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The Linguistic Integration of Adult Migrants

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REPORT

by

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Introduction

The Council of Europe is centrally concerned with human rights, democracy and the rule of law. All its actions are shaped by these fundamental values and its constant concern with respect for diversity and social cohesion.

The Third Summit of Heads of State and Government of the Council of Europe's 46 member states took place in Warsaw in May 2005. In the *Summit Declaration*, Europe's leaders committed themselves, inter alia, to ensuring that our cultural diversity becomes a source of mutual enrichment and to protecting the rights of national minorities and the free movement of persons:

'In order to develop understanding and trust among Europeans, we will promote human contacts and exchange good practices regarding free movement of persons on the continent, with the aim of building a Europe without dividing lines. ... We are determined to build cohesive societies by ensuring fair access to social rights, fighting exclusion and protecting vulnerable social groups.'

This political Declaration is accompanied by an Action Plan which proposes measures to ensure social cohesion and addresses the management of migration and nationality law, including the acquisition of citizenship.

In some Council of Europe member states immigrants who apply for long-term residence permits or citizenship are required to learn the language of the host community, perhaps as part of an 'integration contract'; in other member states language learning is voluntary. Sometimes language courses are part of a wider programme of integration and/or vocational training; sometimes the two elements are separate. The number of hours of language tuition varies considerably, as does the cost. Responsibility for organizing courses may be centralized or delegated to regional or local authorities. In some cases teachers are specially trained professionals, while in others the provision of courses is left to market forces, with or without quality assurance mechanisms.

There is a growing tendency for Council of Europe member states to define specific language requirements that must be met by immigrants seeking long-term residence or citizenship; increasingly applicants are required to take language and knowledge-of-society tests. Language requirements, which vary widely from country to country, are usually expressed in terms of the proficiency levels of the Council of Europe's *Common European Framework of Reference for Languages*¹ (CEFR).

It is not the purpose of the Council of Europe's project on the Linguistic Integration of Adult Migrants to promote any particular organizational or pedagogical approach or the introduction of obligatory language tests. The aim is rather to facilitate wider discussion on policy issues, to share best practice at European level, and where language tests are obligatory, to promote transparency and equity according to internationally accepted codes of practice.

The seminar that is the subject of this report was held under the joint auspices of the Steering Committee for Education (CDED) and the European Committee on Migration (CDMG) and organized jointly by the *Language Policy Division*, Directorate of School, Out-of-School and Higher Education (DG IV) and the *Migration Division*, Directorate General of Social Cohesion (DG III). It was supported by contributions from Ireland and Luxembourg. The aim of the seminar was to facilitate discussion on language policies for integration and to examine how the principles elaborated in the CEFR can best support the requirements of member States, particularly as regards language training and testing.

To support this discussion the following documents were prepared:²

- ***The role of languages in policies for the integration of adult migrants***, which aims to help member states to find solutions to language problems faced by adult migrants – problems that cut across all aspects of reception and integration policies (status, employment, health, housing etc); argues that language training should use methods of language course design and implementation that guarantee the quality of teaching and ensure that it is related to learners' social and occupational needs and thus promotes inclusion and social cohesion; and proposes that where tests are required, they should be fully integrated with training and should not be used for purposes of exclusion.

¹ [Common European Framework of Reference for Languages : Learning, Teaching, Assessment](http://www.coe.int/lang). 2001. Council of Europe/Cambridge University Press. Available online: www.coe.int/lang

² See *Appendix 4*. All available online : www.coe.int/lang - Section Minorities and Migrants

- **The Common European Framework of Reference for Languages and the development of policies for the integration of adult migrants**, which explains how the CEFR is intended to provide common European reference standards; outlines the CEFR's communicative approach to the description of language use; summarizes the CEFR's six language proficiency levels, describing in some detail what each level entails; briefly addresses the issue of tests for adult migrants; and explains how the CEFR can be used to support the development and delivery of language programmes for adult migrants.
- **Quality assurance in the provision of language education and training for adult migrants – guidelines and options**, which provides an overview of some key issues affecting the quality of language learning services for adult migrants; establishes the main criteria that need to be fulfilled in an effective programme of language training; proposes a specialized international quality scheme that involves formal accreditation with systematic checks of the design, content, resourcing and delivery of language courses for adult migrants; and offers a set of charters establishing the relevant principles and reference standards;
- **Language tests for social cohesion and citizenship – an outline for policy makers**, which offers professional guidance based on good testing practice so as to ensure that the needs of migrants are met; emphasizes the importance of test fairness when tests are related to migration, residency or citizenship; refers to a number of easily-available quality standards to be adhered to when developing and administering language tests; and illustrates how different elements of the testing process may be related to an ethical framework.
- **Language learning, teaching and assessment and the integration of adult migrants: the importance of needs analysis**, which stresses the importance of taking account of migrants' language learning needs from a societal perspective; explains how communication needs can be identified and described and can serve as a basis for the development and delivery of language programmes; and explains how to take into account the perceived needs of migrants as well as of the host community.
- Five case studies that reported on various aspects of practice in Austria, Belgium, France, Ireland and The Netherlands.

In addition the Language Policy Division undertook a survey³ of current trends in member states, the results of which may be summarized as follows:

Country	Family reunion	Permanent residence	Citizenship	Official courses
Germany	A1	B1	B1	Optional
Austria		A2	X	Optional
Denmark	Planned	A2? / B1 / B2	B2	Obligatory
Belgium (Flanders)				Obligatory (A1)
France	X	A1.1	Interview	Obligatory
The Netherlands	A1-	A2	A2	
United Kingdom	A1 (February 2008)	B1?	Progression to a higher level	Optional
Norway		Course of 300 hours	Course of 300 hours	Obligatory, 300 hours minimum
Greece		A2	A1	
Italy			?	In country of origin: A2 minimum for work permit; also optional courses
Slovak Republic			X	
Czech Republic		2009	Interview	Optional

³ See Appendix 3 : *Questionnaire*

Estonia		A1–A2	X	
Latvia		X		
Croatia		2008	?	
Poland				Optional courses for spouses of persons of Polish origin
Armenia			X	
Georgia			X	Optional
Turkey			Language certificate	
Total	4 + 1 planned	12	14 + 3?	6 obligatory out of 11

The feedback provided by participants at the end of the seminar was overwhelmingly positive (see *Appendix 1*).

1. Official opening

Gabriella BATTAINI-DRAGONI (Director General of Education, Culture and Heritage, Youth and Sport, DG IV)

It is a great pleasure for me to welcome you to this seminar on the linguistic integration of adult migrants. The aim of this session of experience exchange is to help the member states that you represent in their search for solutions to the language issues arising for adult migrants. These issues run through all aspects of reception and integration policies (status, employment, health, housing, etc), but they should be dealt with as separate issues, as the seminar proposes to do.

I am happy to note that the seminar brings together many representatives of member states, and also of Canada and NGOs, with the aim of providing, as is periodically necessary, a new basis for intergovernmental co-operation, with a view to genuinely plurilingual education for Europe and successful integration of migrants. International co-operation is also important, and I welcome the representatives of the European Commission and the OSCE.

This meeting again shows that vulnerable groups and social cohesion are central to the concerns and actions of the Council of Europe. It is clearly one of those discussions on the linguistic rights and duties of new arrivals and their host societies which have led to many Recommendations and Resolutions of the Committee of Ministers and Parliamentary Assembly of the Council of Europe in which these reciprocal obligations have been set out.

The Parliamentary Assembly is also a stakeholder in this seminar, and I am honoured to welcome Ms STRIK of the *Committee on Migration, Refugees and Population*, who will address you later. The results of this event will provide useful input to the recommendation and report currently being drafted by the Assembly on "*Human rights and democratic concerns for the integration of migrants*".

I should like to remind you that the plurality of experiences and linguistic needs of adult migrants and their children is only one of the aspects of the plurality of European societies, which are themselves composed of multiple diversities, such as those of languages and means of communication, populations and social groups, religious and educational cultures. In other words, the reception of migrants and their social and cultural integration are only one aspect of social cohesion. The ordinariness of this set of social issues is, however, obscured by the fact that migratory movements are sometimes perceived as a "threat", a challenge to the national culture, religion and acceptable social behaviour. Now, as we know, languages play a major role in the formation of such social representations, since other languages are perceptible everywhere. In places regarded as monolingual and monocultural, this often results in languages that migrants bring with them not being viewed as a new source of richness, and being treated more in ideological terms than in terms of social and educational engineering.

Language skills and knowledge of the host society are necessary for adult migrants to become involved and responsible social actors. They should be so shaped as to contribute to long-term social cohesion. Indeed, obtaining legal nationality is only one fresh stage in a continuing process of integration.

Member states have assigned to the learning of languages – all the languages used in Europe – the role of contributing to the construction of a more human and more inclusive Europe. As is also emphasised in the recent [Recommendation](#) of the Committee of Ministers on strengthening the integration of children of migrants and of immigrant background⁴, language skills are an essential component of intercultural skills.

These are subjects that are part of a much broader political context: the democratic management of cultural diversity in our societies, as well as the promotion of intercultural dialogue. Since the Third Summit of Heads of State and Government in 2005, promoting cultural diversity and intercultural dialogue has been a political priority for the Organisation.

In order to develop this priority, the Council of Europe has just completed a process of in-depth reflection. Obviously, I am referring to the [White Paper on Intercultural Dialogue](#)⁵, which was approved and launched by the Foreign Ministers six weeks ago after a long process of internal and external consultation.

The *White Paper* unambiguously emphasises the key role played by the teaching and learning of intercultural skills in "Living Together As Equals in Dignity" – the title of the document. Intercultural

⁴ Recommendation CM/Rec(2008) to member states adopted by the Committee of Ministers on 20 February 2008

⁵ *White Paper on Intercultural Dialogue* "Living Together As Equals in Dignity" : www.coe.int/dialogue

skills are based in particular on the skills of democratic citizenship and on a deep understanding of history from a critical viewpoint, and characterised by “multiperspectivity”, as well as on language skills.

In this context, the White Paper explicitly recognises “the value of the languages used by members of minority communities, but sees it as essential that minority members acquire the language which predominates in the state, so that they can act as full citizens”.

It points out that “Language learning helps learners to avoid stereotyping individuals, to develop curiosity and openness to others and to discover other cultures. Language learning helps them to see that interaction with individuals having different social identities and cultures is an enriching experience”.

Language skills are absolutely essential for everyday life in a multicultural world, in order to benefit fully from the cultural diversity that surrounds us, in order to be involved in intercultural dialogue, in order to be informed, in order to understand.

Let us return to the common ideas about the design and management of language courses. These should result in guaranteed effectiveness and ensure that they do not constitute a sort of concession granted at minimal expense to new arrivals. This should make it more difficult for integration mechanisms to be deflected from their purpose. Because languages underpin an opportunity for human communication which is fundamental to the *convivenza democratica* - a democratic process of living together, and it would, to say the least, be improper to use their diversity as an excuse for making them mechanisms of exclusion.

The question of the language requirements of several states in relation to admission, residence or citizenship is a major issue for this seminar. It raises concerns about migrants’ needs, the relevance and quality of language training and the fairness of tests.

These are fundamental points, and the Council of Europe invites member states to step up their co-operation in this area by sharing their experience and practice and involving all the parties concerned in the process of developing such training: migrants, through their associations, teachers, education officers and politicians.

I know that it is in this spirit that you have come to Strasbourg and I am absolutely convinced that you will invest your experience, skills and sense of social responsibility in this seminar, and for this, on behalf of the Council of Europe and in my own name, I thank you very warmly.

María Ochoa-Llidó (Head of the Migration and Roma Department, DG III)

In recent years the integration of migrants has been among the top issues on the political agenda of European countries. National and local authorities have developed integration policies and programmes, many of which have proved to be effective and contributed to a strengthening of social cohesion. Nevertheless, it appears that in many member states of the Council of Europe there still persists a high level of exclusion of migrants and persons of immigrant background. As an organization that promotes the construction of inclusive societies based on respect for human rights, the Council of Europe aims to encourage member states to continue their efforts to integrate migrants and offers them its practical assistance and expert advice.

Language learning is widely recognized as an essential and integral element of integration, and its importance has been repeatedly highlighted at national and international levels. Insufficient command of the language of the receiving country has been identified by the experts of the European Committee on Migration of the Council of Europe (CDMG) as one of the most serious impediments to the integration of migrants and persons of immigrant background in the labour market and a fundamental barrier to effective interaction between migrants and receiving societies. This, in turn, leads to segregation and structural inequalities where migrants often occupy lower, disadvantaged positions in the social structures and labour markets of their countries of residence.

Knowledge of the language of the host country is not simply a means of facilitating migrants’ access to rights and services, but has wider implications for integration and social cohesion. It is a tool to empower migrants and persons of immigrant background to become active and valued members of the societies they live in, to strengthen their political, social and economic participation as well as their participation in civil society, to improve their interaction with the receiving societies, and ultimately to contribute to the eradication of xenophobic and racist sentiments toward migrants and persons of immigrant background.

In its work in the field of migration the Council of Europe has highlighted the importance of developing effective language learning programmes. CDMG recently prepared several sets of guidelines that

contain proposals for practical measures to promote language learning tailored to the individual needs and aspirations of migrants. In particular, it is worth mentioning Recommendation 2008 (4) on the integration of migrant children and children of immigrant background, and a draft recommendation on migrants' access to employment, currently under examination by the Committee of Ministers. Both recommendations offer practical policy advice on how migrants' language learning can be encouraged, facilitated and promoted at local and national level and their interaction with non-migrants improved.

There is a growing recognition of the importance of providing opportunities for migrants to learn the language of their receiving country and to offer them incentives to do so, and in many member states this has resulted in the introduction of measures aimed at promoting active language learning by migrants. The Council of Europe welcomes such developments, but it also believes that it will be very useful to initiate a Europe-wide discussion on the provision of language learning programmes and language testing for migrants, with a view to ensuring that the new policies effectively improve migrants' language competencies, promote plurilingualism and diversity, help to strengthen social cohesion, and (most important) are fully in line with the core values of the Council of Europe.

The present seminar seeks to launch a debate on language learning and testing by offering policy makers from different member states of the Council of Europe an opportunity to discuss existing and possible future policies concerning the linguistic integration of migrants with colleagues from other countries and with experts on language learning and testing. We believe that this debate will continue after the seminar and will bring about a visible improvement in linguistic integration policies that will strengthen social cohesion in European countries and contribute to the empowerment of migrants living in and coming to our societies, enabling them to become fully-fledged, active and contributing members of these societies.

Martina Ní Cheallaigh (European Commission)

The European Commission's [Green Paper](#)⁶ "Migration and mobility: challenges and opportunities for EU education systems", due for adoption on 3 July 2008, is intended to open a debate with a view to defining an agenda. It underlines the central importance of education for integration, raises awareness of the problems, outlines possible solutions, discusses implementation, and reflects on what can be done at EU level. The context of the Green Paper is that immigration is the main cause of demographic growth in the EU. There has been a steep increase in net migration in recent years, and in many member states 15% of school pupils were born in another country. In Ireland, Italy and Spain the number of school pupils born in another country has increased three- or fourfold since 2000, and in some cities – for example, Rotterdam, Birmingham and Brussels – half the school population has an immigrant background.

The Green Paper has a broad focus: first and second-generation migrants, EU and non-EU countries. Its policy framework treats education as a building block of integration since educational failure means a waste of resources. Although there are different national visions of integration, all member states face the challenge of creating equal opportunities for pupils who are marked "both by the linguistic and cultural differences between homes and schools, and by the low status of parents and ethnic identities in the host society". As the results of international surveys confirm, even second-generation migrant pupils face significant educational difficulties, and this poses a challenge for social cohesion. It also poses a challenge for education systems, which must cope at once with diversity and polarization. Diversity is a resource, but skills are needed to exploit it. Among the causes of educational disadvantage are socio-economic status, language, and low expectations. Some countries are more successful than others in closing the gap, and it is clear that external context matters, including such factors as early tracking, teachers' competences, recognition of diversity, and measures against discrimination and stereotyping. Despite some evidence of effective measures, however, there is a need for exchange and debate on implementation and for the development of comprehensive strategies that will assess and improve overall equity in education systems. Possible compensatory measures include language learning, positive discrimination, support activities and mentoring, and second-chance and adult education. Preventive measures include pre-school, desegregation, quality assurance for schools, teacher training, the mobilization of families and communities, and intercultural education.

