

# THE LINGUISTIC INTEGRATION OF ADULT MIGRANTS

INTERNATIONAL SEMINAR

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Délégation générale à la langue française et aux langues de France (Ministry of Culture and Communication)

Council of Europe

*in co-operation with*

the Ministry of Employment, Social Cohesion and Housing  
and the Centre international d'études pédagogiques

The following is a summary of the September 2005 international seminar.

It does not take into account any subsequent developments, even where such were known at the time of publication.

*The views expressed in this publication are those of the seminar participants and do not necessarily reflect those of the organisers (the Office for the French Language and the Languages of France (Ministry of Culture and Communication) and the Council of Europe, in co-operation with the Ministry of Employment, Social Cohesion and Housing and the Centre international d'études pédagogiques (CIEP).*

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## Foreword

The seminar held on 26 and 27 September 2005 at the Centre international d'études pédagogiques (CIEP – *International centre for pedagogical studies*) in Sèvres near Paris marked an important stage in the French authorities' reflection on the subject of language proficiency as a factor in the integration of migrants into their host society. This reflection was considerably assisted by the participation of experts from several European countries who agreed to engage in a two-day discussion on the linguistic integration of adult migrants as observed in various countries.

The Office for the French Language and the Languages of France (Ministry of Culture and Communication) and the Council of Europe Language Policy Division took the initiative of organising this event at the CIEP in conjunction with the Department for Population and Migration and the Office for Employment and Vocational Training (Ministry of Employment, Social Cohesion and Housing).

Thanks to the exemplary collaboration which led to this seminar on the integration of adult migrants, it was possible to make progress in the approach to a topical issue which is common to many European countries. Behind the term integration is a need to extend an appropriate welcome to those who arrive in our countries legally and help them develop their full potential in our societies. From the linguistic standpoint, which is our more specific concern, successful human and social integration requires the acquisition of appropriate skills in the language of the host country. Insufficient command of the language inevitably leads to social, cultural and occupational exclusion.

Given that the public authorities in France are currently implementing a new policy for the reception of new migrants with the general introduction of "reception and integration contracts", it was felt that it would be a good idea to compare the situation in various European countries. Such a comparison would also be helpful for other countries experiencing rapid growth in this field.

This comparison was made not only on the legal and institutional aspects and on changes in the methods and means of funding, but also on the aspects of educational practice, theory and assessment, and on the qualifications awarded at the end of training. The seminar also looked at the importance of learning the language of the host country for gaining access to employment and vocational training schemes, and compared existing and planned measures in the various participating countries and how they were implemented in practice.

It is important for the constructive discussions held during these two days to be continued both in France and in the countries where the linguistic integration of adult migrants is a subject of concern, and we hope that this publication will contribute to this aim.

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## Introduction

These two working days followed on from a first seminar organised in June 2004 at the CIEP in Sèvres. It became apparent at the time that the situation in the various countries invited to participate was changing, and that it would be useful to take stock of developments at a subsequent meeting. Furthermore, in the absence of any experts sufficiently specialised in the question, it had not been possible to discuss certain key aspects of the general issue of the linguistic integration of migrants other than very briefly; this was the case in particular for language training in connection with adult vocational training.

The Council of Europe, whose Language Policy Division (in Strasbourg) produced the *Common European Framework of Reference for Languages*, adopted as a reference by most European countries, helped organise this year's seminar, and is due to take over some of the follow-up work. At its own request, ALTE (the *Association of Language Testers in Europe*) presented its work on language testing and certification.

The following countries and organisations were represented at the seminar by specialists: Germany: Ministry of the Interior and the German Institute of Adult Education, Austria: Austrian Integration Fund and the Vienna Integration Centre, Netherlands: Ministry of Justice and the University of Amsterdam (ITTA Institute), Denmark: Ministry of Immigration and Integration, United Kingdom: the University of London (*London South Bank University*), Ireland: the University of Dublin (*Trinity College*), Quebec (Canada): Ministry of Immigration and Cultural Communities.

This summary does not cover all the work of the first seminar in June 2004, the report on which can be consulted at <http://www.culture.gouv.fr/culture/dglf/>. Rather, it focuses primarily on new developments that had come to light and those aspects that could not be clarified the previous year. Lastly, the data sheets describing the situation in each country have been updated.

## Recent administrative developments

Changes were noted in most European countries over the past year, with the pace of change having accelerated in comparison with previous years. There is clear tension in connection with these issues in a number of countries, doubtless due to a real or presumed increase in migratory pressure and/or integration approaches that have failed to achieve their objectives.

The trends seen in recent times include requiring immigrants to know the host country's language (tested by an often mandatory examination) and a tendency, at times relatively pronounced, towards selective immigration with language acting in certain cases as a selection factor ("language filter") likely to discourage poorly-qualified immigrants.

