



Linguistic Integration of Adult Migrants: Policy and practice

Final Report on the 3rd Council of Europe Survey

Language Policy Unit

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www.coe.int/lang-migrants

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Foreword

The project on the linguistic integration of adult migrants (LIAM) offers support to the Council of Europe's member states in developing language integration policies and practices based on shared fundamental values – respect for human rights, democracy and the rule of law.

In that framework the present report, also building on the previous two surveys (2007 and 2009), provides further information on language requirements and course provision in member states as a basis for shared reflection and debate on emerging policy trends in the light of our shared principles.

While consecutive surveys demonstrate how language requirements have increasingly become a significant element of migration and integration policies in many member states, the current exercise demonstrates a steady increase in the number of countries enacting legislation to make language proficiency a requirement for residence, citizenship, and in some cases entry. In particular this survey draws attention to a disquieting variation in the range of proficiency levels required, while also illustrating specific differences in policies for the provision of learning support and for language testing. It appears in some cases that language requirements aim at hindering migration and/or integration rather than facilitating integration.

The findings reported here, considered in the context of Recommendations and Resolutions of the Committee of Ministers and the Parliamentary Assembly of the Council of Europe, underline the constant need to reflect critically on the appropriateness and effectiveness of aspects of our language integration policies while taking fully into consideration the implications for human rights, the rule of law and participation in the life of democratic society. This is a logical and necessary step in the continuous process of ensuring that any requirements enacted and accompanying language provision actually correspond to the real needs and capacities of migrants in their diversity, and that they reinforce their motivation to develop their plurilingual profile within a continuing process of integration. While of course language is an important instrument in this process, in itself it is not an indicator of how successful integration actually is.

A unique feature of this report is the analysis, to the extent that the data permits, of key developments in language policy over the period of the three surveys undertaken to date. The aim is to raise awareness of, and stimulate reflection and debate on, policy trends in member states in general; it is not to evaluate policy or its implementation in specific contexts.

The Language Policy Unit

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Nota Bene – December 2014

A draft version of this Report was published on the occasion of the [3rd Conference](#) on the Linguistic Integration of Adult Migrants organised by the Language Policy Unit in Strasbourg (3-4 June 2014).

National authorities were invited to consider this draft and to provide by the end of summer 2014 any request for amendments regarding data or their interpretation. The report was subsequently reviewed in the light of comments received and the present document constitutes the final version.

1. The 2013 Council of Europe survey on the linguistic integration of adult migrants

1.1. Background

Since the turn of the century many European countries have required adult migrants to demonstrate proficiency in a/the national language if they wish to secure an entry visa, permanent residence or citizenship. Some countries provide migrants with language courses, which may be supplemented by “knowledge of society” courses, and migrants are often expected to pass a test in order to confirm the effectiveness of their learning. In this way language has become central to immigration and integration policies.

In order to bring the issue into political focus and provide practical support for its member states, the Council of Europe decided to organise its own discussion process. The linguistic integration of adult migrants has accordingly been the subject of two intergovernmental conferences, held in June 2008 and June 2010 under the auspices of the Steering Committee for Education (CDED) and the European Committee on Migration (CDMG). The 2008 conference focused on Council of Europe principles and presented a number of documents designed to help member states frame and implement policy in keeping with the Council of Europe’s core values. The 2010 conference provided a forum in which representatives of member states could discuss language requirements linked to entry, residence and citizenship, and the quality of language courses, language tests and alternative approaches to assessment. Reports on both events are available on the section of the Council of Europe’s website dedicated to the linguistic integration of adult migrants (www.coe.int/lang-migrants).

In order to be able to report on policy and practice relating to the linguistic integration of adult migrants at the 2008 conference, the Council of Europe carried out a survey of its member states in late 2007. This built on two surveys carried out by the Association of Language Testers in Europe (ALTE, www.alte.org) in 2002 and 2007. A second survey was carried out by the Council of Europe at the end of 2009 and the findings were presented at the 2010 conference. In preparation for the 2014 conference a third survey was conducted among Council of Europe member states between April and July 2013, to which 36 states responded (see Appendix A: table A1 and Appendix C). The results, which allow us to highlight changes since the first survey in 2007, are presented in this report.

1.2. The organisation of the 2013 survey

Whereas the 2007 and 2009 surveys used pencil-and-paper questionnaires, the 2013 survey was administered online. The survey questionnaire, made available to member states in French and English versions, comprised four sections:

1. Legislation and its impact
2. Language requirements (courses and tests) before entering the host country (A)
3. Language requirements (courses and tests) for residence (B)
4. Language requirements (courses and tests) for citizenship (C)

The indicators included in the survey are listed in Table 1.

Table 1: Indicators included in the 2013 survey

-
- Language tests prior to entry
 - Optional/compulsory integration programme
 - Optional/compulsory official language classes
 - Use of CEFR proficiency levels to define requirements
 - Cost to migrants
 - Sanctions for non-attendance or low attendance at language courses
 - Quality of courses
 - Optional/compulsory knowledge-of-society course
 - Optional/compulsory testing of language proficiency and knowledge of host society
 - Cost to candidates
 - Sanctions if test not taken or failed
 - Course curriculum
 - Is the effectiveness of programs measured?
-

1.3. Countries responding to the survey

Addressed to the member states of the Council of Europe, this survey reaches far beyond the borders of the European Union and is more comprehensive than other international studies of linguistic integration policy. As Figure 1 shows, the number of countries responding has increased with each administration of the survey: 26 in 2007, 31 in 2009, and 36 in 2013; 20 countries responded to all three surveys. More detailed information will be found in Appendix A, Table A1: *Member states participating in the 2007, 2009 and 2013 surveys*. A comparative analysis of the 20 countries that responded to all three surveys and the 27 countries that responded in 2009 and 2013 is presented in sections 4 and 5 below.

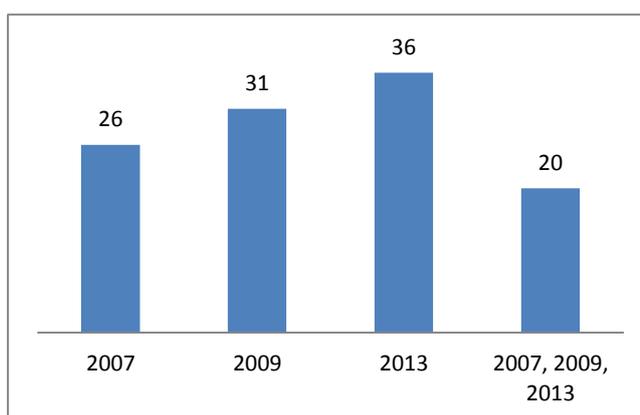


Figure 1: Number of countries responding to the 2007, 2009 and 2013 surveys

Figure 2 shows the policy domains to which respondents to the 2013 survey belonged. Almost half (17/36) were in ministries of education and a quarter (9/36) were in ministries of the interior; four were in ministries of labour and two in foreign affairs.

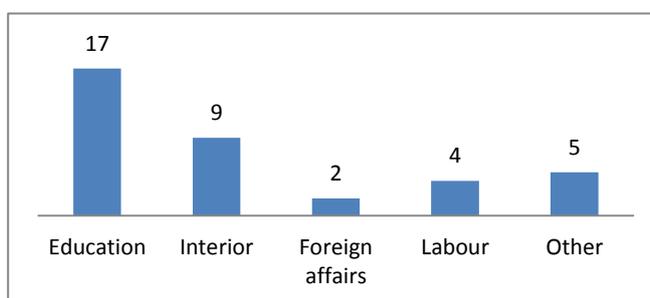


Figure 2: Administrative background of the officials who completed the 2013 survey questionnaire

2. Analysis of the 2013 data

In this section we report the findings relative to the main indicators included in the 2013 survey.

2.1. Legislation and impact

Of the 36 Council of Europe member states responding to the survey, 29 reported that adult migrants are legally required to take a language course and/or a language test for at least one of the three administrative situations addressed:

prior to entry, for residence, and for citizenship. Figure 3 shows the number of participating countries that reported language requirements for each situation. More detailed information is to be found in Appendix A, *Countries with a language requirement for entry (A), residence (B), citizenship (C) – 2013* : Table A2.2: *List by countries* and A2.2 *List by categories*.

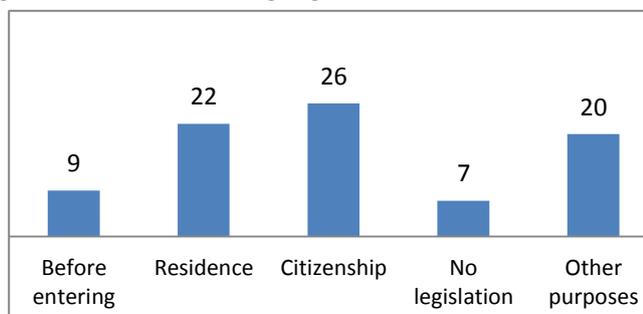


Figure 3: Number of countries participating in the 2013 survey that reported a language requirement for entry, residence, citizenship

More than half of the participating countries (20/36) indicated that they attach a language requirement to other purposes besides entry, residence and citizenship (Figure 3). For 12 of them these other purposes include obtaining a work permit/gaining access to the labour market. In most cases this applies to regulated professions, such as teachers, civil servants, the legal profession, and other professions whose practice depends on a certain level of proficiency in the language of the host country and/or loyalty to the host country's legal framework. Another six countries explained that a language requirement must be fulfilled to obtain a long-term residence permit after entering the host country, often in the case of family reunification. Two countries mentioned that a language requirement attaches to higher education and training programmes.

Of the 29 member states that have legally binding language requirements, almost half (14 out of 29) reported that they have already conducted studies on the impact of their language policies on the social integration of adult migrants, while four more said they were planning such a study (Table 2). Details of impact studies, with references and links, can be found in Appendix A, Table A3: *Studies on the impact of language policies on the social integration of adult migrants (information provided by the respondents reproduced verbatim)*.

Table 2: Countries that have carried out or intend to carry out studies on the impact of language policies on the social integration of adult migrants

Impact studies	Number of countries
Conducted	14 (Andorra, Belgium-French community, Cyprus, Denmark, Estonia, France, Germany, Latvia, the Netherlands, Norway, Portugal, Republic of Moldova, Russian Federation, United Kingdom)
Planned	4 (Belgium-Flemish community, Greece, Luxemburg, Spain)

2.2. Language requirements prior to entry

Nine participating countries reported a pre-entry language requirement: Austria, Albania, Germany, Finland (for Russian Ingrians), France, Liechtenstein, the Netherlands, Poland (only in the case of certain regulated professions), and the United Kingdom. The stated aim of these requirements is to promote the social and economic integration of new migrants by ensuring that they arrive with a basic level of proficiency in a/the language of the host society and have some knowledge of their new environment. As Table 3 shows, in most cases pre-entry requirements apply to migrants seeking family reunion (mentioned five times) and migrants wishing to take up employment (mentioned three times). All of these countries except Poland indicated that exemptions are granted on grounds of age or disability.

Table 3: Categories of migrants who must satisfy a language requirement prior to entry

Responding countries	Categories of migrants and exemptions
Albania	Education (study or training purposes) Exemption for persons with Albanian nationality moving to Albania
Austria	Third country nationals
Finland	Ingrians (returnees from areas of the former Soviet Union) Exemption for Ingrian evacuees ¹
France	Family reunion
Germany	Family reunion (exemptions not specified but included in the legislation)
Liechtenstein	Family reunion Exemption for EEC and Swiss citizens
Netherlands	Family reunion, employment Exemptions for EEA, Switzerland and Turkey
Poland	Employment (only certain regulated professions)
United Kingdom	Family reunion, employment (UK points-based system for immigration; exemptions for migrants from most English-speaking countries)

Of the countries that have a pre-entry language requirement, five reported that language courses are available to intending migrants in their country of origin but that attendance is optional; and four countries reported that intending migrants must pass a language test in order to demonstrate that they have achieved the required level of proficiency. A fifth country is currently developing such a test; in the meantime intending migrants must demonstrate their level of language proficiency in an interview with a consular official when they apply for a visa. Three other countries do not have their own language tests but require intending migrants to provide a certificate of language proficiency obtained elsewhere.

Five countries reported that their pre-entry language requirement is CEFR² level A1, while one country requires level A2. Detailed information is to be found in Appendix A, Table A4: *Organisation of pre-entry language courses and language tests*.

¹ Ingrian evacuees from 1943–1944 and those who served in the Finnish army between 1939 and 1945 need not take the language examination.

² Council of Europe. *Common European Framework of Reference for Languages: Learning, Teaching, Assessment*. (CEFR) Council of Europe/CUP, 2001. (available in 38 languages). www.coe.int/lang-CEFR and www.coe.int/lang-migrants → Key terms

2.3. Language requirements for residence

2.3.1. Legal obligation for adult migrants seeking a residence permit to demonstrate competence in a/the language of the host country

Of the 36 participating countries 22 reported that adult migrants must demonstrate a certain level of proficiency in a/the language of the host country in order to obtain a residence permit (see Figure 4). More detailed information is to be found in Appendix A, Table A5: *Organisation of language courses for adult migrants seeking a residence permit* and Appendix A, Table A6: *Language tests for adult migrants seeking a residence permit*.

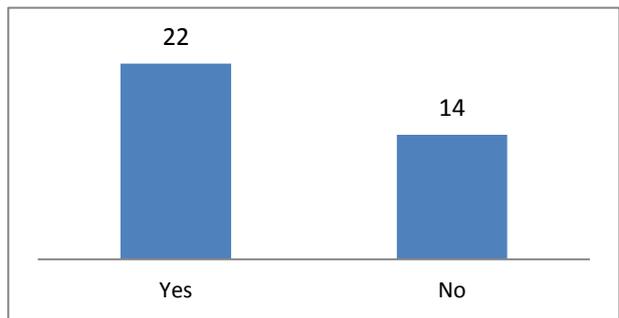


Figure 4: Number of countries participating in the 2013 survey that reported a language requirement for residence

2.3.2. Organisation of language courses for adult migrants seeking a residence permit

Of the 22 participating countries that attach a language requirement to the granting of a residence permit, 14 provide official language courses. Attendance is compulsory in four of these countries and optional in eight (Figure 5). Eleven of the 14 countries provide courses for migrants with special needs, e.g. low literacy levels or little formal education.

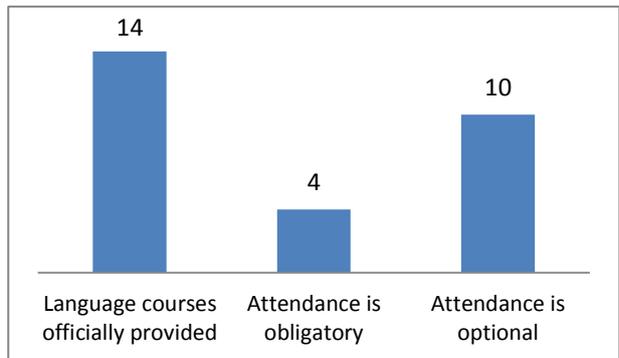


Figure 5: Number of countries participating in the 2013 survey that have a language requirement for residence and provide language courses at which attendance is obligatory/optional

The CEFR reference levels attached to these courses range from A1.1. to B2: A1 in three countries, B1 in two countries, and A1.1., A2, A1/A2 and A1/B2 in one country each. The shortest course lasts 75 and the longest 3000 hours. To bring learners to level A2, one country provides a course of 75 hours, another a course of 180 hours, and a third a course of 364 hours. More detailed information is to be found in Appendix A, Table A5: *Organisation of language courses for adult migrants seeking a residence permit*.