The issues discussed in the Green Paper have been addressed at European level in a variety of ways, via programmes, structural funds and European Years. Possible future measures include an indicator/benchmark on school performance for migrants and a follow-up to Directive 77/486/CEE. The consultation will run until 31 December 2008 and will invite respondents to identify additional policy challenges,

⁶ Document COM(2008) 423 final – adopted on 3 July 2008

suggest appropriate policy responses, give views on what actions could be undertaken via European programmes, assess the suitability of Directive 77/486/CEE, and indicate alternatives if it is withdrawn.

Tineke Strik (Committee on Migration, Refugees and Population, Parliamentary Assembly of the Council of Europe)

On behalf of the Council of Europe, and as a member of the Parliamentary Assembly and the Committee on Migration, Refugees and Population, I have the honour to welcome you most warmly to this seminar. We hope that you will use this opportunity to exchange views and share experiences with other experts from a wide range of countries. We also look forward to learning from your contributions. The Language Policy Division of the Council of Europe has been developing tools to help member states support migrants in learning the language of their host country. But these tools can be effective only if they are implemented properly. This makes you, the experts, indispensable. In its documents, the Language Policy Division states that the instruments it has developed comply with the principles of the Council of Europe. I am sure you must have read this, and perhaps you asked yourself, "What does it mean, and what makes it unique?" I certainly did when I was asked to speak at the opening of this seminar. How are human rights, democracy and the rule of law reflected in an approach to language learning? Of course, one realizes that it is related to an approach to integration, but that doesn't fully answer the question.

In order to understand this relationship, it may help to stand back and look at the integration policy of another organization, the European Union. Integration policy towards migrants from outside the Union was only discovered by the European Union at the beginning of this century. This comes as no surprise, because the situation of these migrants has only been a core concern of the EU since 1999. When internal borders were lifted, migration became a common responsibility. So the integration of migrants from outside the Union is a relatively new domain of action for the EU. And this came at a time when the political attitude towards multicultural societies and migration had just changed dramatically.

For a long time, the common understanding was that the best and fastest way to achieve integration was to grant migrants participation rights: the right to work and study, the right to family reunification, and also voting rights. Integration was the objective, and the authorities should afford the migrant every opportunity to become an autonomous member of society and thereby achieve integration. Approximately eight years ago, a number of governments began to change this reasoning. Integration was no longer a common objective, but gradually became a condition for the right to participation. Migrants had to be integrated before participation rights could be granted. Only if you could show that you were already participating fully could you obtain an autonomous or permanent residence permit or citizenship as the highest reward. Now, this changing perception can be regarded as a new strategy for reaching the same objective, namely integration. But its effect is that integration is now used as a tool for attaining full citizenship. This means that two changes have taken place: first, integration has become the responsibility of the migrant alone, and second, the granting of rights is no longer used as an important tool in integration policy. And that is a pity, because strong rights open society for migrants, enabling them to get truly involved and make the host country their new homeland.

This trend, which you can clearly see in the raising of requirements for naturalization or the granting of autonomous or permanent residence permits, is completely absent from the parliamentary debate in the Council of Europe. Yesterday the Assembly adopted a resolution that called for migrants to be granted more democratic rights so that they may be included in society. It is interesting to read all the proposals in the report and resolution on, for example, voting rights for non-citizens and more possibilities for dual nationality. After all, this is the Council of Europe, where for twenty years or so it has been the practice to debate the importance of the integration of migrants and the means for reaching this objective. The Council of Europe's approach stems directly from the importance of human rights and democracy. "Democracy", a member stated yesterday, "is the right to be different." These are refreshing words, considering the debate that we have been hearing more and more in recent years, especially when it comes to other religions.

In the current atmosphere of fear and intolerance, a harder line has been taken on migration. Migrants must first prove that they are loyal and motivated before they can become one of us. The most striking example of this attitude is the requirement that migrants demonstrate knowledge of the language and society of the host country even before they arrive there. This is the new policy of the Netherlands and Germany, and France and Denmark will follow. Migrants must learn the new language in their own country before they can join their family members in Europe. How they acquire this knowledge is their own responsibility. The German government made the Goethe Institute responsible for the assessment of proficiency in German – the same Institute that migrants can turn to for a course. This can be a

dangerous combination because of conflicting interests. Hopefully, we will hear from the German representatives today how this works in practice. But at least there is a language course. Only recently the Dutch minister told parliament that she was considering following the German example. A positive move, but the migrant may live thousands of kilometres from the location of a language course, and there is no environment in which to speak it. Following a course in the country of the language itself will always be a thousand times more effective.

Perhaps intended as support, this requirement for language learning prior to immigration has proved to be an obstacle to family life. It delays reunification, a consequence that is unnecessary and undesirable because it actually harms integration, which is quite a paradox. For illiterate, less wealthy, old and less educated migrants, language learning is a difficult hurdle that will sometimes not be overcome. It is also discriminatory, because not all nationalities have to meet this standard: it is not required of Japanese or South Koreans, but it is of Chinese and Peruvians. And it is required of a large number of citizens of Council of Europe member states as well. The European Union has accepted this policy until now, thinking from the perspective of the governments concerned. The Dutch law was introduced two years ago. Since then, the number of applicants has dropped dramatically, by more than 50 per cent. There is no research on what happens to those who have given up applying. Do they come illegally, or do they wait for years before they can join their families? The government has ordered an evaluation, but only with regard to the objective of the law, which is to improve the social situation of newly arrived migrants. No research is being done on the side effects of the law. In spite of this, the minister recently announced that the required level of the test was to be raised. Besides concerns about the effect on language exams abroad, there is another legal argument against this measure. Article 7(2) of the Family Reunification Directive allows member states to apply integration measures before admission, but it is very doubtful whether such measures may include passing an exam. A required level of knowledge is a more far-reaching condition than the obligation to participate in a course, for instance. In addition, the Directive requires member states to take all interests into account when considering an application for family reunification (Article 17 and Article 5 (5)). If an application is rejected solely on the grounds that a certain level of knowledge has not been reached, then the member state is clearly violating the Directive by not taking individual circumstances into account.

The Parliamentary Assembly of the Council of Europe, however, is concerned with the tension this measure causes with regard to the right to family life. The Assembly thinks that it is a step too far to require language skills, as this interferes with the right to family life and shifts the responsibility completely to the migrant. The Assembly therefore declared yesterday that integration requirements should not constitute an obstacle to exercising the right to family life. The Assembly never tires of emphasizing that integration and language learning are two-way processes and therefore the joint responsibility of the migrant and his or her new society.

Nevertheless, the Assembly consists of parliamentarians from the member states, some of which are also members of the European Union. They are the same parliamentarians who endorse these new laws in their capitals. They frequently take a different stand in Strasbourg from the one they take in their home parliament. Maybe that's because they are not hindered here by the attention of cameras that record unpopular statements. Or maybe – let's take the charitable explanation – it's because of the human rights objective of the Council of Europe and the different framework for its work compared to the European Union, where the internal market and national interests form the basis. But let us not forget that national interest has different faces. You are evidence of that. Most of you are paid by your governments to spend your time developing language programmes for adult migrants. The Dutch right-wing government decided a few years ago to withdraw its responsibility for integration courses and leave it up to the migrant and the market. The result was chaos and for years there was a lack of courses. The existing framework of integration education imploded. Now the new government has faced up to this responsibility and programmes are being developed again. So awareness of the two-way process and the common interest in integrated migrants is still there, though perhaps less visible or outspoken. Maybe politicians think they are not expected to acknowledge their own responsibility in this matter, but fortunately they do. And during the coming exchange of best and worst practices, we will deepen our understanding of how language education is most effective while ensuring that it is still in accordance with human rights, democracy and the rule of law. Whatever the result, I am sure that it will serve all our different interests equally. After all, integration is the common goal migrants and societies want to reach.

2. Language requirements for adult migrants in Council of Europe member states: *Report on a survey*

The survey, conducted by the Language Policy Division of the Council of Europe in collaboration with ALTE (Association of Language Testers in Europe) and DGLFLF (Délégation générale à la langue française et aux langues de France) contained the following questions:

1. Does the migrant have to sign up for an integration programme (=obligatory), or is an integration programme provided for those who are interested (=optional)?
2. Is language tuition officially offered by the government? Please give information on length of courses (e.g. "600 hours of instruction") and on the institution that governs tuition under "Comments". If there is a special training programme for teachers of these courses, please specify briefly under "Comments".
3. Which is the lowest possible entry level for this tuition? (E.g. if courses start at level A2, then put "A2".)
4. Courses are intended to take the student up to level ... (E.g. if there are no courses that take candidates above B1, then put "B1".)
5. If the migrant has to pay for the course, how much? If there is no cost for the migrant, then put "0.00".
6. Are there sanctions for no or low attendance at the course? If yes, please specify briefly under "Comments".
7. Which language skills are trained in the course? How is the quality of tuition assured? Please specify briefly under "Comments".
8. Is there a language test at the end of the course? (Placement tests are not to be considered here) If it is an official test, please indicate which one it is under "Comments". How is the quality of the test assured? Please specify briefly under "Comments".
9. If the migrant has to pay for the language test, how much? If there is no cost for the migrant, then put "0.00". If there are costs, e.g. for a second attempt, please specify under "Comments".
10. Can the migrant be sanctioned for not taking the test? If yes, please specify briefly under "Comments".
11. Can the migrant be sanctioned for failing the test? If yes, please specify briefly under "Comments".
12. Is there a knowledge-of-society (KOS) course? Is KOS tuition integrated into the language course, or independent of the language course?
13. If there is a KOS test, please specify in which language it is set. If in the language of the host country, which linguistic level is required (A1–C2)? Please indicate under "Comments".
14. If the migrant has to pay for the KOS test, how much? If there is no cost for the migrant, then put "0,00". If there are costs, e.g. for a second attempt, please specify under "Comments".
15. When was the above policy established?

2.1 Results of the survey on the linguistic integration of adult migrants in the member states of the Council of Europe

Claire Extramiana

a) Description

The Council of Europe survey⁷ is a continuation of previous work conducted respectively by ALTE (the Association of Language Testers in Europe) and the French Government, in which the Council of Europe also collaborated.

The objective was to identify the major trends in the policies implemented by member states in the field of the linguistic integration of migrant adults with a view to the conference of 26 and 27 June 2008.

⁷ The analysis of responses was carried out by Piet van Avermaet and Claire Extramiana with the assistance of Aziza Moirabou (trainee at University Paris 8).

The survey was conducted by means of a questionnaire sent to the delegates of the *European Committee on Migration*, who represent 44 member states (three member states – Andorra, Malta and Monaco – are not officially represented). The questionnaire related to proficiency in the language of the host country as a condition of admission to the territory, residence and acquisition of citizenship: the legal framework and regulations, integration programme, language and knowledge of the host society courses, tests, level required, course content, course evaluation and evaluation procedures, costs borne by migrants, sanctions.

Twenty-six of the 44 countries replied to the survey questionnaire, Belgium providing separate replies for the regions of Flanders and Wallonia (henceforth referred to as Belgium/Flanders and Belgium/Wallonia). Luxembourg's questionnaire reached us after the replies had been analysed. Most of the countries that replied are members of the European Union, the exceptions being San Marino and Switzerland, Norway and Liechtenstein (European Economic Area), Croatia (southern Europe), Armenia and Georgia (Caucasus) and Turkey.

b) Analysis of replies

We present the major trends on the basis of the replies to the survey questionnaire. A degree of caution is required here, as some of the replies are sometimes puzzling.

In 20 states + Belgium/Flanders, language proficiency is subject to regulation.

At least one of the following categories is concerned:

- permanent or long-term residence: 12 countries, with two countries planning to make it conditional on language proficiency; four of the 12 test prior to admission in the context of family reunification, and another one plans to introduce such testing;
- work permit: one country (Italy);
- acquisition of citizenship: 15 countries, with four countries planning to follow suit eventually.

The legislation is recent; we are looking at a recent (post-2000) and evolving phenomenon.

At the same time, *some countries without regulations* (and therefore with no language requirement) have introduced an optional public language training system which is generally free for beneficiaries: this is the case in Sweden, Belgium/Wallonia, Ireland (programme for refugees), Spain, Italy (apart from pre-work permit courses).

States where there is regulation

In 18 countries, language proficiency is a *condition for obtaining permanent residence (also in the context of family reunification) or nationality*. Eight countries have set a language level for this purpose, ranging from A1.1 (France and Netherlands: A1-) to B2 on the CEFR scale.

11 countries now make *both permanent residence and acquisition of nationality* conditional upon language proficiency. This primarily concerns western European countries: Austria, Germany, Denmark, Netherlands, Norway, United Kingdom, France and Greece. Switzerland is a special case, in that it is up to the regional level (the cantons) to lay down language conditions for residence and acquisition of nationality in application of the Federal law on foreigners.

Croatia and Estonia also belong to this group.

Language levels, length of language courses, written language for those who have not attended school, tests

Of the 20 states + Belgium/Flanders in which language proficiency is now subject to regulation, 7 have a compulsory language level, which ranges from A1.1 to B2. Language course hours range from 120 hours per level (Belgium/Flanders) to 2,000 hours. The question of written language for people who have not attended school is taken into account in France, which applies level A1.1. In the Netherlands such people are exempt from the written part of the test. Four countries have a compulsory language test.

Official/optional language courses and tests

13 countries have set up official language courses, which are compulsory in six of them. But there are *compulsory language courses* culminating in a language test in only three countries (France, Denmark, Belgium/Flanders). Germany and Austria also have official language courses that are described as optional but are in fact compulsory for persons subject to the language requirement. The Netherlands has a language test, but no publicly provided courses. Norway offers compulsory courses (a minimum

of 300 hours), without there being any required level, the test being optional. The courses, like the tests, are free of charge in some cases, but have to be paid for in others.

Few states offer *optional courses for persons subject to the language requirement*: this is the case in the United Kingdom, the Czech Republic and Georgia. Such courses are free of charge.

Knowledge of society: courses and tests

Courses are offered in seven countries, more often than not as part of the language courses. The test is compulsory for citizenship in five countries.

Conclusion: the phenomenon of linguistic integration concerns above all western Europe, where compulsory mechanisms are to be distinguished from optional ones, and where the language requirement generally goes hand-in-hand with a willingness by states to invest resources in evaluation (tests) and language courses. Nevertheless, national policies vary on the different aspects: required language level, length of course, test, cost, accessibility of programmes to persons who have not attended school, knowledge of the host society, sanctions, etc. Outside this category, there are countries that have language proficiency requirements, but fail to invest resources in this area.

c) The language requirement in perspective

We make the assumption that the characteristics of migratory flows in part explain national policies. The main aspects concerned are:

- the percentage of foreigners in the total population;
- the labour immigration/family immigration ratio;
- the recent or long-standing nature of immigration (*family immigration generally following labour immigration*);
- *the provenance of immigration*: EU (Poland and Romania) or non-EU.

If we look at the seven countries concerned by the phenomenon of linguistic integration (France, Netherlands, Belgium/Flanders, Austria, Germany, Denmark and United Kingdom, listed in the order of the language level required), it can be observed that they have in common a high percentage of foreigners living in their territory. How, therefore, are the specific approaches of each country to be explained?