Over the past year some countries have drafted new legislative and regulatory provisions, while others have reworked existing ones. Germany, for example, introduced the Law of 30 July 2004 and the Regulation of 13 December 2004, both of which came into force on 1 January 2005, while the United Kingdom issued two consultation documents proposing amendments to existing arrangements: *Controlling our borders* and *Selective Admission*, both with the subheading *Making migration work for Britain*. The Austrian Law of 16 August 2005 is due to come into force on 1 January 2006, and new legislation in preparation should introduce changes in the Netherlands in 2006. Finally, in Denmark, a reform in June 2005 makes family reunification subject to a written undertaking from foreign nationals already residing in the country to assume responsibility for Danish language training for those persons they wish to bring into the country.

At the same time, the financial resources allocated by the authorities to language training for immigrants has not substantially increased in any country.

This contrast between the relative tightening of requirements and the stagnation of financing gave rise to sometimes lively discussions among participants, particularly regarding the cost effectiveness, length and ultimate aim of the training courses offered.

An emphasis was also placed on the need to ensure the quality of both the tuition and language examinations. This depends on teacher qualification and experience, building up a series of courses that meets the target groups' general or specific needs, establishing valid and reliable procedures to verify acquired skills, and appropriate assessment of training organisations.

## Definition of the language obligation

The obligation may refer to language training and an examination. With the exception of Quebec, and to a significant extent Ireland, two countries where language training is voluntary and where there is no compulsory examination, the aim of the language courses and the examination is, depending on the case, obtaining residence status or the acquisition of citizenship. The State is responsible for imposing the language obligation and consequently draws up the arrangements for teaching and assessing the required language skills. The cost of the tuition and the examination may be borne by the State or the immigrant may be required to foot all or part of the bill. This greatly enhances the psychological impact of the obligation.

If the candidate does not pass the examination, he or she may be refused residence or not granted citizenship. Because of this, the question of a compulsory language examination gave rise to lively debate.

The issue of the language obligation raises the question of the required language standard. In Europe the six-level scale in the *Common European Framework of Reference for Languages* (Council of Europe) is used<sup>1</sup>. The required standard within this scale varies from one country to another.

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<sup>1</sup> Levels of the *Common European Reference Framework for Languages* ([www.coe.int/lang](http://www.coe.int/lang))

Elementary levels		Intermediate levels		Advanced levels	
A1	A2	B1	B2	C1	C2
A1.1					

France has an examination at elementary level (A1.1) which candidates sit after tuition of substantial but variable length (between 200 and 500 hours). A pass in the examination is required in order to obtain the ten-year residence permit and acquire French nationality, both procedures calling for the same language requirements.

Germany, on the contrary, aims at a higher level (from A2 to B1) following a somewhat similar length of training (600 hours); the examination is not mandatory for residence, and regular attendance at the course is considered sufficient.

Austria lies halfway between the two systems, since the level aimed at (A2 rather than A1 as from 2006) is an intermediate level for a course lasting 300 hours.

Denmark has the most ambitious system in terms of course length, but while the final examination is mandatory, resident status is not dependent on passing the examination, although naturalisation is.

In the United Kingdom, it is only for naturalisation purposes that candidates must pass the citizenship examination and have oral language proficiency at level B1.

The Netherlands is a special case: except with regard to “special” individuals, the State plays no part in tuition and the onus is on immigrants to arrange their own training in order to pass the “integration examination”, which includes a section on Dutch society and a language component, reflecting the language obligation proper.

In Ireland, work-permit holders must have level B2; those seeking a residence permit but not a work permit must have level B1, although most people in the latter category nevertheless aim for level B2.

## **Obligations, incentives and sanctions**

Regular attendance at courses represents a considerable effort for immigrants and is necessary for them to learn the language: course organisation and success also depend on it. The participating countries have taken very different initiatives to ensure that learners attend regularly and make a success of their tuition.

In cases where the State organises language training, such courses must be commenced and completed within a specified time scale (Germany, Austria, Denmark, the Netherlands, France).

So that immigrants can devote themselves entirely to intensive courses, some countries (Quebec, Denmark, the Netherlands) not only provide free courses but also offer allowances or subsidised loans.

Other countries, however, consider that the immigrants’ financial participation boosts their commitment. Accordingly, Germany charges them €630, of which €100 is due at the start of the course; if immigrants have not reached level B1 at the end of 630 hours, they are required to pay in full for the additional course hours. Germany believes it has reduced absenteeism in this way.

Incentives are offered: a pass can mean a shorter waiting period for obtaining a residence permit (Denmark, Germany); training organisations with good results are given bonuses (Denmark).

Finally, penalties also vary: withdrawal of remuneration (after an absence of five days without justification in Quebec); increase of the amount payable by the immigrant (depending on the course duration in Austria); reduction or withdrawal of the unemployment allowance (Germany, Austria); penalty payments at increasing rates (Austria); non-renewal of residence permits (Netherlands).

## **Training programmes**

Courses are designed in accordance with parameters such as the level aimed at, learning profiles and the additional non-language components, generally knowledge of the host society. The central issue of learning profiles is related to the educational level of the learners.