In Belgium (Flemish community) newly arrived immigrants are required to take an officially provided language course designed to bring them to CEFR level A1, though the granting of a residence permit is not linked to the course. This is due to the fact that permission to enter the country and the granting of residence permits is dealt with at federal level, whereas the regional level is responsible for integration policies and their implementation.

2.3.3. Language tests for residence

Migrants are obliged to take a language test in 12 of the 23 countries that attach a language requirement to the granting of a residence permit.

In three other countries they can either take a language test or present a certificate from an accredited institution confirming that they have achieved the required level of proficiency.

The tests are linked to CEFR level A1 in three countries, A2 in six countries, B1 in two countries, A1/A2 in one country, and A1/B1 in two countries (Figure 6). In four other countries migrants are required to demonstrate their language proficiency in an interview with an immigration official or by providing independent evidence, e.g. a language certificate or diploma. More detailed information is to be found in Appendix A, Table A6: *Language tests for adult migrants seeking a residence permit*.

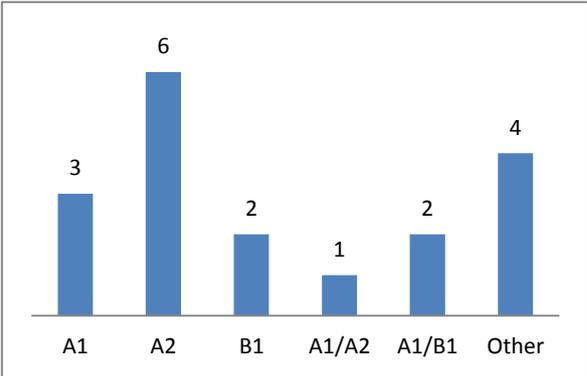


Figure 6: Number of participating countries that reported language tests at different CEFR levels for migrants seeking residence

2.4. Language requirements for citizenship

2.4.1. Language requirement for migrants seeking citizenship

Twenty-six of the 36 participating countries reported that migrants are legally obliged to demonstrate a specified level of competence in a/the language of the host country in order to obtain citizenship. More detailed information is to be found in Appendix A, Table A7: *Organisation of language courses for adult migrants seeking citizenship*.

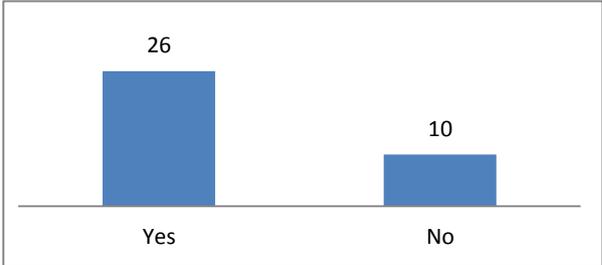


Figure 7: Number of participating countries with a language requirement for citizenship

Nineteen of the 26 countries that attach a language requirement to citizenship also attach a language requirement to residence. Three countries attach a language requirement to residence only, and seven countries attach a language requirement to citizenship only (Figure 8). More detailed information is to be found in Appendix A, Table A2.2: *Countries with a language requirement for entry (A), residence (B), citizenship (C), not taking other purposes into account – 2013*.

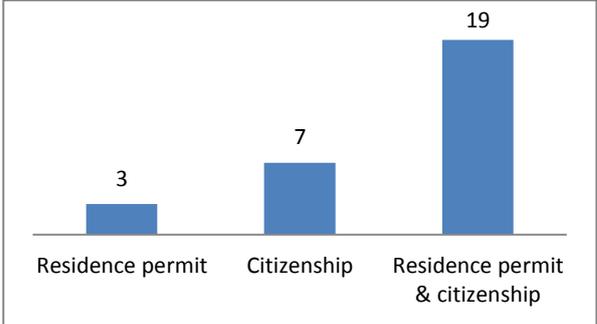


Figure 8: Number of participating countries with a language requirement for residence and/or citizenship

2.4.2. Organisation of language courses for adult migrants seeking citizenship

Thirteen of the 26 countries that attach a language requirement to the granting of citizenship reported that they provide official language courses for migrants seeking citizenship. Attendance at such courses is compulsory in three countries. Only nine countries indicated the CEFR level of the courses they provide, but for citizenship there seems to be less variation than in the case of courses for migrants seeking a residence permit: B1 in five countries, A1/A2 in two countries, and A2 and

A1/B2 in one country each. In most cases the length of courses varies according to the target group. More detailed information is to be found in Appendix A, Table A7: *Organisation of language courses for migrants seeking citizenship*.

2.4.3. Language tests for adult migrants seeking citizenship

Migrants are required to take a language test in 13 of the 26 countries that attach a language requirement to the granting of citizenship; in five other countries, migrants can either take a language test or provide a certificate from an accredited institution confirming that they have achieved the necessary level of proficiency; and in seven countries migrants demonstrate their proficiency in the language of the host country by some other means, e.g. an interview with an immigration officer or by submitting a language diploma or certificate. One country did not say whether or how the language proficiency of migrants is assessed.

Twenty countries provided information on the CEFR level required for citizenship (Figure 9). Nine countries require B1, seven require A2, and two require A2/B1. A1/A2 and A1/B1 are required by one country each. More detailed information is to be found in Appendix A, Table A8: *Language tests for citizenship*.

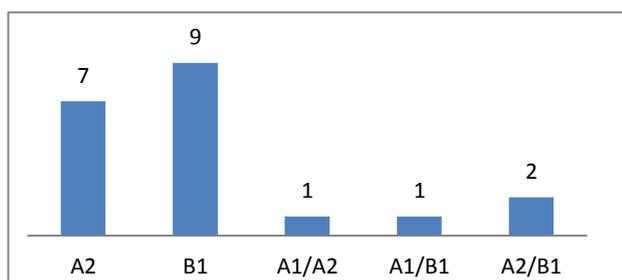


Figure 9: Number of participating countries that require various CEFR levels for citizenship

2.5. Organisation of language courses and quality assurance in respect of language courses and language tests

2.5.1. Organisation of language courses

Language courses for adult migrants are provided by adult education centres, schools, institutions of higher education, and institutions funded by ministries of Culture, Internal Affairs or Employment. Some countries reported that language courses are provided by private organisations, NGOs or volunteers.

2.5.2. Quality assurance in respect of language courses and language tests

Most participating countries reported that they have put in place a system of quality assurance for language courses and language tests. In almost every case, a government body – Ministry of Education, Ministry of Internal Affairs, government committee, municipalities – determines testing procedures and draws up guidelines for the recruitment and accreditation of test providers. Several countries mentioned cooperation with national and international organisations as a means of controlling the quality of their tests. Among the agencies mentioned were ALTE (Association of Language Testers in Europe), OFSTED (Office for Standards in Education) and OFQUAL (Office of Qualifications and Examinations Regulation), the Goethe Institute, and TELC (The European Language Certificates). Only three of the countries that use language tests did not indicate how they assure test quality.

2.6. Knowledge of society

2.6.1. Knowledge of society as a requirement for residence

Eighteen participating countries reported that they organise a knowledge-of-society (KoS) programme for migrants seeking a residence permit; attendance is obligatory in eight countries and optional in 11.³ In nine countries migrants are required to take a KoS test (Figure 10).

Table 4 provides an overview of the countries that have a KoS programme for migrants seeking a residence permit, indicating whether attendance is obligatory or optional and whether or not there is a KoS test.

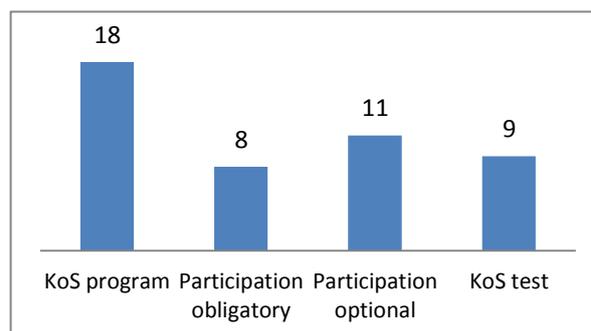


Figure 10: Number of participating countries that organize KoS courses (obligatory and optional) and tests for migrants seeking a residence permit

Table 4: Organisation of KoS courses and tests for migrants seeking a residence permit

KoS course for residence	Test	No test
Participation is obligatory	Germany	Andorra
	Malta	Belgium (Flemish community)
	Norway	Belgium (French community)
	Greece	Czech Republic
Participation is optional	Liechtenstein	Estonia
	Lithuania	France
	Netherlands	Italy
	Republic of Moldova	Luxembourg
	United Kingdom	Poland
		Sweden

KoS programmes are organized in various ways. Sometimes they are integrated into the language course; sometimes they are provided separately; and sometimes they require self-study based on a textbook. Some KoS courses are given in a/the language of the host country; in other courses use is made of migrants' languages of origin. Most of the participating countries that have a KoS test, whether optional or compulsory, reported that they use more than one of these modalities.

KoS courses are integrated into the language course in 12 countries and organized separately in 13 countries. Self-study using a textbook was reported six times, courses given exclusively in the language of the host country eight times, and courses that make use of the migrants' language six times.

All KoS tests taken by migrants seeking a residence permit are in written form. Three countries (Germany, Liechtenstein and the United Kingdom) reported that their tests are multiple-choice, and four countries (Germany, Norway, the Netherlands and the United Kingdom) reported that their tests are computer-based. Only one country (Norway) reported that migrants taking the test are provided with bilingual support.

³ In Belgium, participation is obligatory in the Flemish community but optional in the French community. This explains why the total number of countries in the second and third columns in Figure 10 is 19 rather than 18.

2.6.2. Knowledge of society required for citizenship

Fifteen of the participating countries reported that they provide a KoS programme for migrants seeking to obtain citizenship. Attendance is obligatory in six countries and optional in nine.⁴ Migrants are required to take a KoS test in 11 countries (Figure 11).

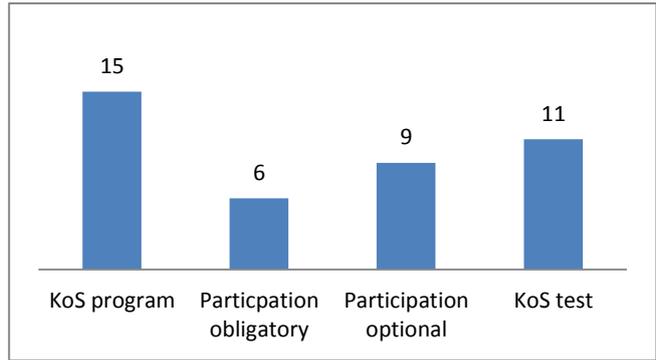


Figure 11: Number of participating countries that organize KoS courses (obligatory and optional) and tests for citizenship

Table 5 provides an overview of the countries that have a KoS programme for migrants seeking citizenship, indicating whether attendance is obligatory or optional and whether or not there is a KoS test.

Table 5: Organisation of KoS courses and tests for migrants seeking citizenship

KoS courses for citizenship	Test	No test
Participation is obligatory	Germany Norway	Belgium, French community Luxembourg France
Participation is optional	Czech Republic Estonia Greece Liechtenstein Lithuania Netherlands Republic of Moldova Switzerland United Kingdom	Sweden

In almost all cases, KoS tests for citizenship are in written form. Four countries (Germany, Liechtenstein, Lithuania, and the United Kingdom) reported that their tests are multiple-choice, and three countries (Germany, the Netherlands and the United Kingdom) reported that their tests are computer-based. In Greece the test is part of an oral interview with a representative of the Naturalization Council; in Switzerland some cantons have a written test (which may be computer-based), while others examine KoS in an oral interview; and in Lithuania the written test can be replaced by an oral test in cases of special need.

3. Developments between 2009 and 2013

This section is concerned with developments between 2009⁵ and 2013 as regards language requirements for residence and citizenship (the number of countries with a pre-entry language requirement remains small). Altogether, 27 countries participated in both the 2009 and the 2013

⁴ In Switzerland the cantons decide whether participation is obligatory or optional. In Figure 11 Switzerland is included in the group of countries where participation is optional.

⁵ Based on C. Extramiana and P. Van Avermaet, *Language requirements for adult migrants in Council of Europe member states: Report on a survey*. Language Policy Unit, Education Department – DG II, Council of Europe, Strasbourg, 2010 (www.coe.int/lang-migrants → section Categories → Surveys)

survey (see Figure 1: *Number of member states participating in the LIAM survey*). More detailed information is to be found in Appendix A, Table A1: *Member states participating in the 2007, 2009 and 2013 surveys*.

3.1. Legislation regarding language requirements for adult migrants

When the results of the 2009 and 2013 surveys are compared (Figure 12), there is a small increase in the number of countries reporting a language requirement both for residence and for citizenship. More detailed information is to be found in Appendix A, Table A9: *Countries that participated in the 2009 and 2013 surveys and reported language requirements prior to entry, for residence and for citizenship*.

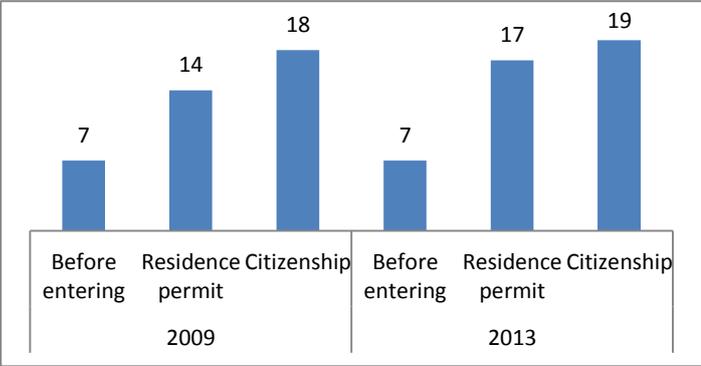


Figure 12: Number of countries that responded to the 2009 and 2013 surveys (total = 27) reporting language requirements for adult migrants prior to entry, for residence and for citizenship

3.2. Language requirements for residence and citizenship

When we compare the 2013 with the 2009 survey results, there is a small increase in the number of countries that attach a language requirement to residence and to citizenship (Figure 13). More detailed information is to be found in Appendix A, Table A10: *Countries that participated in the 2009 and 2013 surveys and reported language requirements for residence and/or citizenship*.

