</sup> by degree of urbanisation<sup>2)</sup>**



Q: STATISTICS AUSTRIA, School statistics. - 1) See Figure 4, footnote 1. - 2) According to EU definition.

- 3) 14-year olds (as at Sept.1, 2006) in the school year 2006/07.

In densely populated areas, 5.1% of 14-year olds of the school year 2006/07 did not attain completion of lower secondary education by the end of school year 2008/09.

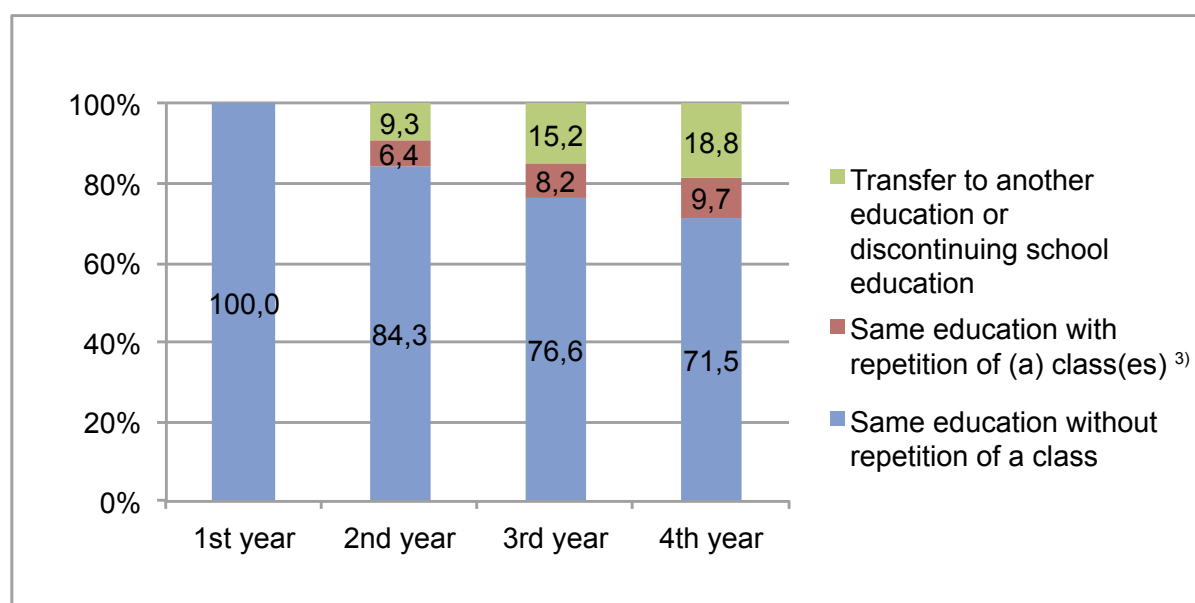
**Table 2: Youths without further education after completion of compulsory schooling**

14-year olds 2006/07 <sup>1)</sup>	Total	Gender		Language spoken at home	
		Males	Females	German	Non-German
<b>Total</b>	98.081	50.581	47.500	83.522	14.559
Without further education 2007/08	7.251	3.970	3.281	5.063	2.188
Lower secondary education completed	5.670	2.958	2.712	4.209	1.461
Lower secondary education not completed	1.581	1.012	569	854	727
<b>%</b>					
Without further education 2007/08	7,4	7,8	6,9	6,1	15,0
Lower secondary education completed	5,8	5,8	5,7	5,1	10,0
Lower secondary education not completed	1,6	2,0	1,2	1,0	5,0

Q: STATISTICS AUSTRIA, School statistics. - 1) 14-year old pupils as at Sept. 1, 2006 in the school year 2006/07.

10.0% of youths with non-German communication language who, in 2006/07, were in their last year of compulsory schooling did not continue education in 2007/08 although they had completed lower secondary education.

**Fig 8: Educational career of new entrants 2006/07 <sup>1)</sup> at Academic secondary schools (AHS), upper level <sup>2)</sup>**

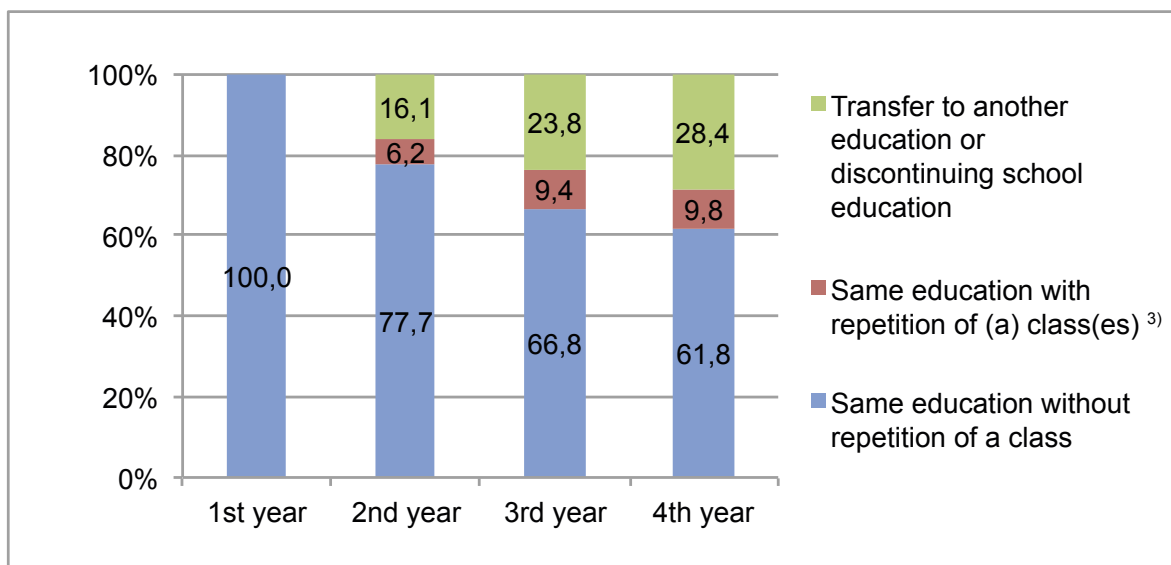


Q: STATISTICS AUSTRIA, School statistics. - 1) Students who transferred to entry classes of Academic secondary schools (AHS), upper level (AHS grade 5) in the school year 2006/07. - 2) Without AHS for people in employment. - 3) Repetition of at least one class after entry to AHS, upper level.

By the fourth year (school year 2009/10), 71.5% of the students who transferred to an AHS, upper level (AHS grade 5) in 2006/07 were able to move up to the next grade each year without having to repeat a class.



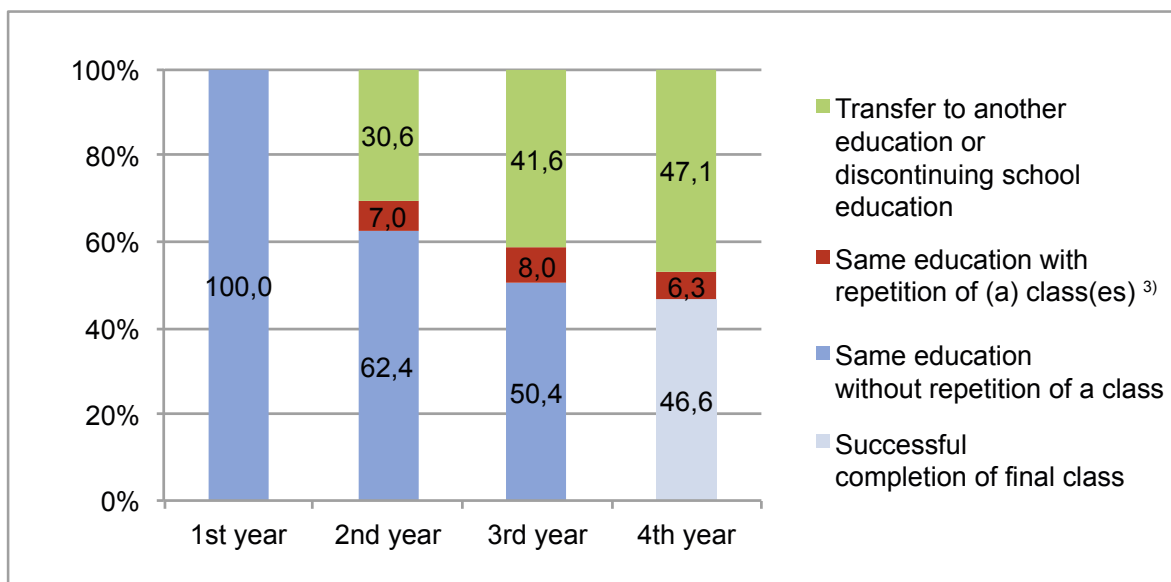
**Fig 9: Educational career of new entrants 2006/07<sup>1)</sup> at Higher vocational colleges (BHS)<sup>2)</sup>**



Q: STATISTICS AUSTRIA, School statistics. - 1) Students who transferred to entry classes of BHS (first year) in 2006/07. - 2) Without special types such as add-on courses, post-secondary VET courses or schools for people in employment; including higher colleges for teacher training. - 3) Repetition of at least one class after entry to BHS.

By the fourth year (school year 2009/10), 61.8% of the students who transferred to a BHS (first year) in 2006/07 were able to move up to the next grade each year without having to repeat a class.

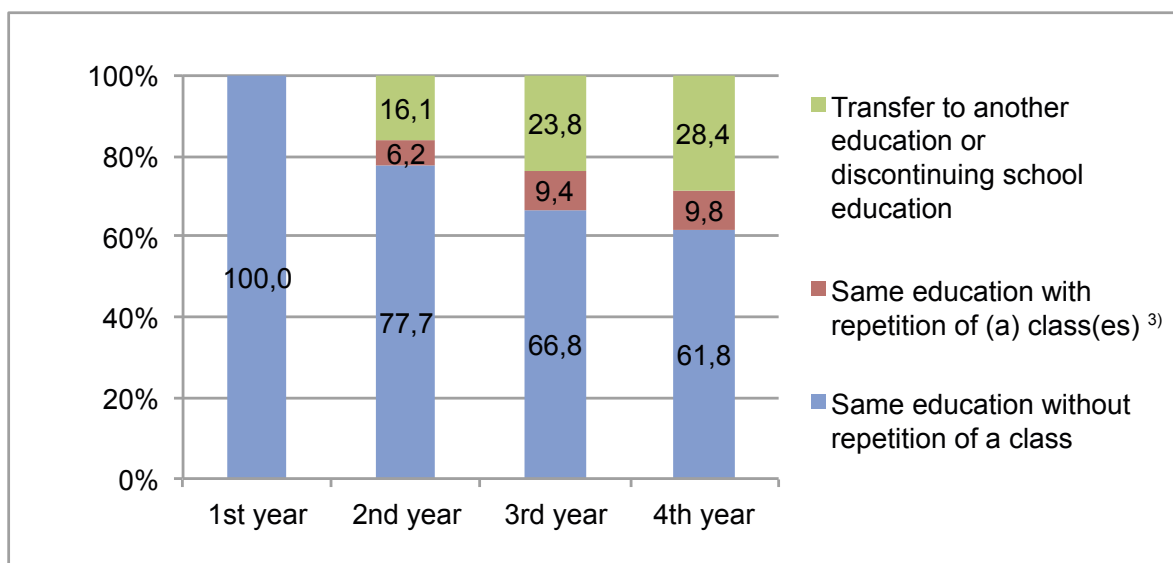
**Fig 10: Educational career of new entrants 2006/07<sup>1)</sup> at 3-year Intermediate vocational schools (BMS)<sup>2)</sup>**



Q: STATISTICS AUSTRIA, School statistics. - 1) Students who transferred to entry classes of 3-year BMS (first year) in 2006/07. - 2) Without special types such as foreman courses, courses or schools for people in employment. - 3) Repetition of at least one class after entry to 3-year BMS.

Before the fourth year (school year 2009/10), 46.6% of the students who transferred to the entry class of a BMS (first year) in 2006/07 successfully completed the final class.

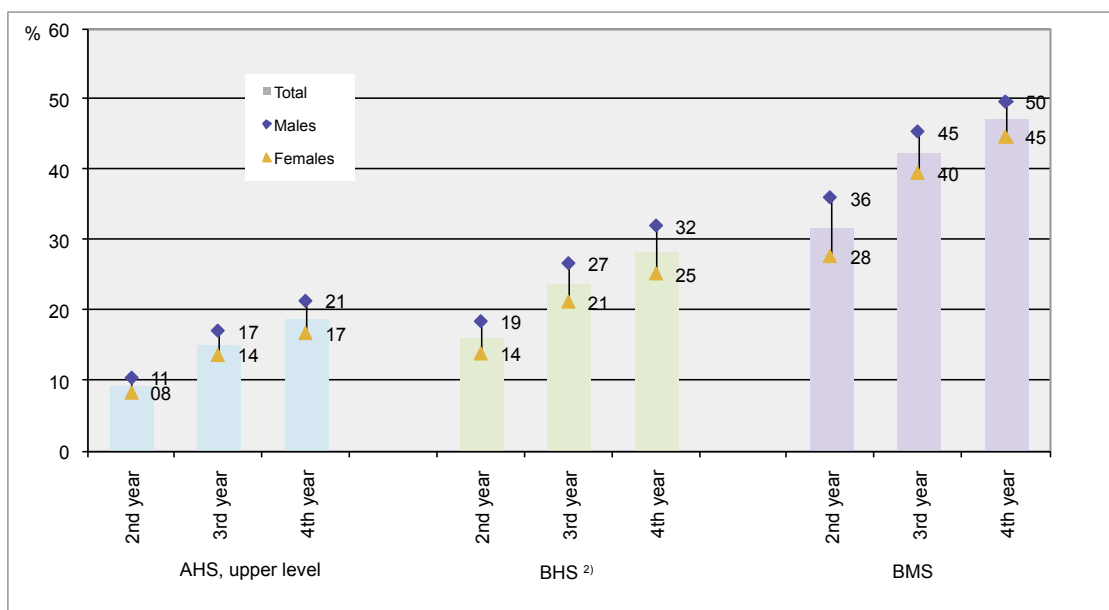
**Fig 11: Educational career of new entrants 2006/07<sup>1)</sup> at 4-year Intermediate vocational schools (BMS)<sup>2)</sup>**



Q: STATISTICS AUSTRIA, School statistics. - 1) Students who transferred to entry classes of 4-year BMS (first year) in 2006/07. - 2) Without special types such as courses or schools for people in employment. - 3) Repetition of at least one class after entry to 4-year BMS.

By the fourth year (school year 2009/10), 44.7% of the students who transferred to a 4-year BMS (first year) in 2006/07 were able to move up to the next grade each year without having to repeat a class.

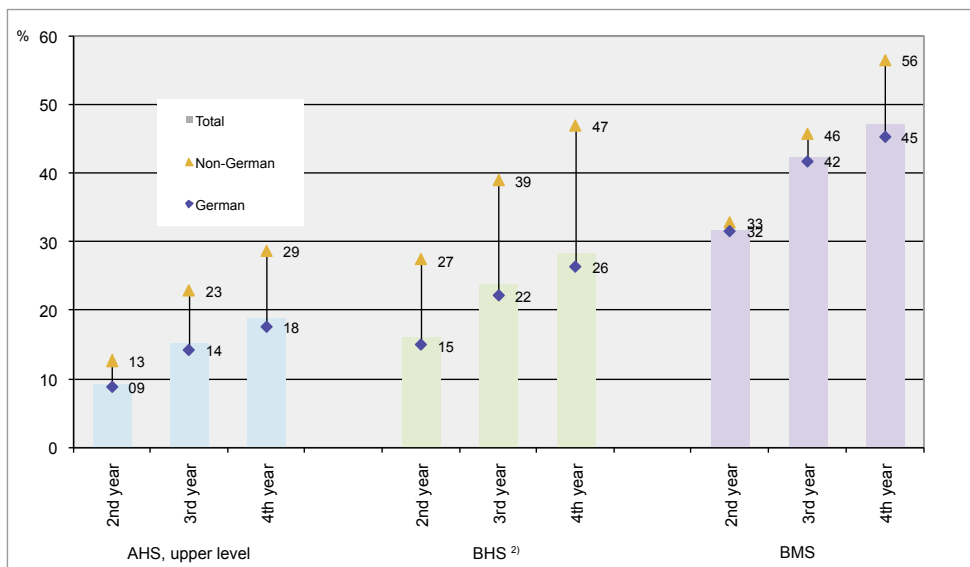
**Fig 12: Disengagement from upper secondary education<sup>1)</sup> (accumulated) by gender**



Q: STATISTICS AUSTRIA, School statistics. - 1) New entrants (without repeaters) to Academic secondary schools (AHS), upper level, 3- or 4-year Intermediate vocational schools (BMS) and Higher vocational colleges (BHS) (without special types) in the school year 2006/07 who discontinued their education in subsequent years (transfer to another education or disengagement from school education). - 2) Including higher colleges for teacher training.

32.0% of the male students who transferred to entry classes of a BHS in the school year 2006/07 discontinued the education by the fourth year (school year 2009/10).

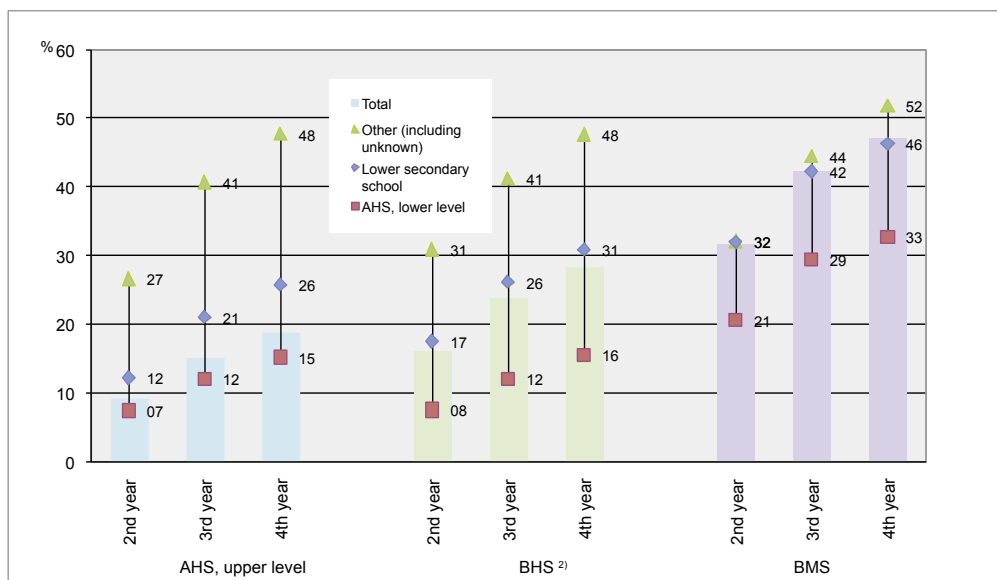
**Fig 13: Disengagement from upper secondary education <sup>1)</sup> (accumulated) by language spoken at home**



Q: STATISTICS AUSTRIA, School statistics. - 1) New entrants (without repeaters) to Academic secondary schools (AHS), upper level, 3- or 4-year Intermediate vocational schools (BMS) and Higher vocational colleges (BHS) (without special types) in the school year 2006/07 who discontinued their education in subsequent years (transfer to another education or disengagement from school education). - 2) Including higher colleges for teacher training.

56.5% of students with non-German language spoken at home who transferred to entry classes of a BMS in the school year 2006/07 discontinued the education by the fourth year (school year 2009/10).

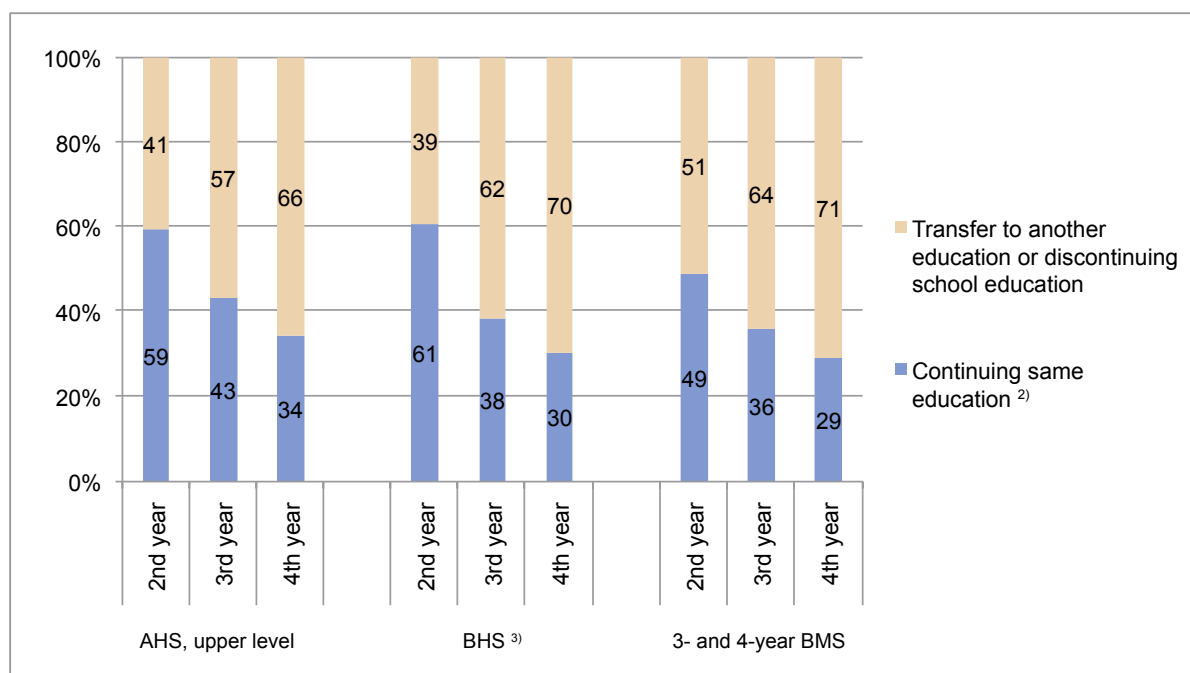
**Fig 14: Disengagement from upper secondary education <sup>1)</sup> (accumulated) by prior education**



Q: STATISTICS AUSTRIA, School statistics. - 1) New entrants (without repeaters) to Academic secondary schools (AHS), upper level, 3- or 4-year Intermediate vocational schools (BMS) and Higher vocational colleges (BHS) (without special types) in the school year 2006/07 who discontinued their education in subsequent years (transfer to another education or disengagement from school education). - 2) Including higher colleges for teacher training.

15.5% of students who transferred from an AHS, lower level to entry classes of a BHS in the school year 2006/07 discontinued the education by the fourth year (school year 2009/10).

**Fig 15: Educational careers of entry class repeaters 2006/07 <sup>1)</sup>**



Q: STATISTICS AUSTRIA, School statistics. - 1) Students who, in the school year 2006/07 repeated the entry class of an Academic secondary school (AHS), upper level, a 3- or 4-year Intermediate vocational school (BMS) or a Higher vocational college (BHS) (without special types) in the school year 2006/07. - 2) At 3-year BMS including successful completion of final class. - 3) Including higher colleges for teacher training.

**34.3% of students who repeated the entry class of an AHS, upper level in the school year 2006/07 still continue their education in the fourth year after repeating the entry class.**

# Statistical Guide

2010

**Key facts and figures**  
about schools and  
adult education in Austria

**Note on sources:**

Unless other sources are indicated, data are based on a survey conducted in accordance with the Education Documentation Act and have been provided by Statistics Austria.

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## Preface

Education is a success factor for Austria's societal and economic future. Therefore, we need the best quality and fair educational opportunities for all children and adolescents in Austria. Our educational system must measure up to the best ones in Europe and react to new challenges.

Education statistics is an important basis for fact-based educational policies and adequate measures for quality assurance and further development of the educational system in Austria.

This year's Statistical Guide presents key facts and figures on the field of school and adult education. In addition to the well-known tables with data on schools, classes, students as well as on the educational attainment of the resident population and EU benchmarks, this year's edition of the Statistical Guide also presents statistics on further and continuing education opportunities at University Colleges of Teacher Education.

The "Statistical Guide 2010" continues the bilingual series of publications by the Federal Ministry for Education, the Arts and Culture with updated figures.



A handwritten signature in black ink that reads "Claudia Schmied". The signature is written in a cursive, flowing style.

Dr. Claudia Schmied  
Federal Minister for Education, the Arts and Culture





## Content

Table 1:	Key data on education and population statistics, 2000/01, 2008/09 and 2009/10	7
Table 2:	Demographic development, population aged 6 to 18 years, 1985 – 2035 <i>with chart</i>	8
Table 3:	Educational attainment of the population: 25 to 64 year old resident population by highest level of education attained, 2009	9
Table 4:	Schools, classes and students by type of school and federal province, school year 2009/10. <i>with charts</i>	10
Table 5:	Students with other than Austrian citizenship by type of school and federal province, school year 2009/10	16
Table 6:	Students with non-German mother tongue by type of school and federal province, school year 2009/10	17
Table 7:	Proportions of school types, distribution of all pupils/students by type of school, school year 2009/10. <i>with charts</i>	19
Table 7a:	Proportions of school types, distribution of male pupils/students by type of school, school year 2009/10	20
Table 7b:	Proportions of school types, distribution of female pupils/students by type of school, school year 2009/10	21
Table 8:	Class sizes, school year 2009/10. <i>with charts</i>	23
Table 9:	Teaching staff by school type and federal province, school year 2009/10	24
Table 10:	Recipients of student support and/or accommodation grants by support category, type of school and federal province, school year 2008/09	26
Table 11:	Recipients of student support and/or accommodation grants: average (annual) amount of support in € by support category, type of school and federal province, school year 2008/09	27
Table 12:	Students in graduation classes of upper secondary schools by school type and gender, graduation years 1990, 2000, 2005, 2009 and 2010.	28
Table 13:	University Colleges of Teacher Education: students and new entrants, winter term 2009/10.	29
Table 14:	University Colleges of Teacher Education: new entrants and graduates, academic year 2008/09	30
Table 15:	University Colleges of Teacher Education: Students in further and continuing education, winter term 2009/10 and academic year 2008/09.	31
Table 16:	Reference levels of European average performance ( <i>Benchmarks</i> ) in education and training, 2009	32
Table 17:	Adult education: number of events and participation, calendar year 2009 and academic year 2008/09, respectively	33
Table 18:	Adults' participation in lifelong learning: Population of 15 years and older by participation in training and continuing education; type, purpose and hours by age and gender, 2009	34
Table 19:	Labour force aged 25 to 64 years participating in continuing education by federal province and purpose of continuing education, 2009	35
Table 20:	Adults' participation in formal and non-formal education: population aged 25 to 64 years by participation, labour status, gender, age and highest level of completed education, 2007	36



**Table 1:**  
**Key data on education and population statistics, 2000/01, 2008/09 and 2009/10**

	2009/10		2008/09		2000/01	
	All	of which females %	All	of which females %	All	of which females %
Children in kindergartens <sup>1</sup>	213,997	49.0	210,043	49.3	208,930	49.1
Children in 1 <sup>st</sup> classes of primary schools	81,561	48.1	81,675	48.4	97,040	48.4
Students in grade 9	96,954	50.7	98,854	50.8	94,134	51.2
Students in graduation (Matura) classes of secondary schools <sup>2</sup>	45,367	56.6	44,510	57.1	39,302	56.7
of which in VET courses	1,679	76.2	1,729	75.1	1,482	69.9
New entrants at University Colleges of Teacher Education <sup>3,4</sup>	4,067	76.5	3,343	76.0	3,175	76.3
New entrants at universities and Fachhochschulen <sup>5</sup>	60,113	53.5	52,567	53.7	34,481	53.5
Students at University Colleges of Teacher Education <sup>3,6</sup>	9,521	78.0	7,928	79.4	7,506	77.1
Students at universities and Fachhochschulen <sup>6</sup>	297,475	52.8	262,191	52.8	239,691	50.2
Graduates from University Colleges of Teacher Education <sup>3,7</sup>	2,257	83.6	1,053	75.9	1,657	79.0
Graduates from universities and Fachhochschulen <sup>7</sup>	30,142	55.0	26,646	55.1	17,051	49.4
Births <sup>8</sup>	76,344	48.8	77,752	48.4	78,268	48.7
Resident population <sup>9</sup>	8,363,040	51.3	8,336,549	51.3	8,011,566	51.6
Resident population with completed secondary education <sup>8,9</sup>	5,176,800	47.6	5,089,200	47.5	4,566,800	46.8
<b>Proportion <i>in</i> % of age cohort</b>						
Children in kindergartens <sup>1</sup>	88.5	89.5	86.5	87.6	77.6	n.a.
Graduates from (upper) secondary schools <sup>10</sup>	43.2	49.4	42.8	49.3	38.3	43.9
Resident population with completed secondary education <sup>8,9,11</sup>	83.3	78.4	82.5	77.8	77.4	71.1
Proportion of higher education graduates <sup>8,9,12</sup>	16.4	17.9	15.1	16.4	8.1	7.2

1 Children aged 3 to 5 years (age as at September 1) in public and private nurseries, kindergartens, day-homes and mixed-age child care institutions.

2 Students in graduation classes of secondary schools with Matura school leaving certificate (higher education entrance qualification), school year; including VET courses.

3 2000/01: post-secondary colleges for teacher training.

4 2009/10: winter term; 2008/09 und 2000/01: academic year.

5 New entrants in university degree programmes, Fachhochschule degree programmes and at private universities; respective academic year.

6 Total of all students in degree programmes; winter terms.

7 First degrees of students (diploma, bachelor); respective academic year.

8 Calendar years 2009, 2008 and 2000; births: live births; resident population: annual average.

9 Microcensus annual average.

10 As 2, without VET courses, in relation to the average of the corresponding age group (arithmetic mean of the 18 to 19 year old resident population).

11 Proportion of persons aged 25 to 64 years with at least completed secondary education in relation to the resident population of the same age group.

12 Proportion of persons aged 25 to 64 years with completed higher education or equivalent study programmes (Universities, Fachhochschul courses, other HE institutions, from 2008 including University Colleges of Teacher Education) in relation to the labour force of the same age group.

n.a. – Not available.

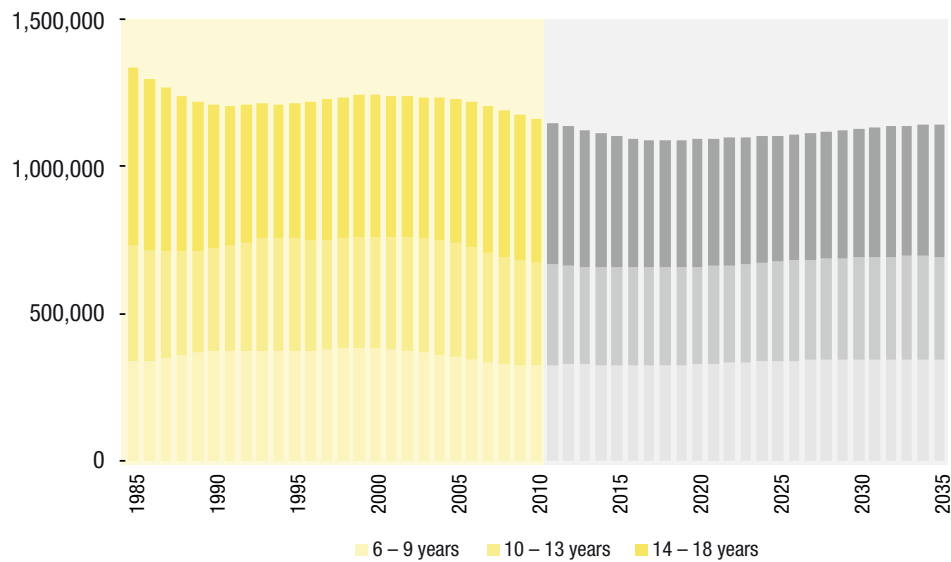
Source: Statistics Austria

**Table 2:**  
**Demographic development, population aged 6 to 18 years, 1985 – 2035<sup>1</sup>**

	6 – 9 years	10 – 13 years	14 – 18 years
1985	340,712	390,129	605,223
1990	372,307	346,381	490,550
1995	371,325	382,390	459,514
2000	384,043	377,066	480,780
2005	351,251	387,895	488,788
<b>2010</b>	<b>325,318</b>	<b>347,476</b>	<b>489,781</b>
2015	325,000	334,405	443,999
2020	328,961	331,034	431,878
2025	338,975	338,008	427,337
2030	343,991	347,486	436,904
2035	342,930	351,240	448,216

1 Resident population, annual average; from 2010: forecast.

Source: Statistics Austria



**Table 3:**  
**Educational attainment of the population:**  
**25 to 64 year old resident population by highest level of education attained, 2009**

	Total		Compulsory school		Apprenticeship		Intermediate VET school		Upper secondary school with "Matura" <sup>1</sup> exam		University, university college and equivalent study program	
	Thousands	Pro-portion %	Thousands	Pro-portion %	Thousands	Pro-portion %	Thousands	Pro-portion %	Thousands	Pro-portion %	Thousands	Pro-portion %
<b>All</b>												
Total	4,596.9	100.0	769.9	16.7	1,867.8	40.6	633.7	13.8	662.7	14.4	662.8	14.4
25 to 34 years	1,079.4	100.0	120.3	11.1	410.9	38.1	124.5	11.5	230.6	21.4	193.1	17.9
35 to 44 years	1,324.0	100.0	183.9	13.9	551.7	41.7	181.9	13.7	205.5	15.5	201.1	15.2
45 to 54 years	1,261.4	100.0	225.3	17.9	521.6	41.3	194.3	15.4	154.5	12.2	165.6	13.1
55 to 64 years	932.1	100.0	240.4	25.8	383.6	41.2	133.0	14.3	72.1	7.7	103.0	11.0
<b>Females</b>												
Females total	2,308.7	100.0	499.3	21.6	685.8	29.7	434.4	18.8	341.7	14.8	347.5	15.1
25 to 34 years	539.4	100.0	67.7	12.5	152.6	28.3	82.8	15.3	123.7	22.9	112.7	20.9
35 to 44 years	660.4	100.0	117.6	17.8	205.9	31.2	120.0	18.2	111.6	16.9	105.2	15.9
45 to 54 years	630.2	100.0	151.7	24.1	182.6	29.0	135.5	21.5	74.4	11.8	85.9	13.6
55 to 64 years	478.8	100.0	162.3	33.9	144.6	30.2	96.2	20.1	32.0	6.7	43.7	9.1
<b>Males</b>												
Males total	2,288.2	100.0	270.5	11.8	1,182.0	51.7	199.3	8.7	321.0	14.0	315.4	13.8
25 to 34 years	540.0	100.0	52.6	9.7	258.3	47.8	41.7	7.7	106.9	19.8	80.5	14.9
35 to 44 years	663.7	100.0	66.3	10.0	345.8	52.1	61.9	9.3	93.8	14.1	95.9	14.5
45 to 54 years	631.2	100.0	73.6	11.7	338.9	53.7	58.8	9.3	80.1	12.7	79.7	12.6
55 to 64 years	453.3	100.0	78.1	17.2	238.9	52.7	36.9	8.1	40.1	8.9	59.2	13.1

1 Higher education (HE) entrance qualification.

Source: Statistics Austria – Microcensus

**Table 4:**  
**Schools, classes and students by type of school and federal province, school year 2009/10**

Type of school <sup>1</sup>	Austria, total				Burgenland			
	Schools	Classes	Students		Schools	Classes	Students	
			all	of which female			all	of which female
<b>All mainstream schools</b>	<b>5,786</b>	<b>55,410</b>	<b>1,143,533</b>	<b>546,863</b>	<b>284</b>	<b>1,804</b>	<b>35,380</b>	<b>17,162</b>
<b>General schools, total</b>	<b>5,108</b>	<b>40,364</b>	<b>798,718</b>	<b>391,950</b>	<b>258</b>	<b>1,331</b>	<b>24,208</b>	<b>11,919</b>
<b>Compulsory schools, total</b>	<b>4,769</b>	<b>31,106</b>	<b>579,314</b>	<b>274,436</b>	<b>247</b>	<b>994</b>	<b>17,043</b>	<b>8,151</b>
Primary schools	3,197	17,877	329,440	159,272	191	618	10,129	4,918
Lower secondary schools	1,162	10,466	217,338	103,297	41	301	6,125	2,969
Special (SEN) schools and classes	324	1,823	13,221	4,719	12	49	308	109
Pre-vocational schools	258	940	19,315	7,148	12	26	481	155
<b>New secondary schools</b>	<b>247</b>	<b>812</b>	<b>16,848</b>	<b>7,985</b>	<b>28</b>	<b>87</b>	<b>1,576</b>	<b>748</b>
<b>Academic secondary schools, total</b>	<b>338</b>	<b>8,446</b>	<b>202,556</b>	<b>109,529</b>	<b>11</b>	<b>250</b>	<b>5,589</b>	<b>3,020</b>
Academic secondary schools, full 8/9 year cycle	271	7,225	174,264	92,552	8	191	4,301	2,272
Academic secondary schools, lower level	271	4,525	114,693	59,573	8	131	3,154	1,646
Academic secondary schools, upper level	264	2,700	59,571	32,979	7	60	1,147	626
Academic secondary schools, separate upper level	103	1,047	24,217	14,717	7	59	1,288	748
Academic secondary schools for people in employment	8	142	3,402	1,903	-	-	-	-
Add-on secondary schools	4	32	673	357	-	-	-	-
<b>Technical and vocational schools, total</b>	<b>642</b>	<b>14,462</b>	<b>329,502</b>	<b>143,874</b>	<b>25</b>	<b>458</b>	<b>10,772</b>	<b>4,859</b>
<b>Vocational schools for apprentices, total</b>	<b>160</b>	<b>6,661</b>	<b>140,256</b>	<b>48,828</b>	<b>4</b>	<b>122</b>	<b>2,650</b>	<b>693</b>
Vocational schools for apprentices	151	6,610	139,373	48,370	4	122	2,650	693
Vocational schools for agriculture and forestry for apprentices	9	51	883	458	-	-	-	-
<b>Technical and vocational schools and colleges, total</b>	<b>484</b>	<b>7,801</b>	<b>189,246</b>	<b>95,046</b>	<b>21</b>	<b>336</b>	<b>8,122</b>	<b>4,166</b>
<b>Intermediate technical and vocational schools, total</b>	<b>427</b>	<b>2,235</b>	<b>51,712</b>	<b>25,061</b>	<b>21</b>	<b>84</b>	<b>1,830</b>	<b>1,009</b>
Crafts, technical and arts schools	144	774	17,145	3,302	6	24	494	123
Schools of business administration	107	500	11,273	6,448	8	28	618	359
Schools of management and the service industries	83	369	8,545	7,314	5	17	395	351
Schools for social professions	15	60	1,563	1,442	-	-	-	-
Schools for agriculture and forestry	96	532	13,186	6,555	3	15	323	176
<b>Higher technical and vocational colleges, total</b>	<b>304</b>	<b>5,566</b>	<b>137,534</b>	<b>69,985</b>	<b>14</b>	<b>252</b>	<b>6,292</b>	<b>3,157</b>
Crafts, technical and arts colleges	110	2,504	61,765	16,136	5	103	2,697	651
Colleges of business administration	109	1,803	43,362	26,356	7	98	2,290	1,289
Colleges of management and the service industries	87	1,129	28,577	25,871	4	51	1,305	1,217
Colleges of agriculture and forestry	12	130	3,830	1,622	-	-	-	-
<b>Institutions for teacher training, total</b>	<b>38</b>	<b>584</b>	<b>15,313</b>	<b>11,039</b>	<b>1</b>	<b>15</b>	<b>400</b>	<b>384</b>
Intermediate schools for teacher training	4	209	5,407	1,615	-	-	-	-
Higher colleges for teacher training	34	375	9,906	9,424	1	15	400	384

1 Schools for the medical services and schools with a statute of their own are not included.

Schools offering several types of schooling are counted only once in sum rows.