France has opted for an elementary level (A1.1) accessible both to immigrants with previous schooling and to those with little or none; eventually, an examination for the DILF diploma (spoken language only) will be obligatory at the end of training.



Austria has chosen a 75-hour literacy module, coming before the general German language module, but the language examination is both written and oral (A2) whatever the learning profile.

Quebec does not provide literacy training, but the focus of training is on oral skills for learners who have had less than eight years of schooling.

In Denmark and in Germany, training courses are run according to three learning profiles: in Germany, slow, medium or fast progress (the target level being A2 to B1); in Denmark, learners with no previous schooling, learners with little schooling, and learners with several years of schooling (the respective levels being A2 for written, B1 for oral, B1/B2 for oral and B1 for written).

The separation between oral and written skills also applies in the Netherlands: immigration applicants undergo an oral examination based on oral comprehension and writing (level A1-); for immigrants already settled in the country, the target level is A1 in writing (oral A2), whereas new arrivals must show level A2 in both oral and written tests. Immigrants already settled in the country with less than eight years of schooling must also sit the integration examination, as must unemployed immigrants.

In France, knowledge of the host society is covered by one day of obligatory civic training, designed to inform new arrivals of the values and key principles of the French Republic, and an optional day ("Living in France"), aimed at providing practical knowledge of French society and the various public services. However, there is no examination at the end to test the participants' knowledge. In contrast, the integration examination in the Netherlands places language skills and knowledge of Dutch society on the same level. In Germany, the 30-hour module is given after language training, but participants do not sit a final examination.

It is perhaps in Quebec where familiarisation with the host society is most specifically catered for as part of language training. The syllabuses in the three courses explicitly lay down social and vocational integration and knowledge of Quebec and of social and cultural codes as topics to be dealt with orally and in writing – as well as the traditional topics of interpersonal relations, services, health and housing.

## **Hours allocated to training**

It is very difficult to link the number of hours of training and the language level to be achieved, as this depends on several correlated factors, in particular the initial skills of the learners and their availability, the pace – intensive or extensive – of the training, the methods adopted and the quality of the trainers, and the type of assessment procedures.

Some training organisations consider that the State authorities could make better use of their expertise here, as this is their particular field. In point of fact, there is a huge range in the number of hours of training funded or jointly funded by the public authorities in the various countries.

At one end of the scale, Quebec offers the most training hours, even though Canada has opted for a system of selective immigration. People with little schooling (less than eight years) receive 1,200 hours of intensive tuition (30 hours per week) to reach level A1/A2; and people with more than eight years of schooling receive 1,000 hours to reach level B1/B2.

At the other end of the scale, Austria expects learners to reach level A2 in 300 hours (with 75 hours of literacy tuition for people with little or no schooling), and Germany believes it needs co-fund no more than 630 hours to enable immigrants to attain level B1, the level for which Ireland provides 1,000 hours at a rate of 20 hours per week. However, it should be noted that most of the immigrants in Ireland come from Poland or Lithuania, which are countries with a good standard of education.

Between these two extremes, the Netherlands estimates the average training time needed to reach level A2 at 600 hours, while France considers 350 hours to be the average length of semi-extensive modular training (6 or 12 hours per week) needed by people with little or no schooling to reach level A1.1, the intermediate stage of level A1.

The representative of the German Ministry of the Interior acknowledges that there is a link between the high level of language requirements in Germany (630 hours of training for level B1) and the aim of limiting the number of low-skilled immigrants.

In general, there is little consensus among educationalists regarding the methods to be adopted and the number of hours of training required for immigrants with little or no schooling, or those whose writing system uses a non-Latin alphabet. France stands out by having specified a level A1.1, the intermediate stage of level A1 in the *Common European Framework*, which is linked to the *diplôme initial de langue française* (DILF), the first level of certification in French for people with little or no schooling.

## Cost of tuition

Training costs are even more difficult to compare than the number of hours.

Germany provides a precise estimate of the hourly cost per learner in approved organisations: €3.05 (€1 paid by the immigrant and the remaining €2.05 paid for by the State). It notes that the individual cost of training is €4 or even €5 per hour in commercial companies. Accordingly, Germany spends on average almost €1,300 per person out of the estimated average training cost of €1,900. In 2005, the total budget allocated by Germany to language training for immigrants amounted to €208 million.

In Austria, costs are evaluated in much the same way as in Germany: €350 per person for 100 hours, or €3.5 per hour.

Quebec also provides cost data: €2,600 per person, excluding allowances, for a full-time intensive course (10,000 people) and €400 on average for part-time courses (9,500 people), which gives an average hourly cost of €5 for full-time and €3 for part-time training.

Comparisons are also extremely difficult to make between countries where the budgets spent on these measures can only be compared globally to the number of people in training, without being able to take account of the different types of training provided. We therefore have a very vague scale of official investment ranging from €950 on average per person in the United Kingdom, to €2,600 in Quebec, with France at about €1,700; this corresponds to an hourly cost close to Germany's and similar to Quebec's. Denmark invests €120 million in language training for 50,000 immigrants, or €2,400 per person on average.