The OECD provides a certain amount of information helping us to understand the phenomenon (*International Migration Outlook, 2007, chapter A.3*). For instance, migration for family reasons still predominates in permanent immigration flows; in most OECD countries it represents between 45 and 60% of total permanent migration. That being the case, many countries of Europe – Germany, Austria, Belgium, Denmark, Portugal, United Kingdom and Sweden – have significant labour migration: between 30 and 40% of permanent immigration. However in many countries of Europe, between 50 and 75% of labour migration consists of nationals of EU countries taking advantage of freedom of movement. Labour immigration from outside the EU is fairly limited in EU countries, except in the countries of southern Europe.

The proportion of labour immigration is high in relation to family immigration in the United Kingdom and Denmark, as well as in Switzerland, while it is lower in France, the Netherlands, Norway, Austria and Germany. Just three of these countries have adopted testing prior to admission to the country in the context of family reunification.

The new countries of immigration, in some cases (*) former countries of emigration (Italy*, Spain*, Ireland*, Norway), have no or few language requirements, unlike the countries where immigration is less recent and which have significant family immigration (France, Germany).

Conclusion: the factors cited above need to be correlated with national policies. Research would be needed to analyse their precise impact, in the framework of work of great interest to anyone seeking to understand the phenomenon of the linguistic integration of adult migrants.

2.2 Language policies for the integration of adult migrants: some observations and reflections on tendencies in Europe

Piet Van Avermaet

a) Context

Socio-economic and socio-political developments like the fall of the Iron Curtain, the extension of the European Union, globalization, and continuing poverty, especially in African countries, have increased migration into Western Europe. At the same time Europe is going through a process of economic and political unification. Both of these processes have an effect on nation states across Europe, impacting not only on their economic and political structures but also on their culture and language. Concerned about social cohesion, national identity and their cultural and linguistic heritage, some countries seek answers to questions such as “What unifies the nation?”, “What makes someone a citizen of a nation state?”, and “What are the shared norms and values of the nation state?”. Others ask similar questions from a less rhetorical, more functional perspective and look for policies that ensure the social cohesion of a country or region. Language and societal knowledge tend to be regarded as key elements in these policies. Instruments have been developed to measure immigrants’ proficiency in the standard language of their host country and their knowledge of the norms and values of that country.

For some years a number of European countries have been moving towards stricter conditions for people wanting to enter the country, integrate, or apply for citizenship. New (or renewed) requirements include knowledge of the dominant language and familiarity with a country’s cultural values and norms. On the basis of different surveys over time, it cannot be denied that integration courses and tests are proliferating across Europe. According to a survey conducted by the Association of Language Testers in Europe (ALTE) in 2002, only 4 out of 14 countries that were included (29%) had language tests for citizenship. A second ALTE survey in 2007 showed that already 11 out of 18 countries (61%) had language requirements for citizenship.

b) Observations on the 2008 survey

The data from the 2008 survey clearly show that knowledge of the language (and culture) of a given society is a key feature in most of Europe’s current national policies. It is noticeable that in most countries there is a shift from providing opportunities for immigrants to follow programmes of language tuition to introducing obligatory programmes with tests and sanctions. In some countries it is clear that the stricter conditions are not only seen as strengthening social cohesion but could also be used as a gate-keeping mechanism or instrument for exclusion.

The 2008 data also reveal that more and more countries are introducing stricter language requirements and tests with sanctions, though there is variation across countries. The number of knowledge-of-society (KOS) tests is limited for entry, but higher for people applying for citizenship. In many countries that have language or KOS tests, the test has to be paid for, and there is a large variation in cost (up to €140).

A majority of countries do not offer official language courses, and often the initiative lies with immigrants themselves. As a consequence, they often have to pay high fees (up to €900) for private courses. In some countries, candidates for entry or applicants for citizenship can be reimbursed. Although the specific language needs of immigrants are acknowledged, many countries do not offer tailor-made courses. Some countries are very supportive of immigrants who are following an integration programme: tuition is often made available free of charge, there is no testing, and tuition programmes are tailor-made. A large variation, from A1.1 to B2, can be observed in the required level of language proficiency for tuition, as well as for language testing. In most cases the CEFR levels are used to determine the required level of language proficiency, though the way in which they are used seems not always to be unproblematic. Some countries that do not yet have language requirements for integration and/or citizenship are planning to introduce them and are currently revising their policies.

c) Some general reflections

In a majority of countries the required level of language proficiency is rather low. From a functional and ethical perspective this is a justifiable choice. We must, however, be aware of the possible perceptions of the majority group. When we look closely at the CEFR descriptors at the lower levels (A1–A2), it is quite possible that a person mastering a language at A1–A2 level, and who can officially – e.g. on the basis of a language test – be seen as “integrated”, is not perceived as such by members of the majority group.

Besides the possible positive effects, the negative social impact of integration policies in which language requirements hold a central place should not be underestimated. Companies that fire employees for using their mother tongue during the lunch break; children who can be punished for using their mother tongue in the playground at school; a local authority that requires a level of proficiency (undefined) in the dominant language in order to be eligible to buy a property or piece of land; a municipality that requires children to have a level of proficiency (undefined) in the dominant language in order to be allowed into the municipal playground – these are just a few examples.

Some countries have policies that encourage and facilitate social inclusion, while others have policies that entail obligations and conditions. This difference can have a major effect on the implementation and impact of a policy. For example, we know from research that a policy aimed at the integration of immigrants in certain societal domains will lead to the acquisition and use of the language of the host country in those domains. In making language a condition for integration, there is a risk that immigrants will be denied the opportunity to be active in domains where the acquisition and use of the language of the host country can be facilitated. There is a risk, in other words, of actually excluding immigrants from domains where they could achieve integration. A policy that makes language proficiency a condition for social participation and obliges immigrants to take language courses entails the danger that the structural discrimination of minority groups that one wants to counteract will actually be reinforced.

Where policy imposes obligations and conditions, language courses and language tests have to be uniform in format and content; a universal and fixed level of language proficiency for all immigrants is a prerequisite. In such a context failure or success in a language course or language test can function as a mechanism to exclude people. Where policy seeks to facilitate integration, language courses and language tests can be more flexible, tailor-made as regards both format and content. The level of language proficiency can vary depending on the needs of the immigrants concerned and the linguistic demands of the domains of the host society in which they want to function. A more facilitative policy is encouraging rather than discouraging; it aims at integration and non-discrimination, and it offers more opportunities to acknowledge immigrants' plurilingual repertoires.

When language requirements are part of policies that are intended to promote social inclusion and increase opportunities for participation in society, it is worth considering the Universal Declaration of Human Rights and the European Convention on Human Rights, both of which defend the right to freedom of expression. 2008 is the Year of Intercultural Dialogue. The White Paper indicates that intercultural dialogue is promoted through the acquisition of the host language and appreciation of the languages of the immigrants. More facilitative policies aim to include all people in a multicultural society; diversity is seen as an added value and an asset, a source of creativity and innovation.

3. Round table on language proficiency requirements, language training and assessment

3.1 Czech Republic

Marie Černíková (Ministry of Education, Prague)

The Czech Republic has been a member of the EU since 2004. Our immigrants are mainly Ukrainian and Vietnamese (dating back to the communist era), Russian and Chinese. According to the new amendment to the law on foreigners, immigrants wishing to acquire the right of residence in the Czech Republic must pass a compulsory examination. This requirement concerns migrants from non-EU countries. I should explain the terms: migrants have the right to residence after an uninterrupted stay of five years in the Czech Republic, and the right to citizenship after ten years. Under the amended law, migrants will have to present a certificate of knowledge of the Czech language from January 2009, and, according to the draft law, they will have to do so from January 2010 in order to acquire citizenship.

The Ministries involved in setting up the examination are:

- the Ministry of Education (linguistic aspects and organisation),
- the Ministry of Social Affairs (the purpose of the examination being to improve integration),
- the Ministry of the Interior (which manages migratory flows).

Obviously, since the system of Czech language examinations for migrants is new (pilot scheme), the Czech Government plans to revise it at the end of 2009.

With respect to the level of language skills required, the Ministry of Education, supported by linguists and teachers of Czech as a foreign language, proposed level A2 of the Council of Europe *Common European Framework of Reference for Languages*. The Ministry of the Interior decided on level A1, because it is easier, is not discriminatory for migrants and can always be raised. The test is in two parts, a written exam which lasts one hour and a 15-minute oral.

In conclusion: level A1 is reserved for the test of Czech to acquire the right of residence, while A2 is required for citizenship under the draft law.

Let us approach the second question in terms of funding. When the examinations are taken, the first attempt is paid for by the Czech Government. Retakes and the linguistic preparation for the exam have to be paid for by the migrant. Therefore, to sum up, the Czech Government, apart from Czech courses in the asylum context, does not fund or organise preparatory courses and for the time being does not accredit them either. In order to ensure identical preparation for all, there is a detailed description of the organisation and methodology of exam preparations on the Ministry of Education website. This methodology is accessible to all the schools and bodies concerned. In this way the state guarantees uniform preparation. There is also a sample exam paper on the website, so migrants can themselves decide whether to take a course or to sit the exam without preparation, as Russians and Ukrainians often do.

The exam can be taken at:

- language schools accredited by the Ministry of Education,
- certain arts faculties, all bodies recognised in this field. Migrants will be able to take the examination from 1 September 2008.

Question No. 3 – validation of tests. The tests are drafted by a team of specialists appointed by the Ministry of Education. The tests are not yet endorsed by the ALTE, but the Ministry of Education plans to establish a body to be responsible. How the Czech system works, and whether the Czech Republic succeeds in getting all the approximately 36,000 immigrants who will have the right of residence in 2009 to take the test, remains to be seen next year.

3.2 France

Cécile Cochy

Today I am representing France, and more particularly the Ministry of Immigration, Integration, National Identity and Supportive Development. I work in this Ministry in the Reception, Integration and Citizenship Directorate. First of all, I should like to make it clear that I will only be describing the French language learning mechanisms for migrants put in place by the state at central level. I will therefore say nothing about the numerous mechanisms put in place by local authorities (municipalities and regional councils, in particular) or the voluntary sector.

In France, knowledge of the host country's language is considered an essential vehicle of integration: it is a necessary and essential precondition for achieving, as far as possible and as soon as possible, autonomy and personal, family, cultural and professional development, as well as citizenship. For migrants, it is the main factor in exclusion from social and working life, an experience that might well prompt communities to turn inwards.

Since 2002, the French government has therefore made the learning of the French language by immigrants and/or children of immigrants a priority for action.

My presentation will be in three parts, centring on the three major stages of integration of three migrant groups: new arrivals, migrants who have lived in France for several years and migrants applying for French nationality.

1. France's language policy with respect to new arrivals, i.e. those making their first application for a residence permit, signatories of a CAI (Reception and Integration Contract)

Persons concerned: foreigners from outside the European Union who have obtained their first residence permit, valid for at least a year, and are at least 16 years of age.

- *Does your country have specific language requirements for migrant adults from outside the EU, such as minimum level(s) of proficiency for admission, residence, citizenship, etc?*

Compulsory language requirements: level A1.1, below level A1 of the Council of Europe's *Common European Framework of Reference for Languages* (CEFR), level of the initial French language diploma (DILF).

A few words about the DILF: This national education diploma was established by a decree of 19 December 2006. The DILF makes it possible to certify a basic level of oral and written French known as A1.1, which is below level A1 of the Council of Europe's *Common European Framework of Reference for Languages*. The diploma is based on a reference scale for the certification of basic levels ("Level A1.1 for French – For adults who do not have much knowledge of French, who have been to school or had little or no schooling") that appeared in late 2005.

France has chosen to define this first level, the minimum level required accessible to all learners, whether or not they have been to school, in order to establish a reference point, and at the same time to encourage the learning of French. For foreigners living in France or wishing to live in France, it is a way of certifying their initial learning through a defined basic level.

The DILF was therefore devised as the first stage in a linguistic itinerary in French as a foreign language, which may be followed in France or abroad, supplementing the chain of certification already developed by the national education system (French language diploma – DELF – and advanced French language diploma – DALF).

- *Are integration courses (for example covering language, citizenship and history) provided for adult migrants? If so, are these voluntary or compulsory?*

Yes, and such integration courses are provided in the CAI context.

A few preliminary words about the CAI: the Reception and Integration Contract (CAI) was made compulsory by the Law of 24 July 2006 on immigration and integration. The contract is drawn up by the National Agency for Foreigners and Migration (ANAEM), which is under the supervision of the ministry responsible for integration. The contract is signed by the migrant and the prefect of the department. It is concluded for a period of one year, which may be extended. The services and training provided in the framework of the CAI are laid down, organised and funded by the ANAEM. Each training course is compulsory, free of charge and leads to the issue of a certificate. In the framework of this contract, which became compulsory on 1 January 2007, the signatory agrees on:

- personalised reception on a "reception platform", including in particular an interview with a social auditor;
- a day of civics training (on the principal values of the Republic: liberty, equality, fraternity);
- an information session on life in France;
- a language course, if necessary;
- social assistance, if justified by the signatory's personal or family situation.

Attendance at the language course, the aim of which is social and professional integration, and which is completely free of charge, may be required, if necessary. The course lasts a maximum of 400 hours and prepares candidates to take the DILF examination.

A few figures from 2007: over 101,000 contracts signed, 26,000 people directed towards language training, i.e. 25.8% of signatories. The DILF pass rate is around 90%.

- *Are initial tests carried out? If so, what kinds of test, and for what purpose(s)?*

The identification of French-language training needs is conducted when migrants attend "reception platforms". During the individual interview the ANAEM assesses the foreigner's knowledge of French by using an oral and written test in French as required by decree of the Minister for Employment, Social Cohesion and Housing. This test corresponds to level A1.1. In less than 15 minutes it assesses oral and written knowledge. The scoring gives priority to oral knowledge, since this accounts for 70 out of 100 points. If at the end of this test it has been established that the person's oral and/or written skills are equivalent to those certified by the DILF, the ANAEM gives the person concerned a certificate of exemption from language training. If this is not the case, the person is directed to the platform's language assessor, who conducts a more thorough assessment that enables an appropriate prescription to be made (a maximum of 400 hours of training) and the person to be directed to the training system. This test makes it possible to identify people with a level of French considered sufficient (superior or equal to the level of the DILF), who are therefore not directed to language training, and those with a level of French considered insufficient, who are therefore directed to a course.

- *How are language courses accredited and how are language tests validated?*

Language courses are put in place under a public contract. The bodies responsible for implementing the language training system provide a supply according to migrants' needs. The courses offered therefore vary widely in terms of intensity (between 6 and 30 hours per week, day or evening, during

the week or on Saturdays), teaching approach (literacy or French as a foreign language) and geographical location.

The national language system has qualified staff:

- in accordance with the specifications of these contracts, “trainers shall have initial training (Master’s degree in French as a foreign language or equivalent) and/or experience of teaching French to foreigners”;
- in addition, with respect to the DILF examination in the framework of the CAI, “examiners/markers shall be accredited”.

Language courses are validated at their end when trainees take the DILF examination.

2. France’s language policy with respect to immigrants who have been living in France for several years

Persons concerned: immigrants from European Union countries or countries outside the European Union aged 26 years or over who are job-seekers, do not work or are employed, legally resident in France and likely to remain on a long-term basis.

- *Does your country have specific language requirements for migrant adults from outside the EU, such as a minimum level(s) of proficiency for admission, residence, citizenship, etc?*

No particular requirement. A language training system, which is not compulsory, has nonetheless been put in place at national level. The teaching objective of the courses is level A1 of the CEFR.

- *Are integration courses (for example covering language, citizenship and history) provided for adult migrants? If so, are these voluntary or compulsory?*

Only a system for learning French. This optional mechanism is aimed at immigrants living in France legally and likely to remain on a long-term basis. The system has been in place and funded since 2004 by the National Agency for Social Cohesion and Equality of Opportunity (Acsé), an agency under the supervision of the ministry responsible for integration.