Source: Statistics Austria – Education documentation

**Table 4 (continued):  
Schools, classes and students by type of school and federal province, school year 2009/10**

Type of school <sup>1</sup>	Carinthia				Lower Austria			
	Schools	Classes	Students		Schools	Classes	Students	
			all	of which female			all	of which female
<b>All mainstream schools</b>	<b>429</b>	<b>3,960</b>	<b>76,902</b>	<b>37,196</b>	<b>1,199</b>	<b>10,350</b>	<b>209,186</b>	<b>99,141</b>
<b>General schools, total</b>	<b>377</b>	<b>2,803</b>	<b>51,860</b>	<b>25,578</b>	<b>1,076</b>	<b>7,807</b>	<b>149,711</b>	<b>73,195</b>
<b>Compulsory schools, total</b>	<b>354</b>	<b>2,206</b>	<b>37,433</b>	<b>17,858</b>	<b>1,021</b>	<b>6,262</b>	<b>113,249</b>	<b>53,537</b>
Primary schools	259	1,358	21,177	10,345	636	3,432	63,424	30,767
Lower secondary schools	72	707	14,610	6,955	263	2,121	42,330	20,094
Special (SEN) schools and classes	23	101	774	254	113	529	3,896	1,408
Pre-vocational schools	8	40	872	304	62	180	3,599	1,268
<b>New secondary schools</b>	<b>23</b>	<b>63</b>	<b>1,387</b>	<b>708</b>	<b>48</b>	<b>115</b>	<b>2,274</b>	<b>1,055</b>
<b>Academic secondary schools, total</b>	<b>23</b>	<b>534</b>	<b>13,040</b>	<b>7,012</b>	<b>55</b>	<b>1,430</b>	<b>34,188</b>	<b>18,603</b>
Academic secondary schools, full 8/9 year cycle	15	451	11,218	5,947	44	1,250	30,228	16,268
Academic secondary schools, lower level	15	290	7,661	3,969	44	841	21,167	11,079
Academic secondary schools, upper level	15	161	3,557	1,978	41	409	9,061	5,189
Academic secondary schools, separate upper level	7	67	1,505	891	14	149	3,345	2,015
Academic secondary schools for people in employment	2	16	317	174	1	3	46	4
Add-on secondary schools	-	-	-	-	3	28	569	316
<b>Technical and vocational schools, total</b>	<b>51</b>	<b>1,141</b>	<b>24,587</b>	<b>11,178</b>	<b>119</b>	<b>2,469</b>	<b>57,633</b>	<b>24,227</b>
<b>Vocational schools for apprentices, total</b>	<b>11</b>	<b>512</b>	<b>9,303</b>	<b>3,481</b>	<b>23</b>	<b>961</b>	<b>20,617</b>	<b>5,936</b>
Vocational schools for apprentices	10	509	9,268	3,463	21	943	20,295	5,777
Vocational schools for agriculture and forestry for apprentices	1	3	35	18	2	18	322	159
<b>Technical and vocational schools and colleges, total</b>	<b>40</b>	<b>629</b>	<b>15,284</b>	<b>7,697</b>	<b>96</b>	<b>1,508</b>	<b>37,016</b>	<b>18,291</b>
<b>Intermediate technical and vocational schools, total</b>	<b>34</b>	<b>162</b>	<b>3,656</b>	<b>1,583</b>	<b>83</b>	<b>480</b>	<b>11,118</b>	<b>5,582</b>
Crafts, technical and arts schools	11	52	1,086	138	19	137	3,056	522
Schools of business administration	5	23	480	251	23	105	2,414	1,355
Schools of management and the service industries	7	28	626	464	19	80	1,764	1,456
Schools for social professions	2	6	138	128	6	30	814	773
Schools for agriculture and forestry	10	53	1,326	602	19	128	3,070	1,476
<b>Higher technical and vocational colleges, total</b>	<b>24</b>	<b>467</b>	<b>11,628</b>	<b>6,114</b>	<b>62</b>	<b>1,028</b>	<b>25,898</b>	<b>12,709</b>
Crafts, technical and arts colleges	8	186	4,690	1,145	21	441	10,906	2,431
Colleges of business administration	9	149	3,514	1,933	22	318	7,880	4,828
Colleges of management and the service industries	8	118	3,011	2,682	18	235	6,044	5,131
Colleges of agriculture and forestry	1	14	413	354	3	34	1,068	319
<b>Institutions for teacher training, total</b>	<b>1</b>	<b>16</b>	<b>455</b>	<b>440</b>	<b>6</b>	<b>74</b>	<b>1,842</b>	<b>1,719</b>
Intermediate schools for teacher training	-	-	-	-	-	-	-	-
Higher colleges for teacher training	1	16	455	440	6	74	1,842	1,719

1 Schools for the medical services and schools with a statute of their own are not included.

Schools offering several types of schooling are counted only once in sum rows.

Source: Statistics Austria – Education documentation

**Table 4 (continued):  
Schools, classes and students by type of school and federal province, school year 2009/10**

Type of school <sup>1</sup>	Upper Austria				Salzburg			
	Schools	Classes	Students		Schools	Classes	Students	
			all	of which female			all	of which female
<b>All mainstream schools</b>	<b>1,041</b>	<b>10,139</b>	<b>210,937</b>	<b>99,660</b>	<b>375</b>	<b>3,982</b>	<b>80,320</b>	<b>38,525</b>
<b>General schools, total</b>	<b>913</b>	<b>7,316</b>	<b>142,467</b>	<b>69,846</b>	<b>324</b>	<b>2,754</b>	<b>54,724</b>	<b>26,792</b>
<b>Compulsory schools, total</b>	<b>865</b>	<b>6,018</b>	<b>112,205</b>	<b>53,115</b>	<b>298</b>	<b>2,179</b>	<b>40,893</b>	<b>19,454</b>
Primary schools	582	3,340	60,070	28,787	186	1,200	22,390	10,763
Lower secondary schools	244	2,260	46,491	22,179	75	765	16,249	7,873
Special (SEN) schools and classes	38	217	1,450	506	26	150	969	333
Pre-vocational schools	55	201	4,194	1,643	19	64	1,285	485
<b>New secondary schools</b>	<b>22</b>	<b>60</b>	<b>1,308</b>	<b>608</b>	<b>10</b>	<b>21</b>	<b>464</b>	<b>208</b>
<b>Academic secondary schools, total</b>	<b>48</b>	<b>1,238</b>	<b>28,954</b>	<b>16,123</b>	<b>26</b>	<b>554</b>	<b>13,367</b>	<b>7,130</b>
Academic secondary schools, full 8/9 year cycle	39	1,063	24,864	13,466	19	459	11,101	5,748
Academic secondary schools, lower level	39	674	16,353	8,553	19	277	7,218	3,700
Academic secondary schools, upper level	39	389	8,511	4,913	19	182	3,883	2,048
Academic secondary schools, separate upper level	13	156	3,719	2,444	10	73	1,712	1,057
Academic secondary schools for people in employment	1	19	371	213	1	22	554	325
Add-on secondary schools	-	-	-	-	-	-	-	-
<b>Technical and vocational schools, total</b>	<b>121</b>	<b>2,726</b>	<b>65,857</b>	<b>27,849</b>	<b>49</b>	<b>1,207</b>	<b>25,059</b>	<b>11,209</b>
<b>Vocational schools for apprentices, total</b>	<b>28</b>	<b>1,292</b>	<b>30,440</b>	<b>10,171</b>	<b>13</b>	<b>596</b>	<b>10,875</b>	<b>3,844</b>
Vocational schools for apprentices	26	1,284	30,320	10,117	12	593	10,807	3,803
Vocational schools for agriculture and forestry for apprentices	2	8	120	54	1	3	68	41
<b>Technical and vocational schools and colleges, total</b>	<b>95</b>	<b>1,434</b>	<b>35,417</b>	<b>17,678</b>	<b>36</b>	<b>611</b>	<b>14,184</b>	<b>7,365</b>
<b>Intermediate technical and vocational schools, total</b>	<b>83</b>	<b>429</b>	<b>10,018</b>	<b>4,220</b>	<b>34</b>	<b>180</b>	<b>3,872</b>	<b>1,849</b>
Crafts, technical and arts schools	35	176	4,164	502	10	62	1,195	253
Schools of business administration	16	66	1,401	802	8	34	690	344
Schools of management and the service industries	15	69	1,530	1,414	9	45	978	810
Schools for social professions	1	4	83	74	1	3	83	77
Schools for agriculture and forestry	18	114	2,840	1,428	7	36	926	365
<b>Higher technical and vocational colleges, total</b>	<b>55</b>	<b>1,005</b>	<b>25,399</b>	<b>13,458</b>	<b>27</b>	<b>431</b>	<b>10,312</b>	<b>5,516</b>
Crafts, technical and arts colleges	21	441	11,222	2,796	8	169	4,249	1,261
Colleges of business administration	18	311	7,583	4,749	8	144	3,275	1,886
Colleges of management and the service industries	15	232	5,936	5,541	10	106	2,422	2,258
Colleges of agriculture and forestry	2	21	658	372	1	12	366	111
<b>Institutions for teacher training, total</b>	<b>7</b>	<b>97</b>	<b>2,613</b>	<b>1,965</b>	<b>2</b>	<b>21</b>	<b>537</b>	<b>524</b>
Intermediate schools for teacher training	1	36	947	347	-	-	-	-
Higher colleges for teacher training	6	61	1,666	1,618	2	21	537	524

1 Schools for the medical services and schools with a statute of their own are not included.

Schools offering several types of schooling are counted only once in sum rows.

Source: Statistics Austria – Education documentation



**Table 4 (continued):  
Schools, classes and students by type of school and federal province, school year 2009/10**

Type of school <sup>1</sup>	Styria				Tyrol			
	Schools	Classes	Students		Schools	Classes	Students	
			all	of which female			all	of which female
<b>All mainstream schools</b>	<b>916</b>	<b>7,579</b>	<b>156,374</b>	<b>73,811</b>	<b>661</b>	<b>5,000</b>	<b>102,245</b>	<b>49,429</b>
<b>General schools, total</b>	<b>799</b>	<b>5,423</b>	<b>107,238</b>	<b>52,221</b>	<b>585</b>	<b>3,705</b>	<b>70,319</b>	<b>34,476</b>
<b>Compulsory schools, total</b>	<b>751</b>	<b>4,160</b>	<b>76,986</b>	<b>36,251</b>	<b>560</b>	<b>3,078</b>	<b>55,586</b>	<b>26,446</b>
Primary schools	522	2,490	43,992	21,120	392	1,644	28,751	13,934
Lower secondary schools	178	1,466	29,987	14,220	109	1,140	23,341	11,255
Special (SEN) schools and classes	26	79	603	197	33	189	1,264	422
Pre-vocational schools	49	125	2,404	714	32	105	2,230	835
<b>New secondary schools</b>	<b>35</b>	<b>147</b>	<b>3,125</b>	<b>1,445</b>	<b>8</b>	<b>20</b>	<b>440</b>	<b>224</b>
<b>Academic secondary schools, total</b>	<b>48</b>	<b>1,116</b>	<b>27,127</b>	<b>14,525</b>	<b>25</b>	<b>607</b>	<b>14,293</b>	<b>7,806</b>
Academic secondary schools, full 8/9 year cycle	36	915	22,253	11,766	18	470	11,361	5,967
Academic secondary schools, lower level	36	560	14,319	7,410	18	283	7,366	3,834
Academic secondary schools, upper level	36	355	7,934	4,356	18	187	3,995	2,133
Academic secondary schools, separate upper level	16	183	4,428	2,514	10	104	2,333	1,554
Academic secondary schools for people in employment	1	18	446	245	1	29	495	244
Add-on secondary schools	-	-	-	-	1	4	104	41
<b>Technical and vocational schools, total</b>	<b>109</b>	<b>2,055</b>	<b>46,539</b>	<b>19,884</b>	<b>71</b>	<b>1,229</b>	<b>30,155</b>	<b>13,931</b>
<b>Vocational schools for apprentices, total</b>	<b>22</b>	<b>994</b>	<b>21,466</b>	<b>7,473</b>	<b>25</b>	<b>584</b>	<b>13,865</b>	<b>5,277</b>
Vocational schools for apprentices	20	984	21,289	7,356	24	575	13,704	5,208
Vocational schools for agriculture and forestry for apprentices	2	10	177	117	1	9	161	69
<b>Technical and vocational schools and colleges, total</b>	<b>87</b>	<b>1,061</b>	<b>25,073</b>	<b>12,411</b>	<b>46</b>	<b>645</b>	<b>16,290</b>	<b>8,654</b>
<b>Intermediate technical and vocational schools, total</b>	<b>77</b>	<b>291</b>	<b>6,254</b>	<b>3,284</b>	<b>39</b>	<b>215</b>	<b>5,335</b>	<b>2,802</b>
Crafts, technical and arts schools	18	79	1,450	190	17	79	1,884	699
Schools of business administration	16	54	1,046	605	11	51	1,163	627
Schools of management and the service industries	9	35	751	645	6	28	797	780
Schools for social professions	3	8	200	179	-	-	-	-
Schools for agriculture and forestry	32	115	2,807	1,665	6	57	1,491	696
<b>Higher technical and vocational colleges, total</b>	<b>43</b>	<b>770</b>	<b>18,819</b>	<b>9,127</b>	<b>30</b>	<b>430</b>	<b>10,955</b>	<b>5,852</b>
Crafts, technical and arts colleges	10	339	8,300	1,739	15	192	4,878	1,499
Colleges of business administration	16	252	5,859	3,685	10	152	3,670	2,113
Colleges of management and the service industries	14	148	3,707	3,454	6	78	2,171	2,098
Colleges of agriculture and forestry	3	31	953	249	1	8	236	142
<b>Institutions for teacher training, total</b>	<b>8</b>	<b>101</b>	<b>2,597</b>	<b>1,706</b>	<b>5</b>	<b>66</b>	<b>1,771</b>	<b>1,022</b>
Intermediate schools for teacher training	1	42	1,072	268	1	37	984	278
Higher colleges for teacher training	7	59	1,525	1,438	4	29	787	744

1 Schools for the medical services and schools with a statute of their own are not included.

Schools offering several types of schooling are counted only once in sum rows.

Source: Statistics Austria – Education documentation

**Table 4 (continued):  
Schools, classes and students by type of school and federal province, school year 2009/10**

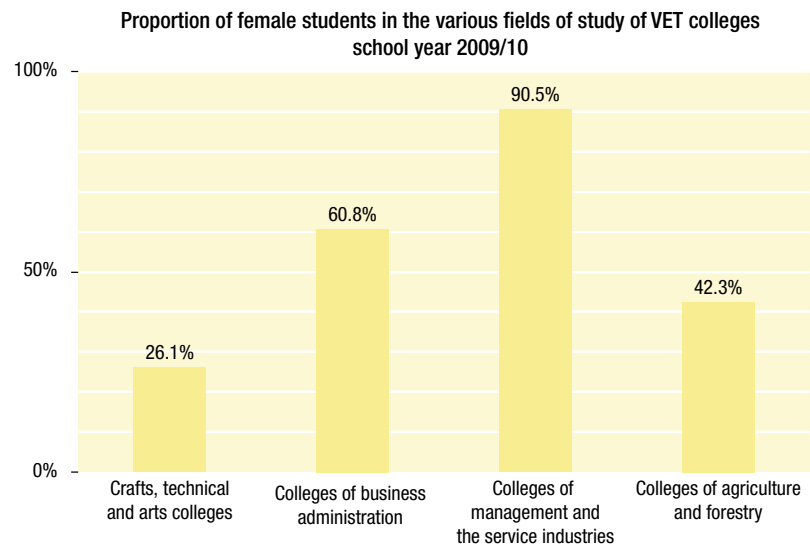
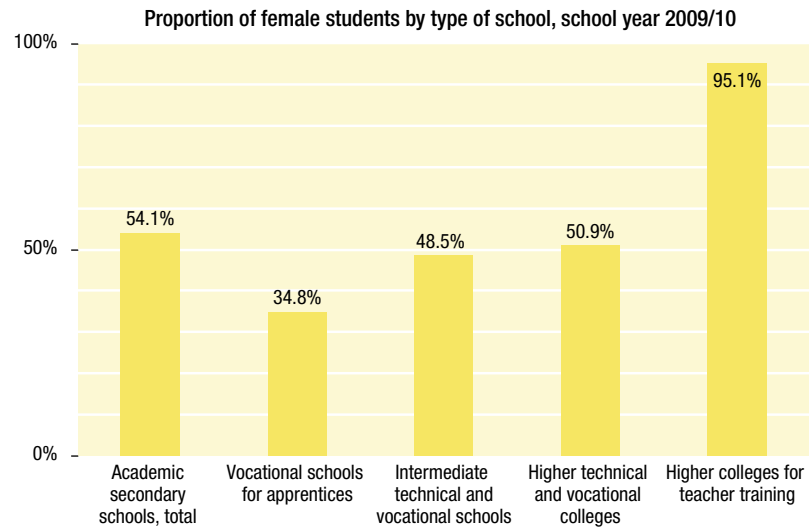
Type of school <sup>1</sup>	Vorarlberg				Vienna			
	Schools	Classes	Students		Schools	Classes	Students	
			all	of which female			all	of which female
<b>All mainstream schools</b>	<b>280</b>	<b>2,825</b>	<b>56,637</b>	<b>27,503</b>	<b>601</b>	<b>9,771</b>	<b>215,552</b>	<b>104,436</b>
<b>General schools, total</b>	<b>255</b>	<b>2,139</b>	<b>41,112</b>	<b>20,080</b>	<b>521</b>	<b>7,086</b>	<b>157,079</b>	<b>77,843</b>
<b>Compulsory schools, total</b>	<b>242</b>	<b>1,594</b>	<b>28,782</b>	<b>13,687</b>	<b>431</b>	<b>4,615</b>	<b>97,137</b>	<b>45,937</b>
Primary schools	165	950	17,032	8,247	264	2,845	62,475	30,391
Lower secondary schools	55	434	9,333	4,551	125	1,272	28,872	13,201
Special (SEN) schools and classes	18	143	1,078	401	35	366	2,879	1,089
Pre-vocational schools	10	67	1,339	488	11	132	2,911	1,256
<b>New secondary schools</b>	<b>51</b>	<b>217</b>	<b>4,382</b>	<b>2,128</b>	<b>22</b>	<b>82</b>	<b>1,892</b>	<b>861</b>
<b>Academic secondary schools, total</b>	<b>13</b>	<b>328</b>	<b>7,948</b>	<b>4,265</b>	<b>89</b>	<b>2,389</b>	<b>58,050</b>	<b>31,045</b>
Academic secondary schools, full 8/9 year cycle	10	256	6,325	3,243	82	2,170	52,613	27,875
Academic secondary schools, lower level	10	158	4,147	2,169	82	1,311	33,308	17,213
Academic secondary schools, upper level	10	98	2,178	1,074	79	859	19,305	10,662
Academic secondary schools, separate upper level	6	72	1,623	1,022	20	184	4,264	2,472
Academic secondary schools for people in employment	-	-	-	-	1	35	1,173	698
Add-on secondary schools	-	-	-	-	-	-	-	-
<b>Technical and vocational schools, total</b>	<b>24</b>	<b>673</b>	<b>15,201</b>	<b>7,102</b>	<b>73</b>	<b>2,504</b>	<b>53,699</b>	<b>23,635</b>
<b>Vocational schools for apprentices, total</b>	<b>8</b>	<b>358</b>	<b>7,254</b>	<b>2,592</b>	<b>26</b>	<b>1,242</b>	<b>23,786</b>	<b>9,361</b>
Vocational schools for apprentices	8	358	7,254	2,592	26	1,242	23,786	9,361
Vocational schools for agriculture and forestry for apprentices	-	-	-	-	-	-	-	-
<b>Technical and vocational schools and colleges, total</b>	<b>16</b>	<b>315</b>	<b>7,947</b>	<b>4,510</b>	<b>47</b>	<b>1,262</b>	<b>29,913</b>	<b>14,274</b>
<b>Intermediate technical and vocational schools, total</b>	<b>14</b>	<b>95</b>	<b>2,352</b>	<b>1,305</b>	<b>42</b>	<b>299</b>	<b>7,277</b>	<b>3,427</b>
Crafts, technical and arts schools	6	38	852	283	22	127	2,964	592
Schools of business administration	5	24	617	396	15	115	2,844	1,709
Schools of management and the service industries	5	19	480	479	8	48	1,224	915
Schools for social professions	-	-	-	-	2	9	245	211
Schools for agriculture and forestry	1	14	403	147	-	-	-	-
<b>Higher technical and vocational colleges, total</b>	<b>13</b>	<b>220</b>	<b>5,595</b>	<b>3,205</b>	<b>36</b>	<b>963</b>	<b>22,636</b>	<b>10,847</b>
Crafts, technical and arts colleges	5	91	2,177	701	17	542	12,646	3,913
Colleges of business administration	5	87	2,264	1,352	14	292	7,027	4,521
Colleges of management and the service industries	4	42	1,154	1,152	8	119	2,827	2,338
Colleges of agriculture and forestry	-	-	-	-	1	10	136	75
<b>Institutions for teacher training, total</b>	<b>1</b>	<b>13</b>	<b>324</b>	<b>321</b>	<b>7</b>	<b>181</b>	<b>4,774</b>	<b>2,958</b>
Intermediate schools for teacher training	-	-	-	-	1	94	2,404	722
Higher colleges for teacher training	1	13	324	321	6	87	2,370	2,236

1 Schools for the medical services and schools with a statute of their own are not included.

Schools offering several types of schooling are counted only once in sum rows.

Source: Statistics Austria – Education documentation

Charts table 4:



**Table 5:**  
**Students with other than Austrian citizenship by type of school and federal province, school year 2009/10**

Type of school <sup>1</sup>	Austria, total	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tyrol	Vorarlberg	Vienna
<b>All mainstream schools</b>	<b>108,253</b>	<b>2,208</b>	<b>5,392</b>	<b>13,351</b>	<b>17,094</b>	<b>9,437</b>	<b>10,322</b>	<b>8,211</b>	<b>5,932</b>	<b>36,306</b>
General schools, total	85,873	1,699	4,175	10,658	13,529	7,007	8,385	6,262	4,661	29,497
Compulsory schools, total	69,376	1,242	3,345	9,132	12,000	5,640	6,215	5,364	3,528	22,910
Primary schools	36,660	646	1,719	4,821	5,839	2,931	3,628	2,582	1,926	12,568
Lower secondary schools	27,392	523	1,456	3,428	5,302	2,274	2,253	2,303	1,163	8,690
Special (SEN) schools and classes	2,419	28	72	535	227	208	68	222	253	806
Pre-vocational schools	2,905	45	98	348	632	227	266	257	186	846
New secondary schools	2,655	167	140	232	218	142	687	85	594	390
Academic secondary schools, total	13,842	290	690	1,294	1,311	1,225	1,483	813	539	6,197
Academic secondary schools, full 8/9 year cycle	11,751	235	612	1,188	1,102	966	1,200	666	403	5,379
Academic secondary schools, lower level	8,003	161	431	827	773	651	805	438	258	3,659
Academic secondary schools, upper level	3,748	74	181	361	329	315	395	228	145	1,720
Academic secondary schools, separate upper level	1,597	55	65	83	164	118	242	88	136	646
Academic secondary schools for people in employment	467	-	13	-	45	141	41	55	-	172
Add-on secondary schools	27	-	-	23	-	-	-	4	-	-
Technical and vocational schools, total	22,025	506	1,214	2,676	3,545	2,418	1,914	1,854	1,257	6,641
Vocational schools for apprentices, total	9,276	100	353	880	1,443	1,106	603	1,035	638	3,118
Vocational schools for apprentices	9,268	100	352	876	1,443	1,106	600	1,035	638	3,118
Vocational schools for agriculture and forestry for apprentices	8	-	1	4	-	-	3	-	-	-
Technical and vocational schools and colleges, total	12,749	406	861	1,796	2,102	1,312	1,311	819	619	3,523
Intermediate technical and vocational schools, total	4,751	113	276	778	906	471	433	332	246	1,196
Crafts, technical and arts schools	1,579	19	81	247	297	144	110	118	88	475
Schools of business administration	2,328	69	126	430	452	211	203	160	109	568
Schools of management and the service industries	613	17	44	64	119	93	65	44	40	127
Schools for social professions	64	-	9	21	2	3	3	-	-	26
Schools for agriculture and forestry	167	8	16	16	36	20	52	10	9	-
Higher technical and vocational colleges, total	7,998	293	585	1,018	1,196	841	878	487	373	2,327
Crafts, technical and arts colleges	2,889	57	116	334	374	280	364	223	101	1,040
Colleges of business administration	4,393	221	359	571	693	478	468	223	239	1,141
Colleges of management and the service industries	703	15	110	105	128	82	44	40	33	146
Colleges of agriculture and forestry	13	-	-	8	1	1	2	1	-	-
Institutions for teacher training, total	355	3	3	17	20	12	23	95	14	168
Intermediate schools for teacher training	145	-	-	-	7	-	4	79	-	55
Higher colleges for teacher training	210	3	3	17	13	12	19	16	14	113

<sup>1</sup> Schools for the medical services and schools with a statute of their own are not included.

Source: Statistics Austria – Education documentation

**Table 6:**  
**Students with non-German mother tongue by type of school and federal province, school year 2009/10**

Type of school <sup>1</sup>	Austria, total	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tyrol	Vorarlberg	Vienna
<b>All mainstream schools</b>	<b>201,397</b>	<b>4,063</b>	<b>6,912</b>	<b>22,614</b>	<b>28,737</b>	<b>12,098</b>	<b>15,252</b>	<b>11,283</b>	<b>10,427</b>	<b>90,011</b>
<b>General schools, total</b>	<b>163,050</b>	<b>3,141</b>	<b>5,440</b>	<b>18,080</b>	<b>24,049</b>	<b>9,648</b>	<b>12,636</b>	<b>9,396</b>	<b>9,023</b>	<b>71,637</b>
Compulsory schools, total	129,848	2,281	4,096	15,559	21,212	8,226	9,240	8,273	7,228	53,733
Primary schools	76,325	1,331	2,293	9,141	11,655	4,723	5,868	4,500	4,423	32,391
Lower secondary schools	45,363	838	1,617	5,207	8,336	2,976	2,965	3,231	2,072	18,121
Special (SEN) schools and classes	3,677	38	85	743	357	240	89	261	374	1,490
Pre-vocational schools	4,483	74	101	468	864	287	318	281	359	1,731
New secondary schools	4,631	268	200	398	412	209	935	184	1,128	897
<b>Academic secondary schools, total</b>	<b>28,571</b>	<b>592</b>	<b>1,144</b>	<b>2,123</b>	<b>2,425</b>	<b>1,213</b>	<b>2,461</b>	<b>939</b>	<b>667</b>	<b>17,007</b>
Academic secondary schools, full 8/9 year cycle	25,282	489	1,057	1,971	2,181	1,048	2,028	743	551	15,214
Academic secondary schools, lower level	17,383	333	734	1,389	1,599	767	1,444	492	381	10,244
Academic secondary schools, upper level	7,899	156	323	582	582	281	584	251	170	4,970
Academic secondary schools, separate upper level	2,601	103	68	130	163	113	360	120	116	1,428
Academic secondary schools for people in employment	665	-	19	-	81	52	73	75	-	365
Add-on secondary schools	23	-	-	22	-	-	-	1	-	-
<b>Technical and vocational schools, total</b>	<b>37,876</b>	<b>917</b>	<b>1,463</b>	<b>4,503</b>	<b>4,664</b>	<b>2,442</b>	<b>2,591</b>	<b>1,829</b>	<b>1,396</b>	<b>18,071</b>
<b>Vocational schools for apprentices, total</b>	<b>12,334</b>	<b>152</b>	<b>214</b>	<b>805</b>	<b>1,276</b>	<b>812</b>	<b>593</b>	<b>484</b>	<b>276</b>	<b>7,722</b>
Vocational schools for apprentices	12,331	152	214	805	1,273	812	593	484	276	7,722
Vocational schools for agriculture and forestry for apprentices	3	-	-	-	3	-	-	-	-	-
<b>Technical and vocational schools and colleges, total</b>	<b>25,542</b>	<b>765</b>	<b>1,249</b>	<b>3,698</b>	<b>3,388</b>	<b>1,630</b>	<b>1,998</b>	<b>1,345</b>	<b>1,120</b>	<b>10,349</b>
<b>Intermediate technical and vocational schools, total</b>	<b>9,388</b>	<b>225</b>	<b>340</b>	<b>1,534</b>	<b>1,400</b>	<b>605</b>	<b>637</b>	<b>582</b>	<b>474</b>	<b>3,591</b>
Crafts, technical and arts schools	2,744	42	80	484	266	117	166	106	156	1,327
Schools of business administration	5,299	155	183	901	853	345	324	362	253	1,923
Schools of management and the service industries	1,110	23	54	112	242	141	103	111	63	261
Schools for social professions	134	-	10	37	2	2	3	-	-	80
Schools for agriculture and forestry	101	5	13	-	37	-	41	3	2	-
<b>Higher technical and vocational colleges, total</b>	<b>16,154</b>	<b>540</b>	<b>909</b>	<b>2,164</b>	<b>1,988</b>	<b>1,025</b>	<b>1,361</b>	<b>763</b>	<b>646</b>	<b>6,758</b>
Crafts, technical and arts colleges	5,476	120	156	730	398	228	481	204	195	2,964
Colleges of business administration	9,431	383	577	1,247	1,358	707	798	491	433	3,437
Colleges of management and the service industries	1,235	37	174	181	232	90	79	67	18	357
Colleges of agriculture and forestry	12	-	2	6	-	-	3	1	-	-
<b>Institutions for teacher training, total</b>	<b>471</b>	<b>5</b>	<b>9</b>	<b>31</b>	<b>24</b>	<b>8</b>	<b>25</b>	<b>58</b>	<b>8</b>	<b>303</b>
Intermediate schools for teacher training	122	-	-	-	7	-	8	46	-	61
Higher colleges for teacher training	349	5	9	31	17	8	17	12	8	242

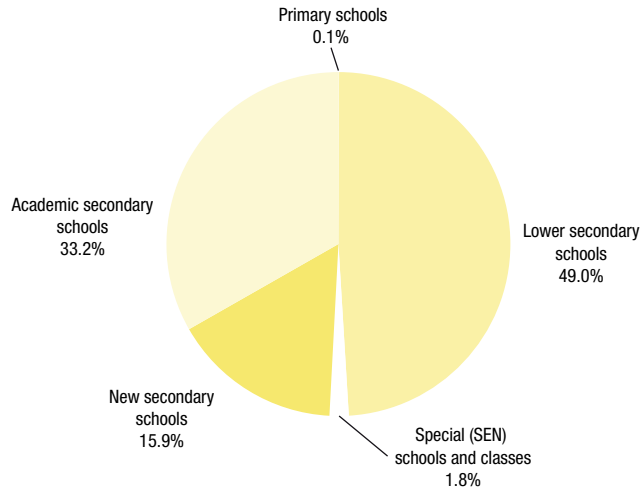
<sup>1</sup> Schools for the medical services and schools with a statute of their own are not included.

Data are based on students' first answer in the survey category "language(s) used in every-day life" of the Education Documentation Act.