The United Kingdom, however, notes there is insufficient funding (£256 million or €358 million for 400,00 people enrolled in various courses), and is considering requiring immigrants to pay for part of their training.

## Training organisations

There are three questions concerning training organisations: how they are chosen, how they perform and how they are assessed.

In Germany, the Federal Office for Immigration and Refugees is responsible for accrediting and evaluating language centres. It accredits some 2,000 training organisations according to three criteria (solvency, capacity, quality), and accreditation renewal is dependent on a three-yearly evaluation.

In Austria, training organisations (of which there were 259 in 2005) are selected according to their experience, and accreditation is valid for three years, but this accreditation can be withdrawn at any time (there have been two cases where this has happened).

In France, organisations are chosen for one year in response to a tendering procedure.

Some countries (Austria, France, Denmark) require trainers to have formal qualifications in foreign language teaching. In Quebec, teachers must attend in-service training courses.

Where there are no student examinations or training inspection of language centres, it is difficult to judge how they perform. Currently, the United Kingdom is the only country to have an inspectorate. In Quebec, teacher monitoring is made easier by the fact that teachers are paid directly by the government. In the Netherlands, as in France, market competition serves as a means of improving the performance of training organisations.

Most countries evaluate not only their language centres but also the actual syllabuses. Germany has issued a call for tenders to evaluate all aspects of the public language integration programme

(validity of the accreditation procedure, learner participation, teaching quality and funding), based on a European comparison.

## Assessment

Language skills are often (but not always) assessed by means of an examination (whether certificated or not). Wherever an examination is mandatory, certain procedures must be complied with to ensure its validity and reliability.

Another advantage of the language examination is its effect on the training leading up to it. For the learner, the examination is a target which can make the learning process all the more worthwhile. Alongside these advantages, however, one drawback was highlighted during the discussion: the stress of the examination may undermine the benefits of learning. To this can be added the cost of the examination when paid for by the learner.

An alternative or supplementary solution to certification is the European Language Portfolio (ELP). Ireland has adapted this Council of Europe learning and self-assessment tool to immigrants and Austria has followed its lead by drawing up a *Qualification Portfolio for Immigrants and Refugees*. The advantage of the portfolio lies in the fact that it sets out the learner's linguistic and intercultural skills in a documented fashion.

Assessment by means of a test or certificate is used in all countries, with the notable exception of Quebec where language tuition is voluntary for immigrants, and Ireland, where it is voluntary for refugees and asylum seekers.

The status and conditions of the examination vary considerably in the countries represented at the seminar. Further information can be obtained from the comparison table.

France has a series of national foreign language diplomas open to immigrants. The DILF (level A1.1) was designed as part of the A1 to C2 progression (A1 to B2 for the DELF and C1-C2 for the DALF). Not only do these qualifications offer a guarantee of validity, reliability and fairness, they are also a source of motivation for the learner.

The ALTE (Association of Language Testers in Europe) reported on its session on language and citizenship during the Berlin seminar in May 2005. As examinations have repercussions on the immigrant's personal life, ALTE recommends a set of ethical and qualitative standards. Three questions are used to measure compliance with these standards: what you test, how you test and how you use the results of the test. According to ALTE's code of good practice, assessment must meet the requirements of validity, reliability and fairness.

Doubt has been cast on the reliability and validity of some language examinations, with criticism of the content of, or the arrangements for sitting, certain examinations, which some regard as too difficult. It is also claimed that the machine-administered test, which applicants for family reunification must undergo to obtain an entrance visa, does not comply with the relevant validity criteria.

Other participants criticised the use of these examinations to control the flow of immigrants or access to nationality: the ratio of hours to levels to be reached makes these examinations inaccessible to some immigrants. They also stressed that examination preparation as the only objective of learning may reduce the quality of training.

The hotly debated issue of skills assessment clearly warrants more in-depth consideration at European level.

## Language and occupational context

Mastering the language is a general precondition, not only for social and civic integration but also for occupational integration and mobility. Moreover, the growing technical nature of most jobs and the tightening of safety standards give rise to new requirements. Simply holding a job sometimes requires an updating of language proficiency.

First, the nature of the language skill required in companies was discussed. Companies need communication skills, but not only that: it is not enough just to understand or pass on an instruction; an ability for discernment, discussion, choice or even operational strategy is also required.

Language tuition for working with a company should not therefore just contain lists of specific vocabulary, but should be based on more general training, enabling employees to acquire common and communicative skills.

There are several possibilities depending on whether the training occurs before taking up employment, on entering the job or in in-service or reskilling training.

Programmes for entering or resuming employment are offered to newly-arrived immigrants or the unemployed in several countries. These programmes may develop outside the company context in adult training centres. In the United Kingdom, the Department for Work and Pensions has, together with employers, drawn up a national access-to-work strategy for refugees, offering them English classes and information on the job market. Other national programmes have been set up in some public sectors, such as health.