The Acsé French-learning system offers two main services:

- the language assessment and prescription report on the basis of which recommendations are made as to the number of hours and intensity of training and a training venue as near as possible to people’s home or workplace, their linguistic progression is supported and their progress monitored for six months after they leave the system;
- the language training itself, of a maximum of 200 hours, which may be repeated once in the same year, as appropriate to needs, available nationwide.

The French teaching system currently (in 2008) has a capacity of 18,000 trainees and over three million hours of training.

- *Are initial tests carried out? If so, what kinds of test, and for what purpose(s)?*

No test has been put in place, but initial, halfway and final evaluations are conducted.

- *How are language courses accredited and how are language tests validated?*

The national language training system set up in the framework of a public contract, as for new arrivals, is staffed by competent staff who are trained and recognised: in accordance with the specifications of these contracts, “trainers shall have initial training (Master’s degree in French as a foreign language or equivalent) and/or experience of teaching French to foreigners”. The French courses are not validated by a diploma, but there is a final evaluation and summary module at the end of the training. It enables the level of French achieved to be validated and a summary of progress to be made.

- *I should like to say a few words about the learning of French by migrants working in companies.*

Knowledge of the French language is increasingly essential in order to have access to and remain in employment, and, conversely, lack of proficiency in French is an enormous obstacle to a career. Learning the French language has been recognised as a right, included in the Employment Code (Article L 900-6) since the Law of 4 May 2004 on lifelong vocational training and social dialogue. These provisions result in the learning of French being considered a professional skill to be taken into account in company training plans and by authorised joint collection bodies (OPCAs) of occupational sectors, in order to enable every employee to be able to follow paid language training on his or her initiative. It is

indeed essential for companies to be made responsible for the learning of the language by their employees.

On the basis of the 2004 law, work is at present being continued from previous years by the ministry responsible for integration, in partnership with Acsé, to promote the learning of French in the training plans of companies and occupational sectors. During 2007 and 2008, the ministry and Acsé therefore signed three-year framework agreements with companies, sectors and OPCAs. These framework agreements will make it possible to take practical action to promote the learning of French by the employees concerned.

3. France's language policy with respect to immigrants applying for French nationality

- *Does your country have specific language requirements for migrant adults from outside the EU, such as a minimum level(s) of proficiency for admission, residence, citizenship, etc?*

“Sufficient” knowledge of the French language “according to the condition” of the applicant is a requirement for admissibility in respect of the acquisition of French nationality by decree or by marriage.

The level at present required for acquisition of French nationality is a strictly oral level equivalent to level A1.1.

- *Are integration courses (for example covering language, citizenship and history) provided for adult migrants? If so, are these voluntary or compulsory?*

At the end of an individual interview at the prefecture which determines the applicant's level of communication in French, an application made for naturalisation may be declared admissible, deferred or rejected. Persons pursuing naturalisation procedures and needing to reach level A.1.1 are a priority group for the language training contract in place for migrants who have lived in France for several years, described above.

- *Are initial tests carried out? If so, what kinds of test, and for what purpose(s)?*

There is no test as such, but an individual interview during which the prefecture official is required, during an oral exchange with the applicant, to assess his or her level of communication according to an evaluation grid containing 4 levels of communication. Only levels 3 (“communication difficult”) and 4 (“communication possible”) enable the application to be considered admissible. Level 3, however, means deferral of the application for two years. This test makes it possible rapidly to assess the level of knowledge of oral French and to direct those who do not have the required level to language training.

- *How are language courses accredited and how are language tests validated?*

As for persons who have lived in France for a long time.

4. In conclusion

- *Does your country have any new policy initiatives planned?*

i) Yes, in the framework of the Law of 20 November 2007

The objective of the law is to enable foreign family members to have a more successful integration process, thanks to preparations made before they arrive in France. The Law of 20 November 2007 provides that people over sixteen and under sixty-five years of age wishing to come to France in the framework of family reunification, as well as foreign spouses of French nationals, will in future be subject, in their country of residence, to an evaluation of their level of knowledge of the French language and the values of the Republic. If necessary, they will be required to attend a training course of a maximum of two months organised by the administrative authority. A certificate of attendance at this course will be required in order to obtain a long-term residence visa. A decree to be validated by the Conseil d'Etat details the system to be implemented by the end of 2008.

ii) Yes, in the framework of the General Public Policy Review (RGPP)

It is planned to establish a special section of the ministry responsible for integration. Its roles and remit have yet to be determined. It will be the sole contact point for foreigners in their migration procedure, particularly in respect of their learning of French.

3.3 Germany

Christoph Hauschild

1. Does your country have specific language requirements for adult migrants from outside the EU, such as a minimum level(s) of competence for entry, residence, citizenship, etc?

The CEFR is a success story in that it provides a tool for identifying levels and standards. It helps policy makers to design fair, reliable and valid integration policies. Germany is making widespread use of the CEFR to define language levels in law and teaching objectives and to develop curricula and tests. Germany's answer to question 1 is yes.

Pre-entry language requirements

According to the Act of Residence, Gainful Employment and Integration of Foreigners on Federal Territory, for the purpose of family reunification spouses must show that they have proficiency in German at A1 level before entry. Language courses are provided in the countries of origin by the Goethe Institute.

Residence requirements

The requirement for a permanent residence permit is level B1.

Citizenship

The requirement for citizenship is also level B1.

2. What did your country base these policy decisions on? What was the rationale?

- Firstly, the policy decision was based on the fact that Germany faces an influx of non-German-speaking migrants: 70% of all newcomers who settle in Germany with the intention of staying. This was also true in the past: there is still a high proportion of non-German-speaking persons among second and third-generation immigrants.
- Secondly, Germany has a 50-year-old tradition of providing language courses for migrants. Responsibility for the different programmes was, however, divided between different ministries with the result that each programme was implemented in a different way. Today language policy for adult migrants is in the hands of one ministry, the Federal Ministry of the Interior.
- Thirdly, policy regarding the linguistic integration of adult migrants became part of immigration policy overall, and this reflects the comprehensive relationship between immigration and integration.

3. Are integration courses (for example on language, citizenship and history) provided for adult migrants? If so, are these voluntary or compulsory?

- Yes, the biggest single integration programme of the Federal Government is the integration course with an annual budget of €155 million. The regular integration course includes a programme of 600 hours of language teaching and 45 hours of civic orientation.
- Newly arriving migrants have the right to participate. However, if they do not have at least A1 in German participation in the integration course is compulsory. The same is true for persons entering through the family reunification scheme when they do not have B1 in German.
- For migrants who entered Germany before 2005 participation is in principle voluntary, but it can become compulsory for those in receipt of social assistance.
- Compulsory participation is defined as attending the integration course; there is no obligation to pass a B1 test.

4. Are there tests? If so, what kinds of test, and for what purpose(s)?

- Yes, there are different tests in place for different purposes:
- Successful participation in an integration course is certified by a special certificate that is awarded when a participant passes the B1 language test and the civic orientation class tests. We are currently developing new formats for both tests. The Goethe Institute is developing a special A2/B1 test for migrants. A nationwide multiple-choice test will replace the current system of a course-based testing procedure in the civic orientation classes. Both tests will come into force at the beginning of next year.
- From September 2008 there will be a nationwide multiple-choice citizenship test.

- It is important to note that the new tests will provide more legal security. The assessment of language proficiency was in many cases arbitrary before we decided to use the CEFR as our reference point.

5. How are language courses accredited, and how are language tests validated?

- According to the Ordinance on the Implementation of Integration Courses for Foreigners and Ethnic German Resettlers, each training institution must apply for accreditation by the Federal Office of Migration and Refugees. There are three main criteria for accreditation: reliability, performance potential, and quality assurance.
- In the integration courses we use only tests developed by the Goethe Institute, and only accredited institutions and examiners are permitted to administer the tests.

6. Does your country have any new policy initiatives planned?

No, based on an evaluation the Act of Residence, Gainful Employment and Integration of Foreigners on Federal Territory and the Ordinance on the Implementation of Integration Courses for Foreigners and Ethnic German Resettlers were amended in 2007. The challenge remains to implement a nationwide programme, guaranteeing that migrants all over Germany have access to integration courses that correspond to their individual learning needs.

3.4 Spain

Miguel Angel Gil (Ministry of Labour and Integration)

Spain is a highly decentralized country in which most of the responsibilities concerning education, employment, social services, health, housing, etc, were transferred to the Autonomous Communities (Regions) many years ago. Most Regions have the right not only to provide the relevant public services but to legislate, either within the framework of national basic law or by creating an autonomous law according to the competence recognized in its Autonomous Statute. In general terms, immigration, aliens, asylum seekers, refugees and naturalization procedures are the responsibility of the National Government. On the other hand, social integration policies for immigrants are mostly developed and implemented by Regional Governments and (increasingly) Local Councils.

In general Spain does not require migrants entering the country to have a minimum level of proficiency in Spanish or another official language, and national policy implies neither compulsory courses nor compulsory tests. However, Spanish immigration policy is strongly linked to the needs of the labour market, and this means that language learning is encouraged and supported by the government as this will improve labour opportunities and social integration. Employers who intend to hire migrant workers within the annual quota approved by the National Government may be awarded funds to provide language and work-related courses in migrants' countries of origin. These courses vary as regards content, number of hours, teaching method and so on. Migrants applying for Spanish nationality on grounds of residence must demonstrate, among other legal requirements, a sufficient degree of integration into Spanish society and proficiency in Spanish or another official language. This is done in an interview with government officials; standardized tests are not used.

Finally, concerning social integration measures for migrants, once they are in the country, the immigration/integration departments of most Regional Governments provide language courses as part of an introductory programme to the host society (citizenship courses) or Integral Reception Programmes. These programmes are voluntary, free of charge for migrants, and supported by public bodies at national, regional or local level; they do not follow a uniform model. The Adult Education Centres of the Education Departments of Regional Governments also provide language courses at various levels, and these too are supported by the national Ministry of Education. Each year the Ministry of Labour and Integration allocates some €20 million to approximately 170 NGOs and other agencies to develop courses and programmes for migrants. It also supports the Regional Governments and Local Councils through the Fund in Support of Reception, Integration and Reinforcement of Education (€200 million each year). Current challenges are to achieve minimum quality standards for training courses and official recognition and accreditation of the courses.

Spain (Catalonia)

Anna Cuatrecasas

Catalonia has more than seven million inhabitants. Over the past seven years the number of immigrants has increased by 520%, from 181,590 in 2000 to 1,138,427 in 2007. The Catalan language is used by 11 million Europeans, and although it is not an official language, it is ranked 13th among EU

languages (10th as regards publications) and studied at 108 universities around the world. Thus knowledge of Catalan plays a central role in the integration of immigrants. Catalonia's integration model has four pillars: equal access to services for all the population; immigration policies that involve several government departments; a two-way integration process; and respect for different identities and democratic values – human rights, gender equality, and knowledge of a common language, Catalan.

1. Does your country have linguistic requirements?

No, there are no linguistic requirements to obtain a residence permit.

2. What did your country base these policy decisions on? What was the rationale?

Catalonia has prioritized the admission of immigrants to facilitate economic growth on the understanding that the process of integration will take place after entry.

3. Are integration courses offered to adult immigrants? Are they obligatory or voluntary?

Until now non-regularized orientation training has been provided by some municipalities. Free Catalan classes are offered by the Government of Catalonia via the Consortium of Linguistic Policies. In 2007, 80,681 students enrolled in such courses.

4. Are there tests? If so, what kinds of test and for what purpose(s)?

Tests are used to assign students to courses at the level appropriate to them.

5. How are language courses accredited, and how are language tests validated?

The Consortium of Linguistic Policies issues a certificate at each course level, requiring a minimum attendance of 80%.

6. Does your country have any new policy initiatives planned?

The Catalan Parliament will shortly debate a law concerning immigrant reception that is inspired by a remark in the Handbook on Integration published by the European Commission: "immigration programmes usually have three components: language training, civic orientation and vocational training". The law will provide for basic training in Catalan (90 hours), Catalan society (20 hours), and labour and foreign-resident rights (15 hours). During the reception process newcomers will be informed about the training programmes available to them. The aim of language training will not be to learn the grammar of Catalan but to achieve an appropriate level of linguistic self-sufficiency. (The Reception Service offers courses in Spanish to those who have obtained their certificate in basic Catalan.) Training in Catalan society will focus on culture, customs, traditions, religion and social norms. It will also provide information on access to public services – health care, housing, employment, education and social services – and will deal with some aspects of the Spanish Constitution and Catalan Autonomy. Training in labour and foreign-resident rights will focus on labour rights and obligations and related legal and administrative matters. A Certificate of Reception in Catalonia will be issued to immigrants who can show that they have attended and taken advantage of the whole of the reception training programme. Access to the reception system will be voluntary and free of charge.

Discussion

In the discussion that followed these presentations the following points emerged:

- An evaluation of the German courses recommended that the B1 language requirement should be retained. When there is no Goethe Institute in a country, other agencies are authorized to deliver language courses and administer the test. No research has yet been undertaken on the impact of the courses on integration. There are still many migrants who have lived in Germany for a long time but do not speak German.
- France has recognized the need to start integration "ahead of time" and seeks to make the necessary training available throughout the world via Alliances Françaises and other agencies. A centre has been established in Morocco that provides vocational language training rather than preparation for family reunion. France recognizes the need to promote labour migration, and new provisions will be introduced in late 2008 or early 2009. However, family reunion remains the only focus for the integration contract, courses and assessment. France decided against introducing a language test prior to admission because it was felt that language training should not be so long that it infringed learners' right to live with their family. Additional language training is provided in France if necessary.

- Catalonia wants to make reception as straightforward as possible and finds it relatively easy to provide training for workers who have already been selected.
- Illiterate women constitute the majority of migrant populations coming from the Euro-Mediterranean region. Their situation raises questions of gender equality and may imply the need to harmonize European requirements.

4. Languages in integration policies for adult migrants

Jean-Claude Beacco

The purpose of the *Concept Paper* is to offer guidance to member states in their implementation of Council of Europe policies on migration, particularly on the language skills of migrants and immigrants.

1. From principles to their implementation

These principles are regularly reaffirmed. The Parliamentary Assembly of the Council of Europe, for example, in [Resolution 1511](#) (2006), states its intention to give priority to, inter alia, “promoting intercultural dialogue, fostering tolerance and ensuring the integration of immigrant communities in their host societies” (paragraph 4.2). Among the instruments concerned, we note human rights standards such as those set out in paragraphs 11 and 12 of Article 19 of the [European Social Charter \(revised\)](#) of 3 May 1996:

Article 19 – The right of migrant workers and their families to protection and assistance

With a view to ensuring the effective exercise of the right of migrant workers and their families to protection and assistance in the territory of any other Party, the Parties undertake:

[...]

11. *to promote and facilitate the teaching of the national language of the receiving state or, if there are several, one of these languages, to migrant workers and members of their families;*
12. *to promote and facilitate, as far as practicable, the teaching of the migrant worker's mother tongue to the children of the migrant worker.*

A consensus has been established on values to guide language policies on adult migrants, but there are still differing interpretations of whether the arrangements made in this field by each member state are compatible with these principles or are effective in terms of the common aims. One of the purposes of this seminar is to obtain clear statements of these views and to clarify the arguments in favour of particular national/regional decisions.

For, while no one's good intentions can be called into question, it is understandable that in these very sensitive matters for European public opinion, it is not always easy to avoid choices that owe more to political ideologies or beliefs than to the need to manage migration effectively and in accordance with human rights.

The language issues that concern migrant adults cut across all aspects of policies on the reception and integration of those adults (status, employment, health, housing, etc)⁸. They concern:

- the teaching of the/a national language of the host country for personal, social and professional purposes;
- the integration of such people into their host society so that they can be active and involved democratic citizens;
- the transmission of languages of origin to children, because these are part of their cultural capital and because proficiency in languages is an asset for the whole of society.