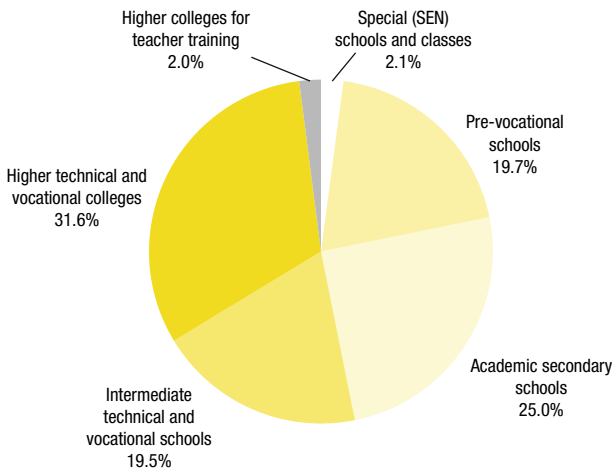
Source: Statistics Austria – Education documentation

Charts table 7:

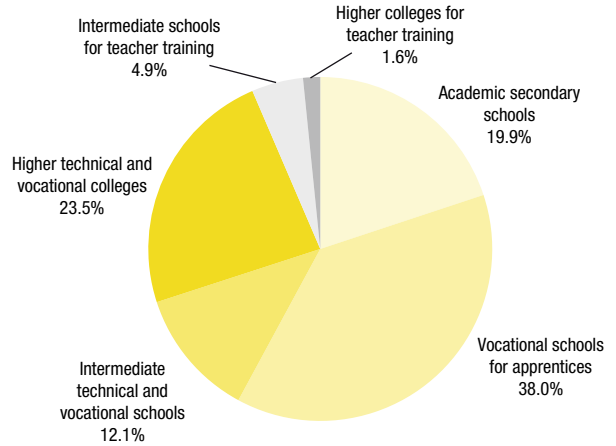
Proportion of school types at grade 5 school year 2009/10



Proportion of school types at grade 9 school year 2009/10



Proportion of school types at grade 10 school year 2009/10



**Table 7:**  
**Proportions of school types, distribution of all pupils/students by type of school, school year 2009/10**

Type of school <sup>1</sup>	Pupils/students, total	Primary schools	Lower secondary schools	Special (SEN) schools and classes	Pre-vocational schools	New secondary schools	Academic secondary schools	Vocational schools for apprentices	Intermediate technical and vocational schools	Higher technical and vocational colleges	Intermediate schools for teacher training	Higher colleges for teacher training
<b>Total</b>	<b>1,143,533</b>	<b>329,440</b>	<b>217,338</b>	<b>13,221</b>	<b>19,315</b>	<b>16,848</b>	<b>202,556</b>	<b>140,256</b>	<b>51,712</b>	<b>137,534</b>	<b>5,407</b>	<b>9,906</b>
<i>Proportion %</i>	<i>100.0</i>	<i>28.8</i>	<i>19.0</i>	<i>1.2</i>	<i>1.7</i>	<i>1.5</i>	<i>17.7</i>	<i>12.3</i>	<i>4.5</i>	<i>12.0</i>	<i>0.5</i>	<i>0.9</i>
<b>Pre-primary level</b>	<b>7,479</b>	<b>7,398</b>	-	<b>81</b>	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.9</i>	-	<i>1.1</i>	-	-	-	-	-	-	-	-
<b>Grade 1 – 4</b>	<b>325,965</b>	<b>321,882</b>	-	<b>4,083</b>	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.7</i>	-	<i>1.3</i>	-	-	-	-	-	-	-	-
Grade 1	82,324	81,561	-	763	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>99.1</i>	-	<i>0.9</i>	-	-	-	-	-	-	-	-
Grade 4	82,069	80,760	-	1,309	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.4</i>	-	<i>1.6</i>	-	-	-	-	-	-	-	-
<b>Grade 5 – 8</b>	<b>356,991</b>	<b>160</b>	<b>217,338</b>	<b>7,025</b>	<b>205</b>	<b>16,848</b>	<b>115,005</b>	-	<b>410</b>	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.0</i>	<i>60.9</i>	<i>2.0</i>	<i>0.1</i>	<i>4.7</i>	<i>32.2</i>	-	<i>0.1</i>	-	-	-
Grade 5	83,630	49	40,958	1,507	-	13,313	27,803	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.1</i>	<i>49.0</i>	<i>1.8</i>	-	<i>15.9</i>	<i>33.2</i>	-	-	-	-	-
Grade 8	93,934	25	62,730	2,049	40	8	28,672	-	410	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.0</i>	<i>66.8</i>	<i>2.2</i>	<i>0.0</i>	<i>0.0</i>	<i>30.5</i>	-	<i>0.4</i>	-	-	-
<b>From grade 9</b>	<b>453,098</b>	-	-	<b>2,032</b>	<b>19,110</b>	-	<b>87,551</b>	<b>140,256</b>	<b>51,302</b>	<b>137,534</b>	<b>5,407</b>	<b>9,906</b>
<i>Proportion %</i>	<i>100.0</i>	-	-	<i>0.4</i>	<i>4.2</i>	-	<i>19.3</i>	<i>31.0</i>	<i>11.3</i>	<i>30.4</i>	<i>1.2</i>	<i>2.2</i>
Grade 9	96,954	-	-	2,032	19,110	-	24,267	-	18,897	30,682	-	1,966
<i>Proportion %</i>	<i>100.0</i>	-	-	<i>2.1</i>	<i>19.7</i>	-	<i>25.0</i>	-	<i>19.5</i>	<i>31.6</i>	-	<i>2.0</i>
Grade 10	110,296	-	-	-	-	-	21,964	41,898	13,341	25,970	5,350	1,773
<i>Proportion %</i>	<i>100.0</i>	-	-	-	-	-	<i>19.9</i>	<i>38.0</i>	<i>12.1</i>	<i>23.5</i>	<i>4.9</i>	<i>1.6</i>
Grade 12	91,094	-	-	-	-	-	19,784	41,200	2,583	26,070	-	1,457
<i>Proportion %</i>	<i>100.0</i>	-	-	-	-	-	<i>21.7</i>	<i>45.2</i>	<i>2.8</i>	<i>28.6</i>	-	<i>1.6</i>

1 Schools for the medical services and schools with a statute of their own are not included.

Source: Statistics Austria – Education documentation, BMUKK calculations

**Table 7a:**  
**Proportions of school types, distribution of male pupils/students by type of school, school year 2009/10**

Type of school <sup>1</sup>	Male pupils/students, total	Primary schools	Lower secondary schools	Special (SEN) schools and classes	Pre-vocational schools	New secondary schools	Academic secondary schools	Vocational schools for apprentices	Intermediate technical and vocational schools	Higher technical and vocational colleges	Intermediate schools for teacher training	Higher colleges for teacher training
<b>Total</b>	<b>596,670</b>	<b>170,168</b>	<b>114,041</b>	<b>8,502</b>	<b>12,167</b>	<b>8,863</b>	<b>93,027</b>	<b>91,428</b>	<b>26,651</b>	<b>67,549</b>	<b>3,792</b>	<b>482</b>
<i>Proportion %</i>	<i>100.0</i>	<i>28.5</i>	<i>19.1</i>	<i>1.4</i>	<i>2.0</i>	<i>1.5</i>	<i>15.6</i>	<i>15.3</i>	<i>4.5</i>	<i>11.3</i>	<i>0.6</i>	<i>0.1</i>
<b>Pre-primary level</b>	<b>4,701</b>	<b>4,634</b>	-	<b>67</b>	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.6</i>	-	<i>1.4</i>	-	-	-	-	-	-	-	-
<b>Grade 1 – 4</b>	<b>168,122</b>	<b>165,455</b>	-	<b>2,667</b>	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.4</i>	-	<i>1.6</i>	-	-	-	-	-	-	-	-
Grade 1	42,844	42,342	-	502	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.8</i>	-	<i>1.2</i>	-	-	-	-	-	-	-	-
Grade 4	42,189	41,328	-	861	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.0</i>	-	<i>2.0</i>	-	-	-	-	-	-	-	-
<b>Grade 5 – 8</b>	<b>183,295</b>	<b>79</b>	<b>114,041</b>	<b>4,552</b>	<b>136</b>	<b>8,863</b>	<b>55,276</b>	-	<b>348</b>	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.0</i>	<i>62.2</i>	<i>2.5</i>	<i>0.1</i>	<i>4.8</i>	<i>30.2</i>	-	<i>0.2</i>	-	-	-
Grade 5	42,872	22	21,556	969	-	7,049	13,276	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.1</i>	<i>50.3</i>	<i>2.3</i>	-	<i>16.4</i>	<i>31.0</i>	-	-	-	-	-
Grade 8	48,170	7	32,773	1,302	25	3	13,712	-	348	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.0</i>	<i>68.0</i>	<i>2.7</i>	<i>0.1</i>	<i>0.0</i>	<i>28.5</i>	-	<i>0.7</i>	-	-	-
<b>From grade 9</b>	<b>240,552</b>	-	-	<b>1,216</b>	<b>12,031</b>	-	<b>37,751</b>	<b>91,428</b>	<b>26,303</b>	<b>67,549</b>	<b>3,792</b>	<b>482</b>
<i>Proportion %</i>	<i>100.0</i>	-	-	<i>0.5</i>	<i>5.0</i>	-	<i>15.7</i>	<i>38.0</i>	<i>10.9</i>	<i>28.1</i>	<i>1.6</i>	<i>0.2</i>
Grade 9	47,797	-	-	1,216	12,031	-	10,626	-	8,462	15,372	-	90
<i>Proportion %</i>	<i>100.0</i>	-	-	<i>2.5</i>	<i>25.2</i>	-	<i>22.2</i>	-	<i>17.7</i>	<i>32.2</i>	-	<i>0.2</i>
Grade 10	58,116	-	-	-	-	-	9,456	26,213	5,920	12,706	3,742	79
<i>Proportion %</i>	<i>100.0</i>	-	-	-	-	-	<i>16.3</i>	<i>45.1</i>	<i>10.2</i>	<i>21.9</i>	<i>6.4</i>	<i>0.1</i>
Grade 12	48,896	-	-	-	-	-	8,325	25,758	2,048	12,721	-	44
<i>Proportion %</i>	<i>100.0</i>	-	-	-	-	-	<i>17.0</i>	<i>52.7</i>	<i>4.2</i>	<i>26.0</i>	-	<i>0.1</i>

1 Schools for the medical services and schools with a statute of their own are not included.

Source: Statistics Austria – Education documentation, BMUKK calculations



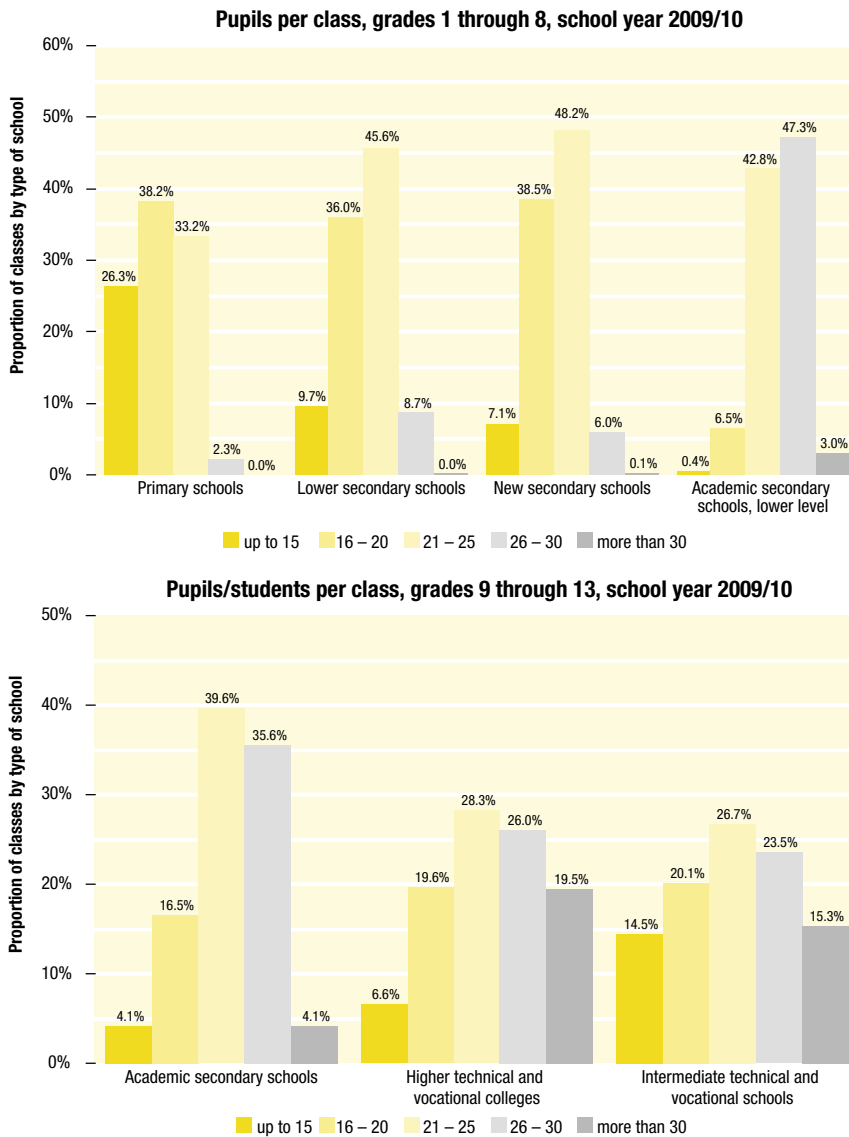
**Table 7b:**  
**Proportions of school types, distribution of female pupils/students by type of school, school year 2009/10**

Type of school <sup>1</sup>	Female pupils/students, total	Primary schools	Lower secondary schools	Special (SEN) schools and classes	Pre-vocational schools	New secondary schools	Academic secondary schools	Vocational schools for apprentices	Intermediate technical and vocational schools	Higher technical and vocational colleges	Intermediate schools for teacher training	Higher colleges for teacher training
<b>Total</b>	<b>546,863</b>	<b>159,272</b>	<b>103,297</b>	<b>4,719</b>	<b>7,148</b>	<b>7,985</b>	<b>109,529</b>	<b>48,828</b>	<b>25,061</b>	<b>69,985</b>	<b>1,615</b>	<b>9,424</b>
<i>Proportion %</i>	<i>100.0</i>	<i>29.1</i>	<i>18.9</i>	<i>0.9</i>	<i>1.3</i>	<i>1.5</i>	<i>20.0</i>	<i>8.9</i>	<i>4.6</i>	<i>12.8</i>	<i>0.3</i>	<i>1.7</i>
<b>Pre-primary level</b>	<b>2,778</b>	<b>2,764</b>	-	<b>14</b>	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>99.5</i>	-	<i>0.5</i>	-	-	-	-	-	-	-	-
<b>Grade 1 – 4</b>	<b>157,843</b>	<b>156,427</b>	-	<b>1,416</b>	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>99.1</i>	-	<i>0.9</i>	-	-	-	-	-	-	-	-
Grade 1	39,480	39,219	-	261	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>99.3</i>	-	<i>0.7</i>	-	-	-	-	-	-	-	-
Grade 4	39,880	39,432	-	448	-	-	-	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>98.9</i>	-	<i>1.1</i>	-	-	-	-	-	-	-	-
<b>Grade 5 – 8</b>	<b>173,696</b>	<b>81</b>	<b>103,297</b>	<b>2,473</b>	<b>69</b>	<b>7,985</b>	<b>59,729</b>	-	<b>62</b>	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.0</i>	<i>59.5</i>	<i>1.4</i>	<i>0.0</i>	<i>4.6</i>	<i>34.4</i>	-	<i>0.0</i>	-	-	-
Grade 5	40,758	27	19,402	538	-	6,264	14,527	-	-	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.1</i>	<i>47.6</i>	<i>1.3</i>	-	<i>15.4</i>	<i>35.6</i>	-	-	-	-	-
Grade 8	45,764	18	29,957	747	15	5	14,960	-	62	-	-	-
<i>Proportion %</i>	<i>100.0</i>	<i>0.0</i>	<i>65.5</i>	<i>1.6</i>	<i>0.0</i>	<i>0.0</i>	<i>32.7</i>	-	<i>0.1</i>	-	-	-
<b>From grade 9</b>	<b>212,546</b>	-	-	<b>816</b>	<b>7,079</b>	-	<b>49,800</b>	<b>48,828</b>	<b>24,999</b>	<b>69,985</b>	<b>1,615</b>	<b>9,424</b>
<i>Proportion %</i>	<i>100.0</i>	-	-	<i>0.4</i>	<i>3.3</i>	-	<i>23.4</i>	<i>23.0</i>	<i>11.8</i>	<i>32.9</i>	<i>0.8</i>	<i>4.4</i>
Grade 9	49,157	-	-	816	7,079	-	13,641	-	10,435	15,310	-	1,876
<i>Proportion %</i>	<i>100.0</i>	-	-	<i>1.7</i>	<i>14.4</i>	-	<i>27.7</i>	-	<i>21.2</i>	<i>31.1</i>	-	<i>3.8</i>
Grade 10	52,180	-	-	-	-	-	12,508	15,685	7,421	13,264	1,608	1,694
<i>Proportion %</i>	<i>100.0</i>	-	-	-	-	-	<i>24.0</i>	<i>30.1</i>	<i>14.2</i>	<i>25.4</i>	<i>3.1</i>	<i>3.2</i>
Grade 12	42,198	-	-	-	-	-	11,459	15,442	535	13,349	-	1,413
<i>Proportion %</i>	<i>100.0</i>	-	-	-	-	-	<i>27.2</i>	<i>36.6</i>	<i>1.3</i>	<i>31.6</i>	-	<i>3.3</i>

1 Schools for the medical services and schools with a statute of their own are not included.

Source: Statistics Austria – Education documentation, BMUKK calculations

Charts table 8:



**Table 8:**  
**Class sizes, school year 2009/10**

Type of school <sup>1</sup>	Number of classes, total	Number of classes with . . . pupils/students						Average class size
		up to 10	11 – 15	16 – 20	21 – 25	26 – 30	more than 30	
<b>All mainstream schools<sup>2</sup></b>	<b>55,201</b>	<b>2,818</b>	<b>7,225</b>	<b>16,052</b>	<b>18,928</b>	<b>8,155</b>	<b>2,023</b>	<b>20.6</b>
<b>General schools, total</b>	<b>40,364</b>	<b>2,311</b>	<b>5,738</b>	<b>12,620</b>	<b>14,944</b>	<b>4,396</b>	<b>355</b>	<b>19.8</b>
Compulsory schools, total	31,106	2,275	5,367	10,910	11,211	1,339	4	18.6
Primary schools	17,877	555	4,150	6,824	5,942	406	-	18.5
Lower secondary schools	10,466	50	962	3,767	4,771	912	4	20.8
Special (SEN) schools and classes	1,823	1,666	155	2	-	-	-	6.7
Pre-vocational schools	940	4	100	317	498	21	-	20.6
<b>New secondary schools</b>	<b>812</b>	<b>3</b>	<b>55</b>	<b>313</b>	<b>391</b>	<b>49</b>	<b>1</b>	<b>20.8</b>
<b>Academic secondary schools, total</b>	<b>8,446</b>	<b>33</b>	<b>316</b>	<b>1,397</b>	<b>3,342</b>	<b>3,008</b>	<b>350</b>	<b>24.0</b>
Academic secondary schools, full 8/9 year cycle	7,225	15	206	1,105	2,985	2,702	212	24.1
Academic secondary schools, lower level	4,525	1	18	292	1,937	2,139	138	25.3
Academic secondary schools, upper level	2,700	14	188	813	1,048	563	74	22.1
Academic secondary schools, separate upper level	1,047	10	88	248	324	279	98	23.1
Academic secondary schools for people in employment	142	7	20	31	22	23	39	24.0
Add-on secondary schools	32	1	2	13	11	4	1	21.0
<b>Technical and vocational schools, total</b>	<b>14,462</b>	<b>506</b>	<b>1,480</b>	<b>3,394</b>	<b>3,884</b>	<b>3,615</b>	<b>1,583</b>	<b>22.8</b>
<b>Vocational schools for apprentices, total</b>	<b>6,661</b>	<b>353</b>	<b>944</b>	<b>1,852</b>	<b>1,715</b>	<b>1,642</b>	<b>155</b>	<b>21.1</b>
Vocational schools for apprentices	6,610	351	927	1,834	1,703	1,640	155	21.1
Vocational schools for agriculture and forestry for apprentices	51	2	17	18	12	2	-	17.3
<b>Technical and vocational schools and colleges, total</b>	<b>7,801</b>	<b>153</b>	<b>536</b>	<b>1,542</b>	<b>2,169</b>	<b>1,973</b>	<b>1,428</b>	<b>24.3</b>
<b>Intermediate technical and vocational schools, total</b>	<b>2,235</b>	<b>90</b>	<b>233</b>	<b>450</b>	<b>596</b>	<b>525</b>	<b>341</b>	<b>23.1</b>
Crafts, technical and arts schools	774	48	107	170	199	133	117	22.2
Schools of business administration	500	17	55	123	134	105	66	22.5
Schools of management and the service industries	369	12	42	66	94	103	52	23.2
Schools for social professions	60	1	1	7	13	25	13	26.1
Schools for agriculture and forestry	532	12	28	84	156	159	93	24.8
<b>Higher technical and vocational colleges, total</b>	<b>5,566</b>	<b>63</b>	<b>303</b>	<b>1,092</b>	<b>1,573</b>	<b>1,448</b>	<b>1,087</b>	<b>24.7</b>
Crafts, technical and arts colleges	2,504	45	157	494	638	636	534	24.7
Colleges of business administration	1,803	13	99	415	586	420	270	24.0
Colleges of management and the service industries	1,129	2	43	175	340	353	216	25.3
Colleges of agriculture and forestry	130	3	4	8	9	39	67	29.5
<b>Institutions for teacher training, total<sup>2</sup></b>	<b>375</b>	<b>1</b>	<b>7</b>	<b>38</b>	<b>100</b>	<b>144</b>	<b>85</b>	<b>26.4</b>
Higher colleges for teacher training	375	1	7	38	100	144	85	26.4

1 Schools for the medical services and schools with a statute of their own are not included.

2 Without schools for physical education teachers and sports instructors training (intermediate schools for teacher training).

Source: Statistics Austria – Education documentation, BMUKK calculations

**Table 9:**  
**Teaching staff by school type and federal province, school year 2009/10<sup>1</sup>**

Type of school <sup>2</sup>	Austria, total		Burgenland		Carinthia		Lower Austria		Upper Austria	
	All	of which female	All	of which female	All	of which female	All	of which female	All	of which female
<b>All mainstream schools</b>	<b>113,994</b>	<b>78,413</b>	<b>3,800</b>	<b>2,526</b>	<b>8,062</b>	<b>5,570</b>	<b>20,553</b>	<b>14,577</b>	<b>20,675</b>	<b>14,017</b>
<b>General schools, total</b>	<b>86,360</b>	<b>64,972</b>	<b>2,697</b>	<b>1,978</b>	<b>5,955</b>	<b>4,546</b>	<b>15,669</b>	<b>12,249</b>	<b>15,503</b>	<b>11,639</b>
<b>Compulsory schools, total</b>	<b>66,212</b>	<b>52,691</b>	<b>2,106</b>	<b>1,622</b>	<b>4,693</b>	<b>3,792</b>	<b>12,527</b>	<b>10,355</b>	<b>12,674</b>	<b>10,018</b>
Primary schools	29,369	26,467	953	820	2,137	1,891	5,416	5,047	5,498	4,969
Lower secondary schools	28,551	19,915	973	679	2,018	1,480	5,467	4,003	6,070	4,280
Special (SEN) schools and classes	5,910	5,041	108	90	420	354	1,149	1,025	569	477
Pre-vocational schools	2,382	1,268	72	33	118	67	495	280	537	292
<b>Academic secondary schools</b>	<b>20,148</b>	<b>12,281</b>	<b>591</b>	<b>356</b>	<b>1,262</b>	<b>754</b>	<b>3,142</b>	<b>1,894</b>	<b>2,829</b>	<b>1,621</b>
<b>Technical and vocational schools, total</b>	<b>26,176</b>	<b>12,256</b>	<b>1,053</b>	<b>512</b>	<b>2,046</b>	<b>970</b>	<b>4,620</b>	<b>2,124</b>	<b>4,936</b>	<b>2,186</b>
Vocational schools for apprentices <sup>3</sup>	4,982	1,649	112	26	356	104	693	225	994	317
<b>Technical and vocational schools and colleges, total</b>	<b>21,194</b>	<b>10,607</b>	<b>941</b>	<b>486</b>	<b>1,690</b>	<b>866</b>	<b>3,927</b>	<b>1,899</b>	<b>3,942</b>	<b>1,869</b>
Technical and crafts schools and colleges (in a narrower sense) <sup>4</sup>	8,024	1,932	305	62	582	142	1,390	266	1,597	350
Schools and colleges of tourism	1,241	653	82	58	50	21	208	109	188	86
Schools and colleges of business administration	5,411	3,400	332	208	416	269	941	603	881	527
Schools and colleges of management and the service industries	4,268	3,359	197	150	400	299	872	672	819	643
Schools and colleges for social professions	186	152	-	-	16	13	92	76	13	9
Schools and colleges for agriculture and forestry <sup>5</sup>	2,064	1,111	25	8	226	122	424	173	444	254
<b>Institutions for teacher training, total</b>	<b>1,458</b>	<b>1,185</b>	<b>50</b>	<b>36</b>	<b>61</b>	<b>54</b>	<b>264</b>	<b>204</b>	<b>236</b>	<b>192</b>
Higher colleges for teacher training	1,458	1,185	50	36	61	54	264	204	236	192

- 1 Not including staff on maternity or educational leave; including part-time staff ("head count").  
In comparisons with previous years please note that figures published up to and including the school year 2007/08 included staff on leave.
- 2 Schools for the medical services, schools for physical education teachers and sports instructors training (intermediate schools for teacher training), as well as schools with a statute of their own are not included.
- 3 Not including teachers at vocational schools for agriculture and forestry for apprentices.
- 4 Including teachers at schools of clothing and crafts.
- 5 Including teachers at vocational schools for agriculture and forestry for apprentices.

Source: Statistics Austria, BMUKK

**Table 9 (continued):  
Teaching staff by school type and federal province, school year 2009/10<sup>1</sup>**

Type of school <sup>2</sup>	Salzburg		Styria		Tyrol		Vorarlberg		Vienna	
	All	of which female	All	of which female	All	of which female	All	of which female	All	of which female
<b>All mainstream schools</b>	<b>8,133</b>	<b>5,464</b>	<b>15,091</b>	<b>10,437</b>	<b>10,373</b>	<b>6,516</b>	<b>5,876</b>	<b>3,701</b>	<b>21,431</b>	<b>15,605</b>
<b>General schools, total</b>	<b>5,980</b>	<b>4,418</b>	<b>11,351</b>	<b>8,533</b>	<b>7,854</b>	<b>5,327</b>	<b>4,612</b>	<b>3,159</b>	<b>16,739</b>	<b>13,123</b>
Compulsory schools, total	4,607	3,608	8,613	6,818	6,427	4,566	3,798	2,767	10,767	9,145
Primary schools	1,940	1,733	3,940	3,601	2,754	2,279	1,689	1,422	5,042	4,705
Lower secondary schools	2,050	1,422	4,044	2,770	2,948	1,804	1,599	972	3,382	2,505
Special (SEN) schools and classes	435	358	321	276	447	355	379	319	2,082	1,787
Pre-vocational schools	182	95	308	171	278	128	131	54	261	148
Academic secondary schools	1,373	810	2,738	1,715	1,427	761	814	392	5,972	3,978
<b>Technical and vocational schools, total</b>	<b>2,073</b>	<b>983</b>	<b>3,516</b>	<b>1,723</b>	<b>2,366</b>	<b>1,069</b>	<b>1,206</b>	<b>497</b>	<b>4,360</b>	<b>2,192</b>
Vocational schools for apprentices <sup>3</sup>	384	147	726	220	532	165	280	67	905	378
<b>Technical and vocational schools and colleges, total</b>	<b>1,689</b>	<b>836</b>	<b>2,790</b>	<b>1,503</b>	<b>1,834</b>	<b>904</b>	<b>926</b>	<b>430</b>	<b>3,455</b>	<b>1,814</b>
Technical and crafts schools and colleges (in a narrower sense) <sup>4</sup>	531	118	976	234	611	135	321	61	1,711	564
Schools and colleges of tourism	141	65	54	20	195	107	72	38	251	149
Schools and colleges of business administration	411	252	684	442	506	276	292	159	948	664
Schools and colleges of management and the service industries	422	322	547	453	322	263	201	156	488	401
Schools and colleges for social professions	9	7	26	21	-	-	-	-	30	26
Schools and colleges for agriculture and forestry <sup>5</sup>	175	72	503	333	200	123	40	16	27	10
<b>Institutions for teacher training, total</b>	<b>80</b>	<b>63</b>	<b>224</b>	<b>181</b>	<b>153</b>	<b>120</b>	<b>58</b>	<b>45</b>	<b>332</b>	<b>290</b>
Higher colleges for teacher training	80	63	224	181	153	120	58	45	332	290

1 Not including staff on maternity or educational leave; including part-time staff ("head count").

In comparisons with previous years please note that figures published up to and including the school year 2007/08 included staff on leave.

2 Schools for the medical services, schools for physical education teachers and sports instructors training (intermediate schools for teacher training), as well as schools with a statute of their own are not included.

3 Not including teachers at vocational schools for agriculture and forestry for apprentices.

4 Including teachers at schools of clothing and crafts.

5 Including teachers at vocational schools for agriculture and forestry for apprentices.

Source: Statistics Austria, BMUKK

**Table 10:**  
**Recipients of student support and/or accommodation grants by support category, type of school and federal province, school year 2008/09**

Support category / Type of school <sup>1</sup>	Austria, total	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tyrol	Vorarlberg	Vienna
<b>All support categories and school types</b>	<b>31,158</b>	<b>916</b>	<b>2,897</b>	<b>6,637</b>	<b>6,312</b>	<b>2,293</b>	<b>5,011</b>	<b>3,488</b>	<b>821</b>	<b>2,783</b>
<b>Student support</b>	<b>19,410</b>	<b>709</b>	<b>1,772</b>	<b>3,935</b>	<b>3,773</b>	<b>1,036</b>	<b>3,021</b>	<b>1,941</b>	<b>611</b>	<b>2,612</b>
Pre-vocational schools	2	-	-	1	-	-	-	-	-	1
Academic secondary schools	4,235	116	320	605	658	208	709	415	118	1,086
Technical and vocational schools and colleges	14,142	558	1,415	3,104	2,894	784	2,102	1,436	469	1,380
Institutions for teacher training	935	35	37	193	221	44	189	76	24	116
Schools for paramedical training	96	-	-	32	-	-	21	14	-	29
<b>Accommodation grant</b>	<b>3,288</b>	<b>53</b>	<b>306</b>	<b>689</b>	<b>669</b>	<b>331</b>	<b>664</b>	<b>523</b>	<b>46</b>	<b>7</b>
Pre-vocational schools	-	-	-	-	-	-	-	-	-	-
Academic secondary schools	67	-	3	11	5	18	11	15	2	2
Technical and vocational schools and colleges	3,169	44	299	662	658	313	647	497	44	5
Institutions for teacher training	51	9	4	15	6	-	6	11	-	-
Schools for paramedical training	1	-	-	1	-	-	-	-	-	-
<b>Student support and accommodation grant combined</b>	<b>8,234</b>	<b>154</b>	<b>815</b>	<b>1,957</b>	<b>1,724</b>	<b>910</b>	<b>1,326</b>	<b>1,020</b>	<b>164</b>	<b>164</b>
Pre-vocational schools	-	-	-	-	-	-	-	-	-	-
Academic secondary schools	283	10	14	44	32	41	52	71	5	14
Technical and vocational schools and colleges	7,642	108	778	1,834	1,650	857	1,239	887	159	130
Institutions for teacher training	274	36	23	66	42	12	28	57	-	10
Schools for paramedical training	35	-	-	13	-	-	7	5	-	10
<b>Special student support<sup>2</sup></b>	<b>226</b>	<b>-</b>	<b>4</b>	<b>56</b>	<b>146</b>	<b>16</b>	<b>-</b>	<b>4</b>	<b>-</b>	<b>-</b>
Academic secondary schools	8	-	-	-	-	8	-	-	-	-
Technical and vocational schools and colleges	218	-	4	56	146	8	-	4	-	-

1 Including types for people in employment.

2 Only automatically processed applications are shown here.

Source: BMUKK

**Table 11:**  
**Recipients of student support and/or accommodation grants: average (annual) amount of support in €**  
**by support category, type of school and federal province, school year 2008/09**

Support category / Type of school <sup>1</sup>	Austria, total	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tyrol	Vorarlberg	Vienna
<b>Average support, all categories</b>	<b>1,246</b>	<b>1,064</b>	<b>1,306</b>	<b>1,289</b>	<b>1,234</b>	<b>1,410</b>	<b>1,268</b>	<b>1,244</b>	<b>1,131</b>	<b>1,037</b>
<b>Student support</b>	<b>927</b>	<b>893</b>	<b>927</b>	<b>941</b>	<b>914</b>	<b>931</b>	<b>924</b>	<b>878</b>	<b>947</b>	<b>965</b>
Pre-vocational schools	.	-	-	.	-	-	-	-	-	.
Academic secondary schools	953	937	928	992	944	913	950	872	940	987
Technical and vocational schools and colleges	917	880	926	929	910	930	912	878	857	938
Institutions for teacher training	918	959	936	960	882	1,016	899	847	770	969
Schools for paramedical training	1,197	-	-	1,082	-	-	1,345	1,312	-	1,166
<b>Accommodation grant</b>	<b>1,223</b>	<b>1,165</b>	<b>1,251</b>	<b>1,194</b>	<b>1,230</b>	<b>1,242</b>	<b>1,228</b>	<b>1,228</b>	<b>1,195</b>	<b>1,325</b>
Pre-vocational schools	-	-	-	-	-	-	-	-	-	-
Academic secondary schools	1,177	-	1,374	1,114	1,190	1,064	1,237	975	.	.
Technical and vocational schools and colleges	1,227	1,214	1,250	1,194	1,231	1,254	1,226	1,242	1,198	1,279
Institutions for teacher training	1,219	945	1,230	1,317	1,228	1,485	1,379	1,193	-	-
Schools for paramedical training	.	-	-	.	-	-	-	-	-	-
<b>Student support and accommodation grant combined</b>	<b>2,202</b>	<b>1,971</b>	<b>2,318</b>	<b>2,248</b>	<b>2,131</b>	<b>2,229</b>	<b>2,244</b>	<b>2,077</b>	<b>2,170</b>	<b>2,375</b>
Pre-vocational schools	-	-	-	-	-	-	-	-	-	-
Academic secondary schools	2,163	2,083	2,553	2,039	2,291	2,104	2,218	2,157	2,615	1,938
Technical and vocational schools and colleges	2,205	1,990	2,319	2,251	2,129	2,240	2,248	2,067	2,166	2,376
Institutions for teacher training	2,141	1,878	2,159	2,399	2,123	1,925	1,826	2,121	-	2,467
Schools for paramedical training	2,436	-	-	1,947	-	-	3,092	2,040	-	2,711
<b>Special student support<sup>2</sup></b>	<b>2,001</b>	<b>-</b>	<b>2,693</b>	<b>3,640</b>	<b>1,203</b>	<b>2,975</b>	<b>-</b>	<b>2,398</b>	<b>-</b>	<b>-</b>
Academic secondary schools	3,242	-	-	-	-	3,242	-	-	-	-
Technical and vocational schools and colleges	1,954	-	2,693	3,640	1,203	2,707	-	2,398	-	-

1 Including types for people in employment.

2 Calculation is based on automatically processed applications only.

Source: BMUKK

**Table 12:**  
**Students in graduation classes of upper secondary schools by school type and gender,**  
**graduation years 1990, 2000, 2005, 2009 and 2010<sup>1</sup>**

Type of school		Graduation year				
		2010	2009	2005	2000	1990
All mainstream schools	All	43,688	42,781	38,802	37,796	31,744
	Females	24,420	24,098	21,695	21,269	16,651
	Males	19,268	18,683	17,107	16,527	15,093
Academic secondary schools, total	All	19,485	19,610	16,113	17,255	15,473
	Females	11,278	11,451	9,504	10,131	8,305
	Males	8,207	8,159	6,609	7,124	7,168
Academic secondary schools, full 8/9 year cycle <sup>2</sup>	All	13,830	13,660	11,348	12,348	11,024
	Females	7,779	7,756	6,557	6,980	5,820
	Males	6,051	5,904	4,791	5,368	5,204
Academic secondary schools, separate upper level	All	4,930	5,001	4,395	4,517	4,087
	Females	3,117	3,169	2,729	2,944	2,357
	Males	1,813	1,832	1,666	1,573	1,730
Academic secondary schools (special sub-types) <sup>3</sup>	All	725	949	370	390	362
	Females	382	526	218	207	128
	Males	343	423	152	183	234
Technical and vocational colleges, total <sup>4</sup>	All	22,780	21,649	21,322	18,955	15,411
	Females	11,769	11,166	10,846	9,599	7,505
	Males	11,011	10,483	10,476	9,356	7,906
Technical and crafts colleges <sup>5</sup>	All	9,918	9,511	9,648	7,794	6,451
	Females	2,418	2,268	2,219	1,627	1,108
	Males	7,500	7,243	7,429	6,167	5,343
Colleges of business administration	All	7,113	6,573	6,843	6,741	6,040
	Females	4,430	4,114	4,458	4,103	3,849
	Males	2,683	2,459	2,385	2,638	2,191
Colleges of management and service industries	All	4,992	4,854	4,158	3,796	2,402
	Females	4,592	4,484	3,904	3,599	2,390
	Males	400	370	254	197	12
Colleges of agriculture and forestry	All	757	711	673	624	518
	Females	329	300	265	270	158
	Males	428	411	408	354	360
Higher colleges for teacher training <sup>6</sup>	All	1,423	1,522	1,367	1,586	860
	Females	1,373	1,481	1,345	1,539	841
	Males	50	41	22	47	19

- 1 Austrian and foreign students in graduation classes of secondary schools with "Matura" secondary school leaving certificate, without VET courses; data as at October of previous year. 2005: students in graduation classes, preliminary figures.
- 2 Academic secondary schools and secondary schools of management and the service industries.
- 3 Add-on academic secondary schools and academic secondary schools for people in employment.
- 4 Including special types (for people in employment, add-on courses).
- 5 Including colleges of tourism and colleges of the clothing trades.
- 6 Nursery teacher training institutions and institutions for social pedagogy.