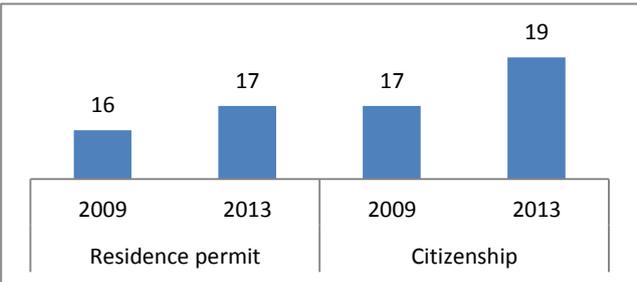


Figure 13: Number of countries that responded to the 2009 and 2013 surveys (total = 27) reporting a language requirement for residence and citizenship

3.3. Participating countries with language requirements for residence and citizenship that provide official language courses

Nine participating countries reported in 2009 and 11 in 2013 that they provide official language courses for migrants seeking a residence permit (Figure 14). However, because more countries reported a language requirement for migrants in this category in 2013 than in 2009, the 2013 figure for official courses represents a proportional decline. On the other hand, between 2009 and 2013 the number of countries attaching a language requirement to citizenship rose from 17 to 19 and the number providing official language

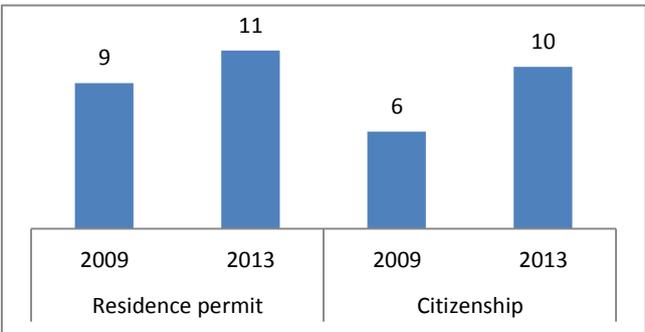


Figure 14: Number of countries that responded to the 2009 and 2013 surveys (total = 27) providing official language courses for migrants seeking a residence permit and citizenship

courses rose from six to ten (Figure 14), so that this latter rise represents a small proportional increase. More detailed information is to be found in Appendix A, Table A11: *Participating countries providing official language courses for adult migrants seeking a residence permit and citizenship, 2009 and 2013*.

Table 6 provides an overview of the number of countries reporting a language requirement and officially provided language courses for migrants seeking a residence permit and citizenship in 2009 and 2013.

Table 6: Number of participating countries with a language requirement for residence and citizenship and officially provided language courses, 2009 and 2013

	2009		2013	
	Residence	Citizenship	Residence	Citizenship
Language requirement	16	17	17	19
Officially provided language courses	9	6	11	10

3.4. Language tests and required CEFR level for residence and citizenship

The survey data reveal that there are three ways in which adult migrants may be required to demonstrate their proficiency in the language of their host country: by taking a language test, via an interview with an immigration official, or by submitting documentary evidence such as a certificate or a diploma.

Defined in terms of the CEFR's common reference levels, the language requirements attached to residence and citizenship vary across the participating countries. However, when the 2013 results are compared with the 2009 results, the variation seems to decrease. At the same time there seems not to be an overall increase in the proficiency levels required (Table 7). More detailed information is to be found in Appendix A, Table A12: *Language tests and CEFR levels required for residence and citizenship, 2009 and 2013*.

Table 7: Number of countries attaching different CEFR levels to the granting of a residence permit and citizenship in 2009 and 2013

CEFR level	Residence permit		Citizenship	
	2009	2013	2009	2013
A1.1.	1	1		
A1	1	1		1
A2	2	7	2	4
B1	4	3	5	8
A1/A2	2			
A2/B1	1	1	2	3
Other	2	2	3	
Total number of countries	13	15	12	16

4. Developments between 2007 and 2013

This section is concerned with developments between 2007⁶ and 2013 regarding language requirements for residence and citizenship. Altogether 20 countries participated in the 2007, 2009 and 2013 surveys. More detailed information is to be found in Appendix A, Table A1: *Member states participating in the 2007, 2009 and 2013 surveys*; see also Figure 1: *Number of countries participating in the 2007, 2009 and 2013 surveys*.

4.1. Language requirements for adult migrants

The 2007 survey referred to requirements before entering as requirements for family reunion. In the 2009 survey there is only reference made to 'before entering'.

As Figure 15 shows, in 2007 12 of the 20 countries that participated in all three surveys indicated that they had such legislation, and by 2013 17 countries had language requirements (A) prior to entry, (B) for residence, and/or (C) for citizenship. More detailed information is to be found in Appendix A, Table A13: *Countries that participated in the 2007, 2009 and 2013 and reported language requirements for adult migrants (A = prior to entry, B = for residence, C = for citizenship)*.

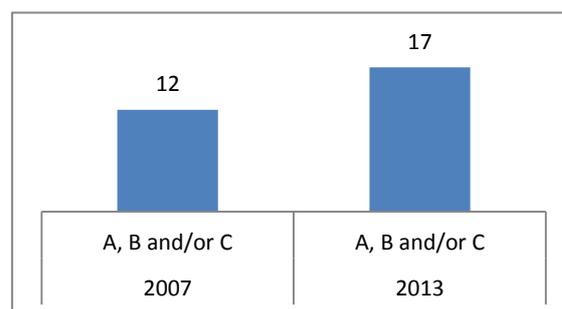


Figure 15: Number of countries that responded to the 2007 and 2013 surveys (total = 20) reporting language requirements for adult migrants

4.2. Number of countries with a language requirement for residence or citizenship

Figure 16 shows an increase between 2007 and 2013 in the number of countries attaching a language requirement to residence and citizenship, respectively from 10 to 13 and from 12 to 16.

Table 8 shows how many of the countries participating in one or more of the three surveys attached a language requirement to residence and citizenship in 2007, 2009 and 2013.

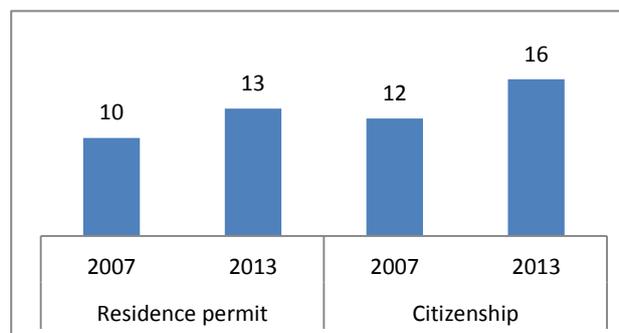


Figure 16: Number of countries that responded to the 2007 and 2013 surveys (total = 20) reporting a language requirement for residence and citizenship

More detailed information can be found in Appendix A, Table A14: *Countries that participated in the 2007, 2009 and 2013 surveys and reported language requirements for residence and citizenship*.

⁶ Based on PowerPoint presentations by Claire Extramiana and Piet Van Avermaet at Council of Europe conferences in 2008 and 2010 (see *Conference programmes*: → Events → conference 2008 and conference 2010)

Table 8: Number of countries participating in the 2007, 2009 and 2013 surveys with a language requirement for residence and citizenship (total number of participating countries = 20)

	2007	2009	2013
Residence	10	14	13
Citizenship	12	13	16

4.3. Countries with language requirements providing official language courses

The 2007 data do not allow us to distinguish between officially provided language courses for migrants seeking a residence permit and officially provided language courses for those seeking citizenship. But as Figure 17 shows, the number of countries providing official language courses between 2007 and 2013 has remained stable. This can also be inferred from the data in Table 9.

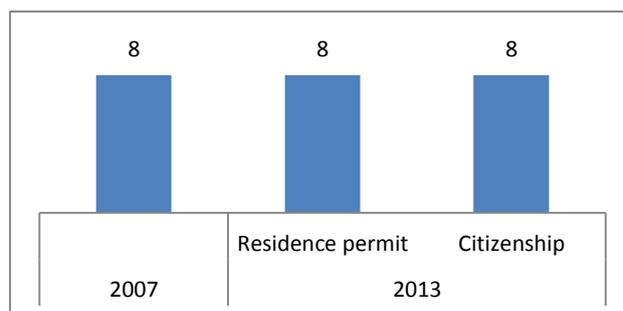


Figure 17: Number of countries that responded to the 2007 and 2013 surveys reporting officially provided language courses

Table 9: Number of countries participating in the 2007, 2009 and 2013 surveys that reported officially provided language courses (total number of participating countries = 20)

	2007	2009	2013
Residence permit	Only general information: 8	7	8
Citizenship		4	8

Table 10 shows how many of the 20 countries participating in all three surveys attached language requirements to residence and citizenship and provided official language courses for migrants seeking either status.

Table 10: Number of countries participating in the 2007, 2009 and 2013 surveys that reported language requirements for residence and citizenship and official language courses (among the 20 countries which participated in all 3 surveys).

	2007		2009		2013	
	Residence	Citizenship	Residence	Citizenship	Residence	Citizenship
Language requirement	10	12	14	13	13	16
Officially provided language courses		8	7	4	8	8

4.4. Language tests and required CEFR levels for residence and citizenship

The data from the three surveys reveal three ways of determining whether or not migrants have met their language requirements: by requiring them to take a language test, via an interview with an immigration official, or on the basis of documents provided by the migrant (certificates, diplomas, etc.). Detailed information on the CEFR levels specified is to be found in Appendix A, Table A16: *Language tests and CEFR levels required for residence and citizenship, 2007, 2009 and 2013*.

The overview provided in Table 11 should be treated with caution as the data provided were not entirely clear.

Table 11: Number of countries requiring different CEFR levels for residence and citizenship in 2007, 2009 and 2013 (among the 20 countries which participated in all 3 surveys).

CEFR-level	2007		2009		2013	
	Residence	Citizenship	Residence	Citizenship	Residence	Citizenship
A1	2	1	2		3	
A2	2	1	1	1	5	4
B1		2	3	5	2	6
B2		2		1		
A1/A2	2		2			
A1/B1	2		1		2	1
A2/B1				1		2
A2/B2	1		1			

5. Interpretation of the results of the survey

In this chapter we will take a further look at the results provided in previous chapters and highlight the main trends that are considered significant. The 2013 information concerning proficiency in the language of the host country for admission to the country, for residence or for citizenship are examined and compared with the results of previous surveys carried out in 2007 and 2009. Account is also taken of the changes planned or envisaged for the future. A total of 42 states, out of the 47 member states of the Council of Europe, have taken part in at least one of the three surveys. The main trends analysed here are therefore very widely representative of the situation in Europe.

5.1. In most cases proficiency in the national language is required (Table B1 in Appendix B)

The 36 member states which took part in the Council of Europe survey in 2013 can be divided into three groups:

- states which do not have legislation governing any of the administrative situations under consideration: this is the smallest group and comprises only 7 states;
- states which make language a requirement for residence OR for acquisition of citizenship: this group comprises 10 states;
- states which make language a requirement for residence AND for acquisition of citizenship, if not for admission to the country: this group comprises 19 states.

Proficiency in the language of the host country is usually required by law, firstly for acquisition of citizenship (25 replies), and secondly for residence (22 replies), such residence being of varying duration (short, long or unlimited). The states which mention admission to the country (9 replies) also make language a requirement for permanent residence and acquisition of citizenship (19 in all). Only 7 states (Hungary, Ireland, Monaco, “the Former Yugoslav Republic of Macedonia”, San Marino, Serbia, and Sweden) do not have legislation governing the three administrative situations under consideration.

The cases where proficiency in the language is required, either for residence (Cyprus, Italy, Malta), or for acquisition of citizenship (Andorra, Belgium, Luxembourg, Poland, Russia, Slovenia and Spain), are rare.

In most cases, language is required both for residence, and sometimes even admission, and acquisition of citizenship. This is the group which interests us most. It concerns 19 states⁷, half of the 36 states having taken part in the 2013 survey. Nine of them (Albania, Austria, Finland, France, Germany, Liechtenstein, the Netherlands, Poland (medical professions) and the United Kingdom) have extended the language obligation to admission.

⁷ Finland is considered as a specific case as Level A2 is required only of the group of Ingrians from the former USSR prior to admission to the country and in respect of residence, whereas acquisition of citizenship is subject to a language requirement in the case of all applicants.

5.2. A larger number of legislative changes since 2009 *(Tables B2 and B3 in Appendix B)*

The pace of legislative changes is increasing compared to the period 2007-2009. And in contrast to that period, these changes are as much concerned with acquisition of citizenship, which is on the rise, as residence.

Between 2007 and 2009, there were 3 changes in respect of admission, 5 in respect of residence, and 3 in respect of citizenship. There were in total 11 changes altogether:

- In 2007, France (Level A1.1 for residence)
- in 2008, Albania (interview for students entry and residence), France (test and language courses for entry), Liechtenstein (Level B1 for citizenship), Luxembourg (A2/B1 for citizenship);
- in 2009, the Czech Republic (A1 for residence), Liechtenstein (Level A1 for admission and A2 for residence), Italy (Level A2 for residence), Turkey (language certificate for citizenship).

For the period 2009-2013, 7 states introduced legislation concerning the acquisition of citizenship, 2 states (Czech Republic and Norway) plan to make a change in 2014. Apart from Belgium, these states form part of the group of countries which make language a requirement for residence and citizenship. They are: Austria since 2011, Bosnia-Herzegovina, France and the Netherlands since 2012, Denmark and the United Kingdom since 2013. New laws concerning residence are coming into force in 8 states and changes are scheduled or planned in 5 other states. In respect of admission, 3 states have introduced a change and changes are scheduled or planned in 2 states.

France, Norway and the United Kingdom have adopted a level of the CEFR:

- B1 oral in France instead of the interview for the acquisition of citizenship,
- Level A2 in Norway exempting candidates from the 600 hours of lessons required in respect of citizenship and a test in respect of permanent residence required for the acquisition of citizenship to come into force in 2014,
- B1 in the United Kingdom instead of the progression level by level up to B1 since 1971 for residence and citizenship, A1 oral for entry.

Since 2010 Cyprus has required Level A1/A2 for residence ; the Netherlands introduced in 2010 A2 for “old” and “new” migrants instead of A1/A2 for “old” migrants and A2 for “new” migrants. In Greece, courses are no longer compulsory for permanent residence since 2010.

Since 2011 Austria has required Level B1 instead of A2 for long-term residence and citizenship but Level A2 is sufficient for those seeking to renew their residence permit. Since 2012 Belgium requires Level A2 for citizenship. Bosnia Herzegovina introduced in 2012 language requirements for residence and citizenship (levels not indicated).

Denmark, on the other hand, has dropped the Level A1- requirement which it introduced in 2010 for admission and the level required for the acquisition of citizenship is no longer B2 but B1/B1+ oral. The Czech Republic is considering replacing the interview for citizenship by Level B1 as from 2014. Poland and Albania are considering linking residence to a specific language level.

Altogether there were 18 changes between 2009 and 2013 and 9 further changes were planned in 2013.

If one considers the 42 states which have taken part in at least one of the three surveys, 15 states in all have, between 2008 and 2013, introduced a legal language requirement for at least one of the three administrative situations under consideration. Most of these states make language a requirement for both residence and the acquisition of citizenship (Table B3 in Appendix B).