It is important that member states explicitly take responsibility for language policies, and do so in a coordinated manner, as these often fall within the remit of several national/regional ministries or administrative authorities (those responsible for justice, the interior, foreign affairs, education, health, etc), basing them on the reciprocal rights and duties of host societies, migrants and their countries of origin.

⁸ The issues concerning the children of migrant families will not be of central concern here, because they are a matter for school education.

2. “Simple” decisions vs the complexities of languages and their uses

It should be emphasised that, in the taking of these decisions, simplifying or even single solutions should be avoided, because:

- the definition of the nature of a language and knowledge of it is complex, as emphasised by its multidimensional description in the *Common European Framework of Reference for Languages* (CEFR);
- the description of the uses of a language is itself complex, as it has to take into account the nature of skills and activities (oral interaction, written expression, etc), types of discourse, formal accuracy expected, communication situations, etc;
- migrant adults, like all speakers, have a language repertoire that they also use in a complex manner, according to the identities chosen at any particular time, needs, persons addressed, etc;
- migration is itself complex in terms of its stages (plan, arrival, stay before obtaining a residence permit, authorised residence, planned return, citizenship application, post-citizenship stage, etc, which make it a “transgenerational” process), in terms of the sociological nature of settlement (area with a high density of migrants of the same origin, scattered or low-level migration, etc), destination, languages in contact, educational capital, familiar writing system, etc;
- cultural identity should not be seen as fixed, but as a plurality of successive and concomitant identifications on which the unity of the social actor is based;
- national identity itself is not monolithic, since not all citizens identify with the same values, religions, regional traditions, etc.

The plurality of linguistic experience and language needs of adult migrants finds an equivalent only in the plurality of European societies themselves.

3. Obstacles to an effective and equitable language policy

As in respect of other aspects of language policies, decision-makers should take into account ordinary social representations, lacking any scientific basis, but which may give rise to intolerance or rejection.

It is commonly believed, for instance, that:

- the mother tongue of adult migrants prevents them from learning their host society’s language;
- using the language of the country of origin in the host society is a sign of non-integration;
- some more elaborate and more elegant languages are better than others;
- migrants should “speak like us”, in other words, without mistakes or accent, etc, in order to be accepted into the community of citizens.

“Foreign” languages easily become markers of difference, and therefore have the potential to give rise to discrimination.

4. Principles for the development of language training for adult migrants

Training in the language of the host society for adult migrants is part of plurilingual education, which means that anyone, at any time of life, can acquire new languages. This genetic capacity should be developed by education, not in order to make everyone polyglot, but in order to make everyone aware of their linguistic ability to learn, autonomously if possible, the languages they need or wish to learn, at whatever level of proficiency.

If we consider together the core values of the Council of Europe (democracy, human rights, rule of law) and the purposes of plurilingual education, it can be argued that courses for adult migrants should comply with the following operational principles:

- **equity:** can one require new citizens to have a B2 level of competence when we know, for example, that competency in written expression at this level means that someone “can write clear, detailed texts on a variety of subjects related to his/her field of interest, synthesising and evaluating information and arguments from a number of source” (CEFR, 4.4.1.2), when very few native speakers probably have this ability?

- **transparency and quality:** can civil servants not specialised in evaluation be entrusted with the responsibility of evaluating the skills of migrants applying for residence permits or for citizenship?
- **Effectiveness and functionality:** is it a good investment of public funds to finance courses before departure, when we know that those courses, which are usually offered outside any context in which the language of the host society is spoken, are less beneficial than those offered on arrival, in context? Is it profitable to make language courses compulsory when there is a great risk that what is learned during those courses will be forgotten or not used as soon as the obligation has been formally fulfilled?

5. Planning of provision

On the basis of these principles (equity, quality, functionality) and according to the resources allocated to such activities, it is important:

- to devise tailor-made courses as appropriate as possible to the diversity of such persons' situations and immediate and long-term needs. Technical analyses of language needs may be conducted with the aid of the *Common European Framework of Reference for Languages* and of the *Guide for the Development of Language Education Policies in Europe*⁹ (part 3);
- to define content in terms of specific and realistic communication situations (speaking to children's teachers, talking to neighbours, writing a curriculum vitae for a job application, etc);
- to define training objectives in terms of skill profiles (for example, level A2 for conversation but A1 for reading or written expression), and not homogeneous levels (A2 for all), in response to learners' diversified needs;
- to specify target language content on the basis of CEFR *Reference Level Descriptions*¹⁰ language by language, which have been – or are in the process of being – developed for English, Spanish, French, Greek, Italian, Portuguese, Czech, etc.
- to adopt an approach to teaching based on tasks, simulated or real, but taking learners' educational background into account.
- if the single test option (for residence) is chosen despite everything, not to lose sight of the exact nature of the expected levels (for example, B2 level is defined as, inter alia, almost complete proficiency in morphology (conjugation, for example); this should be defined in functional terms, not on the basis of citizens' idea of what "good knowledge" of their language(s) should be, which is an assimilationist's viewpoint;
- to organise precise and systematic monitoring of the quality of such courses, whether they are provided by the national or regional education system or by the voluntary or private-sector bodies entrusted with this task;
- to entrust such training to properly trained professionals and not to volunteers;
- to consider assessment to be part of the training process, not just a means of verification (possibly used as a sanction);
- to organise tests according to scientific criteria and procedures;
- if it is considered necessary, to organise official examinations or tests for specific groups and the specific purposes of the verification exercise (verification of proficiency on arrival, residence permit application, application for nationality, etc), and entrust the design and organisation of those examinations to specialised independent bodies capable of respecting the relevant professional procedures and standards (transparency, equity, etc);
- to include a linguistic dimension in vocational training courses, raising companies' awareness and providing them with technical assistance (for example, training reference frameworks for the construction/public works sector which take into account verbal communication), or into the regulations on continuing training for adults.

These provisions should make it possible to establish appropriate and effective training courses likely to increase the motivation of adult migrants who are required to follow them, thus making any

⁹ From linguistic diversity to plurilingual education: *Guide for the development of Language Education Policies in Europe*: see home page of the Language Policy Division – www.coe.int/lang

¹⁰ Known as RLD: see home page of the Language Policy Division – www.coe.int/lang

constraint pointless. Experience has shown that “enforced” language learning is not very successful in the medium term.

6. Intercultural dimensions

Migrants should be given appropriate language training enabling them to have a decent and happy life and contribute to the host society. This therefore raises some cultural issues.

It is considered that:

- the acquisition by adult migrants of the/a language of the host society entails a corresponding form of acceptance of new residents’ languages. This “adaptation” relates essentially to the development or encouragement of attitudes of curiosity and benevolence towards such “new” languages in order to avoid linguistic intolerance. This benevolence in its own right should be taught to all primary school pupils as a form of verbal courtesy or civility;
- languages of origin should be given some space in the teaching framework, not necessarily in the form of systematic teaching
- immigrants themselves and the host society are responsible for organising the passing on of languages of origin to younger generations, since those languages are an asset to the community, if only economically;
- in the context of citizenship applications, tests concerning knowledge of the host society may provide common points of reference, but certainly do not provide a common memory, and can by no means guarantee the espousal of values (the knowledge concerned is only factual) or the adoption of majority behaviours (in terms of clothing, food, culture, etc). It is right to check that such applicants have not seriously contravened any law, but at the same time it should be remembered that people are only deprived of their citizenship for very particular types of offence.

The levels of languages required for nationality vary a great deal in different countries: such requirements are based on expert analyses, but these can be seen to differ widely (from A1.1 to B2). This variation depends upon the – not always explicit – underlying criteria:

- requiring a single level that makes it possible to “function” in society amounts to ignoring the diversity of migrants’ situations and the perception they have of their own language needs after at least five years’ residence during which they have been “functioning”: it is from people’s own analysis of their needs that motivation to learn more may spring;
- requiring a level such as A1 means considering that it is integration in the host society and the activities that migrants engage in there that will bring about linguistic proficiency, although of course such acquisition can be assisted; it is integration that brings linguistic skills, not linguistic proficiency that leads to integration;
- requiring a B2 level, which goes well beyond what is functionally necessary for many social groups, amounts to expecting candidates for citizenship to behave in linguistic terms identically to citizens. The objective is to erase differences for the sake of a new linguistic identity. The purpose is no longer a political one (espousal of values), but cultural.

This variation in requirements shows that it is not the nature of language skills that determines the criteria for access to citizenship, but that these language requirements flow from different concepts of citizenship rooted in differing legal traditions (nationality acquired by birth or by descent). In this case, the language skills that have to be demonstrated are not envisaged in themselves (according to their functionality), but as a sign of belonging to a “national” cultural community, rather than to a legal community of citizens.

7. Conclusion

The principles guiding policies on the integration of adult migrants have been clearly established by the Council of Europe, but it can be seen that the trend is to stiffen the language requirements for access, residence and citizenship. This reversal (for a long time nothing of the sort was required of new arrivals) is taking place at a time when Europe’s demographic needs are growing. It is understandable that there is a wish to preserve an historical identity or to try to counter communitarian behaviours, but the state cannot, without becoming significantly less democratic, legislate on the languages citizens use among themselves, and it is rather naive to expect proficiency in the/a language of the host country to lead to espousal of the values and behaviours of its citizens.

It is therefore important to deal with such language and migration issues in the framework of human rights and intercultural dialogue, rather than in terms that, while apparently functional, in fact depend on points of view about the nature of national identity and the degree of conformity with it expected of new arrivals. Languages give an opportunity for human communication which is fundamental to people living together democratically. It is very wrong for them to be used as a means of exclusion: Emperor Caracalla's edict (212) granted Roman citizenship to all free men of the Roman Empire, and, similarly, the European Union does not make language skills a precondition for legal citizenship.

5. The Common European Framework of Reference for Languages (CEFR) and the development of policies for the integration of adult migrants

David Little

1. The purpose of the CEFR

The CEFR aims to provide a transparent, coherent and comprehensive basis for the elaboration of language syllabuses and curriculum guidelines, the design of teaching and learning materials, and the assessment of language proficiency. It is founded on the conviction that language learning outcomes are likely to benefit internationally if syllabuses and curricula, textbooks and examinations are shaped by a common understanding. The CEFR does not claim to be that common understanding, but rather a means of promoting various forms of international collaboration out of which such understanding can arise and gradually be refined. In principle, therefore, the CEFR is an apt basis on which to develop a European response to the linguistic challenges of migration.

2. The CEFR's action-oriented approach

The CEFR adopts an action-oriented approach to the description of language use that may be summarized as follows. We use language to perform *communicative acts* which may be external and social (communicating with other people) or internal and private (communicating with ourselves). Communicative acts comprise *language activity*, which is divided into four kinds: *reception* – understanding language produced by others, whether in speech or in writing; *production* – speaking or writing; *interaction* – spoken or written exchanges between two or more individuals; and *mediation* – facilitation of communication between individuals or groups who are unable to communicate directly. In order to engage in language activity, we draw on our *communicative language competence*, which includes linguistic knowledge (not necessarily conscious) and the ability to use such knowledge in order to understand and produce language. Language activity always occurs in a *context* that imposes *conditions* and *constraints* – the CEFR proposes four main *domains* of language use: personal, public, educational and occupational. Because we must cope with often unpredictable contextual features, our communicative language competence includes *sociolinguistic* and *pragmatic* components. Language activity entails the performance of *tasks*, and to the extent that they are not routine or automatic, those tasks require us to use *strategies* in order to understand and/or produce spoken or written *texts*.

3. The CEFR's "horizontal" and "vertical" dimensions

The CEFR has a "horizontal" as well as a "vertical" dimension. Relative to any level of proficiency it enables us to consider how the capacities of the language learner, the different aspects of language activity, and the conditions and constraints imposed by context combine with one another to shape communication; at the same time (as is well known) it also defines language proficiency at six levels arranged in three bands. We can use these two dimensions as a starting point for the elaboration of language syllabuses and curriculum guidelines, the design of learning materials, and the assessment of learning outcomes.

4. Three different kinds of scale

The CEFR provides us with scales that describe *language activities*, what the learner/user can do in the target language at each level. Altogether there are 34 scales of listening, reading, spoken interaction, spoken production and writing. But the CEFR also provides scales that describe the *strategies* we use when we perform communicative acts (for example, planning our utterances or compensating for gaps in our proficiency) and scales that describe *communicative language competence* (the words we know, the degree of grammatical accuracy we can achieve, our control of the sounds of the language, and so on). It is important to emphasize that in order to understand the CEFR's common reference levels fully we must read these three kinds of scale in interaction with one another, because each helps to define the other two.

5. Some features of the scales

When viewed as a continuum the scales describe a trajectory of learning from beginner (A1) to advanced (C1 and C2) that in most educational systems is completed only by a minority of learners after many years of learning. The tasks that define the higher proficiency levels cannot be mastered simply by sitting in a language classroom; we learn to perform them only by engaging in extensive real-world communication, as the following two examples show:

B2 – Reading for information and argument: Can obtain information, ideas and opinions from highly specialized sources within his/her field.

C1 – Listening as a member of a live audience: Can follow most lectures, discussions and debates with relative ease.

It is also essential to recognize that the ability to perform, for example, a B1 listening task does not automatically imply the ability to perform all other tasks specified for B1.

6. The CEFR and adult migrants: some limitations

The CEFR was not developed with the linguistic needs of adult migrants in mind; the proficiency levels reflect the structure and organization of European educational systems. Especially at the lower levels (A1, A2, B1) the CEFR describes the kind of behavioural repertoire that learners need as temporary visitors to a foreign country rather than as long-term residents; at the lower levels descriptors correspond closely to the typical content of foreign language textbooks; and advanced proficiency is inseparable from advanced levels of educational achievement and/or professional involvement. What is more, the CEFR does not take account of the sociolinguistic, socio-structural and socio-historical dynamics of multilingualism, the often truncated plurilingual repertoires of migrants, or the individual's need for a variety of repertoires in polycentric contexts. Its four domains of language use (personal, public, occupational, educational) are relevant to migrant learners, but with significant differences of emphasis compared with the needs of foreign language learners at school. Consider these two examples:

- *The personal domain:* An English teenager learning French may have the opportunity to live for a few weeks as a member of a French family; by contrast, while adult migrants need to be able to give an account of themselves and their personal and family circumstances, they may have little prospect of developing close personal relationships with native speakers of the host community language.
- *The public domain:* Adult migrants need to be able to perform with confidence and fluency tasks that will mostly lie beyond the experience of language learners who are not themselves migrants. This does not mean, however, that it is possible to deal successfully with officialdom and public services only at the more advanced levels of communicative proficiency.

7. Using the CEFR to analyse needs and design language teaching programmes

An appropriate starting point for language programme design is to consider in which domains of language use migrant learners need to communicate and what tasks they need to perform. Tasks can be identified and described with reference to the five language activities the CEFR is centrally concerned with: listening, reading, spoken interaction, spoken production, writing. Even when migrant learners are mostly concerned with oral communication, writing should play an important role in their programme of learning, for three reasons: (i) in all educational contexts writing things down helps us to organize and memorize whatever it is we are trying to learn; (ii) the written form of a language helps to make its structures visible and thus easier to understand and analyse; and (iii) in most forms of employment it is difficult to escape the need to exercise at least basic functional literacy (filling in forms, writing short notes).

The proficiency levels that migrant learners need to attain are determined partly by the communicative tasks they need to perform. Greetings and leave-takings belong to the lowest level of communicative proficiency and are quickly mastered; on the other hand, it is not possible to engage in detailed negotiations or write a business report if one's proficiency level is A2. We must also consider whether the special needs of migrant learners require a different approach from the one typically adopted in programmes of general language learning. Take the example of vocabulary. The CEFR defines vocabulary range for A1, A2 and A2+ as follows:

- A1 – Has a basic vocabulary repertoire of isolated words and phrases related to particular concrete situations.