Source: Statistics Austria – Education documentation, BMUKK calculations



**Table 13:**  
**University Colleges of Teacher Education: students and new entrants, winter term 2009/10**

Study programme / institution	Winter term 2009/10					
	Students			of which new entrants		
	all	females	males	all	females	males
<b>Teacher training at public and private University Colleges of Teacher Education and in private study programmes, total</b>	<b>9,521</b>	<b>7,427</b>	<b>2,094</b>	<b>4,067</b>	<b>3,110</b>	<b>957</b>
Teacher training for primary school teachers	3,897	3,548	349	1,832	1,658	174
Teacher training for lower secondary school teachers	2,242	1,555	687	1,020	677	343
Teacher training for special (SEN) school teachers	1,036	930	106	331	298	33
Teacher training for pre-vocational school teachers	37	20	17	17	10	7
Teacher training for teachers at vocational schools for apprentices	703	270	433	301	124	177
Teacher training for an occupation-specific instruction at VET S&C	853	486	367	367	189	178
Teacher training for religious education at compulsory schools	753	618	135	199	154	45
<b>Public University Colleges of Teacher Education, total</b>	<b>6,186</b>	<b>4,561</b>	<b>1,625</b>	<b>2,789</b>	<b>2,029</b>	<b>760</b>
University College of Teacher Education Carinthia	302	241	61	135	101	34
University College of Teacher Education Lower Austria	467	402	65	189	162	27
University College of Teacher Education Upper Austria	943	645	298	499	340	159
University College of Teacher Education Salzburg	613	533	80	283	242	41
University College of Teacher Education Styria	1,149	759	390	488	325	163
University College of Teacher Education Tyrol	617	438	179	274	197	77
University College of Teacher Education Vorarlberg	329	275	54	107	90	17
University College of Teacher Education Vienna	1,504	1,100	404	691	502	189
Vienna University College of TE – agriculture and environment	262	168	94	123	70	53
<b>Private University Colleges of TE and study programmes, total</b>	<b>3,335</b>	<b>2,866</b>	<b>469</b>	<b>1,278</b>	<b>1,081</b>	<b>197</b>
<b>Private University Colleges of Teacher Education</b>	<b>3,099</b>	<b>2,694</b>	<b>405</b>	<b>1,224</b>	<b>1,040</b>	<b>184</b>
University College of Teacher Education Burgenland Foundation	148	137	11	62	57	5
University College of Teacher Education of the Diocese of Linz	887	783	104	364	316	48
University College of TE of the Diocese of Graz-Seckau Foundation	277	259	18	104	99	5
University College of TE – Diocese of Innsbruck Foundation	320	259	61	122	95	27
University College of TE – Archdiocese of Vienna Foundation	1,467	1,256	211	572	473	99
<b>Private study programmes for teacher training</b>	<b>236</b>	<b>172</b>	<b>64</b>	<b>54</b>	<b>41</b>	<b>13</b>
Religious education (Catholic) at compulsory schools, Klagenfurt	40	34	6	16	13	3
Religious education (Jewish) at compulsory schools, Vienna	59	54	5	13	12	1
Religious education (Islamic) at compulsory schools, Vienna	137	84	53	25	16	9

VET S&C – vocational education and training schools and colleges.

TE – Teacher Education.

Source: Statistics Austria – Education documentation

**Table 14:**  
**University Colleges of Teacher Education: new entrants and graduates, academic year 2008/09**

Study programme / institution	Academic year 2008/09					
	New entrants			Graduates		
	all	females	males	all	females	males
<b>Teacher training at public and private University Colleges of Teacher Education and in private study programmes, total</b>	<b>3,343</b>	<b>2,541</b>	<b>802</b>	<b>2,257</b>	<b>1,887</b>	<b>370</b>
Teacher training for primary school teachers	1,229	1,121	108	978	918	60
Teacher training for lower secondary school teachers	687	491	196	584	426	158
Teacher training for special (SEN) school teachers	477	423	54	294	269	25
Teacher training for pre-vocational school teachers	34	17	17	12	6	6
Teacher training for teachers at vocational schools for apprentices	379	145	234	94	34	60
Teacher training for an occupation-specific instruction at VET S&C	312	174	138	173	126	47
Teacher training for religious education at compulsory schools	225	170	55	122	108	14
<b>Public University Colleges of Teacher Education, total</b>	<b>2,184</b>	<b>1,554</b>	<b>630</b>	<b>1,596</b>	<b>1,301</b>	<b>295</b>
University College of Teacher Education Carinthia	118	99	19	52	43	9
University College of Teacher Education Lower Austria	171	151	20	150	130	20
University College of Teacher Education Upper Austria	282	163	119	278	219	59
University College of Teacher Education Salzburg	184	161	23	210	177	33
University College of Teacher Education Styria	342	225	117	268	223	45
University College of Teacher Education Tyrol	271	169	102	234	179	55
University College of Teacher Education Vorarlberg	120	99	21	129	117	12
University College of Teacher Education Vienna	588	409	179	232	184	48
Vienna University College of TE – agriculture and environment	108	78	30	43	29	14
<b>Private University Colleges of TE and study programmes, total</b>	<b>1,159</b>	<b>987</b>	<b>172</b>	<b>661</b>	<b>586</b>	<b>75</b>
<b>Private University Colleges of Teacher Education</b>	<b>1,090</b>	<b>938</b>	<b>152</b>	<b>630</b>	<b>559</b>	<b>71</b>
University College of Teacher Education Burgenland Foundation	71	69	2	32	31	1
University College of Teacher Education of the Diocese of Linz	257	221	36	179	156	23
University College of TE of the Diocese of Graz-Seckau Foundation	139	118	21	60	53	7
University College of TE – Diocese of Innsbruck Foundation	104	88	16	78	65	13
University College of TE – Archdiocese of Vienna Foundation	519	442	77	281	254	27
<b>Private study programmes for teacher training</b>	<b>69</b>	<b>49</b>	<b>20</b>	<b>31</b>	<b>27</b>	<b>4</b>
Religious education (Catholic) at compulsory schools, Klagenfurt	11	9	2	6	6	-
Religious education (Jewish) at compulsory schools, Vienna	30	26	4	10	10	-
Religious education (Islamic) at compulsory schools, Vienna	28	14	14	15	11	4

VET S&C – vocational education and training schools and colleges.  
TE – Teacher Education.

Source: Statistics Austria – Education documentation

**Table 15:**  
**University Colleges of Teacher Education: Students in further and continuing education,**  
**winter term 2009/10 and academic year 2008/09**

Type of further and continuing education <sup>1</sup> / Higher education institution	Students in further and continuing education					
	winter term 2009/10			academic year 2008/09 <sup>2</sup>		
	all	females	males	all	females	males
<b>Further and continuing education courses, total</b>	<b>8,135</b>	<b>6,538</b>	<b>1,597</b>	<b>12,170</b>	<b>9,923</b>	<b>2,247</b>
University courses with master degree (at least 120 ECTS credits)	243	179	64	311	237	74
University courses with academic title (at least 60 ECTS credits)	633	528	105	1,115	914	201
Courses for additional teaching qualification (at least 30 ECTS credits)	540	367	173	992	725	267
Courses (30 to less than 60 ECTS credits)	1,288	1,007	281	1,947	1,580	367
Courses (6 to less than 30 ECTS credits)	5,431	4,457	974	7,805	6,467	1,338
<b>Public University Colleges of Teacher Education, total</b>	<b>6,254</b>	<b>4,890</b>	<b>1,364</b>	<b>8,959</b>	<b>7,103</b>	<b>1,856</b>
University College of Teacher Education Carinthia	492	442	50	662	620	42
University College of Teacher Education Lower Austria	518	429	89	698	605	93
University College of Teacher Education Upper Austria	1,652	1,323	329	3,029	2,387	642
University College of Teacher Education Salzburg	985	804	181	798	648	150
University College of Teacher Education Styria	1,447	1,106	341	2,242	1,785	457
University College of Teacher Education Tyrol	615	461	154	638	468	170
University College of Teacher Education Vorarlberg	220	171	49	341	285	56
University College of Teacher Education Vienna	291	137	154	515	301	214
Vienna University College of TE – agriculture and environment	34	17	17	36	4	32
<b>Private University Colleges of Teacher Education</b>	<b>1,832</b>	<b>1,601</b>	<b>231</b>	<b>3,164</b>	<b>2,777</b>	<b>387</b>
University College of Teacher Education Burgenland Foundation	215	199	16	278	251	27
University College of Teacher Education of the Diocese of Linz	427	343	84	358	257	101
University College of TE of the Diocese of Graz-Seckau Foundation	436	410	26	1,156	1,075	81
University College of TE – Diocese of Innsbruck Foundation	141	104	37	158	114	44
University College of TE – Archdiocese of Vienna Foundation	613	545	68	1,214	1,080	134
<b>Study programmes from other private education providers, total</b>	<b>49</b>	<b>47</b>	<b>2</b>	<b>47</b>	<b>43</b>	<b>4</b>
Private university course of the Diocese of Gurk, Klagenfurt	49	47	2	47	43	4
Private university course of the Islamic Religious Community in Austria	-	-	-	-	-	-

1 Not including courses with less than 6 ECTS credits.

2 Students in winter term 2008/09 and summer term 2009.

ECTS – European Credit Transfer and Accumulation System.

Source: Statistics Austria – Education documentation

**Table 16:**  
**Reference levels of European average performance (*Benchmarks*) in education and training, 2009**

**Early childhood education**

	EU target 2020	Ø EU-27	Austria	Females	Males	EU rank
	<i>min. 95%</i>	92.3%	90.3%	90.9%	89.8%	15 (of 27)

Note: By 2020, the EU average should be at least 95%. Data refer to the proportion of 4 to 6 year old children who attend educational institutions before starting school, as compared to the same age population. Data 2008

**Low achievers in basic skills**

	EU target 2020	Ø EU-27	Austria	Females	Males	EU rank
Reading	<i>max. 15%</i>	24.1%	21.5%	16.2%	29.2%	14 (of 25)
Mathematics	<i>max. 15%</i>	24.0%	20.0%	22.7%	17.4%	13 (of 25)
Science	<i>max. 15%</i>	20.2%	16.3%	17.5%	15.2%	9 (of 25)

Note: By 2020, the EU average should have decreased to max. 15%. Data refer to the percentage of 15 year old pupils who attain at most proficiency level 1 on the respective PISA scale. Data from PISA 2006

The table does not include data from PISA 2009 because EU averages were not available when this Guide went to press. Austria's data from PISA 2009: reading 27.6%; mathematics 23.2%; science 20.9%

**Early leavers from education and training**

	EU target 2020	Ø EU-27	Austria	Females	Males	EU rank
	<i>max. 10%</i>	14.4%	8.7%	8.9%	8.5%	7 (of 27)

Note: By 2020, the EU average should be less than 10%. Data refer to the proportion of 18 to 24 year olds who have not completed upper secondary education and who are not in education or training. Data 2009

**Tertiary level attainment (age group of 30 to 34 year olds)**

	EU target 2020	Ø EU-27	Austria	Females	Males	EU rank
	<i>min. 40%</i>	32.3%	23.5%	24.0%	23.0%	18 (of 27)

Note: By 2020, the EU average should be increased to at least 40%. Data refer to the proportion of 30 to 34 year olds with completed tertiary education (ISCED levels 5 and 6) as compared to the same age resident population. Data 2009

**Adult participation in lifelong learning**

	EU target 2020	Ø EU-27	Austria	Females	Males	EU rank
	<i>min. 15%</i>	9.2%	13.8%	14.7%	12.8%	7 (of 27)

Note: By 2020, the EU average level should be at least 15%. Data refer to the 25 to 64 year old population participating in formal or non-formal education during the 4 weeks prior to the survey. Data 2009

Source: Statistics Austria, European Commission, OECD

**Table 17:**  
**Adult education: number of events and participation, calendar year 2009 and academic year 2008/09, respectively**

		Short events 1 – 4 TU <sup>1</sup>	Courses	Total	Special courses / events
Platform Educational Institutions in Austria	Events	4,850	10,643	15,493	2,274
	Participation	113,959	247,774	361,733	30,400
"bfi" Vocational Training Institute	Events	n.a.	19,805	19,805	52
	Participation	n.a.	225,306	225,306	5,769
Austrian Library Association	Events <sup>2</sup>	25,438	89	25,527	-
	Participation <sup>3</sup>	n.a.	2,384	2,384	n.a.
Catholic Adult Education Institutions	Events	18,437	8,998	27,435	3,645
	Participation	432,960	144,479	577,439	327,259
Institute for Adult Education in Rural Areas	Events	6,617	5,501	12,118	818
	Participation	166,192	113,949	280,141	129,939
Federation of Austrian Educational Associations	Events	9,469	4,127	13,596	8,114
	Participation	223,345	96,694	320,039	748,693
Austrian National Economy Society	Events	1,212	1,546	2,758	153
	Participation	28,388	27,307	55,695	8,220
Austrian Trade Union Education Network	Events	3,879	3,854	7,733	1,305
	Participation	91,271	54,726	145,997	109,620
Association of Austrian Adult Education Centres	Events	4,463	47,695	52,158	2,976
	Participation	133,907	461,758	595,665	89,272
Institute for Economic Promotion of the Austrian Federal Economic Chamber	Events	1,351	29,148	30,499	n.a.
	Participation	23,900	317,589	341,489	n.a.
Total	Events	75,716	131,406	207,122	19,337
	Participation	1,213,922	1,691,966	2,905,888	1,449,172

1 TU = Teaching unit.

2 Borrowings of books and other media: 20.737.695

3 Visits: 10.262.834

n.a. – Not available.

Source: Austrian Conference on Adult Education (KEBÖ)

**Table 18:**  
**Adults' participation in lifelong learning: Population of 15 years and older by participation in training and continuing education; type, purpose and hours by age and gender, 2009<sup>1</sup>**

Age (years)	Total			Courses attended			Average number of hours within four weeks prior to survey <sup>3</sup>		EU structural indicator "lifelong learning" <sup>4</sup>	
	Thousands	of which in education / training (formal and/or non-formal) <sup>2</sup>		total	of which predominantly job-related	of which predominantly private	total	of which in predominantly job-related courses		
		Thousands	%							Thousands
<b>All</b>										
<b>Total</b>	<b>6,986.4</b>	<b>1,310.8</b>	<b>18.8</b>	<b>668.8</b>	<b>347.7</b>	<b>321.1</b>	<b>18.5</b>	<b>24.2</b>	<b>13.8</b>	
15 – 19	487.5	423.5	86.9	70.6	17.0	53.6	19.6	35.6	.	
20 – 29	1,053.2	361.8	34.4	138.7	77.4	61.3	24.0	31.5	27.0	
30 – 39	1,145.4	191.0	16.7	146.6	88.0	58.6	20.1	25.1	16.6	
40 – 49	1,393.6	176.5	12.7	161.3	101.3	60.0	16.5	19.9	12.6	
50 – 59	1,063.8	95.1	8.9	91.4	54.9	36.5	15.0	18.1	8.9	
60 and older	1,842.9	62.9	3.4	60.2	9.1	51.1	10.9	18.0	5.4	
25 – 64	4,596.3	637.7	13.9	494.4	292.1	202.4	17.9	22.4	13.8	
<b>Females</b>										
<b>Females total</b>	<b>3,615.7</b>	<b>690.0</b>	<b>19.1</b>	<b>369.6</b>	<b>169.5</b>	<b>200.1</b>	<b>16.5</b>	<b>23.3</b>	<b>14.7</b>	
15 – 19	243.7	210.7	86.5	35.9	9.3	26.5	18.4	35.0	.	
20 – 29	529.3	185.2	35.0	72.7	38.4	34.2	21.6	29.8	26.8	
30 – 39	575.1	103.6	18.0	81.9	44.8	37.1	18.0	23.4	17.9	
40 – 49	690.4	97.6	14.1	89.6	50.0	39.5	15.0	19.0	14.1	
50 – 59	539.2	52.8	9.8	50.8	24.2	26.6	13.5	17.8	9.8	
60 and older	1,038.0	40.1	3.9	38.8	(2.7)	36.1	9.8	18.8	6.1	
25 – 64	2,308.7	342.7	14.8	273.6	141.1	132.6	16.1	21.5	14.7	
<b>Males</b>										
<b>Males total</b>	<b>3,370.7</b>	<b>620.8</b>	<b>18.4</b>	<b>299.3</b>	<b>178.3</b>	<b>121.0</b>	<b>20.9</b>	<b>25.1</b>	<b>12.8</b>	
15 – 19	243.8	212.8	87.3	34.8	7.7	27.1	20.8	36.4	.	
20 – 29	523.9	176.6	33.7	66.1	38.9	27.1	26.7	33.2	27.2	
30 – 39	570.3	87.4	15.3	64.7	43.2	21.5	22.9	26.9	15.2	
40 – 49	703.2	79.0	11.2	71.7	51.3	20.4	18.3	20.7	11.2	
50 – 59	524.6	42.2	8.1	40.6	30.7	9.9	16.9	18.3	8.0	
60 and older	804.9	22.7	2.8	21.4	6.4	15.0	13.0	17.6	4.6	
25 – 64	2,287.6	295.0	12.9	220.8	151.0	69.8	20.2	23.3	12.8	

1 Extrapolated figures. On account of the sample error, values less than 6,000 are inaccurate and cannot be interpreted statistically; they are put in parentheses.

2 Adults' participation in training and continuing education within four weeks prior to the survey;  
 formal education: school (including apprenticeship) and higher education system; non-formal education: courses and training.

3 Refers to participants.

4 Percentage of the population aged 25 to 64 years participating in training and continuing education programmes (not including persons who interrupt attendance at school or higher education institution on account of holidays).

Source: Statistics Austria – Microcensus / Labour Force Survey

**Table 19:**  
**Labour force aged 25 to 64 years participating in continuing education by federal province and purpose of continuing education, 2009<sup>1</sup>**

Participation in continuing education	Austria, total	Burgenland	Carinthia	Lower Austria	Upper Austria	Salzburg	Styria	Tyrol	Vorarlberg	Vienna
	Thousands									
<b>All</b>	3,462.1	117.9	221.8	669.0	587.1	229.0	491.2	298.7	153.6	693.8
<b>Numbers</b>	<b>417.3</b>	<b>11.7</b>	<b>23.4</b>	<b>74.7</b>	<b>71.1</b>	<b>27.7</b>	<b>57.9</b>	<b>34.8</b>	<b>21.0</b>	<b>94.9</b>
<b>%</b>	<b>12.1%</b>	<b>10.0%</b>	<b>10.5%</b>	<b>11.2%</b>	<b>12.1%</b>	<b>12.1%</b>	<b>11.8%</b>	<b>11.6%</b>	<b>13.6%</b>	<b>13.7%</b>
predominantly job-related	258.3	8.2	16.2	47.9	45.5	17.7	37.5	22.1	12.6	50.6
predominantly private	159.0	3.5	7.2	26.9	25.7	10.0	20.5	12.7	8.3	44.3
<b>Females</b>	1,607.2	53.3	100.7	313.4	266.5	107.7	227.1	137.3	69.4	331.9
<b>Numbers</b>	<b>221.9</b>	<b>5.8</b>	<b>12.3</b>	<b>38.5</b>	<b>35.2</b>	<b>15.0</b>	<b>30.3</b>	<b>17.9</b>	<b>10.3</b>	<b>56.5</b>
<b>%</b>	<b>13.8%</b>	<b>10.9%</b>	<b>12.2%</b>	<b>12.3%</b>	<b>13.2%</b>	<b>14.0%</b>	<b>13.3%</b>	<b>13.1%</b>	<b>14.9%</b>	<b>17.0%</b>
predominantly job-related	122.8	3.8	7.9	21.3	19.2	8.7	17.6	10.2	5.2	28.8
predominantly private	99.1	2.0	4.4	17.2	16.0	6.4	12.6	7.7	5.1	27.7
<b>Males</b>	1,855.0	64.6	121.2	355.6	320.6	121.3	264.1	161.4	84.3	361.9
<b>Numbers</b>	<b>195.4</b>	<b>5.9</b>	<b>11.1</b>	<b>36.3</b>	<b>35.9</b>	<b>12.7</b>	<b>27.6</b>	<b>16.9</b>	<b>10.6</b>	<b>38.4</b>
<b>%</b>	<b>10.5%</b>	<b>9.1%</b>	<b>9.1%</b>	<b>10.2%</b>	<b>11.2%</b>	<b>10.4%</b>	<b>10.5%</b>	<b>10.5%</b>	<b>12.6%</b>	<b>10.6%</b>
predominantly job-related	135.5	4.4	8.3	26.6	26.2	9.1	19.8	11.9	7.4	21.8
predominantly private	59.8	(1.5)	(2.7)	9.7	9.7	3.6	7.8	4.9	3.2	16.7

<sup>1</sup> Extrapolated figures in Thousands. Values that are inaccurate on account of the sample error are put in parentheses.

Source: Statistics Austria – Microcensus / Labour Force Survey

**Table 20:**  
**Adults' participation in formal and non-formal education: population aged 25 to 64 years by participation, labour status, gender, age and highest level of completed education, 2007<sup>1</sup>**

	Resident population					of which people in employment		
	total	of which persons who participated in formal and/or non-formal education		of which persons who did not participate in any educational activities although they wanted to		total	of which persons who participated in formal and/or non-formal education	
	Thousands	Thousands	%	Thousands	%	Thousands	Thousands	%
<b>All</b>	<b>4,561.8</b>	<b>1,912.6</b>	<b>41.9</b>	<b>386.6</b>	<b>11.8</b>	<b>3,231.5</b>	<b>1,562.1</b>	<b>48.3</b>
Females	2,289.3	912.7	39.9	219.4	10.4	1,380.2	679.5	49.2
Males	2,272.5	999.9	44.0	167.2	13.6	1,851.3	882.6	47.7
<b>Age</b>								
25 to 34 years	1,079.9	508.4	47.1	132.2	8.2	792.6	375.2	47.3
35 to 44 years	1,377.1	664.0	48.2	117.9	11.7	1,137.5	594.7	52.3
45 to 54 years	1,182.2	505.8	42.8	77.4	15.3	974.1	459.2	47.1
55 to 64 years	922.6	234.4	25.4	59.1	15.6	327.3	133.0	40.6
<b>Highest level of completed education</b>								
Compulsory school	853.5	153.5	18.0	65.7	13.0	.	.	.
Apprenticeship	1,842.3	631.5	34.3	164.8	11.2	.	.	.
Intermediate VET school	630.1	283.6	45.0	63.3	10.0	.	.	.
Upper secondary school with "Matura" <sup>2</sup> exam	657.4	415.4	63.2	53.7	12.2	.	.	.
Universität, Fachhochschule, equivalent study program	578.6	428.6	74.1	39.2	14.8	.	.	.

1 Adults' participation in education and continuing education within 12 months prior to the survey; formal education: school (including apprenticeship) and higher education system; non-formal education: courses and training.  
 2 Higher education (HE) entrance qualification.

Source: Statistics Austria – EU-Adult Education Survey



## Annex 4



# **Grade Retention during Compulsory Education in Europe: Regulations and Statistics**

This document is published by the Education, Audiovisual and Culture Executive Agency (EACEA P9 Eurydice).

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## PREFACE

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I am very pleased to present this study by Eurydice on the critical subject of grade retention. This issue is part of the wider struggle against school failure and early school leaving; problems which have long been priorities of national education policies and now have a high priority in the European policy agenda. The Europe 2020 strategy to exit the economic crisis and to build smart and inclusive growth includes the commitment to reducing early school leaving from the current rate of 14.4 % to below 10 % by 2020. Strategies for combating school failure are, therefore, at the centre of discussions at European level. This has led to a renewed focus on practices for grade retention and their impact on children having difficulties at school and has been the subject of research.

The communication entitled 'Improving Competences for the 21st Century: An Agenda for European Cooperation on Schools' (European Commission, 2008a) commented as follows on the practice of repeating a year as a strategy to combat difficulties:

'in some education systems up to 25 % of pupils repeat a year whilst in others this rarely happens. This measure is very costly. Whilst some pupils who repeat a year catch up, the vast majority do not. The repetition rate is clearly higher for children from disadvantaged groups and, in the long term, the results of children who repeat a year are often worse than those weaker pupils who were not held back.'

In order to reach the targets set at European level, effective education policies, based on evidence, are essential. Similarly, by learning from each other and exchanging good practices, countries can critically examine and improve their policies. In order to better understand national practices regarding grade retention, the European Commission has engaged the Eurydice Network to carry out a comparative analysis of the policies in place in European countries.

I am convinced that this study has produced a valuable inventory of the legislation and practices in place regarding pupils' repetition of a school year and that it will be of great interest to policy-makers, practitioners as well as to the wider public.

A handwritten signature in blue ink, appearing to read 'Androulla Vassiliou', with a long horizontal line extending from the end of the signature.

Androulla Vassiliou

Commissioner responsible for  
Education, Culture, Multilingualism and Youth

# CONTENTS

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<b>Preface</b>	<b>3</b>
<b>Introduction</b>	<b>7</b>
<b>Chapter 1: Conditions for Admission to Compulsory Primary Education</b>	<b>9</b>
1.1. Admission criteria	9
1.1.1. Age of admission	9
1.1.2. Other admission criteria	11
1.2. Parties involved in the decision-making process	13
1.3. Provision for pupils not admitted	16
1.4. Statistical data	17
<b>Chapter 2: Grade Retention in Primary Education</b>	<b>21</b>
2.1. Existing regulations	21
2.2. Criteria governing grade retention	23
2.3. Catch-up opportunities at the end of the school year	27
2.4. Transition from primary to secondary education and grade retention	27
2.5. Participants in the decision-making process on grade retention	28
2.5.1. Role of education professionals within and outside the school	28
2.5.2. Parents' role	31
2.6. Statistical data	34

<b>Chapter 3: Grade Retention in Lower Secondary Education</b>	<b>41</b>
3.1. Criteria governing grade retention	41
3.1.1. Attendance record, family situation and behaviour	42
3.1.2. Academic progress	43
3.2. Limitations on grade retention	45
3.2.1. Catch-up opportunities at the end of the school year	45
3.2.2. Conditional progression	46
3.2.3. Limited number of repeated years	46
3.2.4. Changing streams or school as an alternative to grade retention	47
3.3. Measures taken during grade retention	48
3.4. Participants in the decision-making process on grade retention	49
3.4.1. Role of education professionals within and outside the school	49
3.4.2. Parents' role	51
3.5. Statistical data	54
<b>Main Conclusions</b>	<b>59</b>
<b>References</b>	<b>61</b>
<b>Glossary</b>	<b>71</b>
Country codes	71
Glossary	72
<b>Table of Figures</b>	<b>73</b>
<b>Acknowledgements</b>	<b>75</b>

## INTRODUCTION

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This study is a contribution from the Eurydice Network to the debate on school failure and early school leaving within the framework of the European Commission's policy on education and training (European Commission, 2011) <sup>(1)</sup>. In all education systems, in one form or another, pupil progress is assessed throughout the school year and various measures are put in place to support pupils who are having difficulties to ensure that they make satisfactory progress. In a large number of countries, at the end of a school year, retaking the year can be an option for pupils who, in spite of the support measures implemented during the course of the year, have not been able to make sufficient progress. It is important to stress immediately that the question of promotion to the next class cannot be separated from the background and traditions of education in a particular country. This explains why the frequency with which countries have recourse to year repetition and the criteria which are applied can vary significantly from one country to another.

This study is focussed on the regulations in force <sup>(2)</sup> relating to the repetition of a school year in primary and lower secondary general education in Eurydice Network countries. This corresponds to the period of compulsory full-time education in the majority of countries. The various support measures which exist everywhere and the individual help given to pupils in difficulty during the school year are not considered here. The focus of the study is mainstream education only. This means that if there are separate regulations or separate classes or provisions outside mainstream education for children with special education needs or children with an immigrant background, then these arrangements are not considered. The issue surrounding early entry and accelerated promotion of pupils identified as gifted or talented is also excluded from this analysis.

The analysis covers three important stages of compulsory education. Chapter 1 is devoted to access to primary education. The normal starting age of primary education and the particular time during the year when a child is deemed to have reached this age varies between education systems. In some countries, age is not the only condition of access. Criteria such as maturity and the child's general level of development may be taken into account and these comprise the factors which can justify deferment of entry to primary education. Chapters 2 and 3 are concerned with the regulations linked to progression and moving up to the next class during primary and lower secondary education respectively. These two chapters explore several aspects relating to repetition including the established criteria which govern the procedure, restrictions in place to limit its use, opportunities provided to help pupils catch up and the participants involved in the decision-making process. Each chapter contains a final section devoted to the available statistical data on the numbers of pupils who start primary education late and those who repeat years. This data helps to improve our understanding of the differences between countries in the practice and implementation of grade retention. The section on statistics is based on figures for the 2007/08 school year from the EUROSTAT database and the 2009 PISA study.

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<sup>(1)</sup> Council conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training ('ET 2020'), OJ C 119, 28.05.2009.

<sup>(2)</sup> National documents regulating children admission to primary level and pupils' progression throughout compulsory education are listed in the references.

The study relates to the school year 2009/10 and covers all countries in the Eurydice Network. The comparative analysis has been written by the Eurydice EACEA Unit based on the detailed national descriptions of education systems published on the Eurydice website. The information has been completed and updated by the National Units during the verification of this study. All those who have contributed have been acknowledged at the end of the report.



## CHAPTER 1: CONDITIONS FOR ADMISSION TO COMPULSORY PRIMARY EDUCATION

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This chapter focuses on children's admission to compulsory primary education (ISCED 1). In Europe, the official age for starting compulsory primary education varies from one country to another. There are also differences between countries regarding the time when a child must have reached the official admission age. Criteria other than age may apply when determining the admission of a child to the first year of primary education and, consequently, entry to compulsory primary education might be postponed. Some children may therefore start the first year of primary education when they are a year older than the theoretical starting age. It is important, therefore, that the process of primary education admission is considered alongside the issue of progression to the next class.

The different criteria that a child must satisfy in order to be enrolled in the first year of compulsory primary education are examined in the first section of this chapter. The second section looks at those who are involved in the decision-making process surrounding the postponement of school admission. The third section outlines the provisions made for children who are not admitted to the first class of primary education while the last section provides an estimate of the percentage of pupils who have reached the required school age but are still enrolled at pre-primary level.

In comparing the different policies and practices relating to primary education admission in Eurydice countries, our analysis only considers the official age stated in regulations. The possibility of early entry to primary education is not taken into account nor are the specific admission conditions of pupils officially recognized with special educational needs.

### 1.1. Admission criteria

In most countries, the start of compulsory education coincides with the start of primary education. Almost everywhere, children who have reached compulsory school age must be enrolled in an educational institution. In some countries children must attend a pre-primary institution. In Greece, Cyprus, Hungary and Poland, the last pre-primary year is compulsory for all children, while in Latvia and Luxembourg the last two years are compulsory. In Denmark, the pre-primary class (*børnehaveklasse*) integrated within the *folkeskole* (primary and lower secondary school), taking children from the age of 6, has been compulsory since 2009.

#### 1.1.1. Age of admission

The age laid down by law is, in all countries, a criterion for entry to compulsory primary education. In the majority of countries (24), this age is fixed at 6. The statutory age is fixed at 5 in Malta and the Netherlands, as well as in the United Kingdom (England and Wales). The lowest age is 4 in Northern Ireland. The highest age is 7 in the three Baltic countries, in two countries in Central Europe (Bulgaria and Poland) and in three Nordic countries (Denmark, Finland and Sweden). In Poland, from 2012, the age of starting primary education will be 6.

In all countries the law lays down a specific date or period in the year by which the child must have reached the required age to enter primary education. In the majority of countries, a child starts primary education when he or she reaches the statutory age in the course of the calendar year. It is not necessary for the child to have reached the required age at the start of the school year, but he or she must have reached it before the end of the calendar year.

The United Kingdom (England and Wales) forms exception regarding the admission periods. Children reach compulsory school age at different points in the school year – at the start of the school term following their fifth birthday, i.e. in September, January or April. However, many children enter primary school before they reach compulsory school age, most commonly in September following their fourth birthday. Children are normally taught in the reception class (ISCED 0) at primary school until September following their fifth birthday, when they progress automatically to Year 1.

In other eleven countries, the child must have reached the statutory age before a specified date. This means that children who reach the required age after that date must wait until the following school year to attend primary education. The reference date usually corresponds to the start of the school year. This is the case in the Czech Republic, Cyprus <sup>(1)</sup>, Luxembourg, Austria, Portugal, Romania, Slovakia and Liechtenstein, and a little later in Estonia, in October. In Northern Ireland, the cut-off date is 1 July, so a child whose fourth birthday falls after this date does not reach compulsory school age until September of the following year. In Scotland, the reference period extends into the school year until the end of March, allowing pupils born at the end or beginning of the calendar year to be admitted to primary education at the start of the school year. In Germany, pupils reaching the age of 6 before the end of September are admitted to primary school. However, this reference period may be modified by the *Länder*. In Berlin and in the *Länder* of Bayern and Nordrhein-Westfalen, the reference period has been extended to 31 December: all children reaching the age of 6 by the end of the calendar year start their compulsory schooling after the summer holidays.

In four of these countries, children who turn the required age during the months following the fixed reference date might be given the opportunity to be admitted to the first year of primary education under certain conditions. In the Czech Republic, children who turn six in the period between the start of the school year in September and the end of December may be admitted to school. This is subject to their statutory representative having made the appropriate request and the relevant school guidance facility confirming that the child is ready for school following an assessment. In March 2009, the Education Act extended the period of admission to June of a given school year. This means that in order for children born between January and the end of June to be admitted, their level of maturity must be assessed by a specialist (e.g. neurologist, paediatrician) who then makes a recommendation regarding admission. In Austria, a child who reaches the official starting age of six years before the 1st of March following the beginning of the school year, may be admitted to the first grade of primary education at the request of parents and with evidence that s/he is sufficiently mature, mentally and socially, to attend school. In Portugal, children born between 16 September and 31 December are admitted to the *ensino básico* if the parents or legal guardians so request. The only limitation is the number of places available in the school of their choice. In Romania, parents or guardians of a child

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<sup>(1)</sup> Primary education is compulsory for all children who have reached the age of five years and eight months before the beginning of the school year, on the first of September. This therefore means that all the children have to turn six years old before the end of the calendar year in order to be admitted.

whose birthday falls between the start of the school year and the end of the calendar year have to request for his/her entry to the first primary year. The child must demonstrate a level of physical and mental maturity or of general development in order to be admitted.

Children who have not reached the required age before the reference date or during the period are kept at pre-primary level. These children will start their primary schooling the following year and will be one year older than the official age of entry. As a result, in these countries, according to international statistics (see Section 1.4), a greater proportion of children appear to be one year behind at the start of primary education.

### 1.1.2. Other admission criteria

As Figure 1.1 shows, in 14 countries, reaching the required age is the only condition for admission of pupils to the first year of primary. The situation is similar in eight other countries (Latvia, Poland, Romania, Slovakia, Slovenia, Finland, Sweden and Turkey) but parents have the right to postpone their child's entry to the first year of primary education. In all other countries there are other admission criteria, in addition to age, defined by education authorities; a child who has reached the required age within the period laid down may be kept at pre-primary level if he or she does not fulfill the other conditions for the start of primary schooling.

The other criteria most frequently applied is based on the concept that a child must have attained a certain level of development, maturity or readiness to start primary education. Children who are not considered to be sufficiently ready for primary school are kept at pre-primary level for an additional year, the time necessary for them to prepare for the new world of primary education and its demands.

This concept of a required level of development is put into practice either by considering the child's development as a whole (as in Belgium, Denmark, Germany and Iceland) or by specifying its many and varied dimensions: physical, mental, psychological and social. In Estonia, the child's physical, mental and social development is used as an admission criterion only when parents consider requesting a year's postponement. The same occurs in Belgium. In Turkey, even if the child has reached the required age, he or she may not be admitted to primary education if his or her level of physical development is considered to be inadequate by his or her parents.

