

II. QUALITY ASSURANCE IN THE PROVISION OF LANGUAGE EDUCATION AND TRAINING FOR ADULT MIGRANTS – GUIDELINES AND OPTIONS



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1. Adult migrants – the challenge for providers of language education	2
2. The policy context of language training for adult migrants in Europe – Language training and Vocational Education and Training	3
3. What support and 'encouragement' is available to learn the language of the host community?	4
4. Special provision for Immigrant Children	5
5. Fundamental considerations	6
6. Quality Assurance	11
7. A way forward: key instruments	13
7.1 Accreditation	14
7.2 Code of Practice and/or Charters	14
7.3 Quality assessment checklist	18
7.4 Self-assessment scheme	21
7.5 Self-help training guides	21
8. Conclusions	22
<i>Appendix 1: References</i>	23
<i>Appendix 2 : Summary of Responses to questionnaires</i>	24

Overview

This paper provides an overview of some key issues affecting the delivery of language learning services for adult migrants, including an analysis of the main criteria that need to be fulfilled in an effective programme of language training. A specialised international quality scheme, preferably one that includes formal accreditation by a suitable body, is proposed. Such a scheme, involving systematic checks of the design, content, resourcing and delivery of language courses for adult migrants, could be based on a set of charters. A sample charter for course participants and checklist for assessors are provided. Logically any such accreditation scheme should also encompass other training aimed at assisting adult migrants with the integration process, such as courses in citizenship, orientation to national services, and so on.

The challenges in developing such an accreditation scheme are not to be underestimated. In many national adult education systems, language courses for adult migrants are offered within general vocational education and training, and come under the national funding and quality control regulations for this. On the other hand, relevant experience in the assessment and accreditation of language course providers can be drawn on, and the means are already available to inform the development of such a scheme. These include the work on the

Common European Framework of Reference for Languages (CEFR)¹ and related projects already carried out under the auspices of the Council of Europe's Language Policy Division; cumulative experience of applying the CEFR to everyday language education; and the successful scheme for quality assessment and accreditation of general language training operated by EAQUALS² (the European Association for Quality Language Services), which has tried and tested accreditation criteria and assessment procedures.

Data on examples of actual provision for adult migrants has been gathered from over 20 countries, as well as from specific institutions in six of these countries. It is proposed that these data should be analysed further and followed up, and that consultation is undertaken in order to determine the feasibility of an independent international accreditation scheme for language learning services for adult migrants and/or to identify other means of assuring the quality, effectiveness and appropriateness of provision.

1. Adult migrants – the challenge for providers of language education

The diversity among migrants and the range of motivations behind migration are detailed in the Paper "*The role of languages in policies for integrating adult migrants*"³ (section 2.1). Moreover, as this Paper makes clear, migrants each arrive with their own individual educational backgrounds and competences in languages and their own linguistic repertoires (section 2.1.3). This kaleidoscope of motivations, expectations, and social, educational and language experiences presents the host society, and in particular its education and training providers, with a sizeable challenge.

Valuable resources have been developed to provide reference points for the teaching of languages. One of those most widely used in the area of language learning provision for migrants is the *Common European Framework of Reference for Languages* (CEFR). However, there is a danger that the CEFR will be used in an over-simplistic manner, as is pointed out in the paper "*The 'Common European Framework of Reference for Languages' and the development of policies for the integration of adult migrants*"⁴ (Section 6), and instances of such misuse are not unknown.

Migration is a source of enrichment especially for the host society, not least in terms of skills and labour, cultural benefits and plurilingualism. But such benefits can only flow properly from migration if migrants are as fully integrated as possible into the community, and are able without difficulty to access the same services – housing, health, education, help with employment etc – that are provided to non-migrants, as well as the special services that may be offered to migrants. Enabling such access requires carefully targeted and well managed support at different stages of the migration process (see the Paper *The role of languages ...*, section 2.1.4), including as a priority support with acquiring or improving competence in the language(s) of the receiving community, itself a means of easing integration and access to other services.

The Communication from the European Commission on adult learning (October 2006)⁵ has this to say about adult migrants: "Adult learning can help to ensure that immigration, which has the potential to be a partial counterbalance to an ageing population, and to meet skills and labour shortages in certain sectors, can take place in a way that is beneficial to both

¹ Council of Europe: *Common European Framework of Reference for Languages: Learning, Teaching, Assessment*. CUP 2001. Available online: www.coe.int/lang

² www.eaquals.org/

³ Jean-Claude Beacco (See Appendix 1)

⁴ David Little, see Part I in this Paper

⁵ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2006:0614:FIN:EN:PDF>

migrants and the host country. Most new migrants, even high[ly] skilled people, have major needs in terms of language and cultural understanding. In addition, as their competences are often undervalued and under-recognised, their skills may remain under-used in the labour market". (p.4)

Even the most affluent, assured and linguistically confident of migrants find the experience of migration traumatic. It involves upheaval, dislocation, re-housing, adapting to a different way of life, and making very many other adjustments. If the migrant is moving to a country or community where the language is one s/he does not speak, or one in which s/he has only partial competence, the challenges are that much greater. Thus adult migrants have some of the most urgent language learning needs of any language learner. The range of pressing practical concerns about day-to-day life may, however, make it hard for migrants to give language learning the priority it requires. Moreover, if a migrant is joining a community in the host country where his/her own language is spoken, and where support from this community makes the adjustment process easier, the newcomer's motivation to acquire the language of the host community may be radically diminished. In addition, some governments in Europe provide support in the form of interpretation and translation, both for newly arriving and for long-term migrants. This is laudable in terms of human rights and equality of access, but apart from being expensive, can, some believe, actually undermine integration and plurilingualism: *"Councils and public bodies [in the UK] will be told to stop translating non-essential documents and signs to encourage immigrants to learn English in new guidance published today. Making the announcement, Hazel Blears, the communities and local government secretary, said that too much translation was a disincentive to learning English and was undermining integration:*

"Translation can never be a substitute for learning English, and we need a fundamental rebalancing of our approach, putting a greater focus on learning English. Automatic translation of all public materials can just reinforce the language barrier, act as a brake on opportunity and make it harder to integrate non-English speaking residents into the country."⁶

2. The policy context of language training for adult migrants in Europe – Language training and Vocational Education and Training

The policy dispositions governing or guiding the provision of training are outlined in the Paper *Languages in Integration Policies for Adult Migrants*. Within the European arena, language training for adults, including language training for migrants, usually falls within vocational education and training (VET) and adult learning. For this there is a rich and complex policy context due to the role that VET and lifelong learning are expected to play in delivering the goals established by the European Union for the current decade, not least higher employment, the enhancement of work and life-related skills, and greater mobility of people, labour, products and services within the EU countries.

In theory, these policies put adult migrants in a strong position. If they are long-term residents of an EU country, migrants have the same right to VET - including language training - as any citizen, and many non-EU countries within the membership of Council of Europe follow a similar policy. The policy does not, however, necessarily apply to the 'special categories' of adult migrants, asylum seekers and others who are awaiting leave to remain in the host country. These people are often living in special circumstances, and may or may not be given language training during their 'waiting' period.

⁶ Guardian Unlimited 7.12.07

A difficulty about existing policies on VET is that the training needs of adult migrants are evidently likely to be substantially different from - and more complex than - those of non-migrants taking up vocational training and adult education. Also, learning the language of the host country is in some education systems considered a 'basic skill' or 'key competency' (along with literacy and numeracy). However, the 'basic skills' curriculum may not meet the language learning needs of the many migrants who are already reasonably well educated. It is therefore justifiable to consider the needs of and provision for adult migrants as 'special', whether or not they are catered for within general further education.