5.3. The difference between East and West European countries is becoming less marked

Owing to the composition of the group of East European countries, this difference no longer applies. Of the states which took part in the 2009 survey, 10 East European countries had a legal language requirement, whereas 13 West European countries had such legislation. The first group made language a requirement for citizenship, whereas only three countries mentioned residence (Estonia, Lithuania, and the Czech Republic). The second group, on the other hand, had legislation governing both of these administrative situations.

In 2013, the group of East European countries now comprises at least 50% more countries, with the inclusion of Albania, Bosnia and Herzegovina, the Republic of Moldova, the Russian Federation and “the former Yugoslav Republic of Macedonia”. The Slovak Republic and Ukraine did not, however, take part in the survey (and nor did Armenia and Turkey). As the situation is different in the new states, it is no longer possible to make a distinction between the group of East European countries and the group of West European countries and to put this difference down to laws governing the acquisition of citizenship, as was the case in 2009. In fact, Albania and the Republic of Moldova stipulate knowledge of their language as a requirement in respect of both residence and citizenship, while the Russian Federation mentions only citizenship. However, apart from the Baltic states (Estonia, Latvia and Lithuania) and the Czech Republic, the countries of Eastern Europe seldom provide language courses that make it possible to attain the level required by law.

5.4. The nature of legislative changes varies

This can be seen from the examples provided by Austria, the United Kingdom, Norway and France. Austria varies its language requirements: proficiency is expected for residence permits, which are issued prior to entry (level A1), for renewal of the residence permit (A2) and for a long-term residence permit (B1). In the United Kingdom, the obligation to prove language proficiency by showing gradual progress in the acquisition of English (progressing by one level) has been replaced by the obligation to prove proficiency at a single level, which has been established as B1 for residence and for the acquisition of citizenship. Norway is introducing a compulsory multi-level language test, whereby success or failure is not taken into consideration as the requirement for obtaining the right to residence is to take 600 hours of lessons and to sit the test. Finally, in France, the authorities are considering the possibility of raising the level required during the entire procedure of acquisition, which would range from A1 for the reception and integration contract, A2 for the renewal of residence permits and up to B1 oral for the acquisition of citizenship.

Some examples taken from the survey questionnaires

Austria

The legislation introduced in 2011 stipulates that:

- Language Requirements which must be fulfilled for receiving the first residence title - mostly before entering the host country ("Deutsch vor Zuzug") [...]: The objective of this requirement is to enable third country nationals who are going to reside in Austria permanently to participate in social life from the beginning, by ensuring that they are already able to communicate in everyday situations when they enter the country at A1 level of the CEFR.

- Language Requirements which must be fulfilled after a first residence title was granted: [...] Its purpose is to provide in-depth German language skills, in particular reading and writing skills, with an aim to enable third-country nationals to participate in the social, economic and cultural life in Austria. The Integration Agreement in its current form is comprised of two sequential Modules.

Only Module 1 is mandatory when certain residence titles have been granted. Module 1 is intended to provide German language skills for in-depth basic language use (i.e. language skills on A2 level according to the CEFR).

Persons who have obtained a certain residence title (residence title for the purpose of family reunification or for settlement without gainful employment) are obliged to fulfil Module 1 of the Integration Agreement within 2 years after the Residence Title was first granted. [...] If Module 1 is not completed within the legal period of time the residence permit will not be renewed, unless there are compelling reasons under Article 8 of the European Convention of Human Rights (ECHR).

Module 2 of the Integration Agreement is not mandatory, but shall be required for obtaining a long-term residence title ("Long-term Resident – EC), as well as for obtaining citizenship. Module 2 is intended to provide German language skills for in-depth autonomous language use (i.e. German language skills on B1 level according to the CEFR).

France (data provided after the survey)

Since 2007 the level required for the renewal of residence permits had been set at A1.1 whereas since 2012 the legislation requires Level B1 oral for citizenship. The Government's roadmap of 11 February 2014 envisages introducing Level A1 in respect of the reception and integration contract, and Level A2 for the renewal of residence permits.

Norway

"The tests from 2014 will cover all the levels from A1 to B1, but it will be developed tests at B2 level later. The expectation expressed in the curriculum is that participants ought to be given the possibilities to acquire level B1. The obligatory part is only to be present for 600h and taking a test, not necessarily passing the test. Persons who can demonstrate prior knowledge in Norwegian will have to pass at A2-level to get exemption from the obligatory part. Some students will finish their obligatory language courses with an A1 level in one or more of the five skills, and some, after increasing the obligatory hours from 300 to 600, would be able to finish tutorial at a B2 level".

United Kingdom

"From 28 October 2013 it will be necessary to provide separate proof of language competence at B1 CEFR as well as taking the computer-based test. At the same time the "progress" route (showing progress from one CEFR level to the next through taking a language course) will be removed, so everyone seeking permanent residence or citizenship will need to attain B1 level. [...]

The overall immigration policy is intended to reduce net migration from "hundreds of thousands to tens of thousands" per year by the end of 2015. Integration policies are intended to ensure migrants can be full and active members of UK society can speak the language well enough to be self-sufficient and can undertake employment at a level that is appropriate for their skills, training and education".

5.5. A larger number of states make language a requirement for both residence and the acquisition of citizenship (Table B4 in Appendix B)

5.5.1. The level of language generally required varies between A2 and B1

As regards states requiring language proficiency for both residence and citizenship, there appear to be two general trends: the level required for residence varies between A2 (9 states if Finland is included) and B1 (4 states). The level required for citizenship is higher, with 9 states requiring B1 and 7 requiring A2. Finally, since 2011, level B1 has been introduced in 5 states, which is a third trend.

Level A2 is required for residence in the following states:

Austria (limited duration), Finland (Ingrians), Greece (long term residence status), Italy, Latvia, Liechtenstein, Lithuania, the Netherlands, and Switzerland (immigrants can expect to be allowed to settle after 5-years' residence).

France, which currently applies Level A1.1, is considering applying Level A2 for the renewal of residence permits.

Level B1 is required for residence in the following states: Austria (permanent residence), Estonia, Germany, and the United Kingdom.

In Austria Level A2 is required for renewable residence permits, Level B1 for permanent residence.

Special cases: Czech Republic, which in 2009 introduced Level A1 for residence, plans in 2015 to introduce a Level A1 test for long-term stays and Level A2 for permanent residence.

In Norway, non EU foreign nationals must take 600 hours of language classes for which they must pay to obtain permanent residence and since 2014 they are obliged to take a language test without any specific level being required and without it being compulsory to pass the test. Level B1 is the level aimed at but it is not compulsory. In 2012 Denmark introduced A1 for family reunion and A2 written/B1 oral for permanent residence. Cyprus requires A1/A2.

Below Level A2: France (A1.1), Portugal (A1 written), the Czech Republic and Denmark for family reunion (A1); Cyprus and the Republic of Moldova refer to levels A1/A2.

Level B1 is required for citizenship in the following states: Latvia since 1994, Estonia since 1995, Germany since 2000, Liechtenstein since 2008, Austria since 2011, France (B1 oral only) since 2012, the United Kingdom since 2013, Denmark (B1/B1+ oral instead of B2) since 2013 and the Czech Republic as from 2014.

Level A2 is required for citizenship in the following states: Belgium, Greece (interview at Level A2), Lithuania, the Netherlands, Norway, Portugal (written), and the Russian Federation.

Special cases: Slovenia requires A2/B1; Andorra requires level A oral in Catalan; Switzerland (in some cantons, including Zurich) separates oral (B1) from written competences (A2). Luxembourg requires A2 for speaking and B1 for listening.

Below Level A2: Republic of Moldova (A1/A2).

5.5.2. Language courses and tests are optional, compulsory, free of charge or fee-based

4 states out of 17 which require a certain level of knowledge of the language for both residence and acquisition of citizenship (of the 36 states which replied to the questionnaire in 2013) do not organise any language courses. They are: Latvia, Lithuania, the Netherlands and the United Kingdom.

In the twelve states which do organise language courses, there are two models: courses are either compulsory (France, Germany, the Republic of Moldova and Norway) or optional (Austria, the Czech Republic, Denmark, Estonia, Finland, Greece, Liechtenstein, Portugal and Switzerland). Similarly, courses may be free of charge (the Czech Republic, Denmark, France, Norway, Portugal and Switzerland in some

cantons) or fee-based (Estonia, Liechtenstein, Lithuania and the Republic of Moldova), or sometimes costs are shared (Austria, Germany and Switzerland in some cantons).

There are more countries where language courses are optional (8) than compulsory (4). Regarding optional courses, the number of countries where they must be paid for or are free of charge is the same (3 in both cases).

In the B1 group, Germany is the only country where courses are compulsory. They are optional in Austria, the Czech Republic and Estonia. In the A2 group, Austria, Liechtenstein and Switzerland organise optional language courses. France proposes compulsory courses at Level A1.1 and A1. Luxembourg proposes optional courses at Level A1.1. Denmark organises three optional training courses according to the learner's background (short, average or long schooling). The levels have been fixed at A2 written/B1 oral, B1 written/B1+ oral and B2/C1 respectively. Norway is introducing courses up to level B2.

B1 Group (countries in which B1 level is required)

- Austria
Optional courses for Level A2 (module 1) but not for Level B1 (module 2); foreign nationals may receive financial assistance to cover the costs; the test is optional but applicants are obliged to prove they have attained the required proficiency.
- Czech Republic
Test which is free the first time, optional courses for Levels B (aimed at A1 until 2013) and C; language and society test for C level; 20-40hrs for A1 level.
- Estonia
In the context of residence, official fee-based language courses are available (364 hours for A2) and 312 hours for B1) and the B1 test is free of charge. The same requirements apply for citizenship, with an additional test on society.
- Germany
600 to 900 hours of compulsory lessons for residence; special courses for women, young adults and parents; 900 hours of literacy courses; foreign nationals contribute € 1.20 per hour. The B1 test is free of charge for residence but fee-based for citizenship (no specific test, courses optional).
- United Kingdom
No official language courses for residence but a fee-based language test was introduced in October 2013; optional courses on British society with a compulsory test. The same requirements apply to citizenship.

A2 Group (countries in which A2 level is required)

- Greece
Only the test of Greek language and culture is compulsory (not free of charge); there are optional official courses free of charge. In the case of citizenship, the history and culture test is free of charge.
- Latvia
Only the test is compulsory; there are no official language courses or financial assistance.
- Liechtenstein
Optional language courses, financial assistance possible, Goethe Institute tests or TELC certificate
- Lithuania
Tests on language and society are compulsory and fee-based; there are no official language courses or financial assistance.
- Netherlands
Fee-based A2 test (2010) for permanent residence and citizenship, no courses proposed.
- Switzerland
Free or subsidized courses proposed from A1 to B2, in particular for women, certain linguistic groups, and certain professions; literacy courses are provided.

Other cases

- Denmark

Language courses, which may be as long as 2000 hours, are optional and free of charge in the context of residence, and 3 levels are offered, depending on the learner's background: A2 written/B1 oral, B1 written/B1+ oral, B2/C1, whereas the level required has been fixed at A1. The A1 level test for residency is, however, fee-based, which is not the case where the B1 level test (B1+ oral) for citizenship is concerned.

- France

Compulsory language courses are proposed, from 200 to 400 hours for level A1.1 (people with little or no school education) and A1; the A1.1 test (residence) is free of charge, whereas the test for the acquisition of citizenship is fee-based.

- Norway

Language courses: between 600 and 3000 hours are proposed; 600 hours are compulsory but no specific level is required. A separate module is provided for people with little or no education. In some areas a "family learning approach" is used.

- Portugal

Optional courses are proposed free of charge for residence and citizenship (75 and 125/175 hours) A1 written (residence) and A2 written (citizenship) tests are fee-based.

6. Understanding the factors at work

To explain what we have observed, it is useful to establish country-by-country "profiles" based on a number of factors. These factors are proposed on the basis of what we know of the typical features of migration. They concern the proportion of foreign nationals in the population of member states, recent or long-standing migration, the nature of migration (work-related migration or family-based migration), and their geographical origins (EU or from outside the EU, from former colonies).

The fact that the language of the host country is used in some countries of origin (former colonies) plays an important role in the choices made by the host countries in terms of the levels required. Similarly, one may assume that choices will vary according to how widespread the use of the language is.

6.1. What links are there between language integration policies and the typical features of migration?

- **Factor 1: the proportion of foreign nationals⁸ in the population**

A growing number of European countries are taking measures because of the rise in migration in Europe. This increase can be seen from the figures published by the OECD (2013) on the number of international migrants in Europe (in millions): 1990: 49; 2000: 56.2; 2010: 69.2; 2013: 72.4.

According to a study carried out in France by the "Institut national d'études démographiques" (National Institute of Demographic Studies), published in November 2010 (Pison, 2010), the proportion of migrants in industrialised western countries is generally between 7% and 16%. In 2010 this group of countries comprised Austria (16%), Sweden (14%), Spain (14%), Germany (13%), France (11%), the Netherlands (10%), the United Kingdom (10%), Belgium (9%), and Italy (7%), states which, with the exception of Sweden and Spain, have introduced measures making language a requirement

⁸ Foreign national is understood to mean any person residing in a country of which he or she does not have the nationality. The term "foreign national" is more precise than that of migrant which, depending on the country concerned; it sometimes means persons born abroad and with a foreign nationality and sometimes the descendants of migrants born in the country of residence.

for integration. These figures should be updated as the economic crisis means that the rate of migration has recently slowed down and there has been a change in migration patterns with the EU. Notwithstanding this, there was a high percentage of foreign nationals living in all of these states during the period under consideration (2007-2013). However, the proportion of foreign nationals in the population does not explain everything.

- **Factor 2: whether immigration is longstanding or not**

As in 2007 and 2009, we noted that the new countries of immigration are less concerned about proficiency in the national language than countries which have a longer history of immigration, particularly when these countries are former countries of emigration which in a very short lapse of time have become countries of immigration (Greece, Ireland, Italy and Spain). The approach in these countries is quite the opposite end of that in countries which have experienced a great deal of family-based immigration and have chosen to introduce language requirements (Denmark, France, Germany, the Netherlands, and the United Kingdom). In the group of countries with the longest history of immigration, the former colonial powers seemed, in 2009, to be less concerned about requiring a high level of language proficiency than countries whose language was not used in the countries of origin (Denmark and Germany, for example). This was not so much the case in 2011: France has meanwhile adopted Level B1 oral for the acquisition of citizenship while the United Kingdom justifies the introduction of Level B1 for residence and citizenship by the need to control immigration numbers.

- **Factor 3: the work-related immigration / family-based immigration ratio**

The more recent immigration is, the higher the proportion of work-related immigration compared to family-based immigration. According to the figures provided by the OECD, family-based immigration is twice as high as work-related immigration. The proportion of work-related immigration was high in 2007 compared to family-based immigration in the United Kingdom, Denmark and Switzerland; it was lower in Austria, Germany, France, the Netherlands and Norway (OECD 2010). These figures remained applicable in 2011 (OECD 2013). This finding leads to the conclusion that, in countries where there are high language level requirements they are designed to foster work-related immigration for skilled workers and a *contrario* to discourage family-based immigration in the case of unskilled migrants.