In both other cases, language training is taken either during working time or in further education courses.

An experiment has been under way for five years in the Netherlands, seeking to incorporate vocational training and language training into the working environment. Fifty percent of employers to whom this formula was proposed were in favour and took on trainees undergoing training. There would appear to be two advantages to this formula for companies: training their employees themselves in the company's business and culture; and giving other employees the chance to update their knowledge by indirectly organising a technology watch.

In Denmark, an experiment began in 2002-2003 in which the municipalities funded language classes in 35 partner companies. A handbook for employers was drawn up in order to harmonise the expectations of immigrants, companies and training providers, and to set out precisely the shared objectives. The difficulties encountered lay in the wide variety of the groups concerned in the companies, the viability of the classes and the possibility of running them in working hours.

These difficulties were also encountered in Quebec, where French has long been learnt in the workplace (four hours of classes per week), but where there are problems of regular attendance and slow progress. Outside the company, self-learning centres were set up in the industrial districts of Montreal for use by small companies, with long opening hours and distance learning tools. Intermediate French classes are run, as in the United Kingdom, in specific branches (health, construction, management). Lastly, schools and colleges provide short vocational evening courses including French tuition.

In the United Kingdom, an access to work strategy for refugees (asylum seekers and immigrant workers are excluded), combining language classes and information on the job market, was initiated by the Department for Work and Pensions. National projects, launched by the Treasury, aim to promote the use of English, for example, in the health sector, and to provide mentoring for refugees.

Neither Germany nor Austria has any specific language training programme with particular objectives. However, there are programmes to resettle the unemployed, including language tuition to level B1, and programmes for young people. The Vienna Integration Centre (*Integrationshaus Wien*) has also drawn up a *Qualification Portfolio for Immigrants and Refugees* (2005) whose aim is to help people to find their way around the job market by enabling them to take stock of their training, their informal qualifications, and their occupational and language skills.

In France, language tuition has been included in the Labour Code so as to figure explicitly among the types of training forming part of adult vocational training under lifelong education (see Law No. 2004-391 of 4 May 2004 regarding lifelong vocational training and social dialogue). The challenge now is to secure recognition of language learning as a vocational skill in company training plans and by the accredited joint fund collection bodies (OPCA) in the occupational sectors, to enable all employees to take remunerated language training on their own initiative. In this connection, an institutional seminar was organised on 8 June 2005 on "*French language proficiency in a professional context: the challenges for employees and companies*". In addition, a number of studies have recently been carried out, such as: "*Developing language training as part of adult vocational training in companies*". Lastly, pilot experiments have been run and framework agreements with the main branches of business are expected to be signed.

## Conclusions and prospects

These two days at times saw diverging views between the representatives of the public authorities and the experts in language learning. The issue of the language obligation in itself raised a number of questions: what is the justification for the stipulated language level? How can one identify immigrants' real needs as regards participation in community life and employment? How should the level(s) required be linked to these needs? How can one set realistic objectives in relation to the needs and abilities of individuals? To what extent does the number of hours chosen ensure that the required level is reached? When the cost of training is borne by the immigrant, does this not discriminate against the less well-off? What is the justification for language examinations (and the variable levels fixed by countries)? Are language examinations not stressful, thereby reducing the benefit of the training?

In addition, is public funding of this training, which varies greatly between the participant countries, sufficient to attain the integration objectives assigned to this training?

Whatever the differences in viewpoints, the comparison of approaches was rewarding and brought up ideas which can contribute to the reflection on this complex subject. Three ideas merit particular attention:

- **Training provision better suited to learners:**

If the training is to be successful, the learning profile must be taken into account; the German and Danish models furnish proof that it is possible to provide training in line with three learning profiles based on schooling (no schooling, a short period of schooling, a long period of schooling) and learning objectives adapted to them (targeted levels according to the learning profile). This is linked to the issue of tuition time. Separating oral and written skills for people with little or no schooling also makes for effective training in both areas.

- **Language assessment in accordance with quality standards**

When the language examination is part of the language obligation, it must satisfy a number of rules relating to transparency and fairness. Alongside the certificate or test, which may have very different functions depending on the case in question, the *European Language Portfolio* can be profitably used to recognise the skills of learners.

- **Training beyond the standard required, in order to assist with finding employment**

The level required as part of the language obligation should not completely overlook the language requirements for vocational integration. When the language training is at elementary level, ideally there should be additional training enabling effective access to employment. In this respect, Denmark is an appropriate model in which language learning is linked from the start to the search for employment.

It is essential that vocational, initial and further training schemes offer suitable language tuition, enabling not only access to employment, but also mobility within the employing firm.

Further to these recommendations, it would be advisable to set up a network of experts with the objective of describing best practices and providing political decision-making tools in the field of linguistic integration.