- A2 – Has a sufficient vocabulary for the expression of basic communicative needs. Has a sufficient vocabulary for coping with simple survival needs.
- A2+ – Has sufficient vocabulary to conduct routine, everyday transactions involving familiar situations and topics.

In developing a programme of learning for these levels, it is necessary to define in some detail “particular concrete situations”, “basic communicative needs”, “simple survival needs”, “routine, everyday transactions”, and “familiar situations and topics”. For a refugee in the early stages of an intensive English language course in Ireland, “particular concrete situations” included taking a sick child to the doctor. Accordingly, in the first weeks of his course his personal dictionary included the following entries: *ill, sick, health, therapy, blood pressure, operation, inflamed, tablets, temperature, dehydrated, dizzy, headache*. The same learner was simultaneously coming to terms with an approach to language learning that emphasizes learner involvement in the setting of learning targets, collaborative project work, and learner self-assessment. This explains why at the same early stage his personal dictionary also contained *assessment, self-assessment, project, topic, theme, prepare, organize*.

8. Conclusion

When we bring the CEFR to bear on the development and implementation of policies for the integration of adult migrants, we should begin by recognizing that it was not designed to address the particularities of their linguistic situation, which are often bewilderingly complex. We should also recognize that the CEFR cannot present us with ready-made solutions: effective language courses for adult migrants and defensible methods of assessment depend on careful and detailed analysis of the migrants’ general educational background, their social and sociolinguistic context, the domains in which they must be able to use the language of the host community, and the communicative tasks they must be able to perform.

If it is policy to require adult migrants to attend a programme of instruction in the language of the host community and to assess their communicative proficiency at the end of the programme, such policy is defensible only if the programme and the assessment instruments take full account of the needs of the learners, their situation in the host community, the multilingual reality that surrounds them, the context of polycentricity in which they live, and the constraints to which their language learning is subject. To determine that adult migrants should attain (say) A2 in the language of the host community and then to imagine that any A2 course will meet their needs and any assessment at A2 level will be appropriate, is to misunderstand the nature of language learning, language use and language itself, and to work against the principles on which the CEFR is founded.

6. Case Studies

A new German language and integration policy – the implementation of a nationwide integration course

Carola Cichos and Christoph Hauschild

The Act of Residence, Gainful Employment and Integration of Foreigners on Federal Territory and the Ordinance on the Implementation of Integration Courses for Foreigners and Ethnic German Resettlers came into force on 1 January 2005. Of more than 550,000 individuals entitled to attend an integration course, 360,000 have done so and 200,000 have completed their course, 50% of them achieving B1 in German. Two thirds of course participants are women and two thirds attend the course voluntarily. In 2007–08 3,960 course participants were surveyed. 80% of them wanted to improve their proficiency in German; 77% hoped to get better access to the labour market; 70% considered that the pace of the course was exactly right; 78% were very satisfied with the course; and 2.5% did not like the course at all.

An evaluation undertaken in 2006 identified three needs: to increase the percentage of learners achieving their learning targets, to reduce bureaucracy, and to provide more funding for the courses. Since 2007 the following organizational and financial improvements have been made: more people have access to the courses (e.g., Germans with a migration background); various incentives have been introduced (e.g., 50% of course fees are refunded to those who pass the test); and funding has been increased for courses (by €2.35 per participant/lesson) and for child care during classes. A number of pedagogical improvements have also been made. There are now tailor-made courses for specific groups (e.g., illiterates); the number of lessons per course has been increased to a maximum of 1,200; a new common curriculum for German as a second language has been developed; extension

lessons have been added to the orientation course; a new standard curriculum has been introduced for the orientation course; and new placement and final tests have been developed (the latter is an adaptive test covering levels A2 and B1).

The courses are delivered by 10,000 teachers, of whom 5,000 are university graduates. A special training programme for those who do not have a final degree in German as a second language has been taken by 2,500.

Tailor-made language education for beginners in Dutch as a second language

Jeroen Devlieghere

Migrants need to play various roles in the host community. For example, they may be parents, they may want to study or start their own business, they may be looking for a job, and they are inevitably consumers. This means that they are confronted with a variety of linguistic demands that are not met by traditional beginners' courses, which concentrate on general skills. Customization is a trend in language course design, but it is often limited to grouping learners on the basis of their language level and the pace at which they want to learn, and it is usually restricted to more advanced proficiency levels.

The project "Tailor-made Language Education for Beginners in Dutch as a Second Language" is funded by the Nederlandse Taalunie (Dutch Language Union, a co-operative initiative of the Dutch, Flemish and Surinam governments) and carried out by the Centre for Language and Education (Leuven) and the Institute for Language Research and Language Education for Non-native Speakers (Amsterdam). The project aims to develop instruments that make it possible to respond to the individual needs of newcomers who are starting to learn Dutch as a second language. There are two guiding principles: (i) instruction is shaped to learners' needs, and (ii) learners identify their own objectives. This approach results in language training that is more efficient because it is more relevant, provides learners with language that they can use immediately (which is good for their motivation), prepares them for more specialized follow-up courses, and provides a positive learning experience.

The project's central tool is a website that contains information and instruments calculated to stimulate a more needs-centred approach to language teaching. A catalogue of learning goals is organized on the basis of the roles learners may need to play: functional domains are identified, illustrated by practical situations that learners may encounter, and concretized in learning activities and tasks. Of course, providing an overview of learning goals is not enough, and the second phase was to develop pilot projects that aimed to solve problems that arise in customization. An admission form was designed to identify learners' linguistic profiles, admission procedures included working with interpreters in the migrant community, and extra documentation relevant to admission was also produced. An orientation activity was developed to help participants to select relevant roles, after which they work in pairs or small groups, with the teacher offering help as needed. The role-based approach created a need for teacher development, so the necessary skills were documented and training modules were elaborated. Also, an inventory of role-based materials was elaborated. This entailed developing a model to organize and manage materials, a model to adapt learning activities to a role-based approach, and an exemplification of A1 reading skills. Help was given in benchmarking courses against the common reference levels of the CEFR, tuning them to the proficiency of the participants, and identifying what participants are capable of. Descriptions are now available of 41 different projects that implement a role-based approach.

The advantages of a role-based approach are that it provides more opportunities for interaction and autonomous learning. By guiding their own learning process learners gain insight into their needs and the challenges that confront them. The approach opens a door on the world outside the classroom: learners bring their real-life experience to bear on their language learning, help one another in situations they recognize, and learning is easily linked with real-life tasks.

New initiatives are planned for the future to supplement, refine and implement the existing instruments. It is hoped, for example, (i) to collect additional teaching materials, (ii) to introduce (in The Netherlands) government-funded initiatives that focus on the language actions needed to support learners who wish to start their own businesses, and (iii) to establish a task force to undertake various follow-up actions.

Lombardy's new pilot project for adult migrant newcomers

Antonello Grimaldi

Recently immigration has come to play an increasingly important role in Italy, and more and more immigrants want to settle in the country long-term. B2 in Italian is required for citizenship, and the

authorities plan to introduce assessment procedures. Against this background it is the responsibility of the regions to provide for the education of immigrants. Lombardy has launched a pilot project for adult migrants entitled “Certifica tuo Italiano: la lingua per conoscere e farsi conoscere” (“Certify your Italian: a language for knowing and making yourself known”). The project comprises a series of integrated actions in different institutions which deal with immigration and the social and cultural integration of immigrants. In order to carry out the project the Family and Social Solidarity Department of the Lombardy Region signed a preliminary protocol with the Observatory on Immigration in Lombardy, the Fondazione Ismu (a private foundation for multicultural studies), and the Lombardy School Office of the Italian Ministry of Education.

The principal objectives of the project are to improve the Italian language skills of recently arrived adolescent and adult migrants with a view to their full social and professional integration; to disseminate certification in Italian as a second language according to the common reference levels of the CEFR; to increase the number of certificates awarded; and to strengthen co-operation among the institutions dealing with immigration. The project’s main actions are to promote the project among migrants; to provide teacher training courses; to provide flexible and modular Italian courses for adult beginners free of charge; to implement international certification; and to provide quantitative and qualitative monitoring of the project. The project network includes 122 members (local authorities, schools, regional training centres and other associations). The large number of organizations that have entered into network agreements is evidence of the project’s high visibility and its success in increasing co-operation among local authorities, schools and private social organizations.

Preliminary analysis of the data collected shows that the project has reached 3,100 new immigrants (69% women and 31% men), involved a network of 120 schools and institutions, and provided training for 350 teachers. Student feedback on the project has been positive. According to a questionnaire survey, their four most frequent reasons for attending courses are to enhance employment opportunities, to develop self-confidence, to gain access to further study, and to have a more rewarding life in Italy. One student wrote: “Just yesterday night I dreamt in Italian. This morning I told my husband: ‘Do you know that I have dreamt in Italian for the first time in my life?’” And another commented: “Writing a letter in Italian to express my gratitude to those who helped me gave me great satisfaction.”

Discussion

In the discussion that followed these presentations the following points emerged:

- The Dutch Language Union project has identified seven different roles that migrant language learners may be called upon to perform. When migrants sign the civil integration contract in The Netherlands they have a choice of different profiles.
- In Flanders nothing much happens if migrants do not take language courses or fail their assessment. In The Netherlands failure in the language test can result in the migrant’s residence permit being withdrawn. In Italy the test can be repeated once. And in Germany the government funds language courses for migrants for a stated maximum number of hours; if individual migrants need to continue attending a course in order to pass the test, they can pay for themselves.
- In Germany there is no time limit attached to “migration background”. Most participants in language and integration courses have been in the country for between 8 and 10 years. Immigrants from EU countries, who cannot be obliged to take courses, are allowed to participate on a voluntary basis. Courses in German that focus more on grammar and literacy skills are under development.
- The Netherlands offers a short test (costing only €80) that can give exemption from the longer test. Those who have followed compulsory education in the Netherlands are automatically entitled to citizenship.
- One participant noted that the percentage of migrants in Germany achieving B1 in German (50%) seemed rather high compared with the percentage in The Netherlands achieving B1 in Dutch. The reason given for this was the high proportion of immigrants from eastern Europe, who have a high educational level.

7. The assessment of language proficiency

7.1 Issues of quality assurance: an outline for policy makers and test developers

Henk Kuijper

Introduction

Many European countries are introducing or formalizing language requirements for immigration, residence and citizenship, and national governments often use language tests or other formal assessment procedures to determine whether or not requirements have been met. It is not the purpose of this presentation to argue for or against the use of such language tests; but where mandatory testing is either in place or under consideration, it is necessary to offer professional guidance based on good testing practice to ensure that the needs of stakeholders are met and that tests are fair for test takers. Test fairness is a particularly important issue when tests are related to immigration, residence or citizenship.

At first glance this issue of test quality is not different from any other consideration language testers are confronted with when delivering high-stakes tests. But tests for immigration, integration and citizenship can be used as political instruments to influence migration streams and determine the legal status of immigrants already living in a country. In a growing number of countries civil rights like the right to marry or to family reunion, residence permits, citizenship, social security payments, and even the right to be allotted a house are related to language proficiency or attendance at language courses. In this context language tests profoundly influence the lives of the test takers and the stakes are thus very high. As a consequence language tests in this domain must be of excellent quality. How can this be achieved? This presentation is concerned with guidelines for language test development, following ALTE's contribution to the background texts for the seminar, "[*Language tests for social cohesion and citizenship*](#)"¹¹.

Use and impact

Before embarking on the design of a test or other assessment procedures, politicians and test developers must answer the following questions:

- What use will be made of the test results?
- What will be the impact on the migrant?
- What will be the consequences of the test for society?
- Is it appropriate to use some other form of assessment rather than a test?
- Is it appropriate to use several methods of assessment at the same time?

The fact that test results will be used to decide on immigration and integration is extremely important for the context and construction of language tests. Over the last ten years a stricter policy has emerged on language tests for immigrants. There has been a shift from using tests to facilitate language learning to using them to impose sanctions. This means that the impact on migrants becomes increasingly negative as civil rights and financial issues come into play. The consequences for society must also be taken into account. The use of tests to facilitate language learning enables us to adapt courses and develop tests tailored to the needs of different groups of immigrants, based on their educational and employment backgrounds and aspirations. The goals set can vary and in some cases may be set rather high. On the other hand, the use of tests to impose sanctions entails the danger that the language levels set are rather low because failure has serious consequences, especially if it means excluding immigrants with lower socio-economic and educational backgrounds from civil rights. When The Netherlands was following a facilitative approach, it was possible for some immigrants to reach B1 in immigration courses. But with the introduction of new legislation with financial and civil rights consequences the level to be achieved was lowered to A2 for everyone. This is good from the perspective of civil rights, but not so good in the sense that A2 does not permit the individual to function effectively at work and in society. Furthermore, flexibility of test methods across candidates is more difficult to achieve when sanctions are related to test results because differentiation could lead to charges of inequality. On the other hand if tests with legal consequences were to be set at too high levels – say B1 or B2 – this would prevent many immigrants from becoming citizens of countries they have already lived in for many years, which in the long run would produce societies with two classes of

¹¹ See *Appendix 4: Seminar Documents*

inhabitants. It should be clear that these basic issues must be discussed extensively from the outset as there is a great danger that tests will be required to serve conflicting functions.

Validity and reliability issues

Once policymakers have decided to introduce language tests for immigration, integration and citizenship and language testers have accepted the task of developing such tests, a number of further questions have to be answered. These questions can be classified into two main categories:

- The validity issue: What is the assessment aimed at and does the test reflect this aim?
- The reliability issue: Are the tests set up in such a way that the test specifications are measured in a reliable way to ensure fairness for candidates?

Test validity involves determining test purpose and the real-world demands on test takers, determining linguistic demands, determining the appropriate level of difficulty, and producing test specifications.

In determining test purpose and real-world demands on test takers it is not enough to state that a test is for the purposes of migration and citizenship, because even within this area there is a wide range of reasons for testing migrants, ranging from motivating learners to find out whether their competence is sufficient for participation in well-defined social situations like study or work, to taking decisions that affect their legal rights, such as their right to remain in the country or acquire citizenship. Extensive needs analysis is necessary in order to reach a sound overview of possible test purposes. It is also necessary to take account of the fact that there are various subgroups of migrants and each subgroup has its own specific needs. For example, those who want to join the job market as soon as possible often have different needs from those who are planning to raise young children at home. In a needs analysis, it is good practice for language test developers to define the relevant contexts and situations of the target groups. In planning such needs analysis, policy makers should be sure to set aside sufficient resources, and representatives of different sections of society should be involved in the definition of needs.

We face similar problems in determining linguistic demands and the appropriate level of difficulty. For example, if a language test were designed to measure whether the test-taker had the language proficiency necessary to follow a vocational training course, we might expect it to test the ability to follow lessons and workshops, to communicate with teachers and fellow students, to read relevant texts, to write assignments, and so on. This analysis could then help to determine the appropriate level of language proficiency. If, on the other hand, a language test were designed for the certification of translators or interpreters, a comparable needs analysis of the profession would show the required level of proficiency to be much higher and the linguistic demands would be very different in content. But determining linguistic requirements is far less straightforward in the case of migrants and candidates for citizenship. The relation between language proficiency and the ability to integrate into society or exercise the rights and responsibilities of citizenship is looser and far more difficult to pin down. After all, if language proficiency were the only factor in play, all native inhabitants of a country would be fully integrated citizens. As this is not the case, it can be deduced that other factors are also important. Another difference is that language tests for study and work are in most cases taken by groups of candidates that are homogeneous as regards educational background and cognitive skills, while tests for integration and citizenship must cater for the full range of possible candidates. They must therefore be accessible to people with a high level of education but also to those with limited or no literacy skills.