3. What support and 'encouragement' is available to learn the language of the host community?

Data on language training provision for adult migrants in some Council of Europe member countries was pooled at a seminar on '*the Linguistic Integration of Adult Migrants*' held at CIEP Sèvres in September 2005, which was sponsored by the French Government⁷. Additional and updated data have been collected in late 2007 among Council of Europe member states and are presented in a Survey Report⁸. During the same period, more specific data was also gathered by the Council of Europe's Language Policy Division via a questionnaire sent to a cross section of institutions specifically providing language courses for adult migrants⁹. Responses were received on behalf of several different types of institution in Austria, Belgium, Cyprus, France, Ireland and Switzerland catering for over 52,000 migrants between them. The responses show that, while in almost all cases the objectives of the provision are the same, the ways in which courses are organised and run differ in many respects. For example, there is a general standard for group size (14-18) and the types of material used, but course length and structure in hours and means of assessing needs and language competence before during and at the end of the course, vary widely. It is also evident that arrangements for ensuring that courses are effective in achieving their objectives, and that teaching and learning are of a high quality, are only partially in place, depending in most instances on the ability and willingness of internally appointed co-ordinators, who also have a teaching programme. In addition, the responses show that adult migrants from outside the EU of all categories (refugees, asylum seekers, those with leave to remain, applicants for citizenship etc) are often taught together with internal European Union migrants, who may be in the country temporarily for work reasons. This situation places additional burdens on the language course providers and teachers due to the very different language and integration needs that may be represented in the same course intake.

It is perhaps not surprising that language education provision for adult migrants varies in quantity, price and aims from country to country and institution to institution. However, language training for adult migrants (LTAM) is extremely important from social, humanitarian, economic, and political points of view, and the amount of effort and money being invested in it are rightly considerable. There is therefore a need to ensure that such language learning services are relevant and effective in delivering the outcomes for which they exist by encouraging and assisting providers to put in place basic instruments, to carry out relevant research, to share and disseminate pedagogic and management know-how, and continually to work on the quality and effectiveness of their provision.

⁷ See http://www.coe.int/t/dg4/linguistic/Source/Migrants_Sevres2005_linguistic_integration_EN.pdf

⁸ Report available on the website after the seminar held in June 2008 (www.coe.int/lang - Section Events)

⁹ See Appendix 2 for the questionnaire and a summary of the responses received.

4. Special provision for Immigrant Children

The language and other educational needs of adult migrants overlap with the concerns which have been raised about the education of immigrant children (one large provider which provided data runs courses both for adults and for children in the same centres). These concerns have been a focus of attention for the Council of Europe for at least 30 years, and detailed work has been done more recently within the EU¹⁰.

As early as 1973¹¹, the Parliamentary Assembly of the Council of Europe “recommends that the Committee of Ministers invite the governments of immigration countries among Council of Europe member States: [...]

- (i) to adopt a policy for improving the situation of migrant workers and for integrating them more easily and quickly with the society of their host countries ; [...].”

Appendix B-2: “Preparation of special school curricula enabling migrant workers' children to continue their schooling as soon as they arrive in the host country, and provision of similar vocational training facilities to those available to nationals”

35 years later, in February 2008, the topic is still high on the agenda. The Council of Europe's Committee of Ministers issued the following detailed recommendations specifically on the issue of language provision for migrant children within educational and pre-school systems (other extracts of this and further extracts of other Recommendations are contained in the document “*Extracts of Council of Europe Conventions...*” prepared by the Language Policy Division¹²):

“1. In order to facilitate and enhance the language development of children of migrants, member states should implement measures that are adapted to the particular circumstances of these children. The overall objective of these measures should be to assist the children in acquiring the required proficiency in the language of instruction. This could include, as far as possible, the acquisition and maintenance of their mother tongue.

2. Member states should adopt the measures that are best adapted to the particular language learning needs of the specific populations of migrant children in their countries and should include the measures set out below. Where appropriate, these measures should be implemented at national, regional or local level.

- i. Preschools, schools and other educational establishments should be given the necessary resources to offer additional language learning support to newly-arrived children, or to children born in the receiving country to recently-arrived parents, where the child's command of the language of instruction is deemed insufficient.
- iv. Effective instruments to assess the literacy of newly-arrived migrant children should be developed with a view to being able to offer them language acquisition programmes adapted to their individual needs, including individualised (tailor-made) language support programmes.”

Appendix¹³ to [Recommendation CM/Rec\(2008\)4](#) on strengthening the integration of children of migrants and of immigrant background

¹⁰ See for example the 2004 Eurydice report *Integrating Immigrant Children into Schools in Europe* http://www.eurydice.org/ressources/eurydice/pdf/0_integral/045EN.pdf

¹¹ Recommendation 712 (1973) on the integration of migrant workers with the society of their host countries - Available online: <http://www.coe.int/t/cm>

¹² “*Integration of Adult Migrants and Education: Extracts from Council of Europe Conventions and Recommendations / Resolutions by the Committee of Ministers and Parliamentary Assembly*”. Document [DGIV/EDU/LANG \(2008\) 4](#) (See Appendix 1).

¹³ “*Recommendation CM/Rec(2008)4 of the Committee of Ministers to member states on strengthening the integration of children of migrants and of immigrant background*” Available online: <http://www.coe.int/t/cm>

The role of language in the education, integration and achievement of immigrant and other socially disadvantaged children has also been the subject of recent papers prepared within the programmes carried out by the Language Policy Division¹⁴. Where language is concerned, a parallel can be drawn between immigrant children needing to master the language of instruction of their adopted country in order to be able to benefit fully from (rather than be disadvantaged by) the education system, and adult migrants needing language in order to achieve (rather than fail in) the practical day-to-day tasks that will enable them to meet their basic needs in the host country.

5. Fundamental considerations

The remainder of this paper outlines some fundamental considerations in the form of key criteria, and discusses some quality measures and instruments that could be established nationally or (preferably) internationally.

Many of the fundamental considerations in language provision for adult migrants are the same as those that impact on all language education delivered outside mainstream school education (and also, in some cases, within it). A key issue is whether institutions, whether in the public sector (the vast majority) or in the private sector, which are providing language education and training for adult migrants have the infrastructure, expertise and resources to meet the following key criteria.

1. Providers of LTAM must be well acquainted with the national and/or local priorities upon which public funding for the provision is based.

1.1 Each country has its own national and local priorities when funding adult education, including LTAM. In the case of EU member states, EU dispositions may also influence these. Key priorities are likely to include: enabling individuals to take up employment (if they are entitled to) as speedily as possible, and assisting families in the integration process, including helping them to cope with everyday life and to integrate with the host society. There has also been some focus in the media in several countries on the dangers of leaving migrants in ‘ghettos’, and on the need to encourage them quickly to gain an understanding of the culture and national values of the host community. A degree of competence in the relevant language is seen as a pre-condition for this.

1.2 It is assumed that providers seeking funding from government agencies are required to demonstrate that national and/or local priorities have been taken into consideration in the planning of their programmes, and that these meet the key objectives that have been established.

1.3 Whether or not support is also provided in the mother tongue of migrants, and for mother-tongue maintenance, is also an important factor here.

2. Migrant students’ collective and individual language learning needs and their general situations in the host country vary widely. These language learning needs must be evaluated and analysed at an individual level, and procedures have to be established for doing this effectively, and for taking individual and collective learning needs into account in the planning and delivery of language courses.