The specific issue of the link between language training and the world of work was discussed in more practical terms than in 2004: this revealed the extent of the subject, which should be explored on a more comparative basis. A European seminar could be devoted to this issue. It is also recommended that a specific European working group be set up to promote awareness of these issues among employers and politicians.

Mr Joe Sheils informed the meeting that the Council of Europe's Steering Committee for Education would be adopting a new programme for the period 2006-2009 and that this should include an activity on language policy and the linguistic integration of migrants. He suggested that the relevant Council of Europe sectors should be involved in this, and that a group be convened in 2006 to work

on a specific project and prepare for a possible conference for all member states on linguistic integration in host countries. He also suggested that a sub-group be set up to look at standards and procedures concerning languages skills for naturalisation purposes. Consideration had also been given to carrying out a survey on practices in this field in the Council of Europe member states.

The participants felt that, following the two informal seminars held by France in 2004 and 2005, the matter should now be pursued at European level. The Council of Europe's Language Policy Division will be convening a follow-up group in Strasbourg in early 2006.

## Situation in each country

- **Germany**

**The law on residence, occupational activity and the integration of foreigners in the Federal Republic**, forming Section 1 of the Immigration Act of 30 July 2004, came into force on 1 January 2005. It seeks to promote the integration of foreigners into economic, cultural and social life.

In particular, it grants **foreigners the right to a programme of civic integration, primarily comprising German language training.**

Under the terms of this law, the Federal Agency for Immigration and Refugees (*Bundesamt für Migration und Flüchtlinge*) is responsible for implementing the integration programme.

There are 7.3 million foreigners in Germany. The integration programme is designed for those settling long-term in the country, ie permanent workers, refugees, immigrants entering under family reunification arrangements (80,000 per year), *Aussiedler*<sup>2</sup> (50,000 per year), and Russian Jews (20,000 per year). Foreigners already settled in Germany may also receive tuition depending on availability, generally some 50,000 to 60,000 people are given such training each year.

It has been estimated that almost two thirds of new arrivals have no knowledge of the German language.

*Aussiedler* must take, in their country of origin, a test of their knowledge of German in order to obtain a residence permit.

Once settled in Germany, new arrivals must follow a **programme of integration** including a **language module of 600 hours**, divided into two sessions, and **30 hours of civic and social education** (German culture, law and civilisation). If the learners so desire and if they have reached the specified level, a language examination can be taken, certifying that they have attained level **B1** (oral + written) of the *Common European Reference Framework for Languages*. A **certificate** is issued to those passing this exam. Where possible, the integration programme must be undertaken in the year following entry to the country, but the rights remain open for a period of **2 years**.

80,000 people started training in 2005.

**Penalties** are imposed on new immigrants for non-attendance, which can result in a 10% reduction in social welfare payments during the period of absence and is taken into consideration when extending the residence permit. In addition, passing the exam enables the immigrant to apply for **naturalisation** one year earlier than the statutory period (8 years).

This programme is implemented by the Federal Agency for Refugees and Immigrants with the supervision and funding (**€208 million** in the 2005 budget) of the Federal Government (**Ministry of the Interior**). If they can afford it, immigrants contribute a maximum of €1 per hour to the training, bringing the total personal contribution to a possible €630. The estimated hourly cost of the classes per person is €2.05.

On their (legal) entry to the country, new arrivals are given a **test** (devised by the Goethe Institute) to establish their initial level of language proficiency and to determine their language needs. This is supplemented by a personal interview to ascertain the learning profile of the new arrival (3 profiles from slow to rapid progression). If knowledge is sufficient (above level B1), the immigrant is not required to follow language training. The language training to be carried out must be determined individually and teachers must adapt their approach to each specific profile. **Interim tests** are conducted (for levels A1 and A2 respectively) at various stages in the course up to the final examination; all language skills (expression, comprehension, reading, writing) are assessed.

The language training organisations, all from the continuing education sector, are selected and accredited following a call for tenders: often they are public service structures (linked to churches, unions, adult education institutes), but private organisations have also entered the language training

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<sup>2</sup> People of German descent from Eastern Europe (Former Soviet Union states and other states in Communist Europe). *Aussiedler* have the right, as do their spouses and children, to receive German citizenship. Since 1990, almost 2 million *Aussiedler* have arrived in Germany.

market. Measures have been taken to ensure the quality of tuition: a **monitoring** body organises inspection visits to organisations and ensures the uniformity of classes and examination standards.

**Teacher training** is also arranged, especially as teachers have not always had appropriate initial training: they are given 140 hours of additional training. An instructor certification procedure is currently being trialled. In addition, instructor remuneration is currently being studied in order to harmonise practices and attract new employees to the profession.

As regards **vocational training**, employers are not involved to any large extent in the language training of their employees; few language refresher courses are given in companies.

However, a programme to resettle the unemployed, including some language tuition with the aim of reaching level B1, has been implemented and funded by the European Social Fund and the Ministry of the Interior.