In recent years, the economic crisis has had a major impact on work-related immigration in OECD countries. Since 2010, growth in the total number of migrants has slowed. Family-based immigration policies were also on the whole more restrictive in 2013, in particular in the United Kingdom, Denmark, France, the Netherlands and Sweden (OECD 2013, p.63).

- **Factor 4: countries of origin**

In 2007 and 2009 the new countries of immigration received large numbers of nationals from EU member states: Romanians in Spain, Poles in Ireland, etc. We noted that language proficiency measures were aimed mainly, if not exclusively, at the nationals of third states in countries where the proportion of family-based immigration was high. Another finding is that the more longstanding the links between the country of origin and the host country, the lower the language requirements. This applies to France, where $\frac{3}{4}$ of migrants come from its former colonies, and to the French community of Belgium, but not to the Flemish community. The United Kingdom is a further example. The national language of these countries is used, albeit to varying degrees in many countries of origin. On the other hand, Germany belongs to the group of countries with high language

requirements, as do the countries of Northern Europe, whose national languages are not spoken in many other countries.

Other factors should be sought in the integration model. From this point of view, it is interesting to note that it is easier to acquire citizenship in North European countries (Denmark, the Netherlands, Norway, Sweden and United Kingdom) than in France, Germany, Luxembourg, Spain or Switzerland (OECD 2010).

6.2. Sub-groups of countries which only partly explain the facts

One might be tempted to suppose that countries from the same geographical sub-group on the European continent have similar policies in this field which interest us. This is a supposition which the facts often confirm but sometimes negate.

6.2.1. The "interventionist" countries of Northern Europe

With the exception of Ireland, where immigration has decreased substantially as a result of the economic crisis, the main aim is to encourage migrants to learn the language of the host country and sometimes to cut down the amount of unskilled immigration or family-based immigration in countries with high levels of immigration (Germany: 840 000 admissions in 2011, the United Kingdom: almost 500 000 admissions in 2011). Measures relating to knowledge of the national language concern the three administrative situations considered. The level of language required by law varies between A2 and B1 for both residence and citizenship. With the exception of Germany, such knowledge must be proved by means of a fee-based test. Official courses are proposed only in Germany and Austria where they are partly fee-based.

States	Admission to country	Residence (all types)	Citizenship
Austria	A1 (2011)	A2 after 2 years (2006), fee-based B1 test (2011) or certificate, optional courses partly fee-based	B1 (2011) certificate
Germany	A1 Certificate (2008) Fee-based courses	Test B1 free of charge(2005) Compulsory courses 600-900h partly fee-based	B1 test (2000) no specific test
Ireland			
Liechtenstein	A1 Test (2009)	Fee-based A2 test(2009) Optional fee-based courses	Fee-based B1 test (2008) Optional fee-based courses
Netherlands	Fee-based A1 test family reunion (2006), self-access learning 50-300h	Fee-based A2 test (2010) Permanent residence No courses proposed	Test A2 (2007) No courses proposed
United Kingdom	A1 oral test for spouses (2011)	Compulsory fee-based B1 test (2013), no courses	(Compulsory fee-based B1 test (2013)

The level of immigration in the sub-group of Scandinavian countries has risen sharply since the beginning of the century but there are very few requirements in terms of language levels, unlike in the "interventionist" countries of Northern Europe. Moreover, the language obligation in Finland only concerns Ingrians from the former USSR.

On the other hand, the availability of language courses is ambitious and encouraging: Denmark for example proposes, in the context of its integration programme, 3 language courses, depending on the learner’s background, which are free of charge and may last up to 2000 hours; the level required is fixed at A1 for the residence permit in the context of reunification with spouses, A1- for religious ministers and A2 (written)/B1 (oral) for permanent residence, B1 (B1+ oral) for citizenship, well below the levels aimed at in the courses. Norway offers up to 3 000 hours of lessons at levels B1/B2 and a multi-level language test has been compulsory since 2014; however it is not necessary to pass this test as foreign nationals are only obliged to take 600 hours of language courses to be authorised to reside in the country. The level required for citizenship is A2. Sweden and Finland do not have any legislation concerning language requirements other than the obligation to provide a language certificate for citizenship in Finland but optional language courses are proposed.

States	Admission to country	Residence (all types)	Citizenship
Denmark	Abolition of A1- (2010)	A1 for a residence permit on the ground of family reunion (2012), level A1- for religious ministers and level A2 (written)/B1 (oral) for permanent residence, optional courses free of charge, right to 2000 hours spread over 3 years	B1/B1 + oral (2013) Optional courses free of charge
Finland	Ingrians from the former USSR A2 (2007)	Ingrians from the former USSR A2 (2007) No obligation for migrants but optional courses	Certificate Optional courses: 2100 hours
Norway		600 hours of compulsory free courses (2008) 2014: A1/B1 test for permanent residence (which is necessary for citizenship)	A2, certificate and interview (2008)
Sweden			

6.2.2. South European countries

These former countries of emigration, which are now countries of immigration, generally take few measures. As family-based immigration is in no way comparable to that in so-called “interventionist” countries, work-related immigration is dominant and proficiency in the language is of less concern to the authorities than in North European countries. Portugal and Italy have recently introduced residence-related measures and courses are optional and free of charge. Spain is a special case: immigration decreased by 50% in 2011 compared to 2007 when there were more than 900 000 admissions; there are no language-related requirements for residence, despite the fact that foreign nationals have access to a range of optional courses on general subjects related to the host society. As for citizenship, language competences are confirmed by possession of a certificate of proficiency or assessed during an interview.

States	Admission to country	Residence (all types)	Citizenship
Andorra			Interview, Level A oral in Catalan (1996)
Cyprus		A1-A2 (2010)	
Greece		A2 Test (2005) For Long Term Residence Status Optional courses free of charge: 125-175h	Interview at Level A2 (2001) Optional courses
Italy		A2 (2009) Optional language courses 180h, certificate or test	
Malta		100h of courses and test (2006)	
Portugal		A1 written test (2007) for permanent residence after 5 years, 75h optional courses free of charge	A2 written test (1981) Optional courses free of charge: 125/175h
San Marino			
Spain		No obligation but optional general language courses free of charge	Interview

France, Belgium, Luxembourg and Switzerland fall between the interventionist model of Northern Europe and the Southern European model where few measures have been taken. Apart from in France, migration is on the rise since the beginning of the century. Specific language training courses are offered and in France they are compulsory for residence but the language level required is lower than in North European countries. A2 level is generally required to obtain citizenship; in France B1 level (oral) is accessible to foreign nationals who have little or no previous schooling and no command of the written language. Belgium proposes a module for this group of learners in order to acquire citizenship. In Luxembourg there are optional courses aimed at Level A1.1 in the context of the reception and integration contract, which is itself optional.

States	Admission to country	Residence (all types)	Citizenship
Belgium			A2 (2012) Compulsory courses free of charge, module for persons with little or no schooling, certificate
France	40h courses since 2008 Change planned	A1.1 test (2007), compulsory courses free of charge (200-400h); envisaged: A1 reception and integration contract and A2 renewal residence permit)	B1 oral test (2012)
Luxembourg	No obligation but optional A.1.1 level courses in the context of the reception and integration contract	A2 oral expression, B1 oral comprehension (2008)	A2 speaking, B1 listening (2008) Fee-based courses and test, possible support
Monaco			
Switzerland		A2 : anticipated permit to settle after 5 years' stay (2008); trend: B1 oral, A2 written. Optional courses: free of charge or subsidised	A2 written B1 oral with test on society in some cantons (Zurich) (1952) Optional courses free of charge or subsidised

6.2.3. Eastern European countries

Apart from the Czech Republic, which had a high rate of immigration in the mid-2000s, these countries do not have to deal with much immigration and are not very “interventionist”. If the level of languages is stipulated by law, it is not very high and language courses are seldom proposed.

States	Admission to country	Residence (all types)	Citizenship
Albania	Students' interview (2008) Change planned	Interview (2008) Change planned	Interview
Bosnia and Herzegovina		Language requirement Level not indicated (2012)	Language requirement Level not indicated (2012)
Czech Republic		A1 (2009), optional courses free of charge (18-30h, envisaged in 2015) A1 test residence, A2 test permanent residence	Interview (1993), B1 test in 2014
Hungary			
Republic of Moldova		A1/A2 (2000) Compulsory fee-based courses 80/200h	A1/A2 (1991)
Poland	Medical professions	Envisaged	
Russian Federation			A2
Serbia			
Slovenia			Test A2/B1 (1994), courses 180h
“The former Yugoslav Republic of Macedonia”			

But the Baltic republics (Estonia, Latvia and Lithuania) took steps to ensure the use of the national language in the post-Soviet context. Citizenship was the main reason in these countries for introducing legislation as can be seen from the date of the various laws.

States	Admission to country	Residence (all types)	Citizenship
Estonia		Test B1 free of charge (1993-2011) Optional fee-based courses: 364h for A2, 312h for B1	Test B1 free of charge (1995-2011), Optional fee-based courses; knowledge of language required for public servants
Latvia		A2 test (2003-2005) No courses proposed	Test B1 (1994-2008), no courses proposed; proficiency required for certain professions
Lithuania		Test A2 (1998) No courses proposed	Test A2 (1991); no courses proposed A2/B1/B2 in order to obtain work

Conclusion

With 42 states having taken part in at least one of the three surveys conducted in 2007, 2009 and 2013, the results of the third Council of Europe survey are fully representative of the situation in its 47 member states. We will recapitulate the main conclusions of the survey here, referring to the previous two where necessary.

The main conclusion is that knowledge of the host country's language is relevant more with regard to residence and citizenship together than to one or other of these two administrative categories. In most cases, knowledge of the language is required for residence, and sometimes even admission, and for acquisition of citizenship. This applies to 19 countries, mostly in western Europe, or over half of the 36 countries which took part in the survey in 2013. Nine of them have extended the obligation to demonstrate knowledge of their language to admission to the country.

Another notable trend is an apparent increase in the amount of legislation concerning language requirements from 2009 to 2013 compared with the previous period (2007-2009). From 2007 to 2009, three new laws were passed concerning admission to countries, five concerning residence and three concerning citizenship, making a total of 11 new laws. The figure rose to 18 for the period from 2009 to 2013, with nine new laws planned after 2013. The requirements relating to knowledge of the host country's language are usually assessed in the light of the level required by law, and two major trends can be seen here. The level required for residence varies between A2 (nine countries) and B1 (four countries). It is higher for acquisition of citizenship, with nine countries requiring B1 and seven A2. In a third trend, the level required is increasing, B1 having been chosen in five cases since 2011.

Most states which make language a requirement for residence and citizenship (17 in total) provide specific training for adult migrants; only four do not. There are more countries where the language courses are optional (eight) than compulsory (four). The number of countries where the optional courses must be paid for or are free of charge is the same (three in both cases).

Lastly, the advantage of this third survey is that it reveals different ways of approaching the issue of language integration. A distinction can be made here between the interventionist countries in northern Europe and those in the south, but there are also less demanding countries alongside these two groups. In eastern Europe, the issue of the management of migration is less important, given the low levels of immigration.

It is difficult to interpret in greater depth these policies, which relate to specific contexts with varying demographic traditions and characteristics.. One of their principal aims is clearly to make available training to support learning of the language/one of the languages of the host society. Language proficiency continues to be regarded as an important sign of integration, in addition to its practical usefulness in daily and working life.

It may be that through the training provided for them, adult migrants reconfigure their language repertoire and make a large place in it for the new language, which can become just as much part of their identity as their languages of origin. However, they may also become more proficient in the language but not identify with it or adopt it as really being part of their repertoire: meeting

obligations (compulsory courses or tests) in terms of knowledge of the “national” language does not always guarantee that the persons concerned will accept this new means of communication.

In this respect, linguistic goodwill can actually enable migrants to adapt to a new linguistic and cultural environment: goodwill on the part of trainers, the persons in charge of assessments and tests and the people migrants talk to in their neighbourhoods, at work and in public life, etc. It is also important, however, for the public authorities to take informed decisions: one of the objectives of the Council of Europe’s LIAM project is precisely to develop a diverse range of resources for the member states.

The ability of a democratic state to integrate migrants depends equally on their own willingness – which needs to be supported as regards language learning – and on the intercultural sensitivity of the community of citizens. This must be enhanced by educating all citizens in linguistic and cultural diversity, which has proven to be an invaluable source of enrichment throughout European history.

APPENDICES

Appendix A: Tables A1 to A16

Participation in the Council of Europe surveys

- [Table A1](#): *Member states participating in the 2007, 2009 and 2013 surveys*

Legislation regarding language and integration policies

- [Table A2.1](#): *Countries with a language requirement for entry (A), residence (B), citizenship (C) – 2013*
- [Table A2.2](#): *Countries with a language requirement for entry (A), residence (B), citizenship (C), not taking other purposes into account – 2013*
- [Table A3](#): *Studies on the impact of language policies on the social integration of adult migrants (information provided by the respondents reproduced verbatim)*

Before entering the host country

- [Table A4](#): *Organisation of pre-entry language courses and language tests*

Language requirements for obtaining a residence permit

- [Table A5](#): *Organisation of language courses for adult migrants seeking a residence permit*
- [Table A6](#): *Language tests for adult migrants seeking a residence permit*

Language requirements for obtaining citizenship

- [Table A7](#): *Organisation of language courses for adult migrants seeking citizenship*
- [Table A8](#): *Language tests for adult migrants seeking citizenship*

Developments between 2009 and 2013

- [Table A9](#): *Countries that participated in the 2009 and 2013 surveys and reported language requirements prior to entry, for residence and for citizenship*
- [Table A10](#): *Countries that participated in the 2009 and 2013 surveys and reported language requirements for residence and/or citizenship*
- [Table A11](#): *Participating countries providing official language courses for adult migrants seeking a residence permit and citizenship, 2009 and 2013*
- [Table A12](#): *Language tests and CEFR levels required for residence and citizenship, 2009 and 2013*

Developments between 2007 and 2013

- [Table A13](#): *Countries that participated in the 2007, 2009 and 2013 and reported language requirements for adult migrants (A = prior to entry, B = for residence, C = for citizenship)*
- [Table A14](#): *Countries that participated in the 2007, 2009 and 2013 surveys and reported language requirements for residence and citizenship*
- [Table A15](#): *Countries that participated in the 2007, 2009 and 2013 surveys providing official language courses in 2007 and 2013*
- [Table A16](#): *Language tests and CEFR levels required for residence and citizenship, 2007, 2009 and 2013*