But let us assume that we are able to produce test specifications that can cope with the great variety of test takers and the conflicting functions and purposes of tests. When must then ensure that these high-stakes tests meet the highest quality standards, especially because failure has serious consequences. A high degree of reliability is necessary if the tests are to be fair for all candidates. First of all, the test format must be appropriate for the target group; one can imagine that with the great variety of test takers this will be difficult to achieve. When language tests lead to very important decisions, extended pre-testing is necessary in order to confirm that the test items actually work as intended. We have to be sure that the test measures the target language, differentiates effectively between stronger and weaker candidates, and does not result in bias towards a particular candidate profile, and so on. This means that it is necessary to pre-test the materials under test conditions with candidates who have a similar demographic profile to that of the actual test candidates. Furthermore we must ensure that test administration and marking and grading are carried out to the highest possible standards. Test providers must ensure that the test is taken under conditions that are fair for all candidates, which means that procedures must be developed to minimize differences in administration. High quality data analysis must be incorporated to monitor test qualities and candidates' responses, to detect bias, and

to investigate the impact on immigrants, language education and society. I have the impression that politicians may underestimate the importance of these issues and the resources needed for data analysis and research. Procedures for candidates with special requirements must also be developed either by adapting test administration or defining rules for exemption.

Conclusion

The use of tests to decide on immigration and citizenship is considerably more complex than it may at first seem. I have attempted to outline the issues that need to be considered and, by implication, the issues for which policy makers should take responsibility. The first questions to consider are: What type of assessment is appropriate for the intended purpose? and: What can it be expected to measure? When the decision has been taken to use a test, it is vital that the test meets the highest requirements as outlined before. It must not be forgotten that the outcomes of a test can have important consequences for individual candidates, for larger groups of people, and for society as a whole. Most important are the consequences related to the test taker's civil and human rights. When policymakers use a language test to decide on immigration and citizenship, they must work with test providers on such issues as the definition of the precise purpose of the test and the allocation of resources for successful completion of all stages of test development and test use.

7.2 Language learning, integration and an appropriate means of assessment: the experience of Integrate Ireland Language and Training

Barbara Lazenby Simpson

Migrants currently make up 10% of Ireland's population of 4 million and have brought more than 200 new languages with them. This presentation focuses on Integrate Ireland Language and Training (IILT), which is funded by the Department of Education and Science and which, among other responsibilities, has been researching, developing and delivering language and integration courses for adult immigrants with refugee status or permission to remain in Ireland – in other words, newcomers who expect to remain long-term in Ireland. The courses are intensive (20 contact hours per week) and participants typically attend for between six and twelve months (500–1,000 hours of teaching).

Integration has always been IILT's principal objective for its students since failure to achieve this has many and serious consequences both for the individuals concerned and for Irish society. Thus the principles of the Council of Europe seemed to us the appropriate place to start when we were developing our programmes – principles that defend human rights and democracy and foster plurilingualism and pluriculturalism. We established routines in all our courses that gave a participating voice to the learners, and we developed a framework curriculum that allowed learners to share in decision-making from the earliest stage of their learning, whether they had any existing proficiency in English or not. In this way every course was effectively tailor-made for its learners and flexible enough to address individual needs. We were concerned not to ensure the achievement of some "general" proficiency in English but to promote integration by using language learning to explore issues like sameness, otherness, fears, beliefs and values. Knowledge about the host society grew steadily as students took part in a wide range of activities that included listening to invited speakers from many areas of Irish society, visiting exhibitions, attending a session of the Irish parliament, and taking part in festivals and other celebrations.

Of course, learners came to us with an almost infinite variety of educational experience (including literacy), qualifications and existing proficiency in English, but we had the same objectives for all of them. We wanted them to achieve status in Irish society by securing sustainable employment and/or developing the ability to interact effectively in all normal "life" situations – for example, with the doctor or their child's teacher; and we wanted them to gain the awareness and understanding necessary for full engagement with everyday life in Ireland and thus social integration.

One of the speakers at the opening of this seminar used the term "empower". Language learning at IILT has never been perceived as an end in itself but rather as the means of empowering individuals to express their own identities in new and unfamiliar contexts. Looking to the Council of Europe again, we quickly identified the European Language Portfolio (ELP) as a tool that helps the individual learner to plot a personal learning pathway and to reflect on and record his or her learning. The Milestone ELP, which was developed in collaboration with colleagues in Sweden, Finland, Germany and The Netherlands, was designed to capture essential features of adult migrant language education.

The use of self-assessment is fundamental to effective use of the ELP, and teachers at IILT devised many ways of helping learners to develop this important life skill. However, self-assessment alone is not necessarily persuasive for external purposes such as accessing the labour market or further

education/training. This led us to consider what form of external assessment might be appropriate to our learners and our courses. We were particularly concerned that external assessment should not have a negative impact on our highly effective pedagogical approach. The portfolio assessment offered by the Further Education and Training Awards Council (FETAC) seemed to match the approaches that were already well-established at IILT and promised to allow us to make qualifications that were designed for native speakers accessible also to immigrant learners. Further analysis revealed a close match between ELP-driven learning and FETAC's assessment requirements. Both use target setting and self-assessment based on checklists, both encourage a reflective approach to learning, the ELP helps learners to develop the learning plan that is a FETAC requirement, and the dossier section of the ELP can be used to assemble the proofs of learning that are externally assessed by FETAC. IILT now offers its students four FETAC modules – English for Speakers of Other Languages, Personal Effectiveness, Preparation for Work, and Computer Literacy – that may be taken at three different levels, ranging from low A2 to B2.

IILT has achieved many of the objectives that have been mentioned already at this seminar: quality and relevance in its tailor-made language programmes, fairness and validity in external assessment, and regular use of appropriate research. As a result, the rights of learners have been observed at all stages and successful integration has been the typical outcome.

It is thus with regret that I inform you that Integrate Ireland Language and Training will cease all its activities within the next six weeks. The Department of Education and Science has decided to mainstream these activities – undoubtedly a positive step – but unfortunately no arrangements have been put in place to capture the experience or exploit the expertise that have made IILT's name familiar in the domain of migrant language-learning across Europe.

Discussion

In the discussion that followed these presentations these points emerged:

- As well as working with the ELP, IILT's students complete Europass and take the European Computer Driving Licence.
- FETAC is concerned with second-chance and adult education; it does not offer a validation process for existing qualifications. It awards certificates at various levels on a ten-point scale that refers to the whole of formal education in Ireland.
- Portfolio assessment can co-exist with formal tests, which may be inappropriate for candidates with a low level of education. The ELP on its own is unlikely to replace formal tests, but it may do so in conjunction with a system of external assessment like the one developed by FETAC.
- IILT has also provided courses for immigrants who need to pass a test in order to secure recognition of professional qualifications gained in their country of origin.
- The Irish government funds courses for those who come as refugees or achieve refugee status. So far there has been no systematic effort to develop the language skills of other immigrants, though asylum seekers are allowed access to literacy classes.
- Most of IILT's learners are aged between 20 and 45. It has not been necessary to develop a special approach for older learners; the theme-based curriculum framework is sufficiently flexible to meet all needs.
- The Dutch regulations include various provisions for exemption from language requirements, e.g. on medical grounds and on the basis of existing qualifications. Illiterates and people over 65 are also exempt.
- Profiling takes account variable levels of proficiency – for example, the fact that many learners are better at speaking than at writing. However, if residence or citizenship depends on a test, the same level must be required of everyone.
- Different countries have chosen different levels of language proficiency for citizenship. This raises the question: What is it that makes a person a member of society? Some countries expect newcomers to be like nationals, whereas other countries do not. The linguistic issue depends very much on the choices that are made at this level.

8. The provision of language training

Quality assurance in the provision of language education and training for adult migrants

Richard Rossner

For the migrant, migration means new horizons, new opportunities, a new life; disruption and upheaval; fundamental changes in life-style; finding a new home, new work, new friends; integrating with a different society, a new culture, new surroundings; communicating in new ways with new people, usually in a second language. It thus brings an enormous set of challenges. For the host community, migration means cultural enrichment, new skills, new contributors to the economy; cultural adjustment; investing in the provision of access to orientation, opportunities, services and integration; dealing with cultural, linguistic and other differences; providing help where needed. Thus for the host community too migration brings an enormous set of challenges. In Council of Europe member states there is wide variation in language provision for adult migrants as regards the level and content, length and intensity of courses; funding arrangements; needs analysis and evaluation; staff training, development and deployment; management, supervision and quality assurance. This presentation is concerned to answer the question: What is involved in the accreditation of language education?

The first step is to establish clear and public criteria for evaluating quality, covering all aspects of provision. It is also necessary to develop procedures for carrying out objective criterion-based assessment, e.g. inspection, review of documentation and systems, classroom observation, talking to students and staff. In order to implement such procedures it is necessary to identify and train assessors and to provide tools that enable centres to prepare for assessment and to improve the quality of their provision. And in order to assess the quality of language courses for adult migrants it is necessary to have knowledge of national and/or regional priorities; to evaluate language and other relevant needs; and to consider whether the courses have realistic and achievable objectives that correspond to the needs identified.

Migrants' collective and individual language learning needs and their general situation in the host country vary widely. These language learning needs should be evaluated and analysed at an individual level, and procedures should be established for doing this effectively and for taking individual and collective learning needs into account in the planning and delivery of language courses. Achievable course objectives, or "outcomes", that respond both to the needs of course participants and to national or local priorities must be specified by the course provider. Other fundamental issues include the length and intensity of courses; the composition of courses (language and other, face-to-face and other); teaching methods and collective and individualized learning support; timetable and location; the provision of an appropriate degree of choice; and clear arrangements and rules for funding.

An appropriate curriculum and valid course outlines and syllabuses must be devised to respond to course participants' language learning needs in the context of the length and intensity of the course programme. The language curriculum should be referenced to the CEFR and take account of the intercultural aspects of migration, especially the challenges faced by migrants in adjusting to a new cultural (in many cases multicultural) environment. Procedures must be devised for recruiting teachers with the appropriate skills and awareness, there should be good management and co-ordination, and provision should be made for staff orientation, training and continuous development. Appropriate teaching equipment and materials (books, software, CDs and DVDs, worksheets, etc) must also be provided.

Assessment and evaluation need to be taken into account at every stage. When migrants are first admitted their needs and language level must be assessed in order to place them in an appropriate class; once they have started a course it is necessary to assess their progress and re-evaluate their needs in order to decide on next steps; and at the end of the course it is necessary to assess whether objectives have been achieved and a certificate may be awarded. Self-assessment should play a role throughout.

According to a communication from the European Commission ("Adult learning: It is never too late to learn", 2006), poor quality provision of adult learning leads to poor quality learning outcomes, and the following deserve special attention: teaching methods, quality of staff, quality of providers, quality of delivery. "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."

The purpose of accreditation is to assure quality by verifying that the “promises” made by the provider to course participants (and others) are transparent and are kept; that high standards are maintained; that courses are principled and effective; that effective in-house quality assurance and review procedures are in place, involving assessment of actual teaching and learning, as well as the verification of systems; and that the findings and recommendations from quality audits are analysed and acted upon. Quality assurance depends crucially on the development of basic instruments: specific and relevant accreditation criteria; charters and/or a code of practice; reference to international standards and principles; quality-assessment or accreditation checklists; a self-assessment scheme; self-help training guides for managers and staff; and a corps of trained assessors/inspectors.

Questions for consideration

- Would it be desirable to develop an accreditation scheme for language courses provided for adult migrants? If so:
- Should such a scheme be international?
- What would the key assessment criteria be?
- What preparatory work and consultation would be necessary?
- How would such a scheme be developed, and by whom?

9. Contributions by non-governmental organisations (NGOs)

Sophie Dimitroulias (Vice Chair of the Association of Women of Southern Europe/AFEM)

The INGO Conference is the fourth pillar of the Council of Europe and exists on an equal footing with the other three. Its role is to promote the values of the Council of Europe and to express views that might not otherwise be heard.

Who are we talking about at this seminar? Are the policies and the instruments that have been devised for their implementation appropriate? What about the gender perspective (see Article 14¹² of the European Convention on Human Rights)? This presentation is concerned with a category of migrants who are “legal”, and within this category with the sub-category concerning family reunion. Migrants in this sub-category are mostly women, many of whom are illiterate and isolated. We have the impression that states are trying to do something to meet the needs of this group; during the seminar various recommendations have been referred to, all of which come to similar conclusions. Today migration is dominated by women, which is very different from the situation that obtained in the 1970s. Men and women do not have the same freedom to move around, and women are particularly vulnerable to segregation. Gender inequality, though often invisible, is widespread in the employment sector, where women are not paid the same as men. How do we address gender inequality in public policy? According to the Council of Europe there is a legal vacuum in European legislation, and the violation of women’s rights is even more likely when they do not have independent status. If we fail to take account of the situation and profile of the individual migrant, it is impossible to talk about educational or linguistic policy. What we need is a realistic policy that does not separate linguistic and educational from other issues. This is not a matter of language learning but of developing policy that allows people to access employment and education so that they can make progress in their lives. We also need a policy on providing women with information about their rights. It is essential for the future of European society and democracy that these matters are addressed.

Véronique Laurens (Educational adviser; Training Integration Centre, CIMADE; Liaison Committee for the Promotion of migrants and persons seeking integration - CLP Network)

Proficiency in the language of the host country is central to the integration of anyone who has come from elsewhere and is (re)building a new life in a European country. It is now a major political issue because, in the face of the perceived relative failures or successes of their integration policies, member states have, since the year 2000, been revising and, in many cases, tightening up their policies on the linguistic integration of adult migrants, increasingly linking the learning of their languages with the right of residence.

This political change diverges from the objectives of the language training of adult migrants on the didactic level: the concept of linguistic integration is meaningless from a learning point of view unless it

¹² The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.

is detached from the administrative and legal levels of the right of residence, because the learning of the host country's language does not predate integration, of which it is instead one of the instruments and outcomes.

CIMADE¹³ and the CLP¹⁴ are recognised players in the field of language training for adult migrants in France. It is on the basis of their training courses, theoretical and practical research and publications that a few remarks will be made here on the didactic and political levels in order to contribute to member states' reflection on developing their language policies with respect to adult migrants.

From a logic based on training mechanisms and personal status to one that takes into account learning contexts and needs

Consistent training “engineering”

The adult migrant training sector in France is characterised by a juxtaposition of training mechanisms put in place by the state and by local and regional authorities. These mechanisms take into account particular groups according to administrative categories (age, benefits received, legal status). This basis for division uses criteria that probably have the merit of being potentially objective, but the accumulation of mechanisms within a geographical area leads to an opacity and a lot of inconsistencies in the shaping of the language training itineraries of adult migrants, not best serving the integration paths in the host society. It seems to us far more productive and relevant to take into account the situations in which people find themselves, and their learning needs, in order to construct training responses that are genuinely innovative, appropriate and effective.

A teaching approach that takes account of complexity and situation

In order to take contexts and needs into account, thought must immediately be given to the complexity of the issue of language learning by adult migrants. A person undergoing training lives in a complex and heterogeneous world. The target audience must be presumed to be adult and responsible, so there must be no attempt to reduce and simplify for the sake of greater accessibility, and this means taking note of the complexity of a situation of immersion and using it in the training approach. It is a whole, complex adult capable of understanding complexity who is being addressed. This realisation should change current representations of adult migrant learners, on the one hand, and the teaching approaches used with these people, on the other.

The work of the Language Policy Division of the Council of Europe confirms the correctness of this position: the *Common European Framework of Reference for Languages*, for example, makes it a basic principle that all language learners, whoever they may be, are and should therefore be regarded as “social agents ... who have tasks ... to accomplish”. Adult migrant learners, like all language learners, are people coping with certain situations. It is through an analysis of the situations in which they find themselves, and of the action that they need to take in those situations, that language learning needs can be identified and ad hoc training programmes devised.

Using language learning as an instrument to manage migratory flows

The policy guidelines of the Language Policy Division of the Council of Europe on the issue of the linguistic integration of adult migrants are in marked contrast with recent developments in the linguistic integration policies of member states: on the one hand, a vision of integration based on an intercultural approach in which the language is learned because it is experienced in social and occupational exchanges in context, in the host countries, during meaningful activities; on the other, a concept of language transformed into a selection criterion for distinguishing migrants who can be integrated from the others. Member states' language policies on the integration of adult migrants seem to us to be questionable from four points of view.