Germany no longer wants low-skilled migrants as it deems the social consequences disastrous; consequently, the integration programme, tougher than others in Europe (Germany: level B1 to be reached in 630 hours maximum; France: level A1.1 oral proficiency to be reached in 500 hours maximum), is an instrument of migration policy.

### • **Austria**

The provisions of the Aliens Act, revised in 2002, came into force **on 1 January 2003**. They require third-country nationals who settled in Austria after 1 January 1998 to sign an integration agreement and follow language classes.

The law of 16 August 2005 sets out various provisions regarding the rights of foreign nationals. Some of them govern language training and should come into force on 1 January 2006.

On 1 January 2003, the Federal Government of Austria (Ministry of the Interior) introduced an obligatory **integration contract**. This measure was hotly debated in Austria, as associations claimed that the government was promoting only language assimilation to the detriment of global integration, which included occupational advancement. The main objective of the provision is, indeed, the acquisition of a basic standard of German enabling the immigrant to participate in the social, economic and cultural life of the host country. The integration programme is designed for third-country nationals legally entering Austrian territory from 1 January 2003 to settle permanently, and any foreign national settled in Austria after 1 January 1998 not yet in possession of a permanent residence permit. The following are not required to enter into the contract:

- European Union nationals and nationals of countries with which Austria has signed specific agreements;
- people who can provide evidence of a qualification in German language studies (level A1 of the *Common European Reference Framework for Languages*) or proof of adequate knowledge of German;
- infants or children attending school;
- elderly or sick people;
- highly skilled workers settled in Austria for less than 2 years.

The Law of 16 August 2005 limits the list of these exceptions; accordingly, the obligation to undergo German language training is extended to most foreign nationals settling in Austria from 1 January 2006.

When new arrivals are issued with a residence permit, they are also given a brochure containing all the relevant information on the integration contract. In signing the application for the residence permit, new arrivals declare that they accept the integration contract. The residence permit cannot be issued without this declaration.

Under the terms of the legislation, new arrivals must undertake to attend German language and civilisation classes, of a total length of 100 units of 45 minutes, or **75 hours**. These classes comprise 3 modules: everyday life; administration; an introduction to the country and the Austrian state (European values, democratic values). The Law of 16 August 2005 specifies two distinct modules: the first, lasting 75 hours, is intended for illiterate foreign nationals, who begin by learning



reading and writing, and the second, of a maximum length of 300 units of 45 minutes, teaches the rudiments of the German language.

The language objective to be reached is level **A2**, and a final examination serves to validate the training. Training organisations are private service providers and must be approved by the Austrian Integration Fund (*Österreichischer Integrationsfonds*). No specific training is required of the teachers, who are often volunteers.

New arrivals can also satisfy the undertakings they have accepted by sitting a language test of about 20 minutes, which if passed, exempts them from attending classes.

**The cost of the programme is around €350 per person but each training organisation is free to set its own prices. The Federal government contributes 50% of the cost of the programme (up to a maximum of €182 per person), if the commitments are fulfilled within a period of 18 months following the signing of the contract. The remainder of the cost of training is paid for by the beneficiary. However, local authorities or associations may pay some of the cost if warranted by the financial circumstances of the new arrival, with the result that the amount remaining to be paid by the learner is, on average, between €80 and €100.**

The integration contract lasts for **1 year**.

A system of progressive penalties has been introduced. If new arrivals refuse to participate in the integration programme, their unemployment benefit may be interrupted for a period of 6 to 14 weeks. Following the one-year period, the individual's residence permit is renewed for only one year (instead of two). If the contract is fulfilled in less than 18 months, the new arrival is reimbursed 50% of the cost of the classes by the State (€182 maximum); if the contract is fulfilled in 18 to 24 months, only 25% of the cost of the classes is reimbursed.

If new arrivals have not commenced language classes within 3 years of arriving in Austria, they must pay the State the sum of €200. If, after a period of 4 years, the contract commitments are still not fulfilled, without a valid reason, the State initiates proceedings to revoke the residence permit. However, this strict measure can be relaxed in certain cases, in particular for family reasons.

At regional level, language tuition is made available for immigrants, other than those newly arrived. Tyrol, for example funds the training of immigrants who have been settled in the area for a long time. Municipalities such as Vienna also subsidise this type of action.

The employment agency has little to do with integration but pays for language tuition for immigrant job seekers. Many immigrants are forced to accept low-skilled jobs. German classes are regarded as adult vocational training and are subsidised as such in some regions. Social welfare payments are funded by the regions.

An information pack to assist immigrants' integration into the labour market (dealing with validation of experience acquired and language training in the workplace, and providing advice on how to negotiate the job market) has been available since May 2005.

## • **Denmark**

Foreigners account for 5% of the total population (estimated at 5.4 million).

The **Law on integration**, which assigns responsibility for integration to the **municipalities** (under the guidance and co-ordination of the **Ministry for Integration and Immigration**), was enacted in 1998. The municipalities are responsible for:

- housing refugees: refugees are sent to various locations in the country when they arrive in Denmark;
- the reception programme for new arrivals and refugees;
- granting a reception allowance.

The reception programme is intended for refugees and immigrants entering the country under family reunification arrangements. An amendment to the law of 1998 was made in July 2003 to include asylum seekers in this programme.

Municipalities are obliged to offer such programmes to all such newcomers over 18 years of age within one month of taking up residence. The programme, running for a maximum period of **3 years**, is based on an **individual contract** signed between the immigrant and the municipality within a **month** of arrival in the country. Except in special circumstances immigrants following a reception programme are not authorised to change residence for a period of 3 years.

The programme can be tailored to the needs of the immigrant; it is **free** for beneficiaries (non EU) and includes language tuition, classes on Danish society, etc, as the very explicit objective is social integration and **access to the labour market**. Under the most intensive option, immigrants must attend classes comprising **30 hours of tuition per week for six months**. However, where immigrants have a job, the municipalities are required to offer evening or weekend classes. In addition, the training provision must be flexible (length, pace, etc.).

The scheme for asylum seekers is a little different: they must follow a reception programme including classes in Danish, English and Danish culture. All asylum seekers aged between 17 and 25 must attend between 5 and 10 hours of classes per week; children aged between 7 and 16 receive classes in centres for asylum seekers. Only by complying with the programme are asylum seekers entitled to receive all their allowances.

The Ministry for Integration and Immigration defines the focus and content of Danish classes. Since the enactment of the Law on learning Danish of 1 January 2004, the language programme has comprised three courses, according to the learner's previous level of schooling: no schooling, limited schooling, extensive schooling. At the end of each course, participants must sit an **examination**, organised centrally twice a year by the Ministry. The course is divided into 6 six-month modules; each module is validated by a test to encourage participants to follow the whole programme. The level of the final examination is set at A2 for writing, B1 for oral for the 1<sup>st</sup> group; B1 for writing, B1/B2 for oral for the 2<sup>nd</sup> group; and B2 for the 3<sup>rd</sup> group. To obtain Danish nationality, immigrants must have a level of between B1 and B2 in oral and B1 in writing.

**The municipalities may run the language training themselves, or sub-contract classes to external public or private service providers. Whatever the arrangements, the municipalities are responsible for the quality of the tuition. Instructors must have sufficient professional qualifications in Danish as a foreign language: they must follow one year of training on top of their initial training.**

**There are about 50 language centres in addition to a number of operators providing language training. About 46,000 immigrants were trained in 2003. There are approximately 1,600 instructors.**

The system is **obligatory**; it is a precondition for receipt of **social welfare allowances** and **permanent resident status**. However, where immigrants are deemed to have "successfully integrated", (3 years in a steady job, and the development of a "significant link with Danish society"), they may apply for a permanent residence permit after 5 years instead of 7. If an immigrant fails the examination, the Government nevertheless considers that the commitments undertaken have been fulfilled if he or she has been awarded a certificate of active participation in the programme (minimum attendance rate of 85%). However, the scheme has an absenteeism rate in the region of 25%. In addition, immigrants must prove, at the latest one year following their arrival, that they are seeking employment: the reception allowance can only be awarded if the immigrant or his/her spouse is unable to find a suitable job offer.

The cost of the reception programme (about **€120 million** for language training) is **paid for by the State, which funds the municipalities** on the basis of: 1) a fixed sum per individual signing a contract; 2) a sum which varies according to the programme proposed (up to €1,000 per month for the complete programme); 3) a bonus in line with programme results; €2,500 each time a new arrival passes the Danish examination before the 3 year deadline, an additional amount if the immigrant finds a job, etc. This method of funding encourages the municipalities to make special efforts to promote integration. The local authorities may join forces if they so desire to manage reception programmes. **Local integration committees**, which advise the municipalities and the Government on integration policy, may be set up by the municipalities (there are currently 70 or so such committees).

The municipalities also fund **language training for employees**. Between 2002 and 2003, 35 companies offered such courses for their employees.

The classes, arranged under an agreement with the employer, may be attended in the evenings.

A handbook for employers to promote language training in companies was recently published.

**Although vocational training and language training can be combined, in practice this is difficult because of the great disparity within groups, making the classes less viable, and the problem of organising language classes during working time.**

- **France**

The French Government sought to mark a turning point in France's public integration policy when the **interdepartmental committee on integration**, which met on 10 April 2003, defined a programme of measures to promote (i) reception of new immigrants by creating a comprehensive public reception service and a reception and integration contract; (ii) the social and occupational advancement of immigrants and their children, and (iii) the fight against intolerance and for equal rights. In this context, clear priority has been placed on the learning of French by immigrant populations. The potential needs are considerable: according to a survey conducted in 1995, almost 1.4 million immigrants (excluding new arrivals) at that time required help with learning French. Decisions on more than 18% of naturalisation applications are deferred on the grounds of insufficient linguistic integration, a further