Table A1: Participation in the Council of Europe surveys

Table A1: Member states participating in the 2007, 2009 and 2013 surveys

	2007	2009	2013	2009 + 2013	2007 + 2009 +2013
Albania			X		
Andorra			X		
Armenia	X	X			
Austria	X	X	X	X	X
Belgium-Flemish community	X		X		
Belgium-French community	X	X	X	X	X
Bosnia and Herzegovina			X		
Croatia	X				
Cyprus		X	X	X	
Czech Republic	X	X	X	X	X
Denmark	X	X	X	X	X
Estonia	X	X	X	X	X
Finland		X	X	X	
France	X	X	X	X	X
Georgia	X				
Germany	X	X	X	X	X
Greece	X	X	X	X	X
Hungary		X	X	X	
Ireland	X	X	X	X	X
Italy	X	X	X	X	X
Latvia	X		X		
Liechtenstein	X	X	X	X	X
Lithuania		X	X	X	
Luxembourg	X	X	X	X	X
Malta		X	X	X	
Monaco			X		
Norway	X	X	X	X	X
Netherlands	X	X	X	X	X
Poland	X	X	X	X	X
Portugal			X		
Republic of Moldova			X		
Russian Federation			X		
San Marino	X	X	X	X	X
Serbia		X	X	X	
Slovak Republic	X	X			
Slovenia		X	X	X	

Table A1 (continued): Member states participating in the 2007, 2009 and 2013 surveys

	2007	2009	2013	2009 + 2013	2007 + 2009 + 2013
Spain	X	X	X	X	X
Sweden	X	X	X	X	X
Switzerland (cantons)	X	X	X	X	X
"The former Yugoslav Republic of Macedonia"			X		
Turkey	X	X			
Ukraine		X			
United Kingdom	X	X	X	X	X
Total	26	31	36	27	20

Tables A2 - A3: Legislation regarding language and integration policies

Table A2.1: Countries with a language requirement for entry (A), residence (B), citizenship (C) – 2013

Albania	A, B, C
Andorra	C
Austria	A, B, C, other
Belgium-Flemish community	C, other
Belgium-French community	C
Bosnia and Herzegovina	B, C
Cyprus	B
Czech Republic	B, C, other
Denmark	B, C, other
Estonia	B, C, other
Finland	A, B (Russian Ingrians) C, Other
France	A, B, C
Germany	A, B, C
Greece	B, C, other
Hungary	
Ireland	
Italy	B
Latvia	B, C, other
Liechtenstein	A, B, C, other
Lithuania	B, C, other
Luxemburg	C, other
Malta	B, other
Monaco	
Norway	B, C, other
Netherlands	A, B, C
Poland	C
Portugal	B, C
Republic of Moldova	B, C, other
Russian Federation	C, other
San Marino	
Serbia	
Slovenia	C
Spain	C
Sweden	Other
Switzerland (cantons)	B, C, other
"The former Yugoslav Republic of Macedonia"	
United Kingdom	A, B, C, other

Table A2.2: Countries with a language requirement for entry (A), residence (B), citizenship (C), not taking other purposes into account – 2013

Only legislation regarding A	Legislation regarding B and C (11 countries)
	<ul style="list-style-type: none"> - Bosnia and Herzegovina - Czech Republic* - Denmark* - Estonia* - Greece* - Latvia* - Lithuania* - Norway* - Portugal - Republic of Moldova* - Switzerland (cantons)*
Only legislation regarding B (3 countries)	Legislation regarding A, B and C (8countries)
<ul style="list-style-type: none"> - Cyprus - Italy - Malta* 	<ul style="list-style-type: none"> - Austria* - Albania - Finland* (A, B only for Russian Ingrians) - France - Germany - Liechtenstein* - Netherlands - United Kingdom*
Only legislation regarding C (7 countries)	No legislation regarding A, B and C (7 countries)
<ul style="list-style-type: none"> - Andorra - Belgium- Flemish community* & Belgium-French community - Luxemburg* - Poland (and A for certain regulated professions) - Russian Federation* - Slovenia - Spain 	<ul style="list-style-type: none"> - Hungary - Ireland - Monaco - San Marino - Serbia - Sweden* - "The former Yugoslav Republic of Macedonia"

*Other purposes

Table A3: Studies on the impact of language policies on the social integration of adult migrants
(information provided by the respondents are reproduced verbatim)

	Have studies been carried out on the impact of language policies on the social integration of adult migrants?
Andorra	A study on language indicators of the population is being carried out every four years by the ministry in charge of culture.
Belgium-French community	<i>Les primo-arrivants: qui sont-ils et quelle place ont-ils dans les politiques d'alphabétisation</i> , Aurélie Storme, Sonja Mottin, Anne Godenir – Novembre 2012.
Cyprus	Some studies have been carried out by the Ministry of Labour and Social Affairs and the Ministry of the Interior, the list of studies / projects is on http://www.cizinci.cz/clanek.php?lg=1&id=96 . Some of them are available in English.
Denmark	In 2011 the Ministry of Social Affairs and Integration conducted a survey on training in Danish Language and society for adult migrants: http://www.sm.dk/Temaer/DemokratiOgIntegration/TalOmIntegration/Documents/Brugerunders%C3%B8gelse.pdf Furthermore, a integration barometer has been established in order assess the impact of integration measures: http://integrationsbarometer.dk/integrationsbarometer_maal?goal=3&kommunenr=000
Estonia	Ethnic differences in employment widened during the period of economic recession. The difference in unemployment between ethnic Estonians and people of other ethnicities is larger than before the crisis; the gap has also increased for the proportion of permanently employed (in 2007 and 2009, 96% and 90% of ethnic Estonians and 95% and 84% of other ethnicities, respectively). The preference towards Estonian language based higher education has increased among Russian speakers. Self-assessed Estonian language skills (understanding, speaking, reading, and writing) of people with Russian or other mother tongue have slightly improved compared to 2005. Estonian Integration Monitoring 2011 http://www.kul.ee/webeditor/files/integratsioon/Integratsiooni_monitooring_2011_ENG_lyhiversioon.pdf
France	Enquête Longitudinale sur l'Intégration des Primo-Arrivants (ELIPA): www.immigration.interieur.gouv.fr Enquête trajectoires et origines (téo): teo.site.ined.fr/ Infos migrations: www.immigration: www.immigration: www.immigration.interieur.gouv.fr
Germany	Evaluation of the nationwide integration courses conducted by Rambøll Management (2006) The Integration Panel - results of a long-sectional study on the effectiveness and sustainability of integration courses conducted by the Federal Office for Migration and Refugees (2011)
Latvia	1) Influence of Migration processes upon the language situation. In: <i>Language situation in Latvia: 2004–2010. Research summary</i> [online]. Rīga: LVA, 2012. p. 57-61. pages. ISBN 978-9984-815-79-4. Available: http://www.valoda.lv/en/downloadDoc_677/mid_675 2) <i>The influence of Migration on the Language Environment in Latvia</i> . [online]. Rīga: LVA, 2012, 64 pp. ISBN 978-9984-815-70-1. The present translation was prepared by compiling and extending the research LVA. Migrācijas ietekme uz valodas vidi Latvijā. Rīga: Zinātne, 2009. 143 lpp. Available: http://www.valoda.lv/en/downloadDoc_677/mid_675
Netherlands	Research on the effect of civic integration on (dimensions) of participation (recently sent to Dutch Parliament): http://www.gemeenteloket.minszw.nl/dossiers/werk-en-inkomen/inburgering/kamerstukken/2013-09-09/onderzoeksrapport-inburgering-en-participatie
Norway	Ongoing project: Polish migration to Norway - understanding new patterns of mobility in an enlarged Europa: http://www.faf.no/pro/avfkom-p.htm#polish Drøpping, Jon Anders: Kurs for arbeid : norskopplæring og yrkesdeltakelse blant ikke-vestlige flyktninger og innvandrere / Jon Anders Drøpping og Hanne Cecilie Kavli. - Oslo : FAFO, 2002. - 243 s. : ill., fig., tab.. - (FAFO-rapport, ISSN 0801-6143 ; 387) http://www.faf.no/pub/rapp/387/387.pdf Seeberg, Marie Louise Tett på innvandrerkvinner / Anne Louise Seeberg. - Oslo : Røde kors : NOVA, 2013. - 31 s.. - (Tett på ; 1-2013) http://www.nova.no/id/384.0

Table A3 (continued):

Portugal	<p>Portugal is conducting a national study to assess the impact of the language policies for integrating migrant students attending the educational system, in order to improve the educational policies in this area.</p> <p>There are also being made new curriculum guidelines to improve the language acquisition by migrants students.</p>
Republic of Moldova	<p><i>No further information</i></p>
Russian Federation	<p>The federal target program 'Russian Language'</p>
United Kingdom	<p>There have been no recent Government studies into the impact on social integration of language policies for migrants although numerous independent research organisations have undertaken them. Organisations such as CReAM (http://www.cream-migration.org/) and COMPAS (http://www.compas.ox.ac.uk/) have conducted surveys into the economic and social benefits of language as a factor of integration. COMPAS also conducted a survey into the usefulness of the "Life in the UK" test and the approved English courses for citizenship, supported by the European Integration Fund. See http://www.compas.ox.ac.uk/research/citizenship/integrationintheuk/ for further details.</p>

Table A4: Before entering the host country

Table A4: Organisation of pre-entry language courses and language tests

	Are language courses made available in the country of origin?		Is a language test required?
Austria	No		A certificate by qualified institutions is required
Albania	No		A test is being developed. At the moment, the language proficiency is established via an interview by the consular employee at the moment of visa application.
Germany	Optional	Optional language courses (intended level is A1) are offered by the Goethe Institute and private institutions in the country of origin. The Goethe Institute offers distance-learning and online courses. Furthermore language courses are offered by private institutions at local level.	There is no required language testing a certificate of language proficiency at CEFR-level A1 has to be provided by the migrant.
Finland	Optional	Voluntary remigration training, including language course (two towns in Russia)	A language test is required, at the CEFR-level A2.
France	Optional	Optional language course in the country of origin (40 hours), there is no CEFR-level established.	There is no required language testing (the level of language proficiency and the knowledge of the French society are evaluated, but the results of the evaluation are not taken into account for visa delivering).
Liechtenstein	No		A language test is required, at the CEFR-level A1.
Netherlands	Optional	The self-study pack "Naar Nederland" will help people to prepare for the examination. The pack is available in 18 languages and is intended to take immigrants to level A1. There is the virtual class in which candidates can get help to study for the exam. In the some countries there are language courses. The first 20 chapters in the self-study pack "Naar Nederland" are made for not or low literate people.	A language test is required, at the CEFR-level A1.
Poland	No		There is no language test required. Applicants for employment, provide a statement of language proficiency or a certificate of successful completion of language course or a certificate of the knowledge of the Polish language.
United Kingdom	Optional	Courses partly financed from the European Integration Fund are available in some countries, including Pakistan and Bangladesh. In this case the cost to the beneficiary is reduced or, in some cases, programs are free of charge. There are, however, no State-provided courses prior to entry.	Test is required, at CEFR-level A1. The test has to be taken with an agency that has been accredited by the UK Home Office. Tests are available in most countries.

Table A5: Organisation of language courses for adult migrants seeking a residence permit

	Legal obligation to demonstrate language proficiency in order to obtain a residence permit	Language courses officially provided (when there is a language requirement)	Attendance at officially provided language courses		CEFR-level of officially provided courses (+ duration)	Payment for attending officially provided courses (Financial support [FS])
			Obligatory	Optional		
Albania	X					
Andorra						
Austria	X	X		X		X (FS)
Belgium Flemish community ⁹ (French community)	(X)	(X)	(X)		(A1) (variable, depending on the target group)	X (FS)
Bosnia and Herzegovina	X					
Cyprus	X	X		X	A2 (75h)	
Czech Republic	X	X		X	A1 (variable between 18h and 30h)	?
Denmark	X	X		X	<i>Cf. Danish legislation</i> (right up to 2.000h over 3 years) ¹⁰	
Estonia	X	X		X	B1 (364h for level A2, 312h for level B1)	X (FS)
Finland	X	X		X	(2.100h)	
France	X	X	X		A1.1 (400h)	
Germany	X	X	X		B1 (600h, variable between 400h for intensive courses and up to 900h for courses for special target groups)	X
Greece	X	X		X	A2 (125h – 175h)	

⁹ In Belgium (Flemish community), language courses for new immigrants are obligatory but not as to obtain a residence permit. Here, courses are officially provided and are intended to take the migrants to CEFR-level A1.

¹⁰ Adult aliens are as a general rule covered by an up to three year right to Danish Language Courses. The specific language courses offered are: Danish Language Course 1 are offered to adult foreigners with either no or a poor educational background, Danish Language Course 2 to adult foreigners having a shorter educational background, and Danish Language Course 3 to adult foreigners having a longer educational background. The final level of DLC 1 is A2 written and B1 oral, the final level of DLC 2 is B1 written and B1+ oral, and the final level of DLC 3 is B2 (written and oral) and C1 (written and oral) depending on whether the student finalizes the education after module 5 and 6.

Table A5 (continued): Organisation of language courses for adult migrants seeking a residence permit

	Legal obligation to demonstrate language proficiency in order to obtain a residence permit	Language courses officially provided (when there is a language requirement)	Attendance at officially provided language courses		CEFR-level of officially provided courses (+ duration)	Payment for attending officially provided courses (Financial support [FS])
			Obligatory	Optional		
Hungary						
Ireland						
Italy	X	X		X	A2 (180h)	
Latvia	X					
Liechtenstein	X					
Lithuania	X					
Luxembourg						
Malta¹¹	X					
Monaco						
Norway	X	X	X		B1/B2 obligatory between 300h and 600h for obtaining RP	
Netherlands	X					
Poland						
Portugal	X	X		X	A1 (reading, writing) (75h)	
Republic of Moldova	X	X	X		A1/A2 (variable between 80h and 200h)	X
Russian Federation						
San Marino						
Serbia						
Slovenia						
Spain¹²						
Sweden						
Switzerland (cantons)	X	X		X	A1/B2 (very variable)	Subsidized courses
"The former Yugoslav Republic of Macedonia"						
United Kingdom	X					

¹¹ In response to question 3.1., Malta indicated having no language requirements regarding obtaining a residence permit. But in response to question 3.20. it seems that a language course is integrated in the KoS course and is made obligatory for obtaining a long term residence permit.

¹² Although demonstration of official language skills is not a legal requirement to obtain a residence permit, for the renewal of certain permits, the efforts made to integrate (e.g. courses for learning the language) are valued in an official report issued by the Autonomous Communities. The report is optional and can be alleged by the immigrants themselves when they don't fulfill any of the foreseen requirements for renewing the concerned residence and working permits.

Table A6: Language tests for adult migrants seeking a residence permit

	Legal obligation to demonstrate language proficiency in order to obtain a residence permit	Requirement to take a language test (X = test)	CEFR level of the language test
Albania	X	Interview with migration officer	
Andorra			
Austria	X	Certificate by qualified institution to be provided by the migrant	A2/B1 ¹³
Belgium			
Flemish community	(X)		
Belgium-French community			
Bosnia and Herzegovina	X		
Cyprus	X		
Czech Republic	X	X	A1
Denmark	X	X	A1
Estonia	X	X	B1
Finland (Russian Ingrians)	X	X	A2
France	X		
Germany	X	X	B1
Greece	X	X	A2
Hungary			
Ireland			
Italy	X	X Language proficiency can be demonstrated in different ways, taking a test is one possibility	A2
Latvia	X	X	A2
Liechtenstein	X	X Or certificate provided by the migrant	A2
Lithuania	X	X	A2
Luxembourg			
Malta	X	Integrated in the written KoS test (for long term residence)	Not specified
Monaco			
Norway	X	X	A1/B1
Netherlands	X	X	A2 (listening, reading, spoken production, writing)
Poland			
Portugal	X	X	A1 (reading, writing)

¹³ A2 after two years of residence and B1 for permanent residence

Table A6 (continued): Language tests for adult migrants seeking a residence permit

	Legal obligation to demonstrate language proficiency in order to obtain a residence permit	Requirement to take a language test (X = test)	CEFR level of the language test
Republic of Moldova	X	X	A1/A2
Russian Federation			
San Marino			
Serbia			
Slovenia			
Spain		The efforts made to integrate e.g. language course) can facilitate the renewal of certain residence and work permits (see footnote 12)	
Sweden			
Switzerland (cantons)	X	Evidence of language skills to be provided by the migrant.	(A2)
"The former Yugoslav Republic of Macedonia"			
United Kingdom	X	X Or certificate obtained from attending a 'language with citizenship' course	A1/B1 (reading, spoken interaction and production)

Table A7: Organisation of language courses for adult migrants seeking citizenship

	Legal obligation to demonstrate language proficiency in order to obtain citizenship	Language courses officially provided (when there is a language requirement)	Attendance at officially provided language courses		CEFR-level of the officially provided courses (+ duration)
			Obligatory	Optional	
Albania	X				
Andorra	X				
Austria	X				
Belgium - Flemish community	X	X	X		A2 (variable depending on the target group)
Belgium-French community	X				
Bosnia and Herzegovina					
Cyprus					
Czech Republic	X	X		X	B1 (variable, depending on the entry level)
Denmark	X	X		X	B1 (variation between A2 and C1) <i>cf. Danish legislation</i> (right up to 2.000h over 3 years, depending on the target group. For migrants with a shorter educational background: B1 written and B1+ oral).
Estonia	X	X		X	B1 (364h for level A2, 312h for level B1)
Finland	X	X		X	(2.100h)
France	X	X	X		B1 (oral: listening, spoken interaction and spoken production). (400h)
Germany	X	X		X	
Greece	X	X		X	B1 (125-175h)
Hungary					
Ireland					
Italy					
Latvia	X				
Liechtenstein	X				
Lithuania	X				
Luxembourg	X				
Malta					
Monaco					

Table A7 (continued): Organisation of language courses for adult migrants seeking citizenship

Norway	X			
Netherlands	X			
Poland	X			
Portugal	X	X		X
Republic of Moldova	X	X	X	A1/A2 (variable between 80h and 200h)
Russian Federation	X			
San Marino				
Serbia				
Slovenia	X	X		X A1-A2 (180h)
Spain				
Sweden				
Switzerland (cantons)	X	X		X A1/B2 (very variable, depending on the cantons)
"The former Yugoslav Republic of Macedonia"	X			
United Kingdom	X	X		X

Table A8: Language tests for citizenship

	Legal obligation to demonstrate language proficiency in order to obtain citizenship	Requirement to take a language test	CEFR level of the language test	Payment for taking a test (Financial support)
Albania	X	X		X
Andorra	X	(oral interview, interaction and oral production)	Not linked to CEFR	X
Austria	X	Certificate	B1	
Belgium-				
Flemish community	X	(no answer)	A2	
French community	X	Certificate	A2	
Bosnia and Herzegovina	X			
Cyprus				
Czech Republic	X	X	B1	X (FS)
Denmark	X	X	B1 (level of the oral part of the language test is B1+)	
Estonia	X	X	B1	
Finland	X	X Certificate, taking a test is one option to obtain a certificate		Variable (FS)
France	X	X	B1 (Listening, spoken production, spoken interaction)	X
Germany	X	X Different possibilities (language test as part of integration course, B1 certificate or higher, education & training course)	B1	
Greece	X	Oral interview conducted by the Naturalization Council	(no official reference, but corresponding to A2)	
Hungary				
Ireland				
Italy				
Latvia	X	X	B1	
Liechtenstein	X	X Or certificate provided by the migrant	B1	?

Table A8 (continued): Language tests for citizenship

	Legal obligation to demonstrate language proficiency in order to obtain citizenship	Requirement to take a language test	CEFR level of the language test	Payment for taking a test (Financial support)
Lithuania	X	X	A2	X
Luxembourg	X	X	B1 (Listening); A2 (Spoken production)	X (FS)
Malta				
Monaco				
Norway	X	Certificate or other form of assessment	A2	X
Netherlands	X	X	A2 (not spoken interaction)	X
Poland	X	Other (no additional information)		
Portugal	X	X	A2 (Reading, writing)	X
Republic of Moldova	X	X	A1/A2	
Russian Federation	X	X	A2	X (FS)
San Marino				
Serbia				
Slovenia	X	X	A2/B1	X (FS)
Spain	X	Language skills are assessed during an interview with an officer of the national authorities (or based on documents)		
Sweden				
Switzerland (cantons)	X	Some cantons have tests; others demand a certificate provided by the migrant	A2 (reading, writing) B1 (listening, spoken interaction, spoken production), depending on the cantons	X
"The former Yugoslav Republic of Macedonia"				
United Kingdom	X	X Or certificate obtained from attending a 'language with citizenship' course	B1 (reading, spoken interaction and production)	X (FS)

Table A9: Countries that participated in the 2009 and 2013 surveys and reported language requirements prior to entry (A), for residence (B) and for citizenship (C)

	Language requirements 2009 ¹⁴	Language requirements 2013
Austria	B, C	A, B, C
Belgium – French community		C
Cyprus		B
Czech Republic	B, C	B, C
Denmark	A, B, C	B, C
Estonia	B, C	B, C
Finland	A (Russian Ingrians), B	A, B (Russian Ingrians), C
France	A, B, C	A, B, C
Germany	A, B, C	A, B, C
Greece	B, C	B, C
Hungary		
Ireland		
Italy	B, C (?)	B
Liechtenstein	A, B, C	A, B, C
Lithuania	B, C	B, C
Luxembourg	C	C
Malta		B
Norway	B, C	B, C
Netherlands	A, B, C	A, B, C
Poland	C (repatriation)	C
San Marino	?	
Serbia		
Slovenia	C	C
Spain	C	C
Sweden		
Switzerland (cantons)	C	B, C
United Kingdom	A, B, C	A, B, C
	A = 7	A = 7
	B = 14	B = 17
	C = 18	C = 19

¹⁴ C. Extramiana and P. Van Avermaet, *Language requirements for adult migrants in Council of Europe member states: Report on a survey*, Language Policy Unit, Education Department – DG II, Council of Europe, Strasbourg, 2010 (table on page 12).

Table A10: Countries that participated in the 2009 and 2013 surveys and reported language requirements for residence and/or citizenship

	Residence		Citizenship	
	2009	2013	2009	2013
Austria	X	X	X	X
Belgium – French community				X
Cyprus		X		
Czech Republic	X	X	X	X
Denmark	X	X	X	X
Estonia	X	X	X	X
Finland	X	X	X	X
France	X	X	X	X
Germany	X	X	X	X
Greece	X	X	X	X
Hungary			X (?)	
Ireland				
Italy	X	X	X (?)	
Liechtenstein	X	X	X	X
Lithuania	X	X	X	X
Luxembourg	X		X	X
Malta		X		
Norway	X	X		X
Netherlands	X	X	X	X
Poland			X	X
San Marino				
Serbia				
Slovenia			X	X
Spain	X			X
Sweden				
Switzerland (cantons)		X		X
United Kingdom	X	X	X	X
N = 27	16	17	17	19

Table A11: Participating countries providing official language courses for adult migrants seeking a residence permit and citizenship, 2009 and 2013

	2009		2013	
	Residence	Citizenship	Residence	Citizenship
Austria	X		X	
Belgium – French community				X
Cyprus			X	
Czech Republic		X	X	X
Denmark	X		X	X
Estonia			X	X
Finland	X		X	X
France	X		X	X
Germany	X		X	
Greece	X			X
Hungary				
Ireland				
Italy	X		X	
Liechtenstein		X		
Lithuania	X	X		
Luxembourg		X		
Malta				
Norway			X	
Netherlands				
Poland				
San Marino				
Serbia				
Slovenia		X		X
Spain				
Sweden				
Switzerland (cantons)			X	X
United Kingdom	X	X		X
	10	6	11	10

Table A12: Language tests and CEFR levels required for residence and citizenship, 2009 and 2013

	2009		2013	
	Residence	Citizenship	Residence	Citizenship
Austria	A2	A2	A2 after two years of residence and B1 for permanent residence	B1 (Certificate)
Belgium – French community				A2 (Certificate)
Cyprus				
Czech Republic	A1	(Interview)	A1	B1
Denmark	A2/B2	B2	A1: family reunion A2/B1: residence permit	B1
Estonia	B1	B1	B1	B1
Finland	B1	B1	A2	(Certificate, test)
France	A1.1.	(Interview)	A1.1.	B1
Germany	B1	B1	B1	B1 (different possibilities to demonstrate language proficiency)
Greece	A1/A2	(Interview)	A2	A2 (interview)
Hungary		B1/B2 (?)		
Ireland				
Italy			A2 (test or other evidence provided by migrant)	
Liechtenstein	A2	B1	A2 (test of certificate provided by migrant)	B1 (test or certificate)
Lithuania	A1/B1	A2/B2	A2	A1
Luxembourg		A2/B1		A2/B1
Malta			Integrated in KoS test (level not specified)	
Norway			A1/B1	A2
Netherlands	A1/A2	A2	A2	A2
Poland				
San Marino				
Serbia				
Slovenia		A2/B1		A2/B1

Table A12 (continued): Language tests and CEFR levels required for residence and citizenship, 2009 and 2013

	2009		2013	
	Residence	Citizenship	Residence	Citizenship
Spain			The efforts made to integrate (e.g. language courses) can facilitate the renewal of certain residence and work permits (see footnote 12).	Language skills are assessed during an interview with an officer of the national authorities (or based on documents)
Sweden				
Switzerland (cantons)			A2 (Evidence of language skills to be provided by migrant)	A2/B1 (test or certificate)
United Kingdom	(Progress up to) B1	(Progress up to) B1	B1 (test or certificate obtained from attending a 'language with citizenship' course)	AB1 (test or certificate obtained from attending a 'language with citizenship' course')
N =27	12	14*	17	18

* Hungary not counted in total (no clear data)

Table A13: Countries that participated in the 2007, 2009 and 2013 and reported language requirements for adult migrants (A = prior to entry, B = for residence, C = for citizenship)

	Language requirements 2007 ¹⁵	Language requirements 2013
Austria	B, C	A, B, C
Belgium – French community		C
Czech Republic		B, C
Denmark	B, C	B, C
Estonia	B, C	B, C
France	A, B, C	A, B, C
Germany	A, B, C	A, B, C
Greece	B, C	B, C
Ireland		
Italy		B
Liechtenstein		A, B, C
Luxembourg		C
Norway	B, C	B, C
Netherlands	A, B, C	A, B, C
Poland	C	C
San Marino		
Spain	C	C
Sweden		
Switzerland (cantons)	B, C	B, C
United Kingdom	A, B, C	A, B, C
N = 20	A = 4	A = 6
	B = 10	B = 13
	C = 12	C = 16

¹⁵ Based on PowerPoint presentations by Claire Extramiana and Piet Van Avermaet, *Language requirements for adult migrants in Council of Europe member state: report on a survey*, 26 June 2008 (Council of Europe Seminar - www.coe.int/lang-migrants)

Table A14: Countries that participated in the 2007, 2009 and 2013 surveys and reported language requirements for residence and citizenship

	Residence		Citizenship	
	2007 ¹⁶	2013	2007 ¹⁷	2013
Austria	X	X	X	X
Belgium – French community				X
Czech Republic		X		X
Denmark	X	X	X	X
Estonia	X	X	X	X
France	X	X	X	X
Germany	X	X	X	X
Greece	X	X	X	X
Ireland				
Italy		X		
Liechtenstein		X		X
Luxembourg				X
Norway	X	X	X	X
Netherlands	X	X	X	X
Poland			X	X
San Marino				
Spain			X	X
Sweden				
Switzerland (cantons)	X	X	X	X
United Kingdom	X	X	X	X
N = 20	10	13	11	16

¹⁶ Interpretation of data on slide 5, PowerPoint presentation by Claire Extramiana, [Language requirements for adult migrants in Council of Europe member state: report on a survey](#), 26 June 2008 (Council of Europe Seminar – www.coe.int/lang-migrants → Events).

¹⁷ Ibidem.

Table A15: Countries that participated in the 2007, 2009 and 2013 surveys providing official language courses in 2007 and 2013

	2007	Residence	2013	
	Only general information available			Citizenship
Austria	X	X		
Belgium – French community				X
Czech Republic	X	X		X
Denmark	X			X
Estonia		X		X
France	X	X		X
Germany	X	X		
Greece				X
Ireland				
Italy	X	X		
Liechtenstein				
Luxembourg				
Norway		X		
Netherlands				
Poland				
San Marino				
Spain				
Sweden				
Switzerland (cantons)	X	X		X
United Kingdom	X			X
N = 20	8	8		8

Table A16: Language tests and CEFR levels required for residence and citizenship, 2007, 2009 and 2013

	2007		2009		2013	
	Residence	Citizenship	Residence	Citizenship	Residence	Citizenship
Austria	A2		A2	A2	A2 after two years of residence and B1 for permanent residence	B1 (Certificate)
Belgium – French community						A2 (Certificate)
Czech Republic			A1	(Interview)	A1	B1
Denmark	A2/B2	B2	A2/B2	B2	A1	B1/B1 oral
Estonia	A1/A2		B1	B1	B1	B1
France	A1.1	(Interview)	A1.1	(Interview)	A1.1	B1 oral
Germany	A1/B1	B1	B1	B1	B1	B1 (different possibilities to demonstrate language proficiency)
Greece	A2	A1	A1/A2	(Interview)	A2	A2 (interview)
Ireland						
Italy		B2 (?)			A2 (test or other evidence provided by migrant)	
Liechtenstein			A2	B1	A2 (test of certificate provided by migrant)	B1 (test or certificate)
Luxembourg	A1.1			A2/B1		A2/B1
Norway					A1/B1	A2
Netherlands	A1/A2	A2	A1/A2	A2	A2	A2
Poland						
San Marino						
Spain		Language skills are assessed during an interview with an officer of the national authorities (or based on documents).		Language skills are assessed during an interview with an officer of the national authorities (or based on documents).	For the renewal of certain residence and work permits, the effort made to integrate (e.g. courses for learning the language) can be valued optionally through a report issued by the concerned Autonomous Community.	Language skills are assessed during an interview with an officer of the national authorities (or based on documents)
Sweden						

Table A16 (continued): Language tests and CEFR levels required for residence and citizenship, 2007, 2009 and 2013

2007		2010		2013	
Residence	Citizenship	Residence	Citizenship	Residence	Citizenship
Switzerland (Cantons)				A2 (Evidence of language skills to be provided by migrant)	A2/B1 (test or certificate)
United Kingdom	A1/B1 (Progress up to) B1	(Progress up to) B1	(Progress up to) B1	A1/B1 (test or certificate obtained from attending a 'language with citizenship' course)	A1/B1 (test or certificate obtained from attending a 'language with citizenship' course')
N =20	Data was not clear, no total indicated	10	11	12	15

Appendix B: Tables B1 to B4

Table B1: Language requirements in 2013 according to the administrative situation

Table B2: Changes between 2009 and 2013 and changes planned or envisaged

Table B3: Changes between 2007 and 2013 and changes planned or envisaged

Table B4: Levels, test and courses for admission to the country, residence (all types) and acquisition of citizenship in 2013

Table B1: Language requirements in 2013 according to the administrative situation (admission to the country, residence – all types, citizenship) in 29 member states

STATES	ADMISSION TO THE COUNTRY	RESIDENCE (DIFFERENT TYPES)	CITIZENSHIP
Albania	Interview students Change planned	Interview Change planned	Interview
Andorra			Interview Level A oral in Catalan
Austria	A1	A2 residence, B1 permanent residence	B1
Belgium			A2
Bosnia and Herzegovina		Language requirement Level not indicated (2012)	Language requirement Level not indicated (2012)
Cyprus		A1-A2	
Czech Republic		A1, envisaged in 2015 A1 test residence, A2 test permanent residence	Interview, B1 test in 2014
Denmark		A1 for spouses A1- for religious ministers and level A2 (written)/B1 (oral) for permanent residence	B1/B1+ oral
Estonia		B1	B1
Finland	Ingrians from the former USSR A2	Ingrians from the former USSR A2	Certificate
France	40h of lessons	A1.1. Envisaged: A1 reception and integration contract, A2 renewal of residence permit	B1 oral
Germany	A1	B1	B1
Greece		Test A2	Interview at Level A2
Italy		A2	
Latvia		A2	B1
Liechtenstein	A1	A2	B1
Lithuania		A2	A2
Luxembourg			A2 speaking, B1 listening
Malta		100h of courses and test	
Netherlands	A1 OC, OE, WC family reunion	A2 (2010)	A2
Norway		300 h of courses 2014: 600h or A1/B1 test for permanent residence (which is necessary for citizenship)	A2, certificate, interview
Rep. of Moldova		A1/A2	A1/A2
Poland	Medical professions	Envisaged	
Portugal		A1 written	A2 written
Russia			A2
Slovenia			A2/B1
Spain			Interview
Switzerland		A2: anticipated permit to settle after 5 years' stay	A2 written B1 oral in some cantons, including Zurich
United Kingdom	A1 oral (spouses)	B1	B1
Total no. of states: 29 concerned	9 1 change planned	22 4 changes planned	25 1 change planned

Total residence and citizenship: 19

Table B2: Changes between 2009 and 2013 and changes planned or envisaged on 14 member states

STATES	PRIOR TO ADMISSION TO THE COUNTRY	RESIDENCE	CITIZENSHIP
Albania	Since 2008 interview (students) Change planned	Since 2008 interview Change planned	
Austria	Since 2011 Language level A1 for certain residence permits	Since 2006 A2 for renewal of residence permits, since 2011 B1 for long-term residence	Since 2011 B1 certificate (A2 in 2006)
Belgium			Since 2012 A2
Bosnia and Herzegovina		Language requirement Level not indicated (2012)	Language requirement Level not indicated (2012)
Cyprus		Since 2010 A1-A2	
Czech Republic		Since 2009 A1 envisaged in 2015: A1 test long-term residence, A2 test permanent residence	Interview since 1993 B1 test and society in 2014
Denmark	Abolition of A1- introduced in 2010	Since 2012 A1- for a residence permit on the ground of spousal reunification, level A1- for religious ministers and level A2 written/B1 oral for permanent residence (A2/B1/B2 in 2003)	B1/B1 plus oral in 2013 (B2 and society test in 2006)
France	40h since 2008 Change planned	Since 2007 A1.1; envisaged: A1 reception and integration contract and A2 renewal residence permit	B1 oral since 2012 (interview in 1993)
Greece		Since 2010 courses are no longer compulsory for long term residence	
Luxembourg	A1.1 planned in 2009, not adopted in 2013		
Netherlands		Since 2010 A2 (2007: Old migrants A1/A2; New migrants A2)	
Norway		300h of compulsory courses As from 2014 600h (3000h possible) and test for permanent residence necessary for citizenship	As from 2014: 600h of lessons. Aiming Level B1 but A2 for exemption from courses (in 2005 300h)
Poland		Envisaged	
United Kingdom	A1 oral for spouses (2011) (points system from 2007 to 2010)	Since 2013 B1 (progression by one level up to B1 in 1971)	Since 2013 B1 (progression by one level up to B1 in 1971)
Total no of changes: 18 actually in place and 9 planned	3 actually in place and 2 envisaged	8 actually in place and 5 envisaged	7 actually in place and 2 planned

Table B3: Changes between 2007 and 2013 and changes planned or envisaged

This table contains information available between 2009 and 2013 (Table B2) and between 2007 and 2009/2010

States	Prior to admission to the country	Residence	Citizenship
Albania	Since 2008 interview (students) Change planned	Since 2008 interview Change planned	
Austria	Since 2011 Language level A1 for certain residence permits	Since 2006 A2 for renewal of residence permits. Since 2011 B1 for long-term residence	Since 2011 B1 certificate (A2 in 2006)
Belgium			Since 2012 A2
Bosnia and Herzegovina		Language requirement Level not indicated (2012)	Language requirement Level not indicated (2012)
Czech Republic		Since 2009 A1 envisaged in 2015 test A1 long term residence, A2 test permanent residence	Interview since 1993 B1 test and society in 2014
Cyprus		Since 2010 A1-A2	
Denmark	Abolition of A1- introduced in 2010	Since 2012 A1 for a residence permit on the grounds of spousal reunification, level A1- for religious ministers and level A2 (written)/B1 (oral) for permanent residence (A2/B1/B2 in 2003)	B1 /B1+ in 2013 (B2 and society test in 2006)
France	40h lessons since 2008 Change planned	Since 2007 A1.1 envisaged: A1 reception and integration contract and A2 renewal residence permit	B1 oral since 2012 (interview in 1993)
Greece		Since 2010 courses are no longer compulsory for long term residence	
Italy		Since 2009 A2	
Liechtenstein	Since 2009 A1	Since 2009 A2	Since 2008 B1
Luxembourg	A1.1 planned in 2009, not adopted in 2013		Since 2008 A2 written / B1 oral Lëtzebuergesch
Netherlands		Since 2010 A2 (Old migrants A1/A2 New migrants A2 2007)	
Norway		300h? of compulsory courses As from 2014 600h (3000h possible) and test for permanent residence necessary for citizenship	As from 2014, 600h lessons Aim: Level B1 but A2 for exemption from courses (in 2005 300h)
Poland		Envisaged	
Turkey			Since 2009 language certificate
United Kingdom	A1 oral for spouses since 2011 (points system 2007 to 2010)	Since 2013 B1 (progression by one level up to B1 in 1971)	Since 2013 B1 (progression by one level up to B1 in 1971)
Total no of changes: 29 actually in place and 9 planned	6 actually in place and 2 envisaged	10 actually in place and 6 envisaged	9 actually in place and 3 envisaged

Table B4: Levels, test and courses for admission to the country, residence (all types) and acquisition of citizenship in 2013

This categorisation starts at the lowest level for residence. Tests are in bold to facilitate reading.

STATES	PRIOR TO ADMISSION TO THE COUNTRY	RESIDENCE	CITIZENSHIP
France	40h lessons	Test A1.1 , compulsory courses free of charge (200-400h)	Test B1 oral
Portugal		Test A1 written Optional courses free of charge	Test A2 written Optional courses free of charge
Czech Republic		A1 Optional courses free of charge (18-30h)	Interview Test B1 in 2014 Optional courses free of charge
Republic of Moldova		A1/A2 Compulsory fee-based courses (80-200h)	A1/A2 No courses proposed
Greece		A2 Test Long term residence status; optional courses free of charge: 125-175h	Interview at Level A2 Optional courses
Latvia		A2 Test (2003-2005) No courses proposed	Test B1 , no courses proposed;
Liechtenstein	A1 Test	A2 Test Fee-based optional courses	B1 Test Fee-based optional courses
Lithuania		A2 Test No courses proposed	A2 Test ; no courses proposed
Switzerland		A2: anticipated permit to settle after 5 years' stay Optional subsidised course	A2 written B1 oral with test on society in some cantons (Zurich) Optional subsidised courses
Netherlands	A1 Test fee-based family reunion self-access learning 50-300h	A2 Test fee-based Permanent residence No courses proposed	Test A2 No courses proposed
Denmark	Abolition of A1-	Level A1- for religious ministers and level A2 (written)/B1 (oral) for permanent residence optional courses free of charge; right to 3000h spread over 3 years	B1 test/B1+ oral optional courses free of charge
Estonia		B1 Test free of charge Fee-based optional courses: 364h for A2, 312h for B1	B1 Test free of charge, Fee-based optional courses; knowledge required for public servants
Germany	A1 Certificate Lessons free of charge	B1 Test Compulsory courses 600-900h partly fee-based and test free of charge	B1 Test no specific test
Austria	A1	A2; fee-based B1 Test , Optional courses partly fee-based	B1 Certificate
Finland	Ingrians from the former USSR A2	Ingrians from the former USSR A2	Certificate Optional courses 2100h
United Kingdom	A1 Test oral for spouses	compulsory fee-based B1 test (2013), no language courses	B1 test compulsory fee-based
Norway		600 h of compulsory courses free of charge 2014: test for permanent residence necessary for citizenship	A2, certificate and interview

Appendix C : List of national authorities which responded to the survey 2013

The **questionnaire** sent to national authorities in 2013

is also available online:

www.coe.int/lang-migrants → section *Categories* → *Surveys*



LIAM-ILMA_questionnaireMay2013.pdf

ALBANIA / ALBANIE

Directorate of Migration and Readmission, General Directorate of State Police, Ministry of Interior, Tirana

ANDORRA / ANDORRE

Service des Conventions et des Relations Internationales, Ministère de l'Éducation et de la Jeunesse, Sant Julia de Loria

AUSTRIA / AUTRICHE

Federal Ministry for Education, the Arts and Culture, International Multilateral Affairs, Vienna

BELGIUM / BELGIQUE

Flemish Community / Communauté flamande

Flemish Department of Education and Training, Flemish Ministry of Education, Brussels

French Community / Communauté française

SPW - DG05, Département de l'action sociale, Direction de l'intégration des personnes étrangères et de l'égalité des chances, Namur

BOSNIA AND HERZEGOVINA / BOSNIE-HERZEGOVINE

Department for Operational Intelligence Support, Ministry of Security, Service for Foreigner's Affairs, Sarajevo

CYPRUS / CHYPRE

Permanent Secretary's Office, European & International Affairs, Ministry of Education and Culture, Nicosia

CZECH REPUBLIC/ REPUBLIQUE TCHEQUE

Ministry of Education, Youth and Sports, Department for International Relations, Prague

DENMARK / DANEMARK

Ministry of Education, Division of International Affairs, Copenhagen

ESTONIA / ESTONIE

Curriculum Division, General Education Department, Ministry of Education and Research, Tartu

FINLAND / FINLANDE

Employment and Entrepreneurship Department / Integration of Immigrants, Ministry of Employment and the Economy, in co-operation with the Finnish Immigration Service, Helsinki

FRANCE

Direction de l'accueil, de l'intégration et de la citoyenneté (DAIC), Ministère de l'intérieur, Secrétariat général à l'immigration et à l'intégration, Paris

GERMANY / ALLEMAGNE

Federal Ministry of the Interior, Berlin

GREECE / GRECE

Ministry of Education, Directorate of International Relations in Education, Division of International Organizations, Athens

HUNGARY / HONGRIE

Department for international Relations in Education, Budapest

IRELAND / IRLANDE

Immigration and Citizenship Policy Division, Department of Justice and Law Reform – Immigration Policy, Irish Naturalisation and Immigration Service, Dublin

ITALY / ITALIE

Directorate General for International Affairs, Office VI, Ministry of Education, University and Research, Rome

LATVIA / LETTONIE

Migration Division, Office of Citizenship and Migration Affairs, Ministry of Interior, Riga

LIECHTENSTEIN

Office of Education, Vaduz

LITHUANIA / LITUANIE

Department of Content Development Implementation and Organization, Education Development Centre, Vilnius

LUXEMBOURG

Ministère de la Famille et de l'Intégration, Office luxembourgeois de l'accueil et de l'intégration, Luxembourg

MALTA / MALTE

Directorate of Citizenship and Expatriate Affairs, Department for Citizenship and Expatriate Affairs, Valetta

REPUBLIC OF MOLDOVA / REPUBLIQUE DE MOLDOVA

Higher Education Department, Ministry of Education, Chisinau

MONACO

Direction des Affaires Internationales, Département des Relations Extérieures

NETHERLANDS / PAYS-BAS

Ministry of Social Affairs and Employment, The Hague

NORWAY / NORVEGE

Norwegian Agency for Lifelong Learning, The Norwegian Ministry of Education and Research, Oslo

POLAND / POLOGNE

European Affairs Unit, Ministry of National Education, WARSAW

PORTUGAL

International and Cooperation Department, Borders and Immigration Service, Ministry of Interior, Lisbon

RUSSIAN FEDERATION / FEDERATION DE RUSSIE

Leading Testing Centre of the Federal Agency on Education of the Russian Federation, Moscow
Peoples' Friendship University of Russia, Moscow
Pushkin State Russian Language Institute, Moscow
Saint Petersburg State University

SAN MARINO / ST MARIN

International Relations, Ministry of Education and Culture, Dipartimento Istruzione, Repubblica di San Marino (R.S.M.)

SERBIA / SERBIE

Ministry of Education, Science and Technological Development, B

SLOVENIA / SLOVENIE

Ministry of the Interior, Migration & Integration Directorate, Section for Integration and
Ministry of Education, Science and Sport (MoESS), Department for International Relations and EU, Ljubljana

SPAIN / ESPAGNE

Division du Plan d'Action, DG de l'Intégration des Migrants, Ministère du Travail et de l'immigration, Madrid

SWEDEN / SUEDE

Division for integration and urban development, Ministry of Employment, Stockholm

SWITZERLAND / SUISSE

Office fédéral des Migrations, Berne

"THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA" / "L'EX-RÉPUBLIQUE YOUGOSLAVE DE MACÉDOINE"

Ministry of Education and Science, Skopje

UNITED KINGDOM / ROYAUME-UNI

European Funding Team, Operational Finance, Performance and Finances Directorate, Home Office, Croydon

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