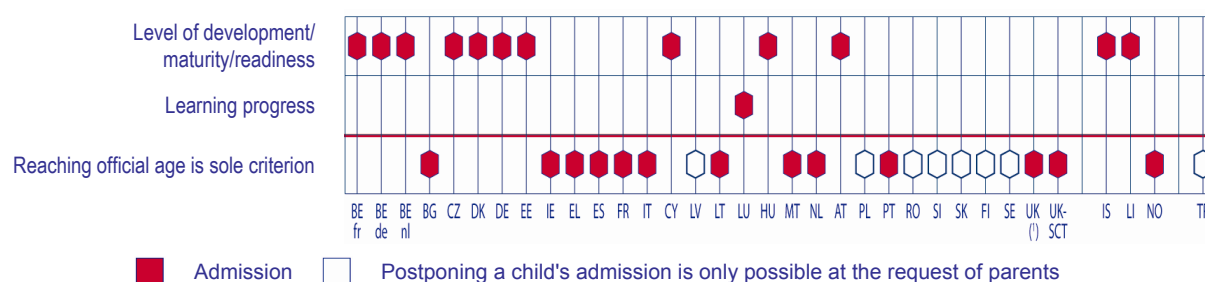
In several other countries the emphasis is placed on the child's maturity and readiness for primary education. In Austria, all the pupils of compulsory school age enter primary education in primary school (*Volksschule*) at the beginning of the school year. It is then the criterion of maturity that determines the pupil's enrolment at the pre-primary grade (*Vorschulstufe*) or at the first grade. In the Czech Republic, it is a question of establishing whether the child is physically and mentally ready. Similarly, in Latvia, the child's readiness is assessed in both psychological and health terms. In Hungary, a statement of 'readiness for school' is required as evidence that the child can start the *általános iskola* (primary and lower secondary institution). In Cyprus, a child's maturity and readiness are taken into account on the transition from the last compulsory pre-primary year of *nipiagogeio* to the first year of primary school (*dimotiko scholeio*). Similarly, in Slovakia, the law stipulates that schooling starts when the child has reached the required age and maturity in terms of readiness for school. If the child does not achieve school maturity and his/her legal guardian made the request, his/her entry to the first year of primary may be deferred.

In Liechtenstein the most important criterion taken into account when deciding whether to admit children to primary school (*Primarschule*) is *Schulfähigkeit*. This term means 'readiness for school' and covers three separate criteria: the state of development of the child; the requirements of the school; and the family/home environment. These criteria are considered to be interdependent and a child cannot be assessed on the basis of only one or two criteria at the exclusion of the others.

In Luxembourg, the child's level of learning is the only criterion for moving from pre-primary up to primary education. In fact, in this country entry to primary school corresponds to moving from the first *cycle d'apprentissage* (stage of learning compulsory from the second year) to the second stage. Progression from one stage to the next within basic education is regulated which means that an assessment is carried out at the end of the first *cycle d'apprentissage*. This end of stage report is intended to certify that the pupils have developed the skills necessary to enable them to continue learning successfully at the second *cycle d'apprentissage*. Thus it may be decided that a pupil has to spend an additional year at the first stage (pre-primary education), in order to attain the skill levels required by the end of the stage <sup>(2)</sup>.

In the Flemish Community of Belgium, in the 2010/11 school year, new conditions for admission to mainstream Dutch-speaking primary education enter into force. Children aged 5 or 6 years must have a satisfactory attendance record in Dutch-speaking pre-primary education during the preceding year. If this is not the case, a language test is required in order to decide whether the child needs to be kept another year in pre-primary education.

**Figure 1.1: Criteria for admission to the first year of primary education (ISCED 1), 2009/10**



Source: Eurydice.

UK (1) = UK-ENG/WLS/NIR

#### **Additional notes**

**Ireland:** Information not verified at national level.

**Hungary:** Parents have the right to postpone their child's admission to the first primary year even if he/she passes the assessment on school readiness.

#### **Explanatory notes**

Specific admission conditions of pupils officially recognized with special educational needs are not taken into consideration in this figure. Countries shown with the symbol in white are those where reaching the official starting age is the sole admission criterion set by educational authorities but where postponement of admission is possible at the request of parents.

For more details please see section 1.2.

<sup>(2)</sup> It is admission to compulsory primary education at the age of 6 which is under consideration here. With respect to compulsory schooling at pre-primary level, at the age of 4, admission may be postponed by one year at the request of parents and if authorised by the municipal council and if the state of health or the physical or intellectual development of the child justifies the measure. A certificate drawn up by a paediatrician is attached to the application to the municipal authority. This explains that the children may start their pre-primary schooling one year after the official age.

## 1.2. Parties involved in the decision-making process

The decision to postpone the admission of a child to the first year of primary education when he or she reaches compulsory school age follows not only a process of applying specific criteria but also a complex assessment and decision-making process in which various parties are involved.

In three countries, the educational institution in which the child is to be enrolled in the first year of primary level is the sole party making the decision on admission or postponement. In Germany, in most of the *Länder*, the supervisory bodies within the primary school (*Grundschule*) are empowered by law to request that children who have not yet reached the required level of development be enrolled in *Schulkindergarten* or *Vorklasse*. In Luxembourg, the teaching staff (*équipe pédagogique*) decides whether a child meets the objectives laid down for the end of the first stage (pre-primary) and may be admitted to the second stage of learning (primary education). In Austria, where all children are admitted to primary school (*Volksschule*), it is the school head who determines the maturity of the child and decides whether s/he is ready to start the first grade of primary level or needs a preparatory year in *Vorschulstufe*.

In Hungary, it is the head of the *általános iskola* who decides on a child's admission to primary education based on a maturity assessment. The kindergarten teacher, after consultation with the parents, issues a 'statement of readiness' necessary for admission. This statement is based on the monitoring of the child's development during his/her attendance at kindergarten. If the child has not attended kindergarten or, in case of uncertainties, disagreement with the parents or a negative opinion from the *óvoda*, an education counselling service issues the 'statement of readiness' after a thorough assessment of the child. The final decision to admit a child is made by the head of the *általános iskola* and may, in some cases, go against a statement which declares that a child is not ready for school; however, such cases are rare.

In many countries, parents play an important role in their child's admission to primary education. There are some instances where it is the educational institution that suggests that a child's admission to school should be postponed but no decision can be made without the consent of the parents. In other instances, the question of postponing admission only arises if requested by parents. In these cases a procedure must be followed in order to establish whether the request should be granted or refused.

In the three Communities in Belgium, although three different parties may be involved in the process to keep a child back in pre-primary education, parental choice prevails<sup>(3)</sup>. In the German-speaking Community, parents have the right to ask for the child to be kept back or must give their consent<sup>(4)</sup>, and in the Flemish and French Communities, parents make the final decision on postponement. The other parties involved are the head of the school (French and German-speaking Communities) and the pre-primary teaching staff who give their opinion and the psycho-medical-social centre which is asked to assess the child (known as CPMS, *centre psycho-médico-social* in the French Community, PMS, *Psycho-Medizinisch-Soziales Zentrum* in the German-speaking Community and CLB, *centrum voor*

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<sup>(3)</sup> According to the new admission procedures, from 2010/11 parents do not have the final say if their child's attendance has been insufficient during the last year of pre-primary education, that is, the child has not been present for at least 185 half or 220 days in the year and has not passed the language test. If the child passes the test, parents will retain the right to decide whether or not to keep their child for an additional year in pre-primary education.

<sup>(4)</sup> If the child did not attend pre-primary level, the advice from the PMS is sufficient for not allowing a child to start the first year of primary education and to enroll her/him at pre-primary level for a year.

*leerlingenbegeleiding*, in the Flemish Community). Finally, the child's development is solely assessed following this procedure when the question on postponing the child's enrolment to the first primary year arises.

In the Czech Republic, when registering for the first grade, all children are assessed by the primary school to determine whether they are ready. On the basis of these results, parents or legal guardians are informed of their option to postpone the beginning of their child's primary schooling. It is therefore the parents or the legal guardians who apply to postpone admission. If they do so, an additional assessment is carried out. It is only the parents or legal guardians who make the final decision on whether or not to postpone admission.

In Denmark, if there is any doubt about whether a child is ready for primary education, the parents, the kindergarten or other day care institution as well as the school which the child will attend, will together assess, evaluate and discuss what is best for the child. The municipality board can then decide that admission to primary education may start one year later, at the age of 7, but always at the request of the parents or with their consent.

In Estonia, parents have the right to postpone their child's entry to the first year of primary education. Pre-primary institutions or the preparatory groups located in the *põhikool* (primary and lower secondary institution) attended by the child assess his or her development, and parents can use this assessment report for making their decision on whether or not to postpone. In this case, the child's development level is considered as an admission condition. If they decide to postpone, parents must refer to a counselling committee composed of a special education teacher, a speech therapist, a psychologist, a social worker and a representative of the county or city government. The decision of the counselling committee is considered as a recommendation. Nevertheless, in case of disagreement against postponement from the pre-primary institution, the parents are not obliged to consult the counselling committee and can make the final decision themselves. In Estonia, the request for postponement as well as the final decision is the prerogative of the child's parents.

In Cyprus, parental consent is needed for keeping a child in the *nipiagogeio* for an extra year. The *nipiagogeio* teacher diagnoses problems in the child's development and maturity and may ask for the child to be kept back in the last year of the *nipiagogeio*. In some cases, the opinion of an educational psychologist is sought.

In Latvia, deferment of admission to primary school for a child of compulsory school age is at the request of parents and must be supported by an opinion on the child's readiness for school by the family doctor or a psychologist. The institution at primary level makes the final decision.

In Poland, the School Education Act states that parents, while registering the child for being enrolled in the first year of primary education, can request to postpone school entry to the following year. The request has to be well justified and the postponement can only be for one year. The head of the school in the child's catchment area makes the decision after consultation with the centre for pedagogical-psychological support. Pre-primary teachers also play a role by providing the parents with their opinion on keeping the child one additional year at pre-primary level.

In Slovenia, parents may suggest postponing their child's entrance to the first year of the *osnovne šole*. But it is the head teacher who makes the final decision based on the opinion of a committee, usually composed of a guidance officer, a medical specialist and a teacher.

In Slovakia, at the request of the legal guardian, the head teacher can postpone the admission of a child of compulsory school age (6 years) who is not yet sufficiently mature for primary school. The request must be supported by a recommendation from a paediatrician and educational guidance service.

In Finland, parents have the right to request a postponement of admission to primary education for their child if supported by the results of psychological, or where necessary, medical tests which show that the child is not mentally or physically ready for school. Parents may choose the doctor or the psychologist who may be in private practice or a practitioner from the municipality or school. The results of the tests are binding on the school.

In Sweden, if there are special reasons and if the child's guardian makes the request, the municipality in which a child lives may decide that the child can start compulsory schooling one year later in the autumn term of the calendar year of his/her eighth birthday.

In Iceland, parents can request or consent to their child starting primary school (*grunnskóli*) one year later. The head teacher may authorise the postponement on the basis of a recommendation of a specialist (a psychologist, an education specialist, a special needs teacher or a speech therapist).

In Liechtenstein, the decision to admit a child to primary education largely results from a discussion between parents and the *Schulrat*, the council of the primary school (*Primarschule*). Children who have turned six by the deadline of 30th June are deemed to have reached compulsory school age but legislation allows parents a window of four months from 1 May to 31st August for deciding whether or not their child will start the *Primarschule*. Parents receive advice from the *Kindergarten* on the child's readiness for the *Primarschule*, based on the *Schulfähigkeit* ('readiness for school') criterion. Kindergarten teachers may consult the *Primarschule* psychology service to determine whether the child is ready or not. Although rare, if the *Kindergarten* teachers and parents disagree, the *Schulrat* makes the final decision taking into account the parents' opinion. Normally, however, parents and the *Schulrat* decide together whether the child should be admitted to the *Primarschule*.

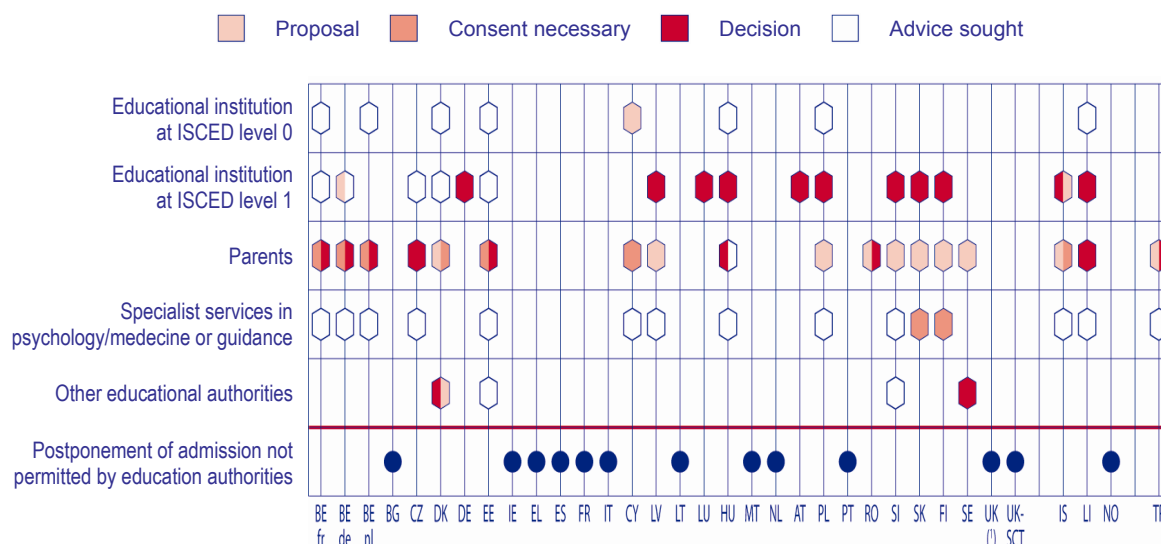
In Turkey, parents may make a written application for a year's postponement of their child's entry to the first year of the *ilköğretim okulu* on the grounds of their child's physical development.

In two countries, parents may decide to postpone the start of their child's compulsory education if they consider it necessary without being subject to any formal process. This is the case in Hungary where parents have the right to postpone their child's admission to the *általános iskola* if they so wish and even if the results of the assessment made by the *óvoda* show that the child is ready. Similarly, in Romania, parents may themselves decide to defer their child's entry to primary school for one year even if the child has reached the age of 6 by the beginning of the school year. This right is closely linked to the implementation of the 2003 reform which set the start of compulsory schooling at six years old; previously, the age was seven years old.

Finally, the decision not to admit a child of compulsory school age to the first year of primary education is a complex procedure involving various parties who have different roles. In most of the cases mentioned above, a balance is sought between the opinions of the parents and those held by the preprimary or primary education institution in order to make the most appropriate choice for the child. A third external party, such as staff in medical or guidance services, is frequently called upon to

assess the child. By showing that the child does not fulfil the criteria laid down for admission, this external involvement does in fact substantiate and hence legitimise the postponement decision made either by the parents or by the educational institution.

**Figure 1.2: Parties involved in decisions to postpone admission to the first year of primary education (ISCED 1), 2009/10**



Source: Eurydice.

UK (\*) = UK-ENG/WLS/NIR

**Additional notes**

**Belgium (BE nl):** For information on the role of parents', please see sections 1.1.2 and 1.2 as new admission conditions come into force in 2010/11.

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**Hungary:** Parents have the right to postpone their child's admission despite the positive results of the assessment.

**Explanatory note**

Specific admission conditions of pupils officially recognized with special educational needs are not taken into consideration in this figure.

**1.3. Provision for pupils not admitted**

In most countries the non-admission of children to the first year of primary education suggests that they are being kept in the pre-primary class or centre they were already attending. This means that the child either completes an additional year or repeats the last year of pre-primary education. In certain countries transition grades have been set up to take those children who have reached the required age for entering the first primary year but have not been admitted in the light of other criteria, namely that of development and maturity.

In general, it is considered that one year is sufficient to allow the child to reach the appropriate level of development/maturity/readiness. In the Czech Republic as well as in Hungary, children may be kept at pre-primary for two additional years. Regulations allow children to start their compulsory education when they turn eight years of age at the latest.



Whether they are integrated into primary school or into another institution, these transition classes, also known as preparatory classes, are intended to allow the child to adapt to primary education. There are five countries where children may be enrolled in these transition grades: the Czech Republic, Germany, Austria, Slovakia and Liechtenstein.

In the Czech Republic, it is recommended for children whose admission to primary school has been deferred to either join a preparatory class in primary school (*základní škola*) or to rejoin the last year of the kindergarten (*mateřská škola*).

In most of the German *Länder*, children are enrolled in a *Schulkindergarten*, an institution intended specifically for children of compulsory school age who have not yet attained the appropriate developmental level to start the *Grundschule*. In certain *Länder*, children not admitted to the first year of primary education may also be accepted in a transition class, the *Vorklasse*, in certain cases rejoining younger children, usually aged 5.

In Austria, it is stipulated that children are entitled to a third year if, during the first two years or the *Vorschulstufe*, they need more time to reach the objectives of the first stage of primary education at their own speed.

In Slovakia, pupils who have not been admitted to the first year of primary education are either kept at the *materská škola* (kindergarten) for another year. In the case of children who have not reached an appropriate level of maturity and who come from socially disadvantaged families, there is also the possibility to be enrolled in a preparatory class, known as 'year zero', at the *základná škola*. This 'year zero' accepts children aged 6 on 1st September. Pupils who experience difficulty during the first year of primary education and need more time to adapt may also be placed in 'year zero'. The legal guardian has the right to decide whether the child will attend the *mateřská škola* or 'year zero'.

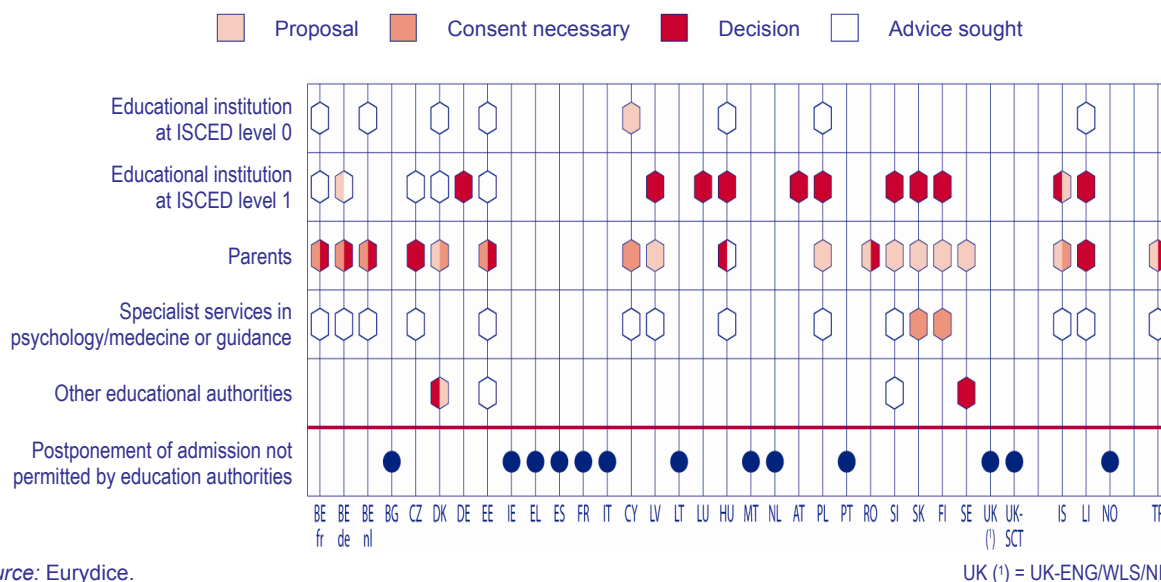
In Liechtenstein, there are two facilities for children who do not meet the criterion of *Schulfähigkeit* (readiness for school) which allow them to prepare for entry to *Primarschule*. Firstly, the *Vorschule*, a pre-primary institution especially for the preparation of children to join the first year of *Primarschule*. Secondly, a two-year induction class, the *Einführungsklasse*, provided within *Primarschule*, following which a pupil moves on to the second year of the *Primarschule*.

#### **1.4. Statistical data**

Based on Eurostat data for 2008, the percentage of pupils who have reached the statutory school age for entry into the first year of compulsory primary education (ISCED 1) and are enrolled in pre-primary education (ISCED 0) has been calculated for each country. Eurostat data used for these estimates also include pupils with special educational needs.

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attendance. In five countries it is slightly more frequent: Cyprus (3.8 %), Poland (4.2 %), Slovenia (4.4 %), Belgium – French (5.6 %) and Flemish Communities (5.9 %) and Latvia (8.0 %). Denmark has the highest rate within this group with 17.4 % of children still enrolled at pre-primary level at the official age of being at primary level. Regulations allow postponing compulsory schooling, mostly at the request or with the consent of parents. However, statistics show that this does not often occur in practice.

In other countries, the official starting age must be reached before or at the start of the school year. The percentage of children not admitted to the first year of primary education is therefore higher. It is clear that a proportion of children will only reach the required school age in the last few months of the calendar year, that is, just after the beginning of the school year. Moreover, in almost all these countries, regulations also allow for postponement for other reasons. In these countries, the enrolment percentage of children in ISCED 0 when they are of an age to attend ISCED 1 may be very high: Romania (77.7 %), Hungary (75.8 %), Liechtenstein (48.6 %), Czech Republic (47.3 %), Slovakia (43.7 %), Austria (38.6 %) <sup>(5)</sup> and Germany (37.7 %). In Estonia, the rate is clearly lower – 16.7 % – but still higher than the first two groups.

The special cases of Romania and Hungary should be highlighted, given the very high percentage of children still enrolled in pre-primary when they have reached the statutory age for entry to primary education. In Romania, the age for starting compulsory schooling was lowered from 7 to 6 years from the 2003/04 school year. Although this new legislation has come into force, four years later, in 2007, when these statistics were collected, there was still little change in practice: three quarters of children were not admitted to primary school even though they had reached the statutory age. Thus the majority of parents do not allow their children to start primary school until they reach the age of 7 – the former school starting age. National statistics from Romania confirm this estimate since in 2006/07, 78.2 % of six-year old pupils were still enrolled in pre-primary education (MECT, 2007). In Hungary, it is laid down by law that a child must start compulsory schooling at primary level by the age of 8 at the latest. As the statutory age for starting compulsory schooling is 6, the child is given two additional years to attain the developmental level required to be admitted to primary school. The fact that each child is tested to ascertain whether they are ready for primary school indicates that this criterion is quite systematically applied. In addition, it seems that there is the same tendency as in Romania where a significant number of parents prefer to keep their child in pre-primary for an additional year before starting compulsory education, even if the child is considered ready for school by the pre-primary institution.

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<sup>(5)</sup> According to national Austrian statistics, one fifth of this percentage attended the pre-primary grade, *Vorschulstufe* (Statistics Austria, 2010).

In seven countries the deferral of entry to primary schooling is a normal occurrence resulting essentially from a concept of child development as well as the degree of maturity and readiness for school. The transition classes provided in a certain number of these countries are evidence of this. This concept is integrated into legislation and appears to be accepted by all the parties involved in the decision-making process, that is to say, by both parents and the school community and by other parties such as guidance services, doctors or psychologists.

## CHAPTER 2: GRADE RETENTION IN PRIMARY EDUCATION

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This chapter begins with the regulations on grade retention in the member countries of the Eurydice Network. It then examines the criteria for progression from one class to the next at primary level and looks at the opportunities provided for pupils who have fallen behind with their studies to catch up. The relationship between the transition from primary to lower secondary education and grade progression is subsequently addressed before focusing on the role of the various parties involved in making decisions about holding pupils back, in the same class, for an extra year. Finally, data from international surveys on the number of pupils falling behind at ISCED 1 are presented in order to understand to what extent repeating a year, although permitted by regulations, is actually applied in practice in primary education.

### 2.1. Existing regulations

In almost all countries, according to the legislation in force, it is possible for a pupil to repeat a class in primary education. Although pupils are given support and remedial activities when they experience problems during the school year, a pupil might still fail to meet the set objectives by the end of the year. Retention is therefore proposed as the final measure of support. It is considered that by repeating a school year, pupils have a further opportunity to improve their learning and skills. The regulations that provide for grade retention are mostly based on this principle.

There are a very few countries which do not allow grade retention. In Norway regulations state that all pupils are entitled to automatically progress through the years of compulsory schooling. In Iceland, the Compulsory School Act does not state explicitly that children progress automatically to the next school grade but explains that 'compulsory education shall generally be of ten years in duration ... in general, all children, between the ages of 6 and 16 are required to attend compulsory school (1)'. This has been interpreted to mean that no child should stay longer than 10 years at compulsory level and consequently this has become the usual practice. Furthermore, in the National Curriculum Guide currently under revision, it will be stated explicitly that children at compulsory level are to be moved up automatically from one grade to the next at the end of the school year. In Bulgaria, according to a recent amendment to the National Education Law, in 2009, a pupil may not repeat grades 1-4 which correspond to ISCED 1. In Liechtenstein also, legislation provides for automatic progression through primary education.

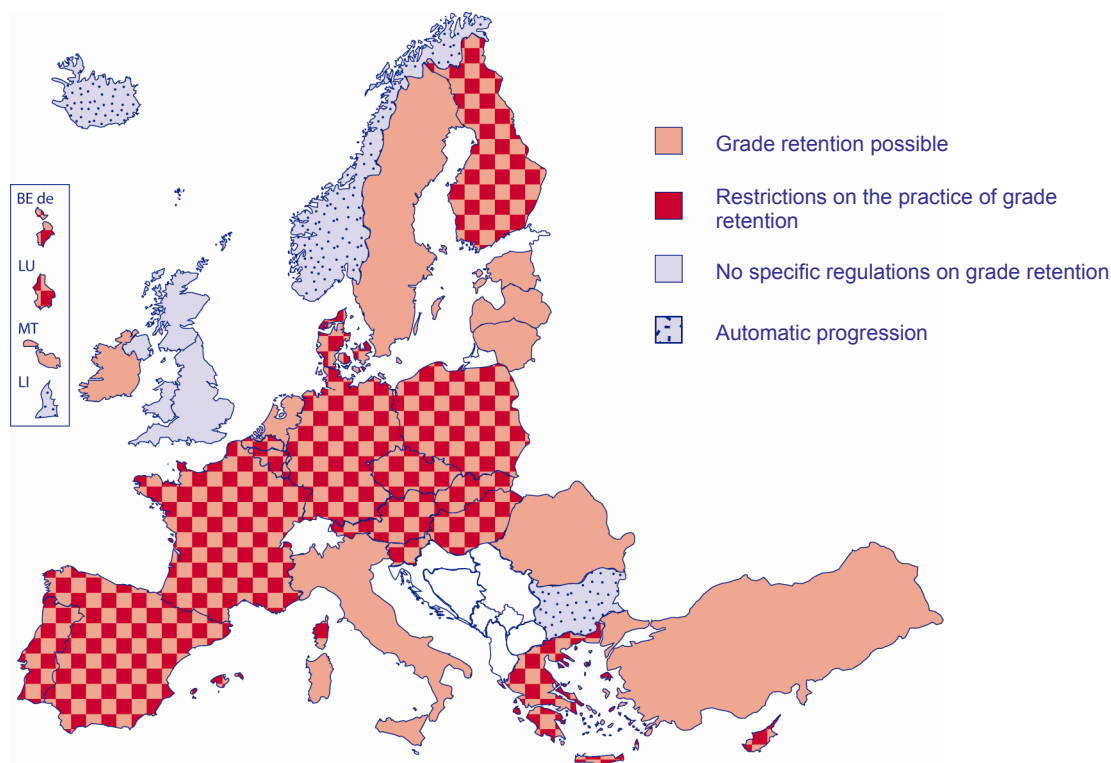
The case of the United Kingdom is very particular. There are no specific requirements that children should progress to a new age-related group each year and no legal requirements about how schools should be organised. However, there is a fundamental principle, enshrined in legislation, that education should be suitable for a child's age, ability and aptitude. In line with this, the structure of the curriculum is designed to accommodate differences in pupil ability and performance. This framework provides the context in which schools organise their teaching groups. This means that children with different levels of performance are normally taught with their own year-group and are placed 'out of year-group' only in exceptional circumstances.

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(1) *Lög um grunnskóla* [Compulsory School Act] 2008.

In some countries where retaining a pupil in the same year is allowed, in order to avoid premature use of the grade retention process, regulations limit its application to the first years of primary education. Criteria for progression from one grade to another based on pupil assessment are therefore not applied at the start of primary education. In consequence, automatic progression becomes the rule. This happens in Germany, Hungary, Austria and Portugal in the first year of primary education. However, in Hungary according to regulations, if a pupil does not meet the requirements during the first year in the *általános iskola*, the year will be considered as a preparatory year. Therefore the following year will, in fact, be the pupil's first year. This only applies for one year and for children who started their compulsory schooling no later than the age of 7. In Greece, pupils do not repeat in the first two years. In Poland, automatic progression is extended to the first three years <sup>(2)</sup>.

**Figure 2.1: Grade progression in primary education (ISCED 1) according to existing regulations 2009/10**



Source: Eurydice.

**Additional note**

**Ireland:** Information not confirmed at national level.

**Explanatory note**

**Restrictions on the practice of grade retention include:** the exclusion of particular grades from the retention process and a limit on the number of times pupils can repeat a grade in the course of primary education.

<sup>(2)</sup> In exceptional cases, the teaching council can decide on pupil repetition based on an opinion issued by a physician or a public psychological-pedagogical support centre while also taking into account the views of the pupil's parents or legal guardians. From the 2010/11 school year, such decisions will be made on the basis of a request issued by the class teacher.

Other guidelines prescribed in regulations aim to reduce the frequency of grade repetition and restrictions are therefore placed on the use of the practice during primary education. In some countries, there is a limit set on the number of times that pupils can repeat years during this phase. In the Flemish Community of Belgium, a pupil's primary education career cannot exceed eight years. In the French Community of Belgium, a pupil can only repeat one year in each of the two stages: from the pupil's admission to primary school until the end of the second year, and between the third and the sixth primary year. In only specific circumstances, such as a long period of illness, can a child be retained for the maximum nine years at primary school. In the German-speaking Community of Belgium, a pupil can be retained for an additional year after the six years of primary education, or even for a further year under certain circumstances. In Denmark, the total number of repeated years across the whole period of compulsory schooling is limited to two. In Luxembourg where schooling is organised into cycles, even though it is possible to repeat a year during any cycle, school attendance over the three cycles cannot be extended by more than two years. In other countries, regulations state that a pupil can only be retained once during primary education. This is the case in the Czech Republic, Spain, France, Cyprus and Slovakia.

## **2.2. Criteria governing grade retention**

At primary level, various elements are taken into account in the decision to allow a pupil to progress from one class to another. In almost all countries the criteria on which these decisions must be based are specified in regulations at central level. However, a few countries form an exception to this rule.

In Denmark, regulations do not define any specific criteria for progressing to the next grade. Where there is a question about whether a pupil should repeat a year, it is decided on the basis of the child's best interest. In the Netherlands, there are no statutory rules relating to the conditions for progression at primary level. Schools and/or the competent local authority (*bevoegd gezag*) must specify their own procedures in their school plans. In the United Kingdom, there are no criteria defined in regulations for placing a child out of their year group. It is the school's responsibility to consider the needs of each individual pupil. It is only in exceptional circumstances that a decision would be made that a child's needs would best be met by placement in a lower year group.

In countries where criteria are laid down in central regulations for deciding whether a pupil should progress to the next grade or not at the end of the school year, the most common criterion applied is the academic progress shown by a pupil during the school year. Other parameters which might also be set are the pupil's behaviour, attendance record or other factors related to absenteeism such as family or health problems.

Absence from school may result in a pupil being required to repeat a year. If a child has not attended a minimum number of lessons it may be considered that a reliable assessment cannot be carried out as there would be insufficient evidence on which to make the decision whether the pupil had met the conditions for progressing to the next class. In a few countries, regulations define situations in which absence from school might lead to a pupil being held back and/or state a figure for the number of absences which, if exceeded, would require a pupil to repeat the year.

The main reason for a prolonged absence is illness or hospitalisation. In the French Community of Belgium, the Czech Republic, Ireland and Slovakia, under existing regulations, a prolonged absence

due to ill-health is considered sufficient reason for a pupil to be held back for an additional year. In Ireland, changing schools is also a reason for which a child may have to repeat a year. In other countries, the reasons for absenteeism are not specified, regulations focus only on the length of absence that is considered acceptable during a school year. Thus, in Greece, a pupil may not progress if there is evidence that s/he has been absent for more than half of the school year. In Portugal, there is a limit on the number of unauthorised absences which cannot be exceeded otherwise the pupil may have to repeat the year. The same applies in Hungary where this is the only reason for repeating the first year of primary school. However, in Poland (grades 4 to 6) and in Romania, a pupil who has missed more than 50 % of compulsory lessons is still able to sit tests, the results of which would form the basis of his/her assessment and, subsequently, the basis of the final decision-making on moving up to the next class or repeating the year. Romanian legislation also takes into account a large variety of circumstances related to pupil absence including that of children who have studied abroad for a time, or those pupils authorised by the school to be absent in order to participate in festivals and/or national or international competitions of a cultural, sporting, artistic or professional nature. Regulations affect these pupils in a similar way to those pupils who are absent for a long period; they are declared to have 'deferred to the following semester/following year' which means that they will have to sit a test at the end of the first semester or school year.

Behaviour may in itself constitute a reason for repeating the year. In Poland, behaviour is assessed but not taken into account when the decision is made to move a pupil up to the next class. However, it is possible to prevent a pupil from progressing to the next class if s/he obtains the lowest end-of-year mark in behaviour for a second time. If the pupil obtains the lowest mark for a third time, s/he automatically repeats the year. As of 2010/11, it remains up to the teachers' council to decide whether the pupil should repeat the year if he/she obtained the lowest mark in behaviour, at the minimum twice in two subsequent years. In Romania, the legislation stipulates that a pupil who has received the final grade 'unsatisfactory' for his/her behaviour cannot be moved up to the next class, even if s/he passes the other subjects.

Besides these two criteria – school attendance and behaviour – the most common and important criterion for progression to the next grade is the pupil's academic progress. At primary level, there are two different approaches which may be used to decide whether a pupil has made satisfactory academic progress at the end of the school year and can therefore move up to the next class.

Firstly, an overall assessment of the pupil's academic progress can be made. This can encompass a pupil's marks but marks are not the decisive factors in determining whether a pupil is held back or progresses to the next year. Therefore, even if a pupil's marks are not satisfactory, other criteria are taken into account in the final decision on the pupil's progression. This happens in Belgium, Spain, France, Cyprus, Luxembourg, Lithuania, as well as in Portugal during the first cycle of the *ensino básico* (except at the first grade), in Slovenia from the first to the 3rd grade and in Sweden.

In the French Community of Belgium, there are two approaches to assessment: firstly, the pupil's work done during the year (observations and grades resulting from a formative assessment) as well as the results of the end-of-year tests (where organised) and, secondly, the pupil's attitudes and abilities such as the effort made, the quality of work, the ability to work in teams and to think independently as well as the ability to analyse and summarise. In Spain, the assessment takes into account different elements such as objectives, basic skills, assessment criteria etc. Every area of knowledge is



assessed using a verbal classification but the general evaluation of a pupil's progress and the degree to which competences have been acquired are important as well as the level of maturity shown by the pupil. In France, a pupil's learning progress determines whether s/he moves on to the next class or stays behind. In Cyprus, regulations stipulate that a pupil may have to repeat the year if s/he has not made the expected progress required by the curriculum. In Luxembourg, as described in chapter 1, the core skills (*socle de compétences*) must be acquired by a pupil in order to successfully meet the challenges of the next *cycle d'apprentissage* <sup>(3)</sup>. The assessment takes account of a variety of work to demonstrate that the pupil has acquired the *socle de compétences*. In Portugal, from the second to the fourth grade of the first cycle of the *ensino básico*, a pupil progresses if s/he has the necessary skills to succeed in the following year and to develop the core skills required by the end of the cycle. Both in Lithuania and Slovenia, an overall assessment of the pupil's achievements is used from grades 1 to 3. In Sweden, when the decision about a pupil's progress or retention is made, written commentaries on all pupil attainment in each subject are taken into account as well as his/her general development.