¹³ CIMADE has been working to defend the rights of migrants and refugees since 1939 and assists people throughout administrative and legal processes. Since the 1970s, the association has been active in the training field, providing training in the framework of various mechanisms and projects, training trainers, providing educational support for voluntary or paid workers in the field, producing teaching aids and helping to build on previous experience. www.cimade.org

¹⁴ The CLP is a network of 85 training bodies and community associations in France that share the aim of social and professional promotion of migrants and of any person undergoing a process of integration. The technical and educational team of CLP undertakes various missions for the network and, more generally, for the adult migrant training and integration sector: training trainers, producing training engineering, producing teaching aids, building on experience, producing studies and research, developing national and transnational partnerships and documentary resources. The CLP's work currently focuses on: French as an occupational skill, language courses for integration, adult education. www.clp.asso.fr/

Language as a condition of right of residence

Language, long considered the means of integration, has become an unavoidable issue with respect to right of residence. There is therefore pressure to learn the language of the host country as evidence of the wish to integrate, in order to benefit from a right to stable residence, although it is stable administrative status that enables adult migrants to learn the language of the host country and set out on the path to integration.

Language is above all a right, but member states are making it a duty, thus upsetting the integration process. The logic has been reversed: the right to permanent residence is no longer conceived as an instrument of integration but as a reward for it. Learning the language, now a matter of merit, is used to distinguish foreigners who can be integrated from the others. We are seeing the educational purpose of language learning diverted for the purposes of managing migratory flows.

A frozen view of culture and values

Moreover, the wish to introduce a test of knowledge of national and European identities and values seems to be based on a frozen view of culture in which migrants must give an account of their knowledge of those values and the rules of life in society, in ignorance of, or without understanding, the intercultural processes at work in an integration process. The fact that people can give all the right republican answers does not mean that they espouse, accept or live according to the ordinary law.

Language learning in countries of origin

Furthermore, several European countries have opted to require a minimum knowledge of the language before migrants arrive. Knowing the basics of the language of the country of immigration, and perhaps having passed a test on that country's values, are conditions for obtaining a residence visa, in particular in the framework of family reunification or marriage to a national of that country. This requirement is a way of regulating family immigration (which Europe has in a way said that it no longer wants) in order to favour the principle of chosen immigration. There is a great risk that this policy will be detrimental to people who have little or no schooling or have no access to courses before their departure.

The paradoxical situation of asylum seekers

As well as imposing these increased requirements in terms of evidence of integration for people regarded as legal migrants, European countries are not authorising access to host country language-learning for people who nonetheless have the right of residence on the grounds of asylum. In most member states, such people are subjected to a state of enforced idleness for as long as the asylum application procedure lasts: they do not have the right to undergo training, they do not have the right to work: all they have is the right to wait for the authorities to decide their fate. This wait may last anything from six months to three or four years. It is a question of common sense to consider that using the waiting time during the asylum procedure profitably, rather than enduring it, thanks to access to host country language-learning, vocational training and the employment market, would be a significant step in the integration process once the person has gained refugee status. Refugees have a recognised status. Every asylum-seeker should thus be treated as if he/she were a refugee and enjoy the same rights as people with refugee status, at the very least access to host country language-learning.

Conclusion

It would be impossible to recommend too strongly that member states give (fresh) consideration to the positions of the experts of the Language Policy Division of the Council of Europe and the testimony of those working on the ground, whom we are representing here, when devising their integration policies, so as to put in place policies allowing innovative training responses making language learning possible during the integration process, and to introduce legislation that guarantees that people's rights are respected.

We would like to thank the Language Policy Division of the Council of Europe for inviting us to speak at this intergovernmental seminar and for the work done in the Division, which enlightens and accompanies current and future changes in the field of language training for adult migrants.

"Let us trust one another: integration is you and us"¹⁵.

¹⁵ Invitation in the form of a hope expressed by asylum-seekers living in Paris at the closing ceremony of an assistance and training project implemented by CIMADE and its partners as an experiment, in the framework of the European EQUAL Programme (ESF) from September 2005 to December 2007.

10. Possible future actions by the Language Policy Division

Joseph Sheils

Joseph Sheils noted that the Council of Europe provides a platform for dialogue and co-operation in the development and implementation of policy regarding language and migration. It can draw on many years' experience and networks of expertise in the area of language policies and practices to provide advice and assistance in relation to the specific needs of member states. The Language Policy Division already offers to develop a Language *Education Policy Profile*¹⁶ for member states. This entails a self-assessment by the country with the support of Council of Europe experts, leading to a forward-looking report with concrete suggestions which can provide a basis for future action by the national authorities. Perhaps consideration should be given to introducing a version of this activity that concentrates specifically on the linguistic integration of adult migrants, focusing on such issues as the use of the Common European Framework of Reference for Languages (CEFR) to design needs analysis instruments and tailor-made language programmes; language tests and other assessment instruments (including the European Language Portfolio (ELP) as a focus for portfolio assessment); and quality assurance mechanisms concerning language training.

In addition it would be possible to organise national, regional or European events – the Language Policy Division could help a member state to prepare a seminar on a priority topic related to language requirements and training. Also, the survey on language requirements and training in member states (reported in 2.1 / 2.2) could usefully be updated on a regular basis, perhaps every two years. In the next phase, the Council of Europe will expand on the work done so far to prepare a practical reference handbook dealing with the issues discussed at this conference: applying the CEFR principles and proficiency levels in migration contexts; using portfolio approaches; defining learning needs and suitable courses; applying European quality standards in language training; developing and implementing fair and impartial language tests according to the highest professional standards. A follow-up conference is foreseen in mid 2010.

¹⁶ See www.coe.int/lang - Homepage 'Language Education Policy Profiles'.

La demande d'assistance des états membres (ou régions ou villes) porte généralement sur leurs politiques linguistiques dans leur ensemble, mais il peut tout à fait être envisagé de cibler des secteurs précis, tels les dispositifs relatifs aux migrants

Appendix 1: Evaluation questionnaire

The seminar evaluation questionnaire was completed and returned by 42 participants.

The first three questions invited respondents to evaluate aspects of the seminar on a 3-point scale, where 1 = “*not relevant*” and 3 = “*very relevant*”.

The average responses were as follows:

1. <i>How relevant was the event for your needs?</i>	2.9
2. <i>How helpful were the seminar documents and presentations?</i>	2.9
3. <i>How did you find the design of the event?</i>	2.7

As regards possible future action by the Council of Europe in this area, participants made a range of suggestions and in particular the following ones:

- make information of various kinds available on its website;
- organize further conferences and seminars;
- develop additional tools to support the linguistic integration of adult migrants;
- provide a forum for the exchange of ideas and experience;
- foster discussion on specific themes.

Appendix 2: Programme of the seminar

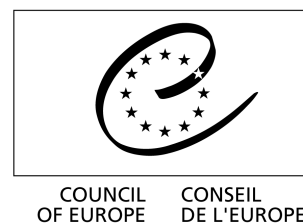
DIRECTORATE GENERAL III
Migration Division

DIRECTORATE GENERAL IV
Language Policy Division

THE LINGUISTIC INTEGRATION OF ADULT MIGRANTS

Intergovernmental Seminar

Strasbourg, 26-27 June 2008



PROGRAMME

A version of the programme containing all presentations is [available online](http://www.coe.int/lang):
www.coe.int/lang - Section 'Events 2008'

Thursday 26 June

8.15 - 9.15	<i>Registration: Agora Building - Room G 02 - Quai Jacoutot</i>
09.15 - 10.00 Chair: Joseph Sheils	<p>OFFICIAL OPENING</p> <ul style="list-style-type: none"> Gabriella Battaini-Dragoni, Director General of Education, Culture and Heritage, Youth and Sport, DG IV María Ochoa-Llidó, Head of the Migration and Roma Department, DG III Martina Ní Cheallaigh, European Commission Tineke Strik, Committee on Migration, Refugees and Population - Parliamentary Assembly of the Council of Europe <p>INTRODUCTION TO SEMINAR PROGRAMME AND WORKING METHODS David Little, Rapporteur</p>
10.00 - 10.45 Chair: Sergey Khrychikov	<p>LANGUAGE REQUIREMENTS FOR ADULT MIGRANTS IN COUNCIL OF EUROPE MEMBER STATES: <i>REPORT ON A SURVEY</i></p> <p>Claire Extramiana and Piet van Avermaet</p>
10.45 - 11.15	Break
11.15 - 12.45 Chair: Richard Rossner	<p>ROUND TABLE ON LANGUAGE PROFICIENCY REQUIREMENTS, LANGUAGE TRAINING AND ASSESSMENT</p> <p>with the participation of delegates from the Czech Republic, France, Germany, Italy and Spain</p>
12.45 - 14.30	Lunch
14.30 - 15.45 Chair: Piet Van Avermaet	<ul style="list-style-type: none"> <i>Languages in integration policies for adult migrants</i>: Jean-Claude Beacco <i>The 'Common European Framework of Reference for Languages' and the development of policies for the integration of adult migrants</i>: David Little <p>Discussion</p>
15.45 - 16.15	Break
16.15 - 17.45 Chair: Hans-Jürgen Krumm	<p>CASE STUDIES</p> <ul style="list-style-type: none"> <i>The new German integration policy - the implementation of a nation wide integration course</i>: Carola Cichos <i>Tailor-made language education for beginners in Dutch as a second language</i>: Jeroen Devlieghere <i>The new pilot project in Lombardy for adult newcomers: "Certify your Italian. A language for knowing and making yourself known"</i>: Antonello Grimaldi <p>Discussion</p> <p>Summing up of Day 1: David Little, Rapporteur</p>

Friday 27 June

09.00-10.30 <i>Chair:</i> Günther Schneider	THE ASSESSMENT OF LANGUAGE PROFICIENCY: <ul style="list-style-type: none">• <i>Language tests for social cohesion and citizenship:</i> Henk Kuijper• <i>An alternative approach to teaching and assessment: the experience of Integrate Ireland Language and Training:</i> Barbara Lazenby Simpson Discussion THE PROVISION OF LANGUAGE TRAINING <ul style="list-style-type: none">• <i>Quality assurance in the provision of language education and training for adult migrants:</i> Richard Rossner Discussion
10.30-11.00	Break
11.00 - 11.30	NON GOVERNMENTAL ORGANISATIONS <ul style="list-style-type: none">• Sophie Dimitroulias, Association of Women of Southern Europe (AFEM)• Véronique Laurens, CIMADE / CLP
11.30 - 13.00 <i>Chair:</i> Jean-Claude Beacco	CLOSING SESSION <i>Tour de Table / Plenary discussion</i> <i>Summary of Conclusions:</i> David Little, Rapporteur <i>Close of seminar:</i> Joseph Sheils / Sergey Khrychikov

The financial support from Luxembourg and Ireland for this project is gratefully acknowledged by the Language Policy Division

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- Jean-Claude Beacco, University of Sorbonne Nouvelle, Paris III, France
- Carola Cichos, Federal Office for Migration and Refugees, Nürnberg, Germany
- Claire Extramiana, Délégation à la langue française et aux langues de France (DGLFLF), Ministry of Culture and Communication, Paris, France
- Hans-Jürgen Krumm, University of Vienna, Austria
- Richard Rossner, Chief Executive, The European Association for Quality Language Services (EAQUALS)
- Günther Schneider, University of Fribourg, Switzerland

Other Presenters

- Jeroen Devlieghere, 'Nederlandse Taalunie' (Dutch Language Union)
- Sophie Dimitroulias, Vice-Chair of the Association of Women of Southern Europe (AFEM); Delegate to the Council of Europe INGO Liaison Committee
- Antonello Grimaldi, Struttura Interventi Sociali, Direzione Famiglia e Solidarietà Sociale - Regione Lombardia, Milano
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- Véronique Laurens, Training Integration Centre, CIMADE (migrants' rights organisation); Liaison Committee for the Promotion of migrants and persons seeking integration (CLP)
- Barbara Lazenby Simpson, Trinity College, 'Integrate Ireland Language and Training', Dublin

Council of Europe Secretariat

- Joseph Sheils, Head of the Language Policy Division, DG IV
- Philia Thalgott, Administrator, Language Policy Division, DG IV - Seminar coordinator
- Sergey Khrychikov, Administrator, Migration Division, DG III

Appendix 3: Survey 2008

COUNTRY

Respondent:

Function & Institution

General information on the country:

Number of entries per year (foreigners)		
Number of foreigners in the country		
Total Population		
Ration (in %) of foreigners in total population		

- A. Family Reunion**
- B. Work Permit**
- C. Citizenship (Nationality)**

(one table per category)

Specific regulations?

No	Yes, specified below	Yes, same as for ...

1 2 3 4 5 6 7

Language test before entering host country

Integration programme

Tuition officially offered
Duration /
Type of institution

Tuition entry level

Tuition end level

Tuition cost for migrant

Sanctions if no/ low attendance

[Type of answer - indicate *one* of the options in this line]

NO/YES

NO or OPTIONAL or OBLIGATORY

NO or OPTIONAL or OBLIGATORY

A1.1 >

A1 - C2

0,00 euros (approx.)

NO YES, no attendance YES, low attendance

ALL >							
<i>EU Residents: only fill in if special arrangements applicable</i>							
COMMENTS							
GENERAL COMMENTS							

8	9	10	11	12	13	14	15
Quality of tuition	Content of tuition	Language test (+ cost for candidate)	Sanctions if test not taken or failed	Knowledge of Society of Tuition (KoS)	KoS test	KoS test cost	Date of legislation
a) course accreditation: yes/no b) inspection: yes/no c) teacher training: yes/no	a) listening, speaking b) reading, writing c) everyday language tasks d) work-related	NO or OPTIONAL or OBLIGATORY approx. cost 0,00 euros	YES, not taken YES, failed	YES, integrated YES, independent NO	NO or OPTIONAL or OBLIGATORY (in which language)	approx. cost 0,00 euros	DATE

For further details please refer to the powerpoint presentation attached to the [programme](#) containing all presentations, which is available online on the Language policy website: www.coe.int/lang - Section Events (2008)

Appendix 4: Seminar Documents

CONCEPT PAPER

The role of languages in policies for the integration of adult migrants

Jean-Claude Beacco

THEMATIC STUDIES

NB : The following studies were published in a single volume (paper form); several footnotes refer to 'Parts' in the volume corresponding to the various studies.

I. *The 'Common European Framework of Reference for Languages' and the development of policies for the integration of adult migrants*

David Little

II. *Quality assurance in the provision of language education and training for adult migrants - Guidelines and options*

Richard Rossner

III. *Language tests for social cohesion and citizenship - an outline for policy makers*

ALTE Authoring Group (Association of Language Testers in Europe)

IV. *Language learning, teaching and assessment and the integration of adult immigrants. The importance of needs analysis*

Piet van Avermaet & Sara Gysen

V. *Tailoring language provision and requirements to the needs and capacities of adult migrants*

Hans-Jürgen Krumm / Verena Plutzar

CASE STUDIES

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

David Little

II. *The role of literacy in the acculturation process of migrants*

Hervé Adami

III. *Language Learning in the Context of Migration and Integration - Challenges and Options for Adult Learners*

Verena Plutzar & Monika RITTER

IV. *Education: Tailor-made or one-size-fits-all? A project commissioned by the Nederlandse Taalunie*

ITTA/Elwine Halewijn; CTO/Annelies Houben, Heidi De Niel

V. *Living together in diversity - Linguistic integration in Flanders*

Reinhilde Pulinx

COUNCIL OF EUROPE TEXTS

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

White Paper on Intercultural Dialogue "Living Together As Equals in Dignity" : www.coe.int/dialogue

Appendix 5: List of Participants

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