2.1 Learning/training needs analysis is a critical stage in the delivery of effective and targeted training, and this is particularly true for adults learning an additional language.

¹⁴ For example, Van Avermaet P. 2006. ‘[Socially disadvantaged learners and languages of education](#)’. [www.coe.int/lang – see [List of Publications](#) - Section ‘Languages of schooling’]

However, it is a time-consuming process, involving collecting information from each individual about personal objectives, and assessing their current language competence. The resulting analysis must then be harmonised with national priorities, but may well go beyond them. It may also demonstrate considerable differences between the learning needs and wants of one group of migrants and those of others, and also between those of recent migrants and those of other participants in the programme, such as long-term residents whose competence in the language of the host community has, for whatever reason, not yet developed, or ‘temporary’ EU migrants. Successful ways of carrying out such analyses of individual needs and of tailoring language courses to meet them are described in the case studies contributed by the Nederlandse Taalunie¹⁵ and by Integrate Ireland Language and Training¹⁶. In the latter case, a specially developed European Language Portfolio is used as an integral part of the needs assessment process, ensuring that students’ self assessment is an important part of this. Meanwhile the Nederlandse Taalunie uses a website to ensure that teachers and students have an ever-growing wide range of resources available to assist them in the process of customising courses.

2.2 A common belief is that a certain basic platform of language and communicative competence (say A2) needs to be reached before targeted attention can be paid to individual needs that relate to the social and linguistic domains that migrants need to be able to function in. However, if student placement, the syllabus and learning programme do not take account of matters such as individual literacy in the first language, previous learning, and the pressing day-to-day requirements of individuals, the language training provided may be less effective, and migrants, who are often under pressure ‘in the real world’ to cope somehow in the additional language, may become frustrated and demotivated by the course.

2.3 A key issue is the heterogeneity of respective adult migrants’ language and cultural learning needs depending on the cultural, socio-economic and educational background they come from. This kind of situation and the issues referred to above are described – and solutions are proposed – in the case studies concerning literacy courses the Alfa-Zentrum¹⁷ in Vienna and at the University of Nancy¹⁸. Both case studies demonstrate vividly how the learning needs of adult migrants must be assessed against the background of their individual educational and professional backgrounds, and of their life experiences to date, including crucially their motivation for and experiences during migration. These disparities, which are likely to exist within any given ‘intake’ of migrant learners, but are also likely to differ considerably from intake to intake over time, add to the complexity and to the importance of needs assessment and course design.

3. *Realistic course objectives, ‘outcomes’, and ‘deliverables’ that respond both to the needs of course participants (CPs) and to national/local priorities must be specified by the course provider (1 and 2 above), and the language learning goals established for the programme must be realistic for a majority of CPs.*

Once the needs of CPs have been determined, reconciling these needs with the practical constraints on delivering language courses is a considerable task. As is shown by the

¹⁵ Case Study: Elwine Halewijn (ITTA) and Annelies Houben & Heidi De Niel (CTO): *Education: Tailor-made or one-size-fits-all? A project commissioned by the Nederlandse Taalunie* (See Appendix 1)

¹⁶ Case Study: David Little: *Responding to the language needs of adult refugees in Ireland: an alternative approach to teaching and assessment* (See Appendix 1)

¹⁷ Case Study: Verena Putzlar & Monika Ritter: *Language Learning in the Context of Migration and Integration – Challenges and Options for Adult Learners* (See Appendix 1)

¹⁸ Case Study: Hervé Adami, *The role of literacy in the acculturation process of migrants*. (See Appendix 1)

responses from institutions to the questionnaires (see appendix 2), courses have a fixed duration in terms of course hours, and CPs are funded to take a certain maximum number of courses. Deciding and specifying what CPs should be able to achieve at different levels within this time-frame and sub-elements of it is a key part of planning.

4. *Taking course objectives and desired outcomes fully into account, the following basic parameters of the course must be determined:*

- *The maximum overall length of time in hours that CPs can attend courses for*
- *The length of course modules in hours, i.e. the way in which CPs' language study is structured*
- *The proportion of the course that will involve face-to-face learning as opposed to on-line learning, or other self-directed learning, and self study*
- *The proposed dates, timetable and location of courses*
- *Whether CPs have to pay any fees from their own resources, and whether other barriers to access exist*
- *The degree of CP choice within the programme*
- *The manner and languages in which the provision is described in the information given to intending CPs.*

4.1. These practical matters all have implications for the potential success or otherwise of the courses, but may be constrained by the need of the course providing institution to follow a given pattern that also fits a variety of other courses with different objectives. The management task implied by achieving an optimum balance between these various factors is not to be under-estimated – but frequently is.

4.2. Information and advice is of crucial importance. Clear information about the course and how to enrol, as well as what participants can expect to achieve and how their progress will be assessed, must be provided in a form that is accessible. This may imply translation into several languages. It must also accurately represent what happens on the course. Moreover, some intending CPs may need further advice and consultation because of their personal circumstances and particular needs.

4.3. Another key element that has a bearing on the effectiveness and quality of LTAM courses is orientation to the pedagogic approach that will be used and the content of courses. CPs may come from radically different educational traditions, and the approach to be used may be new and alien to them. It is therefore important that there are opportunities for orientation and awareness-raising before and during the course, and that teachers take account of CPs' educational expectations.

5. *An appropriate curriculum and valid course outlines and syllabuses must be devised to respond to CPs' language learning needs in the context of the length and intensity of the course programme. The language curriculum should be externally referenced to the Common European Framework of Reference for Languages (CEFR) and take into account the intercultural aspects of migration, especially the challenges faced by migrants in adjusting to a new cultural- in many cases, multicultural - environment.*

5.1. The crucial role of the CEFR as a reference system for course design and curricula is described in detail in the paper *The Common European Framework of Reference for Languages and the development of policies for the integration of adult migrant*¹⁹.

¹⁹ See Part I in this Paper

This is no simple matter, involving balancing the various parameters specified in the CEFR in a sensitive manner that responds to the needs of CPs. As the paper makes clear, the CEFR is not a ‘blunt instrument’ that can solve the problems of curriculum design quickly. It is, as its name makes clear, a framework of reference that can assist curriculum designers and syllabus writers with their task if appropriately applied.

- 5.2. The overall curriculum specifies the scope and objectives of the course, and the approach and general methodology to be adopted; the syllabus or syllabuses that derive from it specify which language competences (for example, in terms of ‘can do statements’), language ‘knowledge’ related to these (for example in terms of grammar, pronunciation, vocabulary), and competencies and background knowledge relating to ‘citizenship’, will be focused on in given periods of time. The criterion for successful course planning and course delivery is whether the syllabus provides an effective scaffolding for the whole course, and whether language teachers are able to generate effective course plans or ‘schemes of work’ from this syllabus. Teachers are more likely to develop effective schemes of work for each week or month of the programme if the syllabus takes full account of the practicalities of the teaching programme, and if teaching staff have been involved in syllabus development and trained to ‘interpret’ the syllabus flexibly. This means that teachers too need an understanding of the basic principles described in the CEFR.
- 5.3. Closely related to syllabuses and course plans are the means and instruments used for assessment, both during and at the end of the course in order to measure outcomes and determine whether or not CPs have achieved their own objectives and those of the course. The issues related to assessment and testing are dealt with in the paper “*Language tests for social cohesion and citizenship – an outline for policymakers*”²⁰.
6. *Good systems and procedures must exist to ensure that suitable and competent staff are available to deliver the programme. These must take into account:*
 - *the language teaching competences needed*
 - *the number of teachers required*
 - *The number of teachers already in post, or the number and characteristics of any that need to be recruited*
 - *the training and support that teachers will need before and during the course*
 - *Other staff needed for academic co-ordination, resources administration, student welfare etc, and the skills and experience required of them*