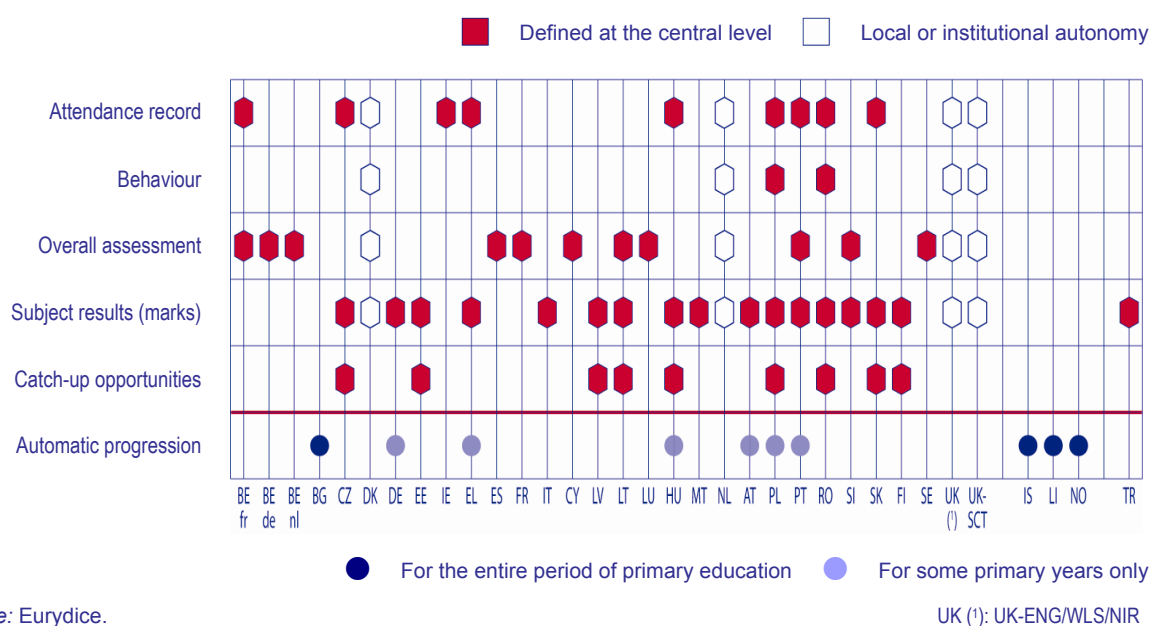
The second approach to decision-making on pupil progression which is followed in a larger number of countries is the classification of a pupil's academic progress during the school year according to a pre-defined scale. This classification largely consists of the aggregation of a range of marks which leads to an overall, final mark for all subjects or to an average mark for each subject. Marks might also combine various aspects of the pupil's academic progress including knowledge, skills, and attitudes. In order to determine whether the pupil's academic progress is satisfactory or not, regulations define a scale where a minimum level must be reached in order to allow the pupil to progress to the next school year. In some countries, regulations also specify the subjects whose marks count in this process, usually the compulsory subjects, as well as the number of subjects in which a pupil must be judged satisfactory in order to progress.

These general principles are applied in different countries in various ways. In the Czech Republic, a pupil who has passed all the compulsory subjects, as specified within the school educational programme, proceeds to the following year. In Germany and Malta, the end-of-year grades are assessed but, in the former, marks in all subjects are taken into account and, in the latter, it is limited to compulsory subjects, i.e. Maltese, English and mathematics. In Estonia, a pupil who has been given the grade 'poor' or 'weak' for the full academic year in at least three subjects has to repeat the year. In Greece, pupils must repeat the year when low grades (D and below) predominate among the final averages for the various subjects in the 3rd and 4th years, and when, in the 5th and 6th years, the overall average is below 4.5 out of 10. In Italy, it is the results of the summary of grades (*scrutinio*) which are used to estimate pupils' progress. In Latvia, a pupil may have to repeat the year if s/he fails in more than one subject at grades 1-4 and two subjects at grades 5-6. In Lithuania as well as in Slovenia, from the 3rd to the 6th year, a single failed subject may be sufficient reason for a pupil to repeat the year. The situation is similar in Poland from the 4th (last) year of primary school. In Hungary, a numerical classification is recommended from the second grade. If the school chooses another assessment method, this has to be converted into a numerical classification. In Austria, an unsatisfactory assessment in one compulsory subject may lead to the pupil having to repeat the year. In Romania, pupils who obtain annual average marks below 5 at a maximum of two subjects have to

<sup>(3)</sup> The French and Luxembourgish languages are not taken into account in the assessment.

repeat the year. In Portugal, the assessment is no longer descriptive at the second cycle of the *ensino básico*. A pupil who has not gained satisfactory grades in the main subjects, Portuguese and mathematics or in a certain number of subjects (<sup>4</sup>) is considered not to have acquired the skills necessary to progress to the next class and must therefore repeat the year. In Finland a pupil's performance in all subjects is assessed; if a pupil fails in one or more subjects (grade less than or equal to 4 out of 10), s/he may have to repeat the year. In Turkey when the arithmetic mean of the grades of the two semesters is less than 2 in two subjects, the pupil might repeat the year.

**Figure 2.2: Criteria governing grade retention in primary education (ISCED 1), 2009/10**



Source: Eurydice.

**Additional note**

**Ireland:** Information incomplete and not confirmed at national level.

It is important to note that when it comes to deciding whether a child should progress to the next class or repeat a year at primary level, the effects of any poor results may be mitigated by taking account of other elements of the pupil's assessment or other aspects of her/his academic career. Indeed in Germany, under certain circumstances, a pupil may be allowed to repeat a year even if a decision had been made to allow him/her to pass into the next class. In other countries, however, a pupil whose results would, according to the rules and regulations, normally lead to him/her having to repeat the year, might be admitted to the next class. This is the case in Austria and Slovenia. When a pupil's results are judged to be satisfactory in other subjects, s/he is allowed to go into the next year. In Finland, in certain cases, either repetition or progression may be allowed regardless of the normal rules relating to marks. In Poland, a conditional promotion is only allowed once in a cycle (at grades 4-6), and in a single subject, provided that the subject is being continued in the following grade.

<sup>4</sup>) That is, a grade of less than 3 in the two main subjects, Portuguese and maths, or in three other subjects or in two subjects (other than the two main subjects) plus an 'unsatisfactory' assessment in the subject called *área de projecto* (design and production of class projects running across the school year).

### 2.3. Catch-up opportunities at the end of the school year

In many countries, the end-of-year results are decisive for progressing to the next year at primary level. However, regulations generally provide opportunities for pupils to catch up if they are in danger of having to repeat a year. Pupils must be given a second chance to be assessed and meet the conditions for admission to the next class. In Estonia, additional work is provided at the end of the year to pupils who might have to repeat the year; pupils are given additional work only in the subjects where they achieved low marks at the end of the school year. The aim is to help pupils gain the knowledge and competences required by the programme which they had been unable to master during the school year. The situation is similar in Latvia: at the end of the school year, pupils have additional lessons and tests in the subjects in which they had low grades or failed. In Lithuania, teachers can prescribe additional work at the end of the school year in order to give pupils a second chance to be assessed and, consequently, of being admitted to the next grade. In the other countries, the Czech Republic, Romania and Slovakia, examinations/tests are set at the end of the year in subjects which the pupil had failed. In Hungary and Poland also, pupils may re-sit tests respectively from the second and the fourth year of primary school. There may, however, be limits on taking re-sits. In the Czech Republic and in Poland, pupils cannot re-sit examinations/tests in more than two subjects. In Finland, according to regulations, pupils must be given an opportunity to demonstrate that they have achieved an acceptable level through different methods of assessment adapted to their abilities, such as written tests or discussions with the teacher.

### 2.4. Transition from primary to secondary education and grade retention

In many countries, there is a transition procedure by which pupils move from primary to lower secondary education <sup>(5)</sup>. Three different types of transition procedure have been identified: transition on the basis of a primary school certificate; transition after successfully completing primary education; and transition following educational guidance from school authorities. The transition procedure can therefore affect whether or not a pupil progresses directly to the next level when s/he comes to the end of his/her last year of primary schooling.

In some countries, a primary school certificate is required for admission to lower secondary education. If a pupil does not obtain this certificate it can mean that s/he must repeat the final year of primary school. This is the case in Greece, Cyprus and Poland. The situation in the French and German-speaking Communities of Belgium is different in that pupils who fail to obtain the CEB (*certificat d'études de base*) do not necessarily have to repeat the year. These pupils may enter the first common year of secondary education (*première année commune*) but with certain restrictions. In the French Community, they may enter an alternative preparatory class, the *première année différenciée* where they can re-sit the test leading to the CEB. If they pass the CEB, they can join the common pathway of secondary education. If they fail, they must follow the school pathway in the *enseignement différencié* (alternative schooling). At the end of the second or the third year, pupils must continue their school pathway in technical or vocational education.

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<sup>(5)</sup> In a certain number of countries, progression from primary to lower secondary education is automatic since compulsory education forms one single structure. Countries with a single structure are Bulgaria, the Czech Republic, Denmark, Estonia, Latvia, Hungary, Slovenia, Slovakia, Finland, Sweden, Iceland, Norway and Turkey.

In other countries the end of primary education is followed by general education which is differentiated and streamed at lower secondary level. The decision to guide pupils towards one or other of the academic streams is made on the basis of the results obtained at primary level. If a pupil has difficulties, s/he might be streamed to a less demanding course of education at secondary level rather than repeat the year. Conversely, repeating the last year of primary schooling may be seen as a strategy to improve results and thereby gain access to the desired educational stream the following year.

Thus, in four countries, as the school pathway taken and the pupil's assessment at the end of primary school are closely linked, the preference for a more academic and demanding educational pathway might lead a pupil to repeat a year on a voluntary basis. Improved results would give the pupil the opportunity to follow a more academic path. This is the case in Germany where a pupil might repeat a year in order to obtain better results and qualify for a different type of lower secondary school than the one s/he was destined for in the previous year. In Luxembourg, pupils might decide to repeat the last year of the *enseignement fondamental* in order to have access to the *lycée*, rather than the *lycée technique*. In Malta, if the aim of a pupil is to join a *junior lyceum* instead of a *secondary school* where the curriculum is less demanding, it is possible for parents and the school head to decide jointly whether s/he must repeat the sixth and final year of primary school and follow the Year 7 class. This additional year is therefore the opportunity to prepare for the examination for admission to the *junior lyceum*. Only the top-performing pupils in these tests are admitted to the *junior lyceum* which provides a more demanding educational path than *secondary schools*. But, as part of the reform on the transition from primary to secondary education, the *junior lyceum* examinations are no longer available from September 2010 and this Year 7 class has therefore been removed. In Liechtenstein, even though automatic progression is the rule, the final year of *Primarschule* can be repeated since the procedure for streaming pupils into the various branches of secondary education takes place at the end of this year. Knowing that the allocation is done on the basis of educational performance and a quota system, parents can request that their children repeat the last year of primary but only with good reason. The approval of the school board is also necessary.

## **2.5. Participants in the decision-making process on grade retention**

### **2.5.1. Role of education professionals within and outside the school**

In most countries, almost all the subjects at primary level are taught by a qualified class teacher who is a generalist. Specialist teachers may, however, teach subjects such as music, foreign languages and physical education. In addition, in some countries, in the upper years of primary education, some individual subjects are taught by specialist teachers. Whether generalist or specialist, teachers are normally responsible for assessing a pupil's learning and skills. In a certain number of countries, it is only the teachers responsible for the class who make decisions on pupil progression. In Slovakia, the generalist teacher is the only person who decides whether the pupil progresses to the next class or repeats the year. When more than one teacher is responsible for the class, the decision to repeat a year is based on the assessment given by all the teachers involved with the class. This occurs in Germany (except for difficult cases), Greece, Spain, Latvia and Malta. Furthermore, in Italy, a decision not to allow a pupil to go into the next class is only made if it is a unanimous decision made by all of the teachers of the class.

Other parties might be involved with class teachers in the decision-making process on grade progression. In some countries, the teaching staff of the whole school discusses and decides jointly. In Belgium, in all the three communities, the class council (teachers and school head) decides on grade progression. In Germany, in difficult cases, the decision on progression is made not at class level by the *Klassenkonferenz* (class teachers) but at school level by the *Lehrerkonferenz* which is chaired by the school head and comprises all the teachers in the school. The *Lehrerkonferenz* can decide to retain a pupil even if the *Klassenkonferenz* had previously decided in favour of progression. In France, as the criteria for progression apply throughout a cycle, whether a pupil progresses or not is determined by the *conseil des maîtres de cycle* which consists of the class teachers of the cycle in question. However, the pupil's own class teacher makes the initial recommendation. In Luxembourg, education specialists as well as teaching staff who make up the teaching team responsible for classes in the same cycle decide whether pupils progress or repeat the year. In Austria where a pupil receives an unsatisfactory assessment in one compulsory subject, which would normally mean that the year must be repeated, the teaching council may allow the pupil to move up to the next class if his/her results are sufficiently good in other subjects. In Portugal, in the first cycle of the *ensino básico*, the class teacher decides whether the pupil progresses or not in articulation with the teachers council of the school (*conselho de docentes*). In the second cycle, it is the class council (*conselho de turma*) which makes decisions on pupil assessment and progression. This council usually includes all class teachers as well as representatives of pupils and their parents or guardians. However, when meetings concern pupil assessment, only class teachers attend.

In Slovenia, at grades 1 and 2, the decision on retaining a pupil is made either at the request of parents' or on the recommendation of the teachers with the parents' consent. At grades 3 to 6, the procedure is different; the class teacher makes the recommendation for repetition and the teaching council makes the decision unanimously.

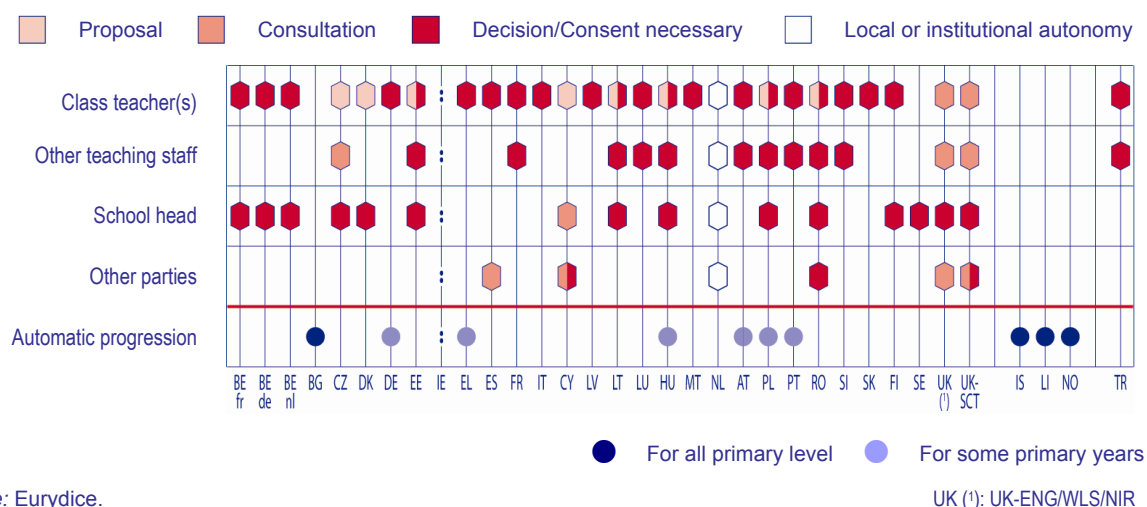
In contrast, five countries (Estonia, Lithuania, Hungary, Poland and Romania) share some similarities with respect to the parties from school involved in the decision-making process and their respective roles. In these countries, it is class teachers who make the recommendation on a pupil's progression or retention based on their own assessment. The final decision is made at a different level usually within a council comprising all the teachers of the school, including class teachers, and chaired by the school head. In Estonia, the school council (all teachers in the school and the school head) decide on a pupil's progression based on the recommendation of the class teachers. In Lithuania, the main class teacher makes a recommendation for the progression or retention of a pupil. Members of the teaching council, that is, all school teachers, management staff and other education specialists deliberate and make the final decision. In Hungary, the class teacher presents his/her assessment and school teaching staff consider the marks given to each student at the end of the year. On this basis, they decide whether pupils can progress to the following year. In Poland, (grades 4 to 6), it is a subject teacher who presents his/her assessment to the pedagogical council which includes all teachers employed in the school and is led by the school head. Subsequently, it is the pedagogical council that makes the decision on retaining a pupil in the same year. In Romania also, the main class teacher makes a recommendation for the retention of a pupil and members of the teaching council comprising all school teachers, management staff and other education specialists, deliberate and make the final decision.

The school head or the school administrative body can take on different roles in the decision-making process on progression depending on the country concerned. In some countries, although they may take part, their influence is slight. In France, according to the regulations, the primary school head is the person who presents parents with the recommendation of the *conseil des maîtres de cycle* on progression or repetition. In Lithuania, the school head becomes involved at the end of the process to formally implement the decision made previously by the teaching council. In other countries, the decision on a pupil's retention or progression rests with the school head. This occurs in the Czech Republic. However, in making a decision, the school head takes into account the opinion of the teaching council which exists in all schools and comprises all members of the school's teaching staff. The role of the teaching council is to deliberate the cases of pupils who have not met the progression criteria and make recommendations to the school head. In Denmark, after the teacher has recommended that a pupil needs to repeat a year, the school head makes the final decision. In Sweden, the school head is the only person to decide whether a pupil should repeat a year. In the United Kingdom (England, Wales and Northern Ireland), the responsibility for the decision to hold a pupil back lies with the school head. Before making a decision, the school head would seek the views of professionals outside the school such as an educational psychologist or school improvement officer, any staff within the school involved with the child, as well as the parents and the child her/himself. In the United Kingdom (Scotland), there is a difference in that the local authority joins the school head in the decision-making process and they make the final decision together. In Finland, progression to the next class is decided by the school head together with the pupil's teachers.

Although staff from within the school are the main participants in the decision-making process about whether pupils should repeat a year, in some countries, parties from outside the school also play a significant role. These external participants are often educational psychologists and/or guidance services who provide either advice or approval to ensure that the best informed decision is made about a pupil's case. In Belgium, for keeping a pupil back for an eighth year at primary level, the opinion of a specialised centre in psychological, medical and social matters (the CLB (*centrum voor leerlingenbegeleiding*) in the Flemish Community; the CPMS (*centres psycho-médico-social*) in the French Community and the PMS centre (*Psycho-Medizinisch-Soziales Zentrum*) in the German-speaking Community). In Spain, specialist staff from the guidance and educational psychology teams gives advice or provides evidence to support a pupil's assessment and progression. In Portugal, in the case of a second year being repeated, an 'extraordinary' evaluation is carried out requiring the opinion of an educational psychologist.

Finally, in Cyprus, the situation is different since, according to regulations, the role of the teacher is firstly to identify those pupils who should repeat the year. The teacher then issues recommendations and discusses each case with the head teacher, the parents and sometimes even with an educational psychologist. However, the final decision rests with the inspector assigned to the school who then approves or rejects the teacher's recommendation.

**Figure 2.3: Role of education professionals within and outside the school in the grade retention decision-making process in primary education (ISCED 1), 2009/10**



Source: Eurydice.

UK (1): UK-ENG/WLS/NIR

#### **Additional notes**

**Estonia, Lithuania, Hungary, Poland and Romania:** Class teachers make a proposal and then decide as part of the body i.e. council which deliberates on pupil retention. The school head is also a decision-maker as head of the council.

**Cyprus and United Kingdom (SCT):** Some parties are consulted, others decide.

**Portugal:** It is only in the first cycle of the *ensino básico* that the school teaching staff as part of the *conselho de docentes* takes part in the decision-making.

**Slovenia:** Participants shown in this figure are those involved in the decision-making process as from the third primary year. Concerning the first two primary years, see section 2.5.1.

#### **Explanatory notes**

Specific situations corresponding to parents participation in the decision-making process, such as lodging an appeal, are not taken into account in this figure (see section 2.5.2).

**Other parties:** This category corresponds to either professionals within the educational institution or external centres (social workers, educators, guidance counsellors, psychologist etc) or existing local or educational authorities.

### **2.5.2. Parents' role**

In all countries, schools regularly inform parents or legal guardians about their child's progress and development. Where applicable, the decision whether a child will progress or repeat a year is transmitted to parents at the end of each school year. In a few countries, parents or legal guardians may be consulted during the decision-making process. In Denmark, the school head consults the parents although the final decision is made with or without their consent. In Estonia, a 'balanced and justified' decision on year repetition implies that the opinion of the pupil's legal representatives is heard by the teaching council when the decision is being made. In Malta, some schools simply inform parents of the decision regarding a pupil's progression to the next year while others consult parents before deciding to retain a pupil for an extra year in primary school. In the Netherlands, school representatives and parents or guardians discuss the pupil's development, achievements/results and attitudes. If there is disagreement on the decision on grade retention, parents/guardians can discuss the matter with the school and put forward arguments for a different decision. However, if they cannot agree, the school makes the final decision. In Sweden, the school head may, after consultation with the guardians, decide that the pupil shall remain in the same school year.

In nearly half of the countries, legislation provides for a more active role for parents during the decision-making process on pupil progression. Depending on the country, three possible options are open to parents: they may lodge an appeal if they object to the decision to make their child repeat the year; they may request that their child repeats the year; or their agreement or consent is required in any decision regarding repetition.

In ten countries, legislation gives parents or guardians the option of appealing when they do not agree with a decision to repeat the year. The appeal lodged by the pupil's parents implies the involvement of another party or body whose decision will confirm or overrule the original decision. In the Czech Republic, in case of doubts about the validity of a pupil's assessment, the legal guardian has the right to request the school head to have the pupil re-examined by an examination board. If the subject failed was taught by the school head him/herself, then the parents or guardians may contact the regional authority to request that the pupil sits another examination. In the majority of the Communities in Spain, legislation specifies the right of parents to lodge an appeal against the decision on their child's assessment or retention. In some of the Communities, the appeals procedure is clearly defined. In France, after having received a recommendation for repeating the year, parents can contest it within a period of 15 days. The appeal, including arguments for their case, must be submitted to the academy inspector, the head of National Education Departmental Services who makes the final decision. In Latvia, when parents object to their child's final results at the end of the school year, the school head forms an assessment commission with teachers and members of the methodological board (*mācību priekšmetu metodiskās komisijas*) <sup>(6)</sup>. This commission has to prepare an assessment of the pupil's academic achievements based on national educational standards. It is then the school head who makes the final decision taking this assessment into account. In Lithuania, if parents disagree with the decision for their child to repeat the year, the school head takes into account his/her assistant's information on the class teacher's work. Based on the school head's recommendation, the teaching council then makes the final decision. In Luxembourg, if there is disagreement with the decision of the teaching team (*équipe pédagogique*) about repetition, parents may lodge an appeal within 15 days with the regional inspector (*inspecteur d'arrondissement*) who will reach a decision within one month. In Austria, after parents or legal guardians have lodged an appeal against the teaching council's decision, the school must forward it to the *Bezirksschulrat* (district school board) which has the final say. In Portugal, in primary as in lower secondary education, lodging an appeal is a procedure which starts within the school but might, in the end, involve an external administrative body, the Regional Direction of Education. Thus, at the end of the school year, parents with good grounds can make a request to the executive body of the school or group of schools for a review of their child's grades. The class teacher, in conjunction with the teachers' council of the school (*conselho de docentes*) in the 1st cycle, or in conjunction with the class council (*conselho de turma*) in the 2nd and 3rd cycle, examine all relevant documents and reach a decision that confirms or modifies the initial assessment. The *conselho pedagógico* <sup>(7)</sup> must confirm this decision. It is then the school executive body who notifies the parents of the decision. In cases where a procedural error occurs, parents may eventually lodge an appeal to the Regional Director of Education who makes the final decision on the

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<sup>(6)</sup> This board does not involve any particular teaching staff member on a continuing basis. Most often the head of the board is the assistant of the school head in education matters. But if each subject or subject area is taught by several teachers, the methodological subject board might be headed by one of the subject teachers.

<sup>(7)</sup> The *conselho pedagógico* is the body responsible for the coordination, supervision and guidance of the school on what namely concerns teaching/learning matters, students guidance and monitoring, initial and continuing training of teaching and non-teaching staff.

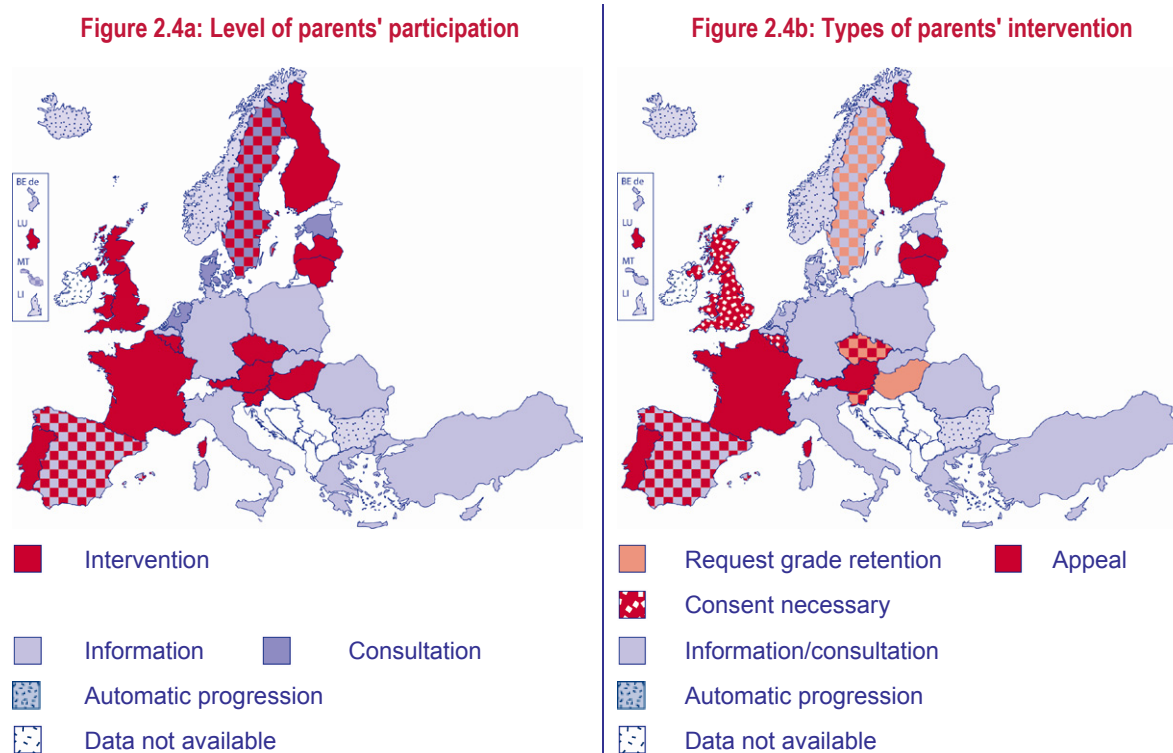


pupil's grade retention. In Slovenia, when parents or legal guardians lodge an appeal, it is a committee (*Komisija*) comprising three members (one of whom is from outside the school and the two others members of the professional staff) which makes the final decision. In Finland, when a decision concerning a pupil's progression is obviously flawed, parents have the right to request the Regional State Administrative Agency (replacing the Provincial State Office since 2010) to ask for the teacher(s) to carry out another assessment or reach a new decision on whether the pupil is to progress or not.

In contrast to the right to lodge an appeal against a decision on retaining a pupil, in Hungary and Slovenia parents have the right to request that their child repeats a year even when they have already been given permission to progress to the next class. However, the approval of the school head is still required in Hungary, while in Slovenia the teaching assembly makes the final decision. In the Czech Republic, it is also possible for parents to request that their child be held back, but only in the case of serious health problems. Specialist advice should support the request. However, it is still the school head who decides in the end. In Sweden, the school head can, at the request of a pupil's guardian, allow the pupil to repeat the school year. The school head and the guardian do not need to agree on the decision to make as it is always the school head who decides.

In other countries, parental agreement is needed to have a pupil repeat a year at primary level. In the French Community of Belgium, parents have the right to object either to the teaching staff's decision on retaining their child in the same year, or to request that their child is held back even if teachers do not consider it necessary. Although regulations prescribe that the parents' position must be accepted by the school, in practice, parents normally respect the decision of the teaching staff. In the German-speaking Community of Belgium, parents decide upon the proposal from the class council as well as the advice from the PMS centre whether their child has to spend an 8th year at primary level. In Poland, according to the regulations in force, a decision to make pupils repeat a year at the 1st, 2nd or 3rd class in the *Szkoła podstawowa* must be accepted by the parents or it cannot be implemented. In Slovenia, although parents are given the right to lodge an appeal at any stage in their child's primary education, in the first three grades their opinion is paramount. Pupils may only repeat these years if their parents or guardians give their consent. Likewise, in the United Kingdom, the school head would normally seek parental agreement for placing their child out of year-group, following a detailed discussion of the possible implications for the child.

**Figure 2.4: Parental participation in the decision-making process on grade retention at primary level, 2009/10**



Source: Eurydice.

#### **Additional notes**

**Belgium (BE de):** In case of retaining a child for an 8th year at primary level, parents make the final decision upon the proposal from the class council as well as the opinion from the PMS centre.

**Spain:** The level of parents' participation varies according to Autonomous Communities.

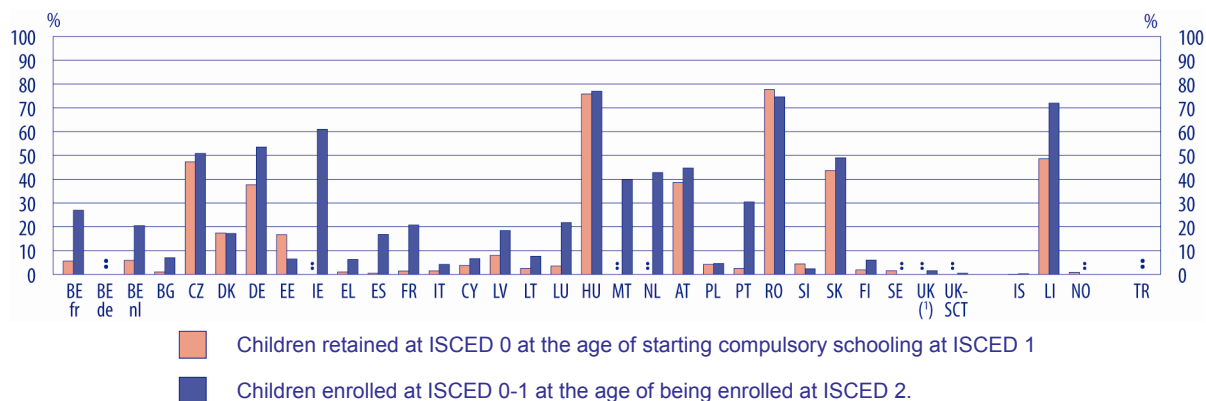
**Poland:** Progression is automatic during the first three primary years. When, in exceptional circumstances, retention is decided, parents must give their consent.

**Slovenia:** Consent from parents is only necessary during the first two primary years.

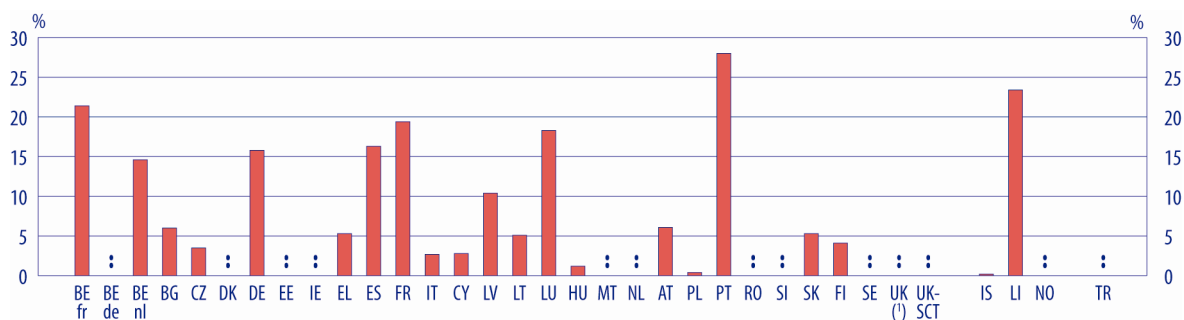
## **2.6. Statistical data**

In order to estimate the extent to which pupils are falling behind at primary level in European countries, the percentage of children still enrolled in pre-primary or primary education (ISCED 0 and 1) who have reached the official age for lower secondary level (ISCED 2) has been calculated from the Eurostat database (2008). This percentage includes pupils who started primary education late, those who repeated a year at primary level and also children who had come from abroad and were enrolled in a lower class than the normal one for their age. This global rate is compared with the percentage of children retained in pre-primary at the age when primary schooling normally begins (see Figure 2.5a). The difference between the two rates allows us to estimate the extent to which repeating a year is implemented at primary level in each country (see Figure 2.5b). Eurostat data used for these estimates also include pupils with special education needs.

**Figure 2.5a: Percentage of pupils falling behind at pre-primary (ISCED 0) and primary level (ISCED 1), 2007/08**



**Figure 2.5b: Estimate of grade retention at primary level (ISCED 1), 2007/08**



#### Data (Figures 2.5a and 2.5b)

	BE fr	BE de	BE nl	BG	CZ	DK	DE	EE	IE	EL	ES	FR	IT	CY	LV	LT	LU
■	5.6	:	5.9	1.0	47.3	17.4	37.7	16.7	:	1.0	0.5	1.4	1.5	3.8	8.0	2.5	3.5
■	27.0	:	20.5	7.0	50.8	17.2	53.5	6.5	61.0	6.3	16.8	20.8	4.2	6.6	18.4	7.6	21.8
Δ	21.4	:	14.6	6.0	3.5	:	15.8	:	:	5.3	16.3	19.4	2.7	2.8	10.4	5.1	18.3

	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK (!)	UK-SCT	IS	LI	NO	TR
■	75.8	:	:	38.6	4.2	2.5	77.7	4.4	43.7	1.9	1.6	:	:	0.1	48.6	0.9	:
■	77.0	39.9	42.8	44.7	4.6	30.5	74.6	2.4	49.0	6.0	:	1.6	0.5	0.3	72.0	:	:
Δ	1.2	:	:	6.1	0.4	28.0	:	:	5.3	4.1	:	:	:	0.2	23.4	:	:

Source: Eurostat, 2008.

UK (!): UK-ENG/WLS/NIR

#### Additional notes

**Bulgaria:** When Eurostat data were collected in 2007/08, the automatic progression rule at primary level had not been introduced. During this period, pupils did not repeat the first grade but might have repeated a year in grades 2 to 4.

**Ireland:** *Infant classes* receive children into primary education at the age of 4, before starting compulsory schooling.

**Greece and Malta:** Data issued in 2006/07.

**Sweden and Norway:** Data not available because the age distributions given by Eurostat are estimated by school year.

**United Kingdom:** Data from Department for Children, Schools and Families, DCSF (now Department for Education, DfE). Public and private schools counted together, special schools excluded. Reference year 2008/09.

**Turkey:** There is no distinction between ISCED 1 and ISCED 2.

**Explanatory notes**

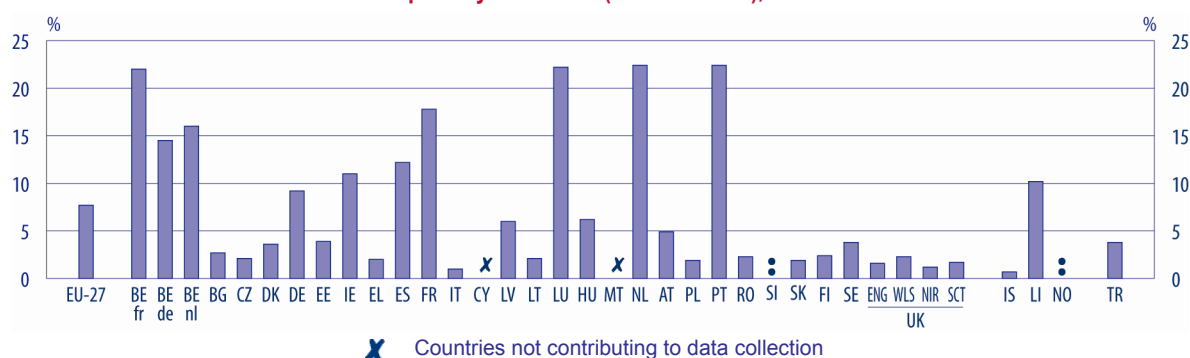
The calculations are based on Eurostat data on students by ISCED level and age. For each country, the estimate is based on the official age for entry into ISCED 1 and ISCED 2 (turning ages). For the official turning ages, the percentage of pupils that were still attending ISCED 0 or ISCED 1 was calculated from total number of pupils of that age in the respective country. Pupils with special education needs are included. Independent private educational institutions are not taken into account. Concerning the official turning ages of entry to ISCED levels, see the schematic diagrams of the structure of European education systems in 2009/10 (Eurydice, 2009).

The estimate of grade retention at primary level is computed by subtracting the percentage of pupils falling behind in pre-primary level from the percentage of pupils falling behind in primary level. It is an estimate since different cohorts of pupils are considered for the same reference year. Negative values are considered missing.

For specific country notes regarding the percentage of children retained at ISCED 0 at the age of starting compulsory schooling at ISCED 1, see additional notes of Figure 1.3.

The estimates on pupils falling behind at primary level based on the Eurostat figures are supplemented by the latest data from the Programme for International Student Assessment (PISA). In the 2009 edition of this international survey, 15-year old students were asked to answer the following question: 'Have you ever repeated a year?' Students were asked to respond by selecting one of the following statements: 'No, never', 'Yes, once' and 'Yes, twice or more' and by specifying the level of education in which they repeated a year at ISCED levels 1, 2 or 3. The answers to this question allowed the proportion of repeaters among 15 year-olds in primary education to be calculated.

**Figure 2.6: Proportion of 15-year-old pupils who have repeated a year at least once in primary education (ISCED level 1), 2009**



EU-27	BE fr	BE de	BE nl	BG	CZ	DK	DE	EE	IE	EL	ES	FR	IT	CY	LV	LT	LU	
7.7	22.0	14.5	16.0	2.7	2.1	3.6	9.2	3.9	11.0	2.0	12.2	17.8	1.0	x	6.0	2.1	22.2	
HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK-ENG	UK-WLS	UK-NIR	UK-SCT	IS	LI	NO	TR
6.2	x	22.4	4.9	1.9	22.4	2.3	:	1.9	2.4	3.8	1.6	2.3	1.2	1.7	0.7	10.2	:	3.8

Source: Secondary analysis from 2009 PISA database, OECD.

**Additional notes**

**Slovenia:** The question has not been asked to the students for ISCED level 1.

**Norway:** The question has not been asked to the students because of the automatic progression.

**Turkey:** There is no distinction between primary and lower secondary education. The rate covers both education levels.

From the Eurostat data in Figures 2.5a and 2.5b, in comparing the two rates a distinction can be drawn between two main groups of countries. In the first group which contains more than half of the countries, the difference is small, showing that a very low percentage of pupils repeat a school year during primary schooling. In the other group, which contains nine countries, the difference is considerable, showing that a significant percentage of pupils repeat at least one year at primary level. Within these two groups, even more specific patterns can be seen.

Indeed in most of the countries belonging to the first group, both rates are fairly low: it is uncommon not to admit children to primary school when they have reached compulsory school age, but also very rare for children to repeat a year. This is the case in Bulgaria<sup>(8)</sup>, Greece, Italy, Cyprus, Lithuania, Malta, Poland, Slovenia and Finland. In Iceland, given that progression from one class to another is automatic, the difference between the two rates is virtually nil. The 2009 PISA data (Figure 2.6) corroborate the evidence that, in these countries which participated in the survey, the proportion of 15 year-olds pupils having repeated at least once at primary is very low, ranging from 0.7 % in Iceland to 2.7 % in Bulgaria. In the United Kingdom also, the proportion is low; in Sweden, it amounts to only 3.8 %. In Norway, the question was not asked to pupils, reflecting the existing rule on automatic progression in this country.

In eight other countries (the Czech Republic, Denmark, Estonia, Latvia, Hungary, Austria, Romania and Slovakia), although the percentage of pupils enrolled at primary level when they should be enrolled at secondary level is high, the difference compared with the rates of children being kept down in pre-primary is small. This means that in these countries it is common to delay the admission of children to primary school. However, once they do start their schooling, the vast majority of pupils progress through primary education without ever repeating a year. The 2009 PISA data on students confirm this practice at primary level in these eight countries. In Slovakia, in the Czech Republic and in Romania, only 1.9 %, 2.1 % and 2.3 % respectively of 15 years-old students had repeated a year at primary level. The proportion of repeaters at primary level was 3.6 % in Denmark, 3.9 % in Estonia and 4.9 % in Austria. Finally, although less marked, the same situation seems to happen in Latvia and in Hungary where it is possible to delay a child's start to primary education. According to 2009 PISA data, 6.0 % and 6.2 % respectively of 15-year-old students repeated once at primary level in these two countries.

With regard to the second group of countries where Figure 2.5b reveals a significant difference between the two rates, a distinction can first be made between the countries where almost all pupils start primary education on time and countries where schooling might be delayed at the start of primary education.

In Belgium, Spain, France, Luxembourg, the Netherlands and Portugal, very few children who reach the official age of entry have their admission to the first year of primary education postponed. However, the number of pupils who have fallen behind at the end of primary education is very high, which means that a considerable percentage of pupils must repeat a year at least once during their primary schooling. In Figure 2.6, according to 2009 PISA data, these same six countries show the highest proportion of repeaters at primary level among the participating European countries: ranging

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<sup>(8)</sup> Before the implementation of automatic progression in all grades of primary education in 2009/10, regulations had allowed retaining pupils at grades 2 to 4 in case of failing in one or more subjects.

from 12.2 % in Spain to 22.4 % in the Netherlands and Portugal. Ireland also shows a high proportion of repeaters at ISCED level 1 with a percentage of 11.0 %.

Among this second group of countries with a significant grade retention rate, Germany and Liechtenstein present a different pattern. As explained in chapter one, a high percentage of children start the first primary grade one year older than the official starting age and are enrolled in transition classes. The difference between the two rates in Figure 2.5a is rather significant in that it means that there are more pupils falling behind at the end of primary education than pupils who started their first primary year late. PISA data confirm that, apart from pupils who had a delayed start to their primary education, there is also a significant number of pupils who have repeated a year during their primary schooling. In Germany, 9.2 % of pupils said that they had repeated at least once in ISCED level 1. In Liechtenstein, despite the fact that automatic progression is the rule at *Primarschule*, PISA data shows that 10.2 % of the students stated that they had repeated a year at primary level. Moreover, the difference in the two rates in the Eurostat data is also high. This might be explained by the existence of transition classes (*Einführungsklasse*) classified as ISCED level 1. It is possible that a high percentage of pupils were not directly admitted to the first grade and enrolled first in an *Einführungsklasse*. This would explain why these pupils were falling behind at primary level. Finally, once again, in these two countries it might also be necessary to take into consideration the placement of children from abroad in a class other than the normal one for their age.

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Some countries have similar regulations for repeating a year with respect to the criteria used and the parties involved in the decision-making process. However, when looking at the statistics, there seem to be differences in the way these regulations are put into practice. For example, a maximum number of years spent at primary level are stipulated in Belgium, Spain, Cyprus and Slovakia. However, the proportion of pupils repeating years at primary level in the first two countries is far higher than that seen in the other two countries.

In some of the countries where the practice of repeating a year is allowed, there is a low repetition rate. These countries require additional procedures to be carried out after teachers have made their assessment of pupils. These procedures are intended to limit the practice of repeating years at primary level. In Greece, a complex procedure is put in place if a teacher suggests that a child should repeat a year. In Italy, all the teachers of the class must agree unanimously before a pupil can be made to repeat a year in the *scuola primaria*. In Cyprus, although it is the school which begins the procedure, the final decision to hold a pupil back is not taken at school level but by an external person – the Inspector assigned to the school. External control or automatic progression from one class to another does not, in all cases, explain why a country has a low rate of repetition. Indeed in Denmark, although legislation permits teaching staff to ask pupils to repeat a year, the percentage of pupils retained at primary level is very low. Moreover, no external body is involved in the decision-making process on pupil progression from one year to another, nor are there any control procedures or any other form of limitations in place.

Finally, differences between countries in the rates at which pupils fall behind at primary level cannot be directly correlated to the different regulations in force. The practice of repeating a year seems to be only well-established in countries where there is a general consensus that repeating a year is beneficial to pupils' learning. This culture seems to be particularly strong in Belgium, namely in the French Community, but also in Spain, France, Luxembourg, the Netherlands and Portugal. These beliefs in the positive benefits of repeating a year are commonly shared by the majority of teaching staff and parents and explain why the practice is still used, often in spite of limitations imposed by official regulations.





## CHAPTER 3: GRADE RETENTION IN LOWER SECONDARY EDUCATION

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This chapter examines several aspects of the regulations relating to grade retention in the countries where the practice is in use at lower secondary level <sup>(1)</sup>. It will look firstly at the legislation in force in European countries and also at the main criteria which would justify holding back a student in difficulty for a year. The chapter will then focus on any restrictions on retention procedures such as the provisions made for students to catch up, conditional progression to the next class, not allowing pupils in particular school years to be held back, or putting a limit on the number of times a student can be held back during his/her school life. The provisions put in place for students during their repeated year are also considered before focusing on the participants in the grade retention decision-making process. To complete the analysis, some statistical data is presented which reveals how the practice of grade repetition is implemented in European countries.

In all countries, pupils experiencing difficulties have access to some kind of additional learning support during the school year. Under the law as it stands in many countries, if this support is insufficient and a pupil does not make satisfactory progress by the end of the school year, the year can be repeated as a remedial measure to help the pupil overcome his/her difficulties. Most countries stipulate regulations and criteria in their legislation which govern progression to the next year of schooling, or retention in the same year. There are only two countries – Iceland and Norway – where, according to legislation, pupils progress to the next year automatically, regardless of their academic performance. Their progression, in other words, is continuous and does not require an end-of-year assessment of individual pupils. The legislation in Norway stipulates that all pupils are entitled to progress throughout the years of compulsory school and the education prescribed by the curriculum. According to the Icelandic legislation, children in compulsory schooling are to be moved up from one grade to the next at the end of each year and that no child will spend more than ten years in compulsory education. Nevertheless, exceptions may occur since pupils in Iceland can choose voluntarily to prolong their schooling, but less than one per cent avail themselves of this option.

In the United Kingdom, there are no regulations on grade retention throughout compulsory education. However, for a number of reasons (see chapter 2), it is custom and practice that children with different levels of performance are normally taught with their own year-group and are placed ‘out of year-group’ only in exceptional circumstances.

### 3.1. Criteria governing grade retention

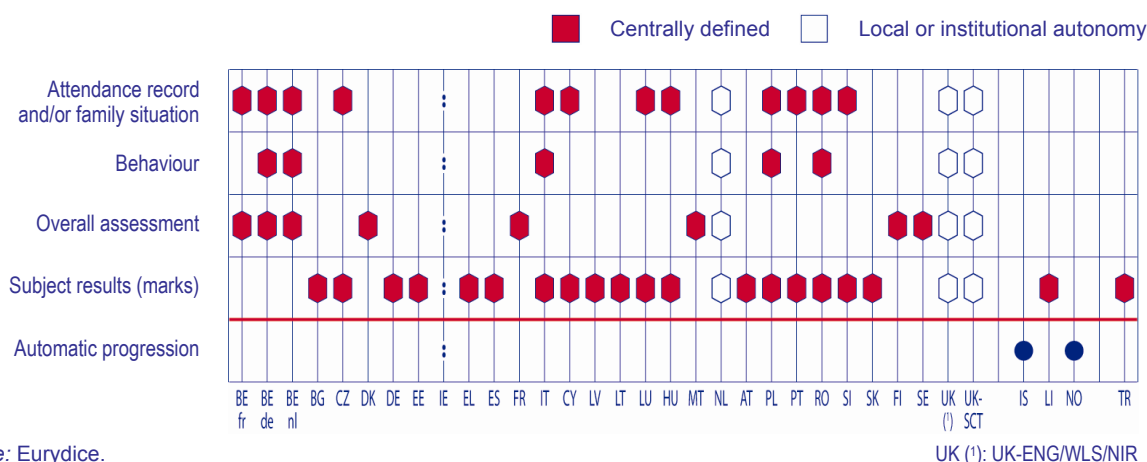
In every country where grade retention may be used as a means of overcoming difficulties, the regulations in force define criteria according to which a student can be held back in a lower grade. The Netherlands is an exception. Grade retention is possible, since there are no restrictions on time devoted to obligatory secondary education and pupils may take as long as they need to complete this level of education. However, all criteria of grade retention or progression are set at school level and all decisions are also made for both grade retention and progression by the school.

There are several reasons why pupils experiencing difficulties may have to repeat a school year at lower secondary level. Among the different possible criteria defined in countries’ legislation, the most common are failure to make the expected academic progress, pupil’s attendance record, behaviour and family situation.

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<sup>(1)</sup> Lower secondary level as defined in the ISCED corresponds to the last years of single structure compulsory education in the 12 relevant countries and includes only the first two years of secondary education in Belgium.

**Figure 3.1: Criteria governing grade retention at lower secondary level (ISCED 2), 2009/10**



### 3.1.1. Attendance record, family situation and behaviour

Absenteeism (absence from school for health, family, social or unjustified reasons) is one of the criteria which may lead to a pupil having to repeat a school year since it is difficult to evaluate the progress made by a pupil who has been absent for long periods. In half of the countries, a long period of absence due to illness is one of the reasons for grade retention even if this is not stipulated in legislation but decided at school level, as for example in the Netherlands and in the United Kingdom. Health reasons may be cited by schools or parents who want to use the facility of grade retention as a remedial measure. In Luxembourg, for example, a lengthy absence caused by illness<sup>(2)</sup> may be grounds for the teaching council (*conseil de classe*) to give an authorisation for the repetition of a year whereas in Slovenia, parents may request that their child repeats a year due to health problems. The situation is similar in the Czech Republic where parents can introduce such request notwithstanding the pupil has already repeated a year at the given stage. In Liechtenstein, on the other hand, a lengthy illness may be cited to justify the progression to the next year of a pupil in difficulty.

In some countries, namely Italy, Cyprus, Hungary, Poland, Portugal and Romania, a pupil's number of absences (for justified or unjustified reasons) may be the sole reason for holding a pupil back for a year. In each of these countries, a limit on the number of absences is set; repetition of a year may be required in the event that this number is exceeded. In Italy, if the attendance rate is less than 75 % of the total teaching time a student may have to repeat a school year. In Cyprus, pupils repeat a year if they have been absent from 51 lessons without good reason, or from 161 lessons with or without good reason. In Hungary, if a pupil's total number of absences exceeds 250 lessons in a school year, or he/she misses more than 30 % of the lessons in any subject and, as a result, the teacher is unable to assess the pupil at the end of the school year, repetition of the year is required unless the teaching staff allows the pupil to take a re-sit. In Portugal, at lower secondary level (in the 3rd cycle of *ensino básico*), the total annual amount of unjustified absence must not exceed three times the weekly amount of teaching time per subject. Under Romanian and Polish law, repetition may be required if

<sup>(2)</sup> There are no special regulations on the number of days absence, thus it is up to the *conseil de classe* to make the decision.

pupils are absent from more than 50 % of the annual number of their classes. In Poland, if a pupil's attendance rate is below 50 % of classes and his/her absence was justified, he/she can take a special re-sit test. In Romania, if a pupil misses 40 classes or more without good reason or 30 % or more of the total classes in a subject/module during the course of a school year, he/she may be expelled from the school but retains the right to re-enrol the next year at the same school and in the same year of study. Furthermore, pupils are considered to have 'deferred' if they have been excused classes to take part in festivals or in national and/or international sporting, artistic or cultural competitions. The same applies to pupils who have held a scholarship or who have attended school in another country for a certain period.

Pupils' family situation is also taken into consideration in several countries when making decisions on pupils' progression to the next year. In Luxembourg, a child may repeat a year due to a lengthy absence caused by a difficult family situation. In Slovenia, a pupil may be retained in a lower class due to moving from one area to another. In Liechtenstein, however, adverse family circumstances or a change of school may be cited to justify the progression of a pupil in difficulties to the next year.

In the French and Flemish Communities of Belgium, as well as in Italy and Romania, pupil behaviour plays a part in their progression to the next year. If their grade for behaviour is below average, they run the risk of having to repeat a year <sup>(3)</sup>. The general assessment made at the end of each cycle in the Flemish and German-speaking Communities of Belgium also entails an intellectual, social and behavioural assessment of pupils <sup>(3)</sup>. The situation in Poland is slightly different since pupil behaviour is not taken into consideration when progressing to the next year. However, a pupil can be retained in the lower year if he/she obtains the lowest end-of-year mark in behaviour (inadmissible behaviour) for a second time. If the pupil gets the lowest mark for behaviour a third time – he/she is automatically held back and, if in the last year, does not graduate.

### **3.1.2. Academic progress**

In every country where repeating a school year at lower secondary level occurs, the main criterion applied in the decision to hold a pupil back is his/her academic progress. This is defined either mainly on the basis of marks, or on the basis of an overall assessment of the pupil which takes into consideration marks, abilities and the attainment level reached in the course of the year.

In the majority of countries, the academic progress of a pupil is expressed by marks and, at the end of the school year, the decision as to whether pupils move on or repeat a year is made on the basis of the marks he/she has obtained. The marks may encompass several different aspects of performance such as test results, motivation, behaviour or skills learned and may combine to form a final overall mark, an average for each subject or an overall average for all subjects. The decision on whether a pupils progresses to the next class or has to repeat the year is based on a defined scale which shows whether the marks obtained are satisfactory or not. The number of unsatisfactory marks received will determine whether repetition is required. Some subjects may take precedence over others. In some countries, however, in cases where a pupil's progression is conditional, he/she may be subject to an overall assessment rather than one based on marks (see 3.2.2).

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<sup>(3)</sup> In the Flemish Community, this is only possible if it is stipulated in the school regulations.

In the 20 countries where the final mark is the main criterion for deciding whether pupils must repeat a year, the number of subjects a pupil may fail before having to repeat a year varies from country to country. In Bulgaria, Germany, Italy and Austria, pupils must have a minimum mark in all subjects for the year in order to progress to the next class. Pupils who fail in two subjects may have to repeat a year in Hungary, Poland, Romania and Slovakia. In the Czech Republic, Estonia, Spain, Latvia and Slovenia, pupils are liable to repeat a year if they have three or more unsatisfactory marks. A minimum average mark for all subjects is the main criterion for progressing to the next year in Luxembourg, Liechtenstein and Turkey.

In three countries – Greece, Cyprus and Portugal – some subjects take precedence over others, and results in those priority subjects play an important part in the progression of pupils to the next year. In Greece, school subjects are divided into two groups. Scores achieved in group ‘A’ subjects outweigh those in group ‘B’. Group ‘B’ comprises physical education, art and music, economics, technology and school vocational guidance. All other subjects belong to group ‘A’. In Cyprus, pupils do not move on to the next year unless they obtain passes in Modern Greek and mathematics. In addition, pupils do not move on to the next year if they have failed in three or more of the subjects in which examinations are held at the end of the year (Modern Greek, history, mathematics and physics) or if they have failed in two of those subjects as well as in two non-examined subjects. At lower secondary education level in the Portuguese system, pupils repeat the last year if they have unsatisfactory marks in Portuguese and maths simultaneously, or if they have unsatisfactory marks in three subjects or in two subjects plus their project area (*área do projeto*).

In other countries, the academic progress of a pupil is done through overall assessment. Although overall assessment may take marks into account (final mark, averages in each subject or overall average for all subjects), marks are not the only criteria under consideration when deciding on a pupil’s progress to the next class or repetition of the year; pupils’ abilities, general development, predicted results and the level achieved during the year are also subject to scrutiny. This situation prevails in six countries: Belgium, Denmark, France, Malta, Finland and Sweden.

In Belgium, the decision on pupil progression, delay of progression or retention is based on his/her work throughout the entire school year. In the German-speaking Community, the results of two examinations are also taken into account to ascertain whether the learning objectives have been achieved in all subjects. In the French and Flemish Communities, examinations can be also organised. However, schools have the autonomy to choose assessment methods and progression procedures.

Denmark, France, Malta and Sweden have defined similar criteria for grade retention. In France, the teaching council (*conseil de classe*) bases its deliberations on a pupil assessment and issues a recommendation for progression or repetition taking into account the main criterion which is whether a pupil has mastered the core skills defined for level 3 (*collège*). In Malta, the main criterion of progression taken into consideration is the achievement by a pupil of a minimum performance in the assessment of a subject learnt at an educational level. In case a pupil in difficulty has not achieved these competences, grade retention is needed since this measure is considered as a second chance to enable a pupil to reach the expected level. In Denmark, the final assessment of a pupil who runs the risk of having to repeat a year is also based on the skills required at a particular level of education. However, in this country, unlike in France and in Malta, the final assessment may be carried out only if

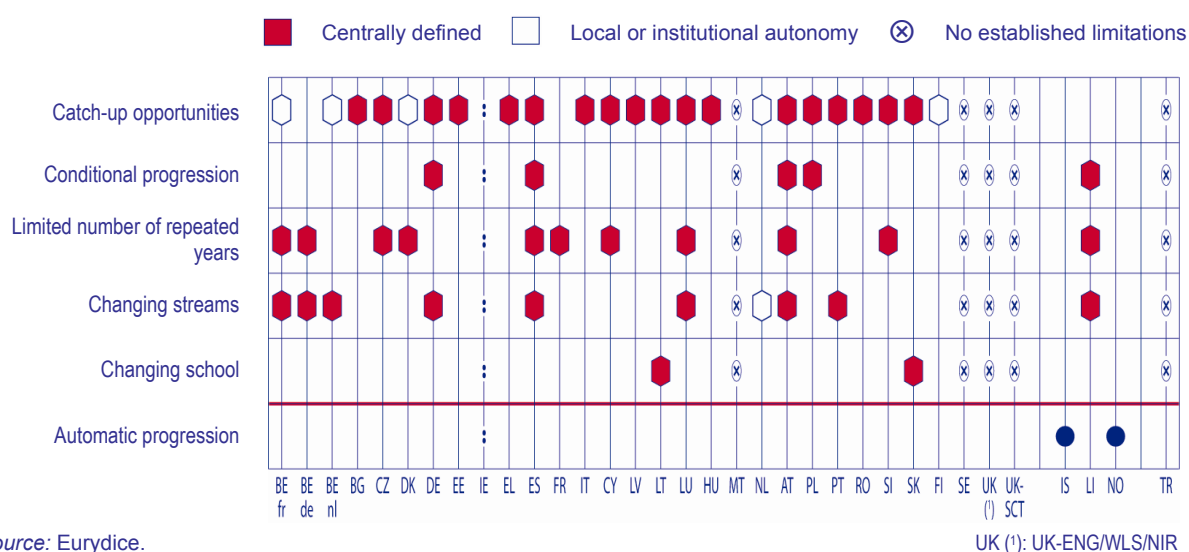
questions have been raised on the pupil's progress in the course of the year. In Sweden, the only prescribed central criteria for holding a pupil back is his/her general development and the decision is based on the view whether this measure is appropriate for the student in question.

In Finland, there are only two scenarios in which pupils repeat a year, namely if, after assessment, they are deemed to have failed in one or more subjects or if, in spite of satisfactory marks, their overall academic progress has been sufficiently poor to warrant a repetition of the year. Similarly, pupils who have unacceptable marks may be allowed to move on to the next year if they are deemed capable of successfully completing that year.

### 3.2. Limitations on grade retention

In the countries where it is possible for pupils to repeat a year of schooling, several measures have been taken with a view to limiting and/or avoiding repetition. Such measures include catch-up opportunities, awarding pupils conditional progression to the next year, not allowing pupils to repeat one or more specific school years or limiting the number of times a pupil can repeat a year at secondary level.

**Figure 3.2: Limitations on grade retention at lower secondary level (ISCED 2), 2009/10**



Source: Eurydice.

UK (!): UK-ENG/WLS/NIR

#### 3.2.1. Catch-up opportunities at the end of the school year

Almost in all countries where repeating a year is established practice (except for France, Malta and Portugal), pupils who have failed a year are given the opportunity to re-sit examinations or to do extra study to help them to improve their marks and so avoid the need to repeat the year. The results received in re-sits or through extra study influence the final decision made regarding pupil's progression or retention.

In most countries where opportunities for getting back on track are available, the number of subject exams that may be re-taken is limited to one or two. Greece, Spain and Slovenia (in the 9th grade) are exceptions, in that pupils in difficulty are entitled to re-sit examinations in every subject in which they

have failed. In Estonia, Lithuania and Luxembourg, pupils experiencing difficulties are referred and given extra study in order to help them improve their results. If they succeed, they are admitted to the next year. In Lithuania and in Luxemburg, the school also must provide individual support to students who are receiving extra study.

In Belgium (French and Flemish Communities), Denmark, the Netherlands and Finland, the decision as to whether such opportunities should be made available and what form they should take is a matter for the school. In the decree on basic education in Finland, it is prescribed that a pupil in difficulty should be given an opportunity to demonstrate that he/she has achieved an acceptable standard. The procedures of the decision-making process should be described in the local curriculum. Normally, re-sits include a written test and a discussion with the teacher. The method of re-assessment should be appropriate for the pupil's age and abilities.

### **3.2.2. Conditional progression**

In Germany, Spain, Austria, Poland and Liechtenstein where the marks are important (see 3.1.2), pupils experiencing difficulties may be given the opportunity to obtain conditional progression to the next year. In Germany, conditional progression is allowed in particular school years and in particular types of school. It may be granted if the pupil has not acquired the necessary grades for progression, but is expected to learn successfully during the next school year, due to his/her achievement and general development. A conditional progression is not granted when progression leads to a formal qualification or an entitlement, e.g. at the end of lower secondary education. In Spain, pupils who have obtained no more than two fail marks at the end of the year may progress to the following year but must enrol in a remedial and revision programme set up by teaching staff and undergo the necessary assessment. The assessment is taken into account in determining whether pupils are eligible to continue with the subjects they failed and in decisions on their progression and certification. In exceptional circumstances, progression to the next year may be authorised even if the pupil in question has failed the assessments in three subjects, provided the teaching staff consider that progression to the next year is not likely to end in failure and will contribute to the pupil's academic recovery. In Poland, pupils who have failed resits can obtain conditional progression only in one subject under the condition that this failed subject is continued in the year to which he/she is progressing. In Austria, pupils in difficulty may be able to avoid the need to repeat a year if in the previous year they had passed the subject in which they failed in the given year and if their present abilities seem to indicate that they will succeed in the following year, if they are moved up. In Liechtenstein, the decision as to whether a pupil in difficulty can be granted a conditional progression to the next year is based on the pupil's current level of performance, his/her marks, the learning process and a prediction of the pupil's personal and academic development.

### **3.2.3. Limited number of repeated years**

Some countries have placed limits on the practice of repetition by introducing rules on the number of times a pupil may repeat a year, and on the specific years in the lower secondary cycle when a pupil may be held back. In Liechtenstein, for example, pupils are allowed to repeat the same year only once. In Luxembourg, pupils cannot enrol more than twice for the same year except for the final year of lower secondary or the last year of a training course when they can enrol up to three times. In Slovenia, students cannot be obliged to repeat the last year of compulsory secondary education and therefore are given several opportunities to catch-up. In Cyprus, the number of repeated years allowed

is linked to the institution: pupils are only allowed to repeat a year twice in one school. If they are required to repeat the year for the third time they must enrol at a different school.

The French and German-speaking Communities of Belgium, Luxembourg and Austria have also placed restrictions on the whole of the lower secondary cycle. In the French and German-speaking Communities of Belgium, a pupil cannot take more than three years to complete the first two-year-cycle (*degré*) of lower secondary. In the German-speaking Community, an exception may be made in the event of a serious illness. In Luxembourg, the total number of repeated years at lower secondary level is limited to two. In Austria, a pupil experiencing difficulties may not remain at the eight-year *Allgemeinbildende höhere Schule* for more than ten years.

In France, legislation imposes limitations for certain years of lower secondary level (*collège*) which is organised in three teaching stages: adjustment stage (11-12 years), main stage, guidance stage (14-15 years). The teaching council (*conseil de classe*) can suggest that a pupil repeat a year at the end of each cycle (end of the 6th, 4th, and 3rd years). In the *college*, repetition may only take place within a cycle at the request, or with the agreement, of the parents or by the pupil if he/she has reached adulthood.

In the Czech Republic, Denmark and Spain, there are restrictions across the whole period of compulsory schooling; the total number of repeated years is limited to two. In the Czech Republic, a pupil may repeat only one year within the first stage (primary level) and one year within the second stage (lower secondary level). A pupil who has already repeated a year within a stage proceeds to the next year regardless of his/her results. In Danish law, it is stated that pupils may not be placed in a lower class more than once in the pupil's entire school life except on very rare occasions. In Spain, a pupil can repeat twice only the 4th grade of lower secondary education and only if he/she did not repeat any grade at lower secondary level.

#### **3.2.4. Changing streams or school as an alternative to grade retention**

Several types of education are available at lower secondary level in Belgium, Germany, Lithuania, Luxembourg, the Netherlands, Austria, Liechtenstein and Slovakia. The structure of the school system provides for pupils to be streamed into different types of course or school, in almost all these countries at the start of their secondary education.

In Belgium, at the end of the first two-year-cycle (*degré*) of lower secondary education, pupils can opt for courses with an academic, technical, artistic or vocational emphasis. Regardless the fact whether the pupil has completed the first stage of secondary education, he/she may be admitted to the second stage of vocational education at the age of 15.

In Luxembourg, pupils in difficulty are either streamed into a different type of course (technical, vocational or technician training system) or kept at the same level for an extra year. The second option is intended for pupils who have failed but are considered capable of making up ground during the repeated year.

In Germany, it is possible to transfer a pupil from one course to another or from one school to another, for example from a *Gymnasium* to a *Realschule* or *Hauptschule*. A similar procedure can take place in the Netherlands where a student experiencing difficulties in pre-university education (*Voorbereidend*

*wetenschappelijk onderwijs* – VWO) can be streamed into another type of course such as senior secondary education (*Hoger algemeen voortgezet onderwijs* – HAVO) or pre-vocational education (*Voorbereidend middelbaar beroepsonderwijs* – VMBO) instead of repeating a year.

In Spain, initial vocational qualification programmes (*Programas de Cualificación Profesional Inicial* – PCPI) are aimed at preventing early school dropout, opening up new possibilities for training and qualification and facilitating access to employment. PCPI programmes are aimed at those students aged over 16 who do not hold the *Grado en Educación Secundaria Obligatoria* certificate. In exceptional circumstances, this may apply to children aged 15 who have taken the second academic year of compulsory secondary education but do not meet the requirements to progress to the third year and who have already had to stay down once during this stage.

Guiding pupils towards an alternative course is also practised in Portugal, where pupils experiencing difficulties may opt for the Education and Training Courses (*Cursos de Educação e Formação* – CEF) in order to avoid repeating a year of their course at lower secondary level. These courses allow young people aged 15 or over who have failed to complete the 6th or 9th year of schooling in mainstream education another opportunity to do so and, at the same time, prepare themselves for the world of work with professional and academic qualifications.

In Austria, in the *Hauptschule*, pupils can also change streams within the same school and the same year group. Pupils can avoid repeating a year by continuing with the next stage of their course in a lower ability group where they can improve their performance in a particular subject.

Changing schools is used as a means of avoiding repeating a year in Lithuania and Slovakia. Pupils who do not wish to repeat a year in Lithuania may move to a school for pupils of a lower ability level (in another comprehensive school, vocational school or youth school<sup>(4)</sup>) or continue their education independently. In Slovakia, students are guided to either special schools or special classes in mainstream schools.

### 3.3. Measures taken during grade retention

In some countries where grade retention is used as a means of overcoming difficulties, the law prescribes measures to be taken during the repeated year. The repetition of a year in Spain is accompanied by a specific individualised programme, the purpose of which is to help pupils overcome the difficulties of the previous year. Schools run these programmes in consultation with the education authorities. In Luxembourg, the repetition of a year is always accompanied by remedial measures determined jointly by the pupil's class teachers, meeting in the teaching council (*conseil de classe*). Subject to the agreement of the school head, the *conseil de classe* may propose a modified timetable for the pupil repeating the year. In this way, the pupil may be excused lessons in particular subjects on condition that he/she spends the relevant periods on remedial measures or revision work. In Portugal, the *conselho de turma* (class council) draws up an analytical report on each pupil repeating a year, which specifies the learning outcomes that the pupil did not attain during the previous year as well as the type of learning that should form the basis of the pupil's syllabus and curriculum during the repeated year. In Hungary, if a pupil repeating a year has previously repeated one or more years, the school must provide him/her with support lessons to enable him/her to attain the required level.

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<sup>(4)</sup> Youth schools provide education to socially and pedagogically disadvantaged teenagers of 12-16 years old.



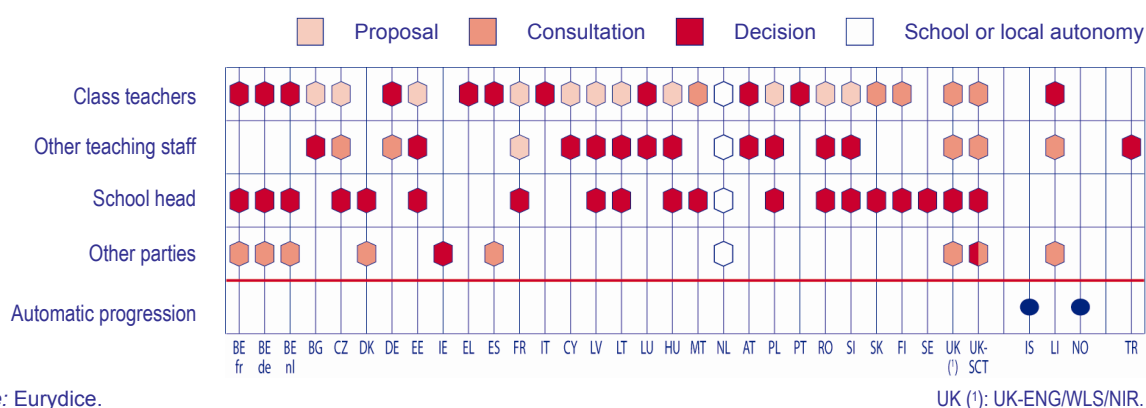
### 3.4. Participants in the decision-making process on grade retention

In most countries, decision-making procedure on grade retention and the role of the participants in this procedure are defined by the regulation in force. The participants in the process may be the school staff, the pupil's parents or external parties such as local or educational authorities as well as counselling centres. However, in most cases, the decision whether a pupil should move up or repeat the current year is made within the school itself. As to the parents, the degree of their involvement in the decision-making process varies from one country to another. Moreover, in some countries, an external assessment is also possible while in others it is mandatory, for example, in case of a parental appeal.

#### 3.4.1. Role of education professionals within and outside the school

In almost all the countries, at lower secondary level, schools play the key role in determining whether a pupil advances or repeats the year. At this school level, teaching is provided by subject specialist teachers, and often there is a designated teacher who is responsible for a particular class. This teacher together with the other staff who teach the class (or school teaching staff in general) are the main school actors in the decision-making process. Other participants such as social workers, educators, psychologists, guidance counsellors can also take part in this process.

**Figure 3.3: Role of education professionals within and outside the school in the grade retention decision-making process at lower secondary level (ISCED 2), 2009/10**



Source: Eurydice.

UK (!): UK-ENG/WLS/NIR.

#### Additional notes

**Estonia, Latvia, Lithuania, Hungary, Poland, Romania and Slovenia:** Class teachers, as part of the school teaching staff, participate in a teaching council which comprises all teaching and management staff of the school and is the main decision-making body.

**Ireland:** Information incomplete and not confirmed at national level.

**Portugal:** The *conselho pedagógico* (pedagogical council) is involved in cases where a second repetition is proposed and in parental appeals.

**United Kingdom (SCT):** The category 'other parties' includes educational authorities which share decision-making powers with the school head as well as other professionals such as educational psychologists.

**Liechtenstein:** The category 'other parties' includes the *Schulrat* (school council) which becomes involved and makes the final decision in cases where the *Klassenkonferenz* proposes a change of school.

#### Explanatory notes

**Other parties:** This category includes other professionals (social workers, educators, guidance counsellors, psychologist etc.) working within the educational institution and also those working outside in specialist centres or local/education authorities.

Specific situations relating to parent participation in the decision-making process, such as lodging an appeal, are not taken into account in this figure (see section 3.4.2)

The teaching council, a board comprising teaching staff, is the key decision-making body in most countries. The composition of the teaching council may vary: in some countries, it consists only of the teachers giving classes to a particular class while in others it comprises other members of teachers and other school staff. The role and the functions of this council as well as its collaboration with other school parties also depend on countries. In Belgium, the *conseil de classe/klassenraad/ Klassenrat* and the admissions board are both decision-making bodies for matters concerning progression, repetition of a year and pupil guidance. The *conseil de classe/klassenraad/Klassenrat* consists of all members of staff responsible for teaching a particular group of pupils. The school head is a member of this board and is therefore involved in the decision-making process. In Germany and Liechtenstein, it is the *Klassenkonferenz* (class council), comprising all the staff who teach the pupil and chaired by the main teacher of the class, which makes decisions on grade retention. In Germany, in more complicated cases, the question whether a pupil should repeat a year can be also dealt with by the *Lehrerkonferenz*, which consists of the school's entire teaching staff and chaired by the school head. The final decision is made by the *Klassenkonferenz*. In Portugal, likewise in the second cycle of the *ensino básico*, it is within the *conselho de turma* (class council) that the class teachers make decisions on matters concerning progression, repetition of a year and pupil guidance.