Apart from the students’ own motivation and approach to learning, teachers and other staff are almost certain to be the ‘critical factors’ in determining whether or not a course is successful in achieving its aims. The process by which teachers are recruited, managed and professionally developed is thus of key importance.
7. *It must be determined what books, equipment, IT resources, and other learning materials are needed; and financial resources must be provided to acquire them and make them available to students and staff.*
 - 7.1. This is key area that requires careful planning and consultation: experienced teachers can, if properly trained, prepare a certain amount of teaching and learning material of their own drawing on ‘realia’ and ‘authentic sources’. Part of the task of

²⁰ ALTE Authoring Group. See Part III

developing a curriculum or writing a course syllabus is, however, to consider what textbooks and reference books will be used, and what other resources can be drawn on in the teaching-learning process, and to refer to these materials in the syllabus. The responses by institutions to the questionnaires indicated that a wide range of learning resources was needed, and that specially written in-house materials developed by teachers were an essential component.

7.2. Providing appropriate learning resources is often a complex and difficult management task: textbooks that properly address the needs of adult migrants, for example in the area of ‘life skills’ in their new cultural and linguistic environment, may not exist, or may be out-dated. But the textbooks that are available for school-based language learning or adult ‘foreign’ language learning may not be appropriate either. There is also a danger that textbooks and other materials used may contain texts, images and even tasks that will offend the cultural and religious sensibilities of some CPs, this making them counter-productive. Careful planning in consultation with teachers is therefore needed to ensure that:

- the most suitable published materials are acquired by the institution, and if necessary also by the CPs;
- if needed, supplementary materials are specially prepared;
- a range of resources are also available for self-study.

The financial and logistical planning implications are obvious.

8. *Systems and resources must be put in place to enable the staff to assess and evaluate CPs’ language competence at appropriate stages and in an appropriate manner, using assessment techniques that are compatible with the aims of the courses as well as with the teaching/learning orientation and the cognitive experiences of the CPs.*

8.1. Apart from an analysis of their specific and individual needs, there needs to be a simple means of assessing CPs’ communicative competence in the language of the host community on entry in order to ensure that they are placed in a course and group that is at the appropriate level in terms of the levels of the CEFR. This assessment also serves as a benchmark for future progress.

8.2. During the course regular evaluation of progress is needed. This can be done mainly through assessment carried out by the teachers, for example during standard assessment tasks and other individualized activities and assignments. Tests of communicative skills and language knowledge to assess whether CPs have acquired the competences, and language and other knowledge focused on during a given module of the course can be used by the teacher to complement his/her own assessment.

8.3. The European Language Portfolio and similar instruments can be introduced by the teacher to encourage CPs to assess their own developing competence and record progress. The case study *Responding to the language needs of adult refugees in Ireland: an alternative approach to teaching and assessment* provides examples as to how this has been done successfully.

8.4. At the end of each section or level of the course, and at the end of the whole course, more comprehensive evaluation based on teacher assessment and tests is needed to determine what CPs have achieved during the course, i.e. what progress they have made. This enables the course provider to issue a certificate and/or a detailed report on the CP’s level of attainment.

6. Quality Assurance

It is critical that provision of learning services to any client group should be supported by a system for ensuring that the quality both of the educational experience and of the outcomes is consistently high. National education authorities organise ‘inspections’ or other forms of external assessment at school level, but there is commonly a less systematic approach to quality assurance in further and adult education, whether in the state or in the independent sector.

The EU Commission’s *Communication on Adult Learning* previously referred to above includes some relevant statements about quality in adult education. The *Communication* does not specifically address the needs of adult migrants or of language programmes. However, it has this to say about quality in adult education (pp 6-7):

“Poor quality provision of adult learning leads to poor quality learning outcomes. Quality is multifaceted: [it encompasses:] information and guidance; needs analysis; relevant learning content matching actual needs and demands; delivery; learning support; assessment approaches; recognition, validation and certification of competencies. While recognising that all these dimensions are of importance, the following deserve special attention:

Teaching methods - Teaching methods and materials should take account of the specific needs and learning approaches of adults. Intended learning outcomes should be explicit. In addition, adults must be able to draw on learning support resources such as guidance, literacy provision and the development of study skills as required.

Quality of staff - The professional development of people working in adult learning is a vital determinant of the quality of adult learning. Little attention has been paid to defining the content and processes for initial training for adult learning staff. There are many educational and professional routes to becoming an adult learning practitioner and the profession is not always recognised within formal career structures. Compared with other educational subsystems, adult learning is characterised by high percentages of part-time staff (and people working on a voluntary basis), who may have few career prospects and are frequently hourly-paid. Social partners should become involved in the recognition of competences of adult learning personnel.

Quality of providers - The overall quality of providers needs to be addressed through provider accreditation mechanisms, quality assurance frameworks and internal and external monitoring and evaluation of teaching and learning outcomes. Governments have a crucial role to play in this respect, by establishing regulatory frameworks, setting quality standards, in particular based on existing examples and principles in vocational education and training, and higher education, and certifying adherence to these standards.

Quality of delivery – Improving the delivery of adult learning is essential to raise participation [levels]. Measures to promote effective delivery include availability of learning sites and childcare facilities locally; open and distance learning services for those in remote areas; information and guidance; tailored programmes, and flexible teaching arrangements.

Message 2: In order to foster a culture of quality in adult learning, Member States should invest in improving teaching methods and materials adapted to adult learners and put in place initial and continuing professional development measures to qualify and up-skill people working in adult learning. **They should introduce quality assurance mechanisms, and improve delivery.**²¹

[bold emphasis added by the writer of the current paper]

²¹ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2006:0614:FIN:EN:PDF>, pages 6-7

The issue of quality assurance in higher and further education is the subject of an annex to a more recent EU recommendation of the European Parliament and Council relating to the eight-level European Qualifications Framework (EQF):

When implementing the European Qualifications Framework, quality assurance - **which is necessary to ensure accountability and the improvement of higher education and vocational education and training** - should be carried out in accordance with the following principles:

- *Quality assurance policies and procedures should underpin **all levels** of the European Qualifications Framework.*
- *Quality assurance should be an integral part of the internal management of education and training institutions.*
- *Quality assurance should include regular evaluation of institutions, their programmes or their quality assurance systems by external monitoring bodies or agencies.*
- *External monitoring bodies or agencies carrying out quality assurance should be subject to regular review.*

Quality assurance should include context, input, process and output dimensions, while giving emphasis to outputs and learning outcomes.²²

[Bold emphasis added by the writer of the current paper]

The issues raised and recommendations made in these comprehensive messages about quality assurance are just as relevant to LTAM as to adult education in general, especially given the vulnerability of adult migrants and the urgency of their learning needs. However, any generally applied quality assurance system for adult learning is unlikely to differentiate adequately between different subject areas (e.g. languages versus ICT), or between courses for different categories of adult learner (for example, adult migrants versus school leavers undertaking vocational training). Thus, the development of a quality assurance scheme that caters for the special needs of adult migrants and the particular features and requirements of LTAM should be considered.

The fundamental role of quality assurance in adult education is to verify that:

- The ‘promises’ made to course participants and other stakeholders (such as funding bodies and sponsors) are transparent and are kept, and that high standards are maintained.
- Effective internal quality assurance measures and review procedures are in place that are suitable for language programmes and involve assessment of teaching and learning, as well as the verification of systems.
- The findings and recommendations from quality audits are analysed and acted upon.

Quality assurance systems in national adult education vary considerably from country to country, but generally have no specific system for assessing and supporting quality in LTAM, or indeed other programmes for adult migrants (who themselves have a diverse range of learning needs and personal circumstances), or language programmes for other groups of adults. Some language departments and schools will have sought accreditation from an external body (such as EAQUALS), and will rely on this process to assist them in

²² See http://ec.europa.eu/education/policies/educ/eqf/rec08_en.pdf , Annex III. The main recommendations imply, incidentally, that certificates awarded by institutions offering LTAM courses (in EU states, at least) should ideally be related to the relevant national qualifications framework (NQF) if there is one, and through this to the EQF, in order to situate LTAM as an integral part of an national and international adult education.

continually developing the quality of their language courses, including those for adult migrants. But a majority will not have done so. It is therefore valid if not vital to propose formal instruments for assessing and improving the quality of LTAM that can be used to supplement, strengthen and support quality control systems for general adult education that exist at national or local level. The rationale for such a proposal is as follows:

- Publicly funded providers need to comply with national quality assurance and inspection arrangements, and meet the standards laid down by national adult education authorities. This will probably remain the case if and when EU frameworks are fully developed and applied, as envisaged by the Common Quality Assurance Framework for VET in Europe (CQAF) framework²³ and the European Qualifications Framework. Initiatives like CQAF can assist in making national quality assurance systems more thorough, coherent, transparent and internationally relevant, but need adaptation and development to become applicable in specific adult education situations.
- Neither CQAF nor national systems, such as the UK's 'Common Inspection Framework'²⁴ make specific arrangements or provide detailed criteria for individual subject areas or client groups, although such criteria may be used by the tendering authority if a call to tender is issued.
- College directors and agencies preparing invitations to tender will find it useful to have a set of tailored reference document and detailed procedures to refer to.
- A starting point for quality assurance in education and training is self-assessment within institutions. A procedure for self-assessment focusing on the needs of adult migrants in language training may well be seen as relevant and useful to those working in this field, especially programme managers in both public and private-sector institutions.

7. A way forward: key instruments

The experience of EAQUALS, the European Association for Quality Language Services, which has been in existence since 1991, is relevant here. This experience of developing and running an independent international accreditation scheme for institutions specialising in language courses of all kinds for adults shows that the following basic instruments are needed:

- A. Specific and relevant accreditation criteria
- B. A Code of Practice and Charters
- C. Reference to international standards and principles, such as the *Common European Framework of Reference for Languages*
- D. Quality assessment or accreditation checklists
- E. A self-assessment scheme
- F. Self-help training guides for managers and staff
- G. A corps of well-trained and appropriately experienced assessors or inspectors.

²³ <http://ec.europa.eu/education/policies/2010/doc/qualitynet/cqaf.pdf>

²⁴ <http://www.ofsted.gov.uk/assets/3884.doc>

7.1 Accreditation

A well-designed and well-managed international accreditation scheme for LTAM would provide a logical incentive towards effective and high quality provision of language learning services for adult migrants. If a credible scheme is to be established, the following points need to be considered:

The aim of the scheme should be to ensure that the basic standards and criteria that are bench-marked internationally are met by a broad range of eligible institutions operating in diverse situations. The aim would not be to create ‘an exclusive club’ of high quality providers, and therefore widespread acceptance and application of such an accreditation scheme would be essential. It is assumed that within such a scheme there would be mechanisms for enabling providers to share experience and know-how, and thus to build on one another’s knowledge and expertise in order continually to improve the quality and, consequently, the effectiveness of the learning services being provided to adult migrants.

Over time, it can be assumed that government funding for course provision for adult migrants would be more easily obtained by those institutions that have been accredited in this way, i.e. have demonstrated that they meet or exceed the criteria laid down. Moreover, those national authorities that develop their own schemes would use the specialised international system as a point of reference for their own authorisation and vetting procedures for LTAM. Providers would therefore be encouraged to meet the standards laid down by the international accreditation scheme and to maintain them, and this would impact on the quality of provision, and eventually the outcomes for adult migrants who participate in the courses.

Such an accreditation system would need to be:

- proposed and developed - and perhaps operated - by a credible international body or institution with a track record in the field of language learning services;
- based on an audit procedure, preferably in the form of on-site inspection, supported by the submission of documentation and self-assessment returns;
- sufficiently robust to convince authorities in member states that it should be adopted and utilised by the providers of LTAM under their jurisdiction, whether the scheme is administered by the national authority or externally;
- Sufficiently flexible to enable institutions of different sizes and differing infrastructures and target groups to achieve accreditation.

The cost to the provider need not be excessive: the aim would be to recover the costs of inspection and administration, as well as any additional services provided (such as training, advice, information).

7.2 Code of Practice and/or Charters

In EAQUALS’ experience, the Code of Practice and Charters are the ‘cornerstones’ of an accreditation scheme. European and international policy documents and national legislation have between them established implicit ‘codes of practice’ to be observed when delivering education to adults, and, to an extent, when dealing with vulnerable learners such as migrants. It would, however, be valuable to draw up a code of practice or general charter for LTAM in a form that is accessible both to adult migrants themselves and to the institutions and staff involved in their education and training. The general charter would summarise the relevant principles in legislation and the overall aims of education and training for adult migrants. It would cover issues such as:

- Integration, citizenship and social cohesion

- Human rights, including the right to education
- Equality of opportunity
- Linguistic, cultural and religious rights, and plurilingualism
- The integrity of and fair dealing by the education provider
- The precondition that all relevant legislation (e.g. Health and Safety; Equal Opportunities) is complied with.

Other charters would focus on specific guarantees that providers of LTAM should give and stick to if they are to achieve accreditation. The most important of these will be the undertakings made to adult migrant learners themselves as ‘consumers’ of the services being provided, i.e. a charter for course participants. The EAQUALS Course Participant Charter specifies such guarantees for course participants at EAQUALS-accredited centres. This Charter could be adapted to lay more emphasis on meeting the specific needs of migrants, on ease of access, and on preparatory training in ‘learning how to learn’ that can assist adult migrants to adjust to unfamiliar modes of learning and teaching. Sections of the Charter may also need to cover ‘cultural learning and citizenship’, practical issues relating to national legislation, dealing with job applications and interviews, and so on²⁵. A sample draft charter for adult migrant language learners is provided below.

EAQUALS also has a Staff Charter²⁶ specifying what accredited member institutions ‘promise’ to their staff. This may also be relevant for LTAM, depending on the nature of staff employment situations. The EAQUALS Information Charter is less relevant, provided that full information about the provision of information is covered by a clause in the charter for course participants.

A sample draft charter for Course Participants on LTAM programmes²⁷

All accredited providers of LTAM undergo regular inspection to ensure that:

1. Before the course:

1.1. Placement: effective procedures are in place to determine course participants’ individual levels of language competence and other language learning and integration needs.

1.2. Information: all information and publicity is easily accessible to participants, accurate and complete, and includes:

- an outline of the course aims and course components
- course dates, times and location, and dates of holidays
- a stipulated number of taught hours and study hours per course
- a stipulated maximum number of course participants per group
- a specified age-range for course participants
- a clear description of the cost to the participant of tuition and of other services and materials, and of relevant funding arrangements

²⁵ It needs to be borne in mind, however, that there are implicit dangers in asking language teachers to give advice on technical matters that may be beyond their expertise, such as housing, medical issues, legal matters, and benefits.

²⁶ <http://www.eaquals.org/downloads/Staff-Charter.pdf>

²⁷ Based on the proposed revised EAQUALS Charter for Course Participants

- clear requirements concerning course attendance, active participation, assessment, and progression to the next level
- clear procedures for making complaints and dealing with learning and other difficulties.

1.3. Enrolment: admission and enrolment procedures are efficient and transparent.

2. *During the course:*

There is a continual focus on providing course participants with opportunities for effective learning to take place, in particular:

- 2.1. Standards:** high teaching and educational standards lead to successful and relevant learning;
- 2.2. Teaching/Training Staff:** qualified and competent teachers or trainers who are experienced in LTAM work under the supervision of an appropriately qualified academic manager;
- 2.3. Premises and Facilities:** the premises and facilities are suitable for language learning;
- 2.4. Curriculum and course planning:** the curriculum and syllabuses take account of the *Common European Framework of Reference for Languages*; the course of study is structured, is divided into levels of proficiency, and is appropriate to the needs of the course participants;
- 2.5. Resources:** Resources and materials are appropriate to the needs of course participants and to the syllabus and course objectives;
- 2.6. Teaching:** Teaching/training methods and techniques are appropriate and effective for the course participants attending the courses;
- 2.7. Quality Control:** there is regular observation of teaching by the course provider, and teachers participate in continuous professional development in the field of language teaching and learning;
- 2.8. Support and Advice:** there are opportunities for course participants to discuss their individual questions and concerns, and to obtain information and advice;
- 2.9. Services:** administration and auxiliary services are efficient and effective;
- 2.10. Assessment:** evaluation of and feedback on course participants' progress is regular and appropriate;

3. *At the end of the course:*

- 3.1. Certification:** end-of-course assessment procedures are in place, and reports and certificates of attainment based on these are given to each course participant.
- 3.2. Client Feedback:** there is an opportunity for course participants to give feedback on the course, and this is analysed and taken into account by the course provider.

Reference to common international principles and standards

Under the heading 'Make lifelong learning a concrete reality', the Communication from the EU Commission on 'Education and Training 2010' (2003)²⁸, states that: "...*Common European references and principles are very useful for developing mutual trust between the*

²⁸ http://ec.europa.eu/education/policies/2010/doc/com_2003_685-a1_23013_en.pdf

key players and thus encouraging reform... They relate to...the definition of key competencies everyone must acquire and on which the successful outcome of any further learning depends; the definition of competences and qualifications needed by teachers and trainers to fulfil their new roles...These common references should be in place by 2005 and their systematic use in all countries is a matter of priority.” (pp 14-15).

Such common definitions of key competencies already exist²⁹, but they are not detailed and not yet widely applied. However, language is the area where a comprehensive, well-known and widely accepted *Common European Framework of Reference for Languages* (CEFR) is available, thanks to a succession of projects and lengthy development work done within the programmes carried out by the Language Policy Division³⁰. The contents and principles of this Framework, and ways in which it can be used to inform language policy, language provision and language testing for adult migrants are covered extensively in the paper “*The Common European Framework of Reference for Languages and the development of policies for the integration of adult migrants*”³¹. The paper makes reference to the opportunities available to LTAM professionals to draw on the personal, public, occupational and educational domains identified within the action-oriented approach of the CEFR in creating courses (and assessment procedures) that are specifically relevant to adult migrants as opposed to other groups of language learners, and then to use the CEFR to help define the communicative tasks that specific groups of adult migrants need to be able to perform, and the levels they need to attain (pp 15-16).

As language teaching institutions accredited by EAQUALS have discovered, the CEFR provides a commonly accepted point of reference for:

- a) standardisation of language levels
- b) syllabus frameworks, and descriptors of language competence
- c) course planning for groups of course participants with special needs
- d) language assessment, including testing
- e) certification of attainment against levels.

The various CEFR guides and handbooks that have been published, such as the *Guide for Users* and the *Manual for Relating Language Examinations to the CEFR*³² offer useful guidance to syllabus and materials writers, and to language teachers. Taken together, these instruments constitute an invaluable international resource for providers and teachers, whether for adult learners in general or for migrants in particular.

The European Language Portfolio (ELP)³³, which uses descriptors and levels from the CEFR to provide a self assessment tool for language learners, is potentially very relevant to migrant learners, as is indicated in the Case Study on Integrate Ireland Language and Training³⁴, which describes the creation and use of the *Milestone ELP*, designed specifically for adult migrants.

²⁹ For example, in <http://ec.europa.eu/education/policies/2010/doc/basicframe.pdf>: this document specifically mentions that the key competences are relevant to migrant education (p.6), and links the key competence of ‘communication in a foreign language’ to the CEFR (footnote p.7)

³⁰ www.coe.int/lang

³¹ See Part I of this Document

³² These documents are available online : www.coe.int/portfolio - Section “CEFR and related documents”

³³ www.coe.int/portfolio

³⁴ See Case Study “*Responding to the needs ...*” (see Appendix 1)

7.3 Quality assessment checklist

In order for quality assurance to be methodical and meaningful, whether in the context of accreditation (as recommended here) or not, evaluation instruments are needed to ensure that all aspects are covered. Feedback from participants, while necessary (and an essential part of a good evaluation system), is not sufficient. Taking EAQUALS as an example, the checklist provided in order to assist assessors in the accreditation process is 18 pages long and covers 187 separate points. While some of these points would not necessarily be relevant to adult migrants, they might well be replaced by others that are essential. The inspectors' written reports do not cover quite so many detailed issues: comments are required on only 38 different areas, almost all of them relevant to adult migrants.

In the case of the EAQUALS accreditation scheme, the inspection overview was drawn up strictly on the basis of the charters, because a key aim of EAQUALS accreditation is to verify whether institutions seeking accreditation (or re-accreditation) can 'deliver' what is promised in the EAQUALS Charters. The sample extract from the "EAQUALS Guide to Inspections v. 5.3" below shows how this is done:

Teaching	
1.5.1 (i) appropriate and effective teaching methods [extracted from the CPs' Charter]	
Focus points	Possible sources of evidence
<p>Teaching Methods</p> <ul style="list-style-type: none"> • Efficient planning and organisation of lessons, transparent to students so that they understand what they are doing and how it will help them learn • Effective class management: <ul style="list-style-type: none"> ○ Teachers' ability to use a variety of techniques and to organise students in different working groups (e.g. to use whole class, group- and pair-work as appropriate) ○ Teachers' ability to present information, monitor, provide support, manage changes of activity efficiently and clearly • Effectiveness and appropriacy of methods in relation to students' age, level, aims and needs • Effective and appropriate (to the age, level and type of group) use of resources, such as textbook, board, handouts, audio and video etc. 	<ul style="list-style-type: none"> ⇒ Lesson observation ⇒ Class registers, records of lessons, schemes of work (e.g. plan for a week's or month's lessons) lesson plans ⇒ Focus group meeting with teachers, focus group meeting with students ⇒ Review of teaching resources, their quality, appropriacy and range
<p>Students' needs/learning</p> <ul style="list-style-type: none"> • attention to the needs and interests of individual students, as well as of the whole group • achievement of learning by all or the majority of students • a good level of student satisfaction, interest, involvement, participation 	<ul style="list-style-type: none"> ⇒ lesson observation ⇒ focus group meeting with students ⇒ student records & reports, academic record-keeping for individual students ⇒ feedback systems and records ⇒ meeting with academic manager

Table 2: Extract from the 'Overview of the inspection scheme and standards' in the EAQUALS Guide to the Inspection Scheme version 5.3

Each 'guarantee' in the charters – in this case “appropriate and effective teaching methods” - is analysed into component parts (the 'focus points'), and guidance is given as to where 'evidence' can be found.

Proper use of a checklist like this by assessors requires training as well as diplomatic skills and a methodical approach. EAQUALS has made it a priority to identify assessors who have the experience and skills needed in a range of languages and can be seen as impartial, and then to train them systematically in the use of the Inspection Guide. Experienced inspectors attend regular up-dating and standardisation sessions.

The EAQUALS accreditation checklist and other documentation relating to the quality assessment procedure are shared with the institution being assessed, and can be used

internally prior to any visit. EAQUALS believes that a key criterion for a successful quality system is that, in addition to assessing institutions for accreditation purposes, it should result in advice and recommendations for these institutions, however ‘good’ they are.

Below is a draft summary checklist for assessors of LTAM. This is based on that developed and used by EAQUALS for general language courses. It aims to enable assessors to check that all areas to be focused on in the accreditation process have been properly examined³⁵.

AREAS TO BE ASSESSED	✓	NOTES
Teaching and learning		
- Representative cross-section of classes	<input type="checkbox"/>	
- Cross-section of language levels	<input type="checkbox"/>	
- All course types and segments	<input type="checkbox"/>	
- All sites used by course participants	<input type="checkbox"/>	
- Courses on citizenship	<input type="checkbox"/>	
Academic management –course delivery		
- Needs analysis and placement procedures	<input type="checkbox"/>	
- Curriculum & level descriptors reviewed	<input type="checkbox"/>	
- Course syllabuses & schemes of work	<input type="checkbox"/>	
- Assessment procedures (in-course, post-course)	<input type="checkbox"/>	
- Certificates and reports	<input type="checkbox"/>	
Academic management – quality assurance		
- Observations carried out by the institution	<input type="checkbox"/>	
- Feedback questionnaires – content and use	<input type="checkbox"/>	
- Other means of gathering feedback	<input type="checkbox"/>	
- Record-keeping: progress, attendance etc	<input type="checkbox"/>	
Academic resources		
- Textbooks, reference books, guides etc	<input type="checkbox"/>	
- Equipment for teaching & learning	<input type="checkbox"/>	
- Resources for self-study	<input type="checkbox"/>	
- IT resources and internet access for CPs	<input type="checkbox"/>	
- Reference and guidance materials for teachers	<input type="checkbox"/>	
Other services to course participants		
- Pre-course advice & enrolment procedures	<input type="checkbox"/>	
- Public examinations and qualifications	<input type="checkbox"/>	
- Advice on out-of-course study	<input type="checkbox"/>	
- General welfare support	<input type="checkbox"/>	
- Social and cultural programme	<input type="checkbox"/>	
Staff terms and conditions		
- Contracts or letters of appointment	<input type="checkbox"/>	
- Workload and duties	<input type="checkbox"/>	
- Monetary and other benefits	<input type="checkbox"/>	

³⁵ The ‘final version’ of any such checklist would be written after the development of the detailed criteria for LTAM, and the specification of focus points and ‘sources of evidence’, along the lines of Table 2.

AREAS TO BE ASSESSED	✓	NOTES
Qualifications, experience and training		
- Qualifications and specialised training	<input type="checkbox"/>	
- Experience of language teaching and learning	<input type="checkbox"/>	
- Support & training provided by the institution	<input type="checkbox"/>	
Staff Communications		
- Staff handbooks, meetings & notice boards	<input type="checkbox"/>	
- Representation	<input type="checkbox"/>	
- Performance management and appraisal	<input type="checkbox"/>	
Information for potential and actual course participants		
- Printed publicity and notices	<input type="checkbox"/>	
- Website	<input type="checkbox"/>	
- Language versions	<input type="checkbox"/>	
- Advertisements	<input type="checkbox"/>	
- Advisory services at reception	<input type="checkbox"/>	
Premises and facilities		
- Suitability for teaching and learning	<input type="checkbox"/>	
- Health and safety	<input type="checkbox"/>	
- Access to buildings, including for disabled	<input type="checkbox"/>	
- Standard of furnishings and equipment	<input type="checkbox"/>	

Table 3: Draft checklist for assessors adapted from the 'Inspection Checklist' in the EAQUALS Guide to the Inspection Scheme version 5.3

7.4 Self-assessment scheme

A quality assessment system can depend in part on self-assessment by those working in the institution being evaluated. In this kind of system, the provider carries out an assessment of the key aspects of the provision using a checklist analogous to that used by the external assessor. A form is completed recording the outcomes of the self-assessment and returned before any on-site visit takes place.

The EAQUALS scheme does not yet include such evidence, but EAQUALS does provide a 'self-assessment pack', including a checklist for use by all/any staff, either individually or in groups. The advantage of this tool is that it provides a means for institutions to assess the quality of their provision systematically at a time and in a manner they choose, in order to identify possible areas of 'weakness', and to address these as a project. They may, as a result, wish to request an advisory visit in order to address specific issues, or to assess whether the institution is ready for accreditation.

In any accreditation and/or quality assessment system for providers of LTAM, it is strongly recommended that resources for self-assessment are provided as part of a 'quality guide'.

7.5 Self-help training guides

The advisory and developmental element of quality assurance is of key importance, particularly because providers, especially LTAM providers, find it increasingly difficult for financial reasons to provide continuous professional development programmes and ongoing training for staff. Moreover, the aim of quality assurance is not to 'threaten' organisations with exclusion or sanctions, but to encourage providers to work on quality enhancement in benefit of the students attending their courses. What providers and individual managers and teachers require are training materials that can easily and productively be used to increase

their awareness and competence. The range of potential topics is as broad as the quality assessment scheme itself.

In EAQUALS' case, the results of inspections and consultation with members and inspectors have suggested a 'priority list'. The EAQUALS Self-help Guides cover:

- Adapting the language syllabus to the CEFR
- Introducing the EAQUALS/ALTE ELP in the language school
- Lesson observation and teacher development
- Performance management and staff appraisal

These complement a series of 'Quality Development Workshops' prepared in 2000-2001 and now being revised, covering topics such as 'managing the teaching team', 'staff development', and 'managing assessment in the language school'.

8. Conclusions

There are good reasons to believe that an accreditation scheme for institutions providing language learning services for adult migrants would be broadly welcomed by authorities inviting tenders or awarding funding for the training of migrants. The main challenges in developing such a scheme will be to develop the resources required as outlined above, to recruit and train assessors, and to make the scheme known as useful and attractive to a diverse range of providers of LTAM and their stakeholders.

In order to establish whether such an initiative is feasible, the following preparatory work should be considered:

- a) A survey of procedures for setting up and funding LTAM programmes in selected countries;
- b) A survey of existing VET and LTAM quality assurance arrangements and authorities in selected countries (public and private sector);
- c) Detailed consultation with a cross-section of key stakeholders.

Appendix 1: References

The study by Richard Rossner refers to the texts listed below, produced during the preparations for the intergovernmental seminar on *The linguistic integration of adult migrants* organised by the Council of Europe (26-27 June 2008).

The complete set of texts is available from the website of the Language Policy Division: www.coe.int/lang. The [full list](#) appears in the “[Events](#)” section under “Seminar Documents”.

Concept Paper

Jean-Claude Beacco : *The role of languages in policies for the integration of adult migrants*

Case Studies quoted in this study

David Little: *Responding to the language needs of adult refugees in Ireland: an alternative approach to teaching and assessment*

Hervé Adami : *The role of literacy in the acculturation process of migrants*

Verena Plutzar: *Case Studies on Illiterate Migrants and Examples of Good Practice / Language Portfolio Supplement for Migrants: List of Open Questions*

Elwine Halewijn (ITTA) and Annelies Houben / Heidi De Niel (CTO): *Education: Tailor-made or one-size-fits-all? A project commissioned by the Nederlandse Taalunie*

Compilation of Council of Europe texts:

Extracts from Council of Europe Conventions, Recommendations and Resolutions by the Committee of Ministers and Parliamentary Assembly: Document DGIV/LANG/2008 (4)

Appendix 2: Summary of Responses to Questionnaires

7 TYPES OF CENTRE IN 6 COUNTRIES³⁶

Questions of the questionnaire	Summary of responses
A. GENERAL	
2. <i>Category of institution (e.g. adult education college, specialised centre, etc),</i>	<ul style="list-style-type: none"> • Adult Education centres - 5 • University Language Centres – 1 • Specialised training centres – 1 • Training centre operated by a charity with state grants - 1 • Specialised centres for adult refugees - 1
3. <i>Is the institution funded by the state (or region, local authority etc) or privately owned?</i>	<ul style="list-style-type: none"> • State funded – 7 • Charitable funds - 1 • Co-funded with local authorities -2
4. <i>Who are the language courses for migrants funded by (e.g. state, region, partly funded by student fees)?</i>	<ul style="list-style-type: none"> • State funded or co-funded – 6 • Co-funded by students – 2 • Funded mainly by charitable means – 1 • Co-funded from EU funds - 2
5. <i>What other types of courses are provided by this institution (including to non-migrants)?</i>	<ul style="list-style-type: none"> • Personal Effectiveness, Social skills - 2 • Preparation for Work, - 1 • ICT – 3 • Handicrafts – 1 • Mathematics – 1 • General administration - 1 • Secondary level education – 1 • Many others – 2 • No other courses - 1
6. <i>What categories of migrant are catered for (e.g. asylum-seekers/refugees, spouses of migrants, healthcare workers)?</i>	<ul style="list-style-type: none"> • All types of migrants - 6 • Refugees and asylum seekers with leave to remain – 4 • Migrants on benefit – 3 <p>Other categories mentioned:</p> <ul style="list-style-type: none"> • Migrants with little education • Specific categories of women migrants • Health-care workers • Spouses of migrants
7. <i>How many adult migrants attended language courses at the institution in the last academic year?</i>	Collective total: 52,000
8. <i>What mother tongues are spoken by the three largest subgroups of adult migrants on your courses?</i>	<ol style="list-style-type: none"> 1. Arabic, Kurdish, Russian /French 2. Spanish, Portuguese, Arabic 3. Arabic, Polish, Russian 4. Arabic, Russian, Urdu 5. Chinese, Arabic, Tamil 6. Arabic, Turkish, Portuguese 7. Russian, Albanian, Spanish

³⁶ Totals may add to more or fewer than 7 as in some cases more than one institution is described, and/or two branches of the same institution are referred to.

9. Are any other students enrolled in the same classes as those in 6 above (e.g. university students, migrants from within the EU)?	No – 1 EU internal migrants – 5 No reply - 1
B. THE COURSES, SYLLABUSES, RESOURCES, ASSESSMENT ETC	
10. What is the maximum size of a language class for adult migrants?	15 – 5 14 – 1 18 – 1
11. Is there a specific curriculum and/or syllabus for these courses? If so, how was it/were they derived? Is it/are they linked to the CEFR?	Yes, based on or linked to the Common European Framework of Reference – 7
12. Do the courses contain elements other than language and communication (e.g. cultural orientation, citizenship)? If so, what elements?	Courses cover all areas of life in the country – 1 Elements on citizenship and integration – 4 Social and professional orientation - 2
13. Please summarise the course objectives as communicated to participants	<ul style="list-style-type: none"> • To equip participants with the language and information necessary for living and working in the country, and to promote autonomous learning skills - 2 • A1-B1 (including exam) – 1 • Language and integration – 4
14. What is the length of typical courses in clock hours? How many courses do migrant typically take?	<ul style="list-style-type: none"> • 720-1,200 hours (240 x 3-5) • 330-420 hours (83 x 4-5) • 80-600 hours • 720 hours (36 x 20) • 350 hours • 44 hours
15. For how many hours do students attend classes weekly?	<ul style="list-style-type: none"> • 20 hours weekly • 4-9 hours weekly • 3 hours weekly • 6-30 hours weekly • At least 2 hours weekly
16. How are student social, communication and other needs identified/ assessed prior to the course?	<ul style="list-style-type: none"> • One to one interview and test; learners then negotiate curriculum with trainers • Interview/communicative interaction • Standard tests • Analysis of file information and evaluation of needs when course starts • Periodic review and evaluation
17. How is the language and communicative competence of students measured before the course? What tests and procedures are used?	<ul style="list-style-type: none"> • Language test covering the five skills based on the CEFR and an interview • personal interview plus written test • standardised tests based on CEFR, and cognitive skills test • No test – continuous assessment only • Level tests linked to CEFR

18. <i>What learning materials are used for the courses?</i>	<ul style="list-style-type: none"> • Materials created in-house • Authentic material • Published textbooks • Broadcast materials • Nationally produced specialised material • Specially recorded materials
19. <i>How is students' progress assessed during the course?</i>	<ul style="list-style-type: none"> • Specially produced European Language Portfolio for self assessment and target setting (2) • Self assessment interviews between each learner and their teacher • Internally developed progress tests • Continuous assessment (2)
20. <i>Are students able or encouraged to take public language examinations?</i>	<ul style="list-style-type: none"> • Yes - 4 • No - 3
21. <i>Is a European Language Portfolio or other portfolio used? If so which?</i>	<ul style="list-style-type: none"> • Yes - 3 • No - 4
22. <i>What internal tests and/or other method of end of course assessment are used?</i>	<ul style="list-style-type: none"> • European Language Portfolio • self assessment • Final exams • Internally developed tests (2) • Tests based on public exams • None
23. <i>Do students receive a certificate and or report? If so, what form does it take?</i>	<ul style="list-style-type: none"> • Certificate or diploma of attendance– all • Report in the form of European Language Portfolio - 1
C. STAFF AND MANAGEMENT	
24. <i>What is the profile in terms of experience and qualifications of typical teachers? Do teachers have initial or in-service training in language teaching for migrants?</i>	<ul style="list-style-type: none"> • Language teaching qualification plus in-service training • Training as a teacher, not necessarily as a language teacher • Masters in language teaching or university Diploma
25. <i>Who manages the courses? Does s/he/ do they have other responsibilities (including teaching)? If so what?</i>	<ul style="list-style-type: none"> • non-teaching manager • coordinators who have teaching duties (4) • centre director • Adult Education Inspectorate
26. <i>What procedures exist for internal quality assurance and improvement?</i>	<ul style="list-style-type: none"> • Annual reviews and observations • Programme of in-service training and development and peer observations • National legislation requires development of internal quality system (partially in place) • ISO 9001 certification • Regular teachers' meetings • None (2)
27. <i>Are the language courses for migrants accredited or inspected by an external body? If so which?</i>	<ul style="list-style-type: none"> • Yes - ministry or adult/further education authority (6) • No (1)