In several countries (Estonia, Latvia, Lithuania, Hungary, Poland, Romania and Slovenia), the teaching council, which comprises all school teachers as well as members of the management staff, is the main decision-making body responsible for issues regarding the progression and retention of pupils. The teaching council bases its decisions on the grades given by the teachers in charge of a particular class. It must be noted that in Lithuania, it is the designated class teacher who makes a recommendation regarding the progression or retention of a pupil. The situation is similar in Cyprus, where the parties involved in the decision-making process are the teachers who award the grades for each subject, and the school board of teachers (*kathigitikos Syllogos*) which approves the grades.

In some countries, the main responsibility for the decision on pupil retention lies with the school head who cooperates with various parties within or outside the school. In the Czech Republic, when making a decision on retaining a pupil, the school head takes into account the opinion of the teaching council. This body includes all members of the school teaching staff. Its role is to deliberate the cases of pupils who have not met the progression criteria and make recommendations to the school head. In Denmark and Sweden, before making the decision, the school head consults the pupil's parents. In Finland and in Slovakia, he/she makes the decision in cooperation with the pupil's class teachers. In Malta, the school head considers both the opinion of the pupil's teachers as well as that of the parents. In the United Kingdom, the school head would be informed by discussions with teachers and other staff involved with the child within the school as well as externally bodies. However, a decision to retain a pupil would normally only be made with the agreement of the parents (see 3.4.2), following a detailed discussion of the possible implication for the child.

Before making a decision on whether a pupil who is having problems should progress to the next year or not, the school may, in some countries, decide to ask for further advice, either from within the school or from an outside body in order to better assess the pupil's situation. In Spain, school counselling departments are the most widespread counselling services in secondary education. They are part of the school organization and comprise a head of department (normally the school counsellor), support teachers and social workers. Staff from the counselling department is always involved in assessment meetings, providing information, advice or evidence to support a pupil's

assessment or progression. Any member of the school community can address the counselling department (management team, teachers, pupils and families). The final decision on a pupil's progression is made collegiately by the teachers of the class. In Liechtenstein, in cases where a pupil in difficulty is at risk of being retained, the teachers, the *Klassenkonferenz* (class council) and the *Schulrat* (school council) may consult the school psychology service, social workers and remedial teachers.

In Belgium, Denmark and the United Kingdom, before deciding to hold back a pupil who is having difficulties, the school may apply to an external body for an additional assessment of the pupil. In Belgium, when assessing pupils in difficulty, the *conseil de classe/klussenraad/Klassenrat* may draw on information gathered by the centre for psychological, medical and welfare support (*Centre psychomédico-social* in the French Community, *Centrum voor Leerlingenbegeleiding* in the Flemish Community and *Psycho-Medizinisch Soziales Zentrum* in the German-speaking Community) – and from any interviews that may have taken place with the pupil and his/her parents. The final decision is made by the *conseil de classe/klussenraad/ Klassenrat*. In Denmark, if the school decides to involve external bodies for an additional assessment of pupils in difficulty, the counselling is conducted by the *Pædagogisk Psykologisk Rådgivning* (Pedagogical Psychological Counselling). It is the school head who makes the final decision. In the United Kingdom (England, Wales and Northern Ireland), before making a decision on a pupil's placement out of his/her year-group, the school head would seek the views of professionals outside the school such as an educational psychologist and the local authority. The situation is slightly different in Scotland where the decision-making power is shared between the school head and the local authorities. Only in Ireland, all decisions regarding pupil progression to the next year at lower secondary level are always made outside the school. The Department of Education and Skills approves exemptions from progression at the request of the school's management team and can authorise a pupil to repeat a year.

### 3.4.2. Parents' role

In all countries, schools regularly inform parents of their child's progress during the school year. The decision whether a child will progress to the next year or will be held back is communicated to parents at the end of each school year. In some countries (Estonia, Denmark, Malta, the Netherlands and Sweden), if a pupil is at risk of having to repeat a year, before deciding whether the pupil is to move on to the next year or to be retained, the school should consult his/her parents for their views on the matter. The final decision is, however, made at school level even without parental consent. In the Netherlands, the school and the parents discuss the child's development, achievements, results and attitude. If there is disagreement about grade retention, the parents can deliberate with the school and put forward arguments for another decision. If there is no agreement between the parties, the school makes the final decision.

In several countries, parents are given a more active role in the decision-making process. Depending on the country, parent involvement can take three forms: their consent is necessary to retain a child in a lower class; they can demand grade retention; they can lodge an appeal against the decision to repeat a year. Only in the United Kingdom, the decision to hold a pupil back is normally only made with the agreement of parents following a detailed discussion of the possible implications for the child.

In the Flemish Community of Belgium <sup>(5)</sup>, France and Hungary, parents may decide that their child should repeat a school year if they consider that it would improve his/her academic performance. In the Czech Republic and in Slovenia, parents have the right to request grade retention, but only in case of serious health problems. In Sweden, parents may also request to retain their child in the same year. However, the final decision is made by the school head who takes into account the general development of the child and considers whether this solution is the most appropriate for the pupil in question.

In several countries, parents may appeal against a decision made by the school to hold their child back in the same school year. The appeal procedure may be only an internal procedure or, in case of disagreement between the school and the family, it may become external. For instance, in the Czech Republic, Lithuania, Portugal and Liechtenstein, the parental appeal procedure is internal. In the Czech Republic, if parents are in doubt as to the validity of their child's assessment, they may request the school head to have the pupil re-examined by the school's internal examination board. Only if the pupil's teacher of the relevant subject was the school head, the pupils' parents may appeal to the regional authority. In cases where there are good grounds for appeal, the regional authority may decide that the case should be reviewed by the examination board of another school. A school inspector may be present at such an examination if requested. The outcome of this re-examination in both cases (internal or external) cannot be challenged further. In Lithuania, if parents disagree with the decision to repeat the year, the school head may review the information on which the class or subject teacher's decision was based and refer the matter to the teaching council for a final decision. In Portugal, in the 3rd cycle of the *ensino básico*, a pupil's parents may apply to the school's executive body using the same procedure as in the 2nd cycle. In Liechtenstein, the *Klassenkonferenz* makes the decision on grades and on grade retention. If parents do not agree with the school's decision on grade retention and/or the type of education recommended for their child, they may lodge an appeal against the decision of the *Klassenkonferenz* within 14 days, requesting proof of the need for this remedial measure and for the child to be given the opportunity to be reassessed. The final decision is then made by the *Schulrat* (school council).

In cases where there is prolonged disagreement between parents and the school on the pupil's right to progress to the next year, the parental appeal can be accompanied by the involvement of external bodies. This procedure exists in Belgium, Spain (in some Autonomous Communities), France, Hungary, Austria, Slovenia and Finland.

In the French and Flemish Communities of Belgium, if the internal procedure fails, parents can lodge an external appeal with the chair of an appeals board. The board takes into consideration not only the gap between the knowledge or skill levels actually acquired by the pupil and those that he/she should have attained, but it also looks at the assessment tests used by the school to ensure that they match the standards of those produced by the various examination boards. Where the appeal board's decision differs from that of the *conseil de classe/klassenraad*, it supersedes the earlier decision.

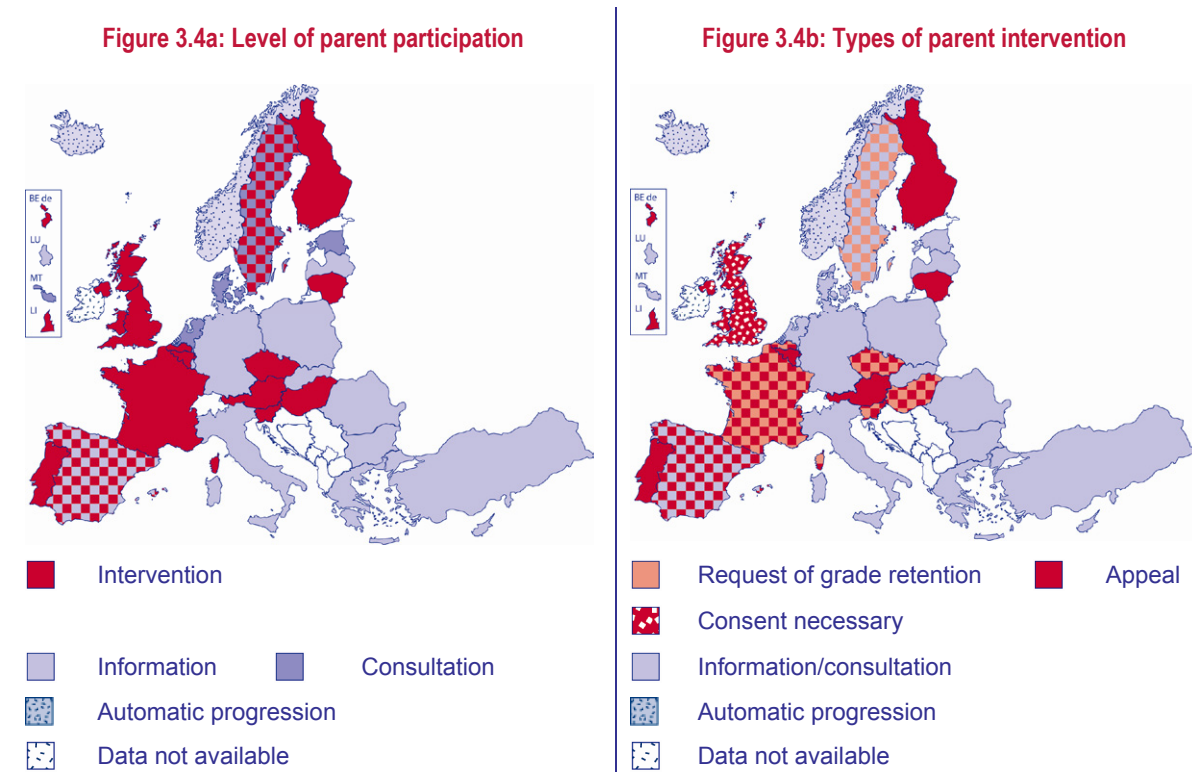
In Spain, a parental appeal process exists in the majority of the Autonomous Communities and in some of them the legislation specifies both internal and external procedures for families who wish to challenge marks or decisions regarding their child's progression. Parents first address their appeal to

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<sup>(5)</sup> In the Flemish Community of Belgium, a student having a grade 'A' ('pass') can repeat a year as a free student only with the consent of the school.

the school management team which, after consulting the teachers involved in the decision, make a judgement on the appeal. If the disagreement persists, families can appeal to the relevant ministry of education of the Autonomous Community which must resolve the case after consulting the inspectorate.

**Figure 3.4: Parental participation in the decision-making process on grade retention at lower secondary level (ISCED 2), 2009/10**



Source: Eurydice.

**Additional notes**

**Ireland:** Information not confirmed at national level.

**Spain:** The level of parents' participation varies according to the Autonomous Communities.

In France, parents may make a request for educational guidance, progression to the next class or repetition of the year. The class council examines the case and delivers a recommendation. The school head makes the final decision and transmits it to the parents. In case of disagreement with the parents, the school head meets them, explains the proposals and listens to their views on the matter. If the disagreement continues, the parents may apply to the appeals commission chaired by the chief inspector of the *académie*, the director of the government's education services for the *département*, who makes the final decision.

In Hungary, in the event of disagreement on the assessment of a pupil, the parents can submit a request to the head teacher who forwards it to the Educational Authority, the *Oktatási Hivatal*. The latter points out an independent committee in front of which the end-of-year exams may be taken/re-

taken and a student can be assessed/re-assessed. The committee makes the final decision, but in case of infringement of law parents can appeal to the Educational Authority.

In Austria, parents can lodge an appeal to the school in a written form within five days of the receipt of the decision of the *Klassenkonferenz*. The school must forward the appeal to the higher school board for the final decision: to the district school board (*Bezirksschulrat*) if the pupil is enrolled in the *Hauptschule* and to the school board of the province (*Landesschulrat*) if he/she is enrolled in the *Allgemeinbildende Höhere Schule*. These bodies make the final decision regarding a pupil's progression or retention.

In Slovenia, parents may contest the final marks of their children. The school head appoints a commission consisting of three members, one of whom is external. The commission makes the final decision on the parental appeal and a pupil may be re-assessed.

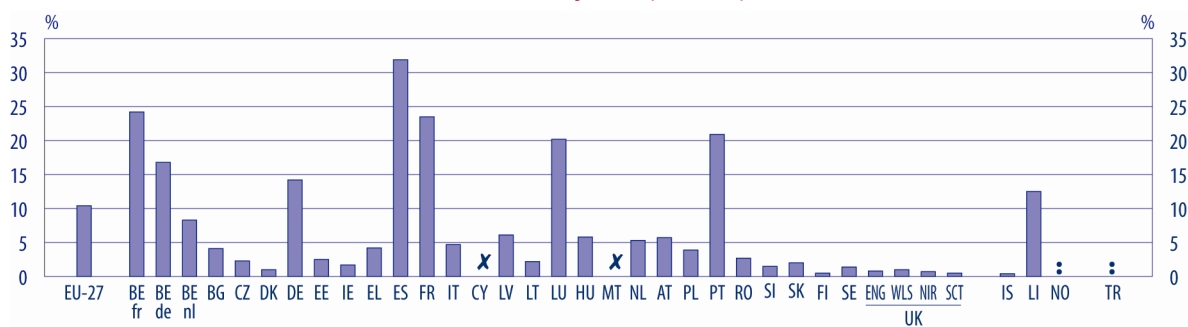
In Finland, where an obviously erroneous decision has been made on a pupil's final marks or on his/her progression to the next year the Provincial State Office may, at the request of the parents, order a re-assessment, or make a decision on the original marks and on the pupil's right to progress to the next year.

### 3.5. Statistical data

In order to assess the extent of grade repetition at lower secondary level in European countries, the most recent international statistical data available from both PISA (2009) and Eurostat (2008) have been analysed.

The data from the PISA study are based on the answers to the question posed to 15-year-old pupils: 'Have you ever repeated a grade?' Students answering this question were invited to indicate the level at which they had had to repeat a year: primary, lower secondary or upper secondary.

**Figure 3.5: Proportion of 15-year-old pupils who have repeated a year at least once at lower secondary level (ISCED 2), 2009**



**X** Countries not contributing to data collection

EU-27		BE fr	BE de	BE nl	BG	CZ	DK	DE	EE	IE	EL	ES	FR	IT	CY	LV	LT	LU
10.4		24.2	16.8	8.3	4.1	2.3	1.0	14.2	2.5	1.7	4.2	31.9	23.5	4.7	x	6.1	2.2	20.2
HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK-ENG	UK-WLS	UK-NIR	UK-SCT	IS	LI	NO	TR
5.8	x	5.3	5.7	3.9	20.9	2.7	1.5	2.0	0.5	1.4	0.8	1.0	0.7	0.5	0.4	12.5	:	:

Source: Secondary analysis from PISA database 2009, OECD.

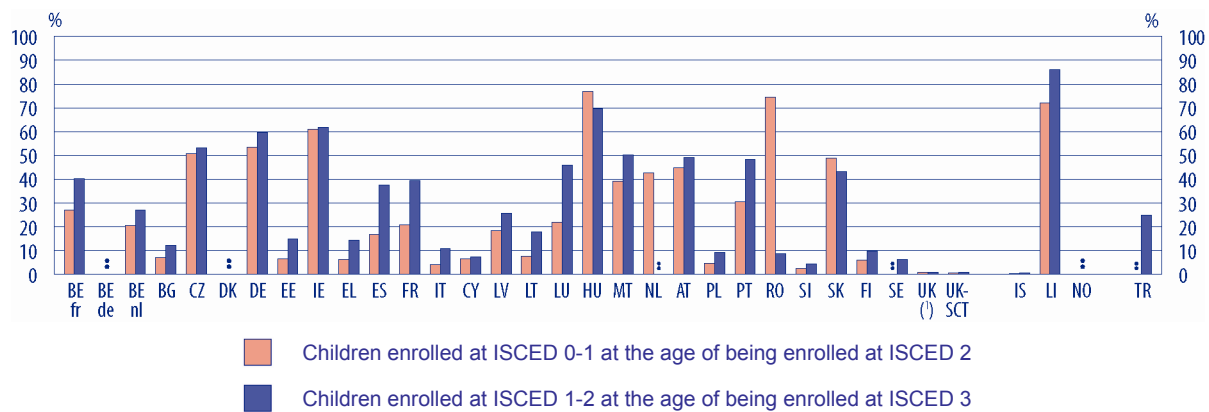
**Additional notes**

**Norway:** The question has not been asked to the students because of the automatic progression.

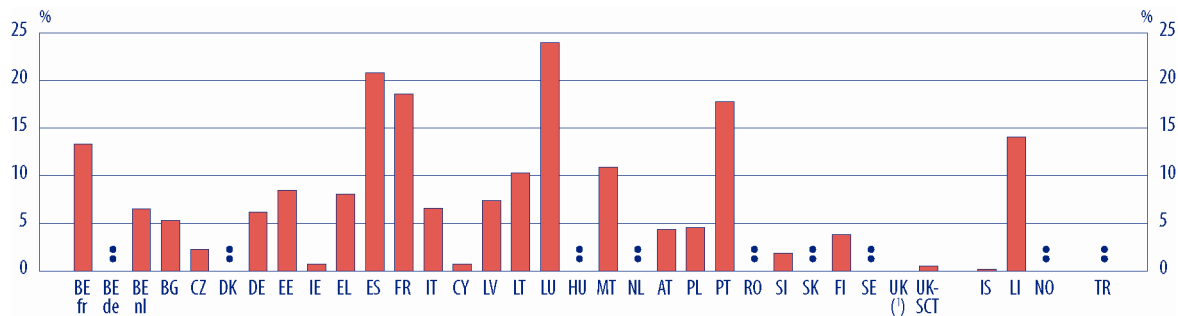
**Turkey:** As compulsory education ends at age 14, this survey of 15-year-old pupils does not take into account those pupils who left school at age 14; it is possible that some of these pupils may have repeated a year in primary or lower secondary education. There is no distinction between primary and lower secondary education. The rate covers both education levels.

Figures 3.6a and 3.6b below, based on Eurostat (2008) data, show the percentage of children enrolled in primary (ISCED 1) or pre-primary (ISCED 0) education when they have reached the normal age for lower secondary education (ISCED 2) compared with the percentage of children still enrolled in a lower education level (ISCED 1-2) when they have reached the normal age for upper secondary education (ISCED 3). This percentage includes pupils who started primary education late, those who repeated a year at primary level and also children who had come from abroad and were enrolled in a lower class than the normal one for their age, as well as pupils with special education needs. Comparing the difference between the two rates gives a proxy for the grade retention rate at lower secondary level. This proxy complements the data provided by the PISA study (2009).

**Figure 3.6a: Percentage of pupils falling behind at primary (ISCED 1) and lower secondary level (ISCED 2), 2007/08**



**Figure 3.6b: Estimate of grade retention at lower secondary level (ISCED 2), 2007/08**



Source: Eurostat, 2008.

UK (1): UK-ENG/WLS/NIR.

**Data (Figure 3.6a and 3.6b)**

	BE fr	BE de	BE nl	BG	CZ	DK	DE	EE	IE	EL	ES	FR	IT	CY	LV	LT	LU
■	27.0	:	20.5	7.0	50.8	:	53.5	6.5	61.0	6.3	16.8	20.8	4.2	6.6	18.4	7.6	21.8
■	40.3	:	27.0	12.3	53.1	:	59.7	15.0	61.7	14.4	37.6	39.4	10.8	7.3	25.8	17.9	45.8
△	13.3	:	6.5	5.3	2.3	:	6.2	8.5	0.7	8.1	20.8	18.6	6.6	0.7	7.4	10.3	24.0

	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK (!)	UK-SCT	IS	LI	NO	TR
■	77.0	39.2	42.8	44.7	4.6	30.5	74.6	2.4	49.0	6.0	:	1.0	0.5	0.3	72.0	:	:
■	69.5	50.1	:	49.1	9.2	48.3	8.7	4.3	43.2	9.8	6.4	1.0	1.0	0.5	86.1	:	25.0
△	:	10.9	:	4.4	4.6	17.8	:	1.9	:	3.8	:	0.0	0.5	0.2	14.1	:	:

Source: Eurostat, 2008.

UK (!): UK-ENG/WLS/NIR.

**Additional notes**

**Denmark:** As the optional 10th year at the theoretical turning age of 16 is still considered to be ISCED 2, it is not possible to calculate the estimate.

**Greece and Malta:** Data issued in 2006/07.

**Sweden and Norway:** Data not available because the age distributions given by Eurostat are estimated by school year.

**United Kingdom:** Data from the Department for Children, Schools and Families, DCSF (now Department for Education, DfE). Public and private schools counted together, special schools excluded. Reference year 2008/09.

**Explanatory notes**

The calculations are based on Eurostat data on students by ISCED level and age. For each country, the estimate is based on the official age for entry into ISCED 2 and ISCED 3 (turning ages). For the official turning ages, the percentage of pupils that were still attending lower ISCED levels than expected was calculated from the total number of pupils of that age in the respective country. Pupils with special education needs are included. Independent private educational institutions are not taken into account. Concerning the official turning ages of entry to ISCED levels, see the schematic diagrams of the structure of European education systems in 2009/10 (Eurydice, 2009).

The estimate of grade retention at primary level is computed by subtracting the percentage of pupils falling behind in primary level from the percentage of pupils falling behind in lower secondary level. It is an estimate since different cohorts of pupils are considered for the same reference year. Negative values are considered missing.

For specific country notes regarding the percentage of children retained at ISCED 1 at the age of starting compulsory schooling at ISCED 2, see additional notes of Figures 2.5a and 2.5b.

However, it is important to underline that this estimate, based on Eurostat data, of the accumulated grade retention rate in schooling must be interpreted with caution, particularly for the few countries where the move from lower secondary to upper secondary level corresponds to the end of compulsory schooling. In such cases, a certain number of pupils beyond the age for compulsory schooling may have left the education system and be in the labour market. Thus, in Romania, school-leavers may in part explain the apparent decrease in the grade retention rate at the end of lower secondary level. Apart from this example, the two sources of data combined reveal several trends with regard to grade retention at lower secondary level in the countries of Europe.

In the first group of countries, where the level of grade retention is almost nil or very low at the end of primary education (see chapter 2), the practice of grade retention generally remains or increase a little at a similar level at lower secondary schooling, in spite of the differences between these countries in terms of the regulations in force. Indeed, in Iceland, the regulations in force throughout the years of compulsory education stipulate that pupils move up from one class to the next automatically, irrespective of their academic achievement. On the other hand, in Denmark, Finland and Sweden, although the practice is used only in exceptional cases, repeating a year is technically possible at any time, with the same criteria applying throughout the entire period of compulsory education, i.e. a decision is made at school level based on the general development of the child and what would be in his/her best interests. In the United Kingdom where there is no specific regulation the situation is similar. In Bulgaria, the Czech Republic, Estonia, Latvia, Poland, Slovenia and Slovakia, the existing



legislation also allows grade retention but provides opportunities for pupils to catch-up and sets limits to reduce or even circumvent the practice.

In some countries, where the grade retention rate is relatively high in primary education according to the 2009 PISA data, the grade retention phenomenon decreases into secondary education. This is the case in Belgium (Flemish Community), Ireland and the Netherlands. This trend can be partly explained by the use, at secondary level, of the vocational route. The organisation of lower secondary schooling into different types of education is also found in Germany, Luxembourg, Austria and Liechtenstein. However, despite the possibility of referring students to a different educational strand as an alternative to grade retention, there is a retention rate similar in lower secondary. The situation is similar in Belgium (French and German-speaking Communities) where streaming into technical and vocational courses is possible at the age of 14 years at lower secondary level. In three of the countries where the rate of grade retention is quite high at primary level (Spain, France and Portugal), all pupils follow a common type of education without separate strands or tracks. In France and Portugal, the retention rate remains about the same in secondary as in primary education, while in Spain, it increases strongly, in spite of regulations designed to limit the practice and the provision of opportunities for pupils to catch up. In all of the countries in this group therefore, there is a definite tendency to use grade retention as a remedy for pupils in difficulty at both levels of education.

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Two main patterns are evident in this analysis of regulations on grade retention in lower secondary education in European countries. Either progression to the next class is automatic or there is a possibility for a school year to be repeated. Automatic progression is recommended in official guidelines in Iceland and Norway. In the United Kingdom, the approach to progression is similar, although there is no specific legislation on grade retention. Except in exceptional circumstances such as a long absence from school, children in the United Kingdom normally move up automatically to the next school year – age being the only criterion for progression. In all other countries, legislation sanctions the practice of grade retention.

The criteria, as laid down in regulations, which provide grounds for grade retention, are rather similar in all countries. The main reason for deciding that a student in difficulty should repeat a grade is that he/she has made insufficient academic progress during the year even though additional support has been provided. Another similarity is that in all countries where grade retention is allowed, the legislation incorporates various limitations to restrict its use in practice.

However, the wide variations between countries in the rate of grade retention indicate significant differences in the application of this measure at lower secondary level: according to 2009 PISA data, in Denmark, Slovenia, Finland, Sweden and United Kingdom less than 1,5 % of pupils repeat a year while in the French Community of Belgium, Spain, France, Luxembourg and Portugal the rate is higher than 20 %. This substantial disparity reveals important cultural differences regarding grade retention among education communities in European countries. Where the rates are high, it appears that the

belief in the benefit of repetition as a remedial measure for the student in difficulty remains prevalent, despite regulations which aim to restrict its use.

In the countries where the rate of grade retention is high, the two most common limitations on its use are firstly that the repetition of a particular school year (or year within a stage) is forbidden, and secondly, that the total number of times a student may repeat a year is restricted. Such is the case in Belgium, France and Luxembourg. In many countries, provision is made for students to attempt to catch up with their studies before the start of the following school year so that they can avoid having to repeat the year. These provisions (such as re-sitting examinations or doing extra homework) are intended to allow students in difficulty the opportunity to reach the required level and continue to progress in their studies. This is generally the case in the countries of Central and Eastern Europe which have relatively low grade retention rates, with less than 7 % (2009 PISA data).

The principal participants in the grade retention decision-making process are generally members of the school staff (teachers, school head, psychologists, etc.). Legislation also provides for participation by pupils' parents. However, at lower secondary level, parents seem to play a less significant role than at primary level where their consent is often necessary before a child can be made to repeat a year. Indeed, at lower secondary level, only in the United Kingdom, the decision regarding grade retention is normally made with the agreement of pupils' parents, although there is no specific legislation. In only a few countries (Denmark, Estonia, Malta, the Netherlands and Sweden), parents are always consulted beforehand. This condition can partially explain the very low grade retention rates in Denmark and Sweden. In countries where grade retention is common practice at lower secondary level, legislation usually provides for parents to have a right of appeal against the decision made by the educational institution. In these cases, bodies outside the school often become involved in the process in order to provide an additional opinion on whether repetition is necessary or not. However, for the most part, the school remains the principal decision-making body.

## MAIN CONCLUSIONS

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### **Pupils may fall behind for a year in countries where primary education admission requirements are based on maturity and development**

Holding back a pupil of official compulsory primary school age in pre-primary education or placing him/her in a transition class can be linked to the issue of grade repetition. In essence, a pupil who is not admitted to the first year of primary education, following an assessment based on criteria of maturity and development, falls a year behind. This practice affects quite a high percentage of children in some countries (Czech Republic, Germany, Hungary, Austria, Romania, Slovakia and Liechtenstein) and reveals the strong perceptions that children should reach a pre-determined level of maturity in readiness for school. However, in other countries where regulations also allow for children's admission to primary education to be postponed for a year for developmental reasons (Belgium – French and Flemish Communities, Cyprus, Latvia, Slovenia, Finland and Iceland), this option is rarely taken.

### **Lack of sufficient progress is the most common reason stated in regulations for deciding that a pupil should repeat a year**

Two distinct patterns are evident in the regulations relating to pupil progression. Either automatic progression is recommended or grade retention is allowed. Automatic progression as an official principle is established in very few countries (Iceland and Norway as well as Bulgaria and Liechtenstein at primary level). The situation is similar in the United Kingdom because, although there are no specific regulations on grade retention, children are normally expected to progress through school within their own year group. In all other countries, grade retention is permitted by legislation but the regulations usually incorporate various limitations which are intended to restrict the use of the practice. These limitations may include, for example, automatic progression during the first years of primary education and/or a limit on the number of times a pupil may repeat a year.

Insufficient progress at school is, in all cases, the main reason for which a pupil may have to repeat a year, although, in some countries, other criteria such as absenteeism or behaviour are also mentioned in legislation. Grade retention can therefore occur when the various measures taken during the school year to help pupils overcome their learning difficulties have not enabled them to make sufficient progress. However, in many countries, poor marks at the end of the school year do not necessarily lead to retention: assessment may take other aspects into account; pupils may be given extra work to help them catch up or allowed to re-sit exams; and, in a few countries, pupils may be allowed to move up to the next class under certain conditions.

**In most countries, the major influence in the decision-making process is the opinion of teachers; parental opinion plays a minor role.**

The decision-making process on pupil progression to the next class can involve various parties; some of these play a decisive role whilst others are consulted for an opinion. In the vast majority of cases, the decision is made within the school usually by the class teacher(s). Other teachers or school heads may also play a part in the decision-making process. In some countries, it is the school head who makes the final decision. In a few countries, professionals based outside the school may also be involved including local authorities, educational psychologists and guidance services. Depending on the country and the circumstances, these professionals may either be invited to provide an opinion or they may make the final decision.

Everywhere, parents or legal guardians are regularly informed about their children's progress. In two thirds of countries they are involved in some way or another if the question of grade repetition arises for their child; regulations indicate three levels of involvement for parents. In only a few countries is their consent necessary for pupils to repeat a grade either at primary or lower secondary level. In some other countries, parents are always consulted during the decision-making process. Finally, it is more common at lower secondary level than at primary level for parents to have a right of appeal against decisions but, in these cases, although external bodies may intervene, the final decision regarding grade repetition usually rests with the school.

**Despite similar regulations, grade retention rates vary widely between European countries. In countries with high rates, the idea that grade retention is beneficial for pupils is still prevalent in the education community.**

The comparison of statistical data (Eurostat 2008 and PISA 2009) indicates that there is no linear relationship between the provision for grade retention in legislation and its actual use in practice. In many countries where retention is permitted but restricted by regulations, the rates vary significantly between countries. At primary level, some countries such as Greece (2.0 %) and Austria (4.9 %) have low grade retention rates; while other countries such as France (17.8 %), Portugal and the Netherlands (22.4 %) reveal much higher rates. At lower secondary level, these trends persist with variations between countries' rates ranging from 0.5 % in Finland to 31.9 % in Spain.

In conclusion, even though grade retention is possible in most countries, actual practice varies widely. The existence of a culture of grade retention is the reason why the practice is used more often in certain countries. In these countries, the idea that repeating a year is beneficial for pupils' learning remains prevalent. This view is supported by the teaching profession, the school community and parents themselves. In Europe, it is mainly in Belgium, Spain, France, Luxembourg, the Netherlands and Portugal that this conviction persists in practice. Changes in regulations on grade retention are not enough to modify this belief; it should be supplanted by an alternative approach to managing children's learning difficulties. The challenge lies more in questioning certain assumptions and beliefs rather than regulatory change.

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**Romania**

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**Slovenia**

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## **Turkey**

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## GLOSSARY

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### Country codes

<b>EU/EU-27</b>	European Union
<b>BE</b>	Belgium
<b>BE fr</b>	Belgium – French Community
<b>BE de</b>	Belgium – German-speaking Community
<b>BE nl</b>	Belgium – Flemish Community
<b>BG</b>	Bulgaria
<b>CZ</b>	Czech Republic
<b>DK</b>	Denmark
<b>DE</b>	Germany
<b>EE</b>	Estonia
<b>EL</b>	Greece
<b>ES</b>	Spain
<b>FR</b>	France
<b>IE</b>	Ireland
<b>IT</b>	Italy
<b>CY</b>	Cyprus
<b>LV</b>	Latvia
<b>LT</b>	Lithuania
<b>LU</b>	Luxembourg
<b>HU</b>	Hungary
<b>MT</b>	Malta

<b>NL</b>	Netherlands
<b>AT</b>	Austria
<b>PL</b>	Poland
<b>PT</b>	Portugal
<b>RO</b>	Romania
<b>SI</b>	Slovenia
<b>SK</b>	Slovakia
<b>FI</b>	Finland
<b>SE</b>	Sweden
<b>UK</b>	United Kingdom
<b>UK-ENG</b>	England
<b>UK-WLS</b>	Wales
<b>UK-NIR</b>	Northern Ireland
<b>UK-SCT</b>	Scotland
<b>EFTA/EEA countries</b>	The three countries of the European Free Trade Association which are members of the European Economic Area
<b>IS</b>	Iceland
<b>LI</b>	Liechtenstein
<b>NO</b>	Norway
<b>Candidate Country</b>	
<b>TR</b>	Turkey

### Statistical code

: Data not available

## Glossary

### International Standard Classification of Education (ISCED 1997)

The International Standard Classification of Education (ISCED) is an instrument suitable for compiling statistics on education internationally. It covers two cross-classification variables: levels and fields of education with the complementary dimensions of general/vocational/pre-vocational orientation and educational/labour market destination. The current version of ISCED 97 (UNESCO-UIS, 2006) distinguishes seven levels of education. Empirically, ISCED assumes that several criteria exist which can help allocate education programmes to levels of education. Depending on the level and type of education concerned, there is a need to establish a hierarchical ranking system between main and subsidiary criteria (typical entrance qualification, minimum entrance requirement, minimum age, staff qualification, etc.).

#### ISCED 0: Pre-primary education

Pre-primary education is defined as the initial stage of organised instruction. It is school- or centre-based and is designed for children aged at least 3 years.

#### ISCED 1: Primary education

This level begins between 5 and 7 years of age, is compulsory in all countries and generally lasts from four to six years.

#### ISCED 2: Lower secondary education

It continues the basic programmes of the primary level, although teaching is typically more subject-focused. Usually, the end of this level coincides with the end of compulsory education.

#### ISCED 3: Upper secondary education

This level generally begins at the end of compulsory education. The entrance age is typically 15 or 16 years. Entrance qualifications (end of compulsory education) and other minimum entry requirements are usually needed. Instruction is often more subject-oriented than at ISCED level 2. The typical duration of ISCED level 3 varies from two to five years.



## TABLE OF FIGURES

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Figure 1.1:	Criteria for admission to the first year of primary education (ISCED 1), 2009/10	12
Figure 1.2:	Parties involved in decisions to postpone admission to the first year of primary education (ISCED 1), 2009/10	16
Figure 1.3:	Percentage of pupils who have reached the statutory school age for entry into compulsory primary education (ISCED 1), enrolled in pre-primary education (ISCED 0), 2007/08	18
Figure 2.1:	Grade progression in primary education (ISCED 1) according to existing regulations 2009/10	22
Figure 2.2:	Criteria governing grade retention in primary education (ISCED 1), 2009/10	26
Figure 2.3:	Role of education professionals within and outside the school in the grade retention decision-making process in primary education (ISCED 1), 2009/10	31
Figure 2.4:	Parental participation in the decision-making process on grade retention at primary level, 2009/10	34
Figure 2.4a:	Level of parents' participation	34
Figure 2.4b:	Types of parents' intervention	34
Figure 2.5a:	Percentage of pupils falling behind at pre-primary (ISCED 0) and primary level (ISCED 1), 2007/08	35
Figure 2.5b:	Estimate of grade retention at primary level (ISCED 1), 2007/08	35
Figure 2.6:	Proportion of 15-year-old pupils who have repeated a year at least once in primary education (ISCED level 1), 2009	36
Figure 3.1:	Criteria governing grade retention at lower secondary level (ISCED 2), 2009/10	42
Figure 3.2:	Limitations on grade retention at lower secondary level (ISCED 2), 2009/10	45
Figure 3.3:	Role of education professionals within and outside the school in the grade retention decision-making process at lower secondary level (ISCED 2), 2009/10	49
Figure 3.4:	Parental participation in the decision-making process on grade retention at lower secondary level (ISCED 2), 2009/10	53
Figure 3.4a:	Level of parent participation	53
Figure 3.4b:	Types of parent intervention	53
Figure 3.5:	Proportion of 15-year-old pupils who have repeated a year at least once at lower secondary level (ISCED 2), 2009	54
Figure 3.6a:	Percentage of pupils falling behind at primary (ISCED 1) and lower secondary level (ISCED 2), 2007/08	55
Figure 3.6b:	Estimate of grade retention at lower secondary level (ISCED 2), 2007/08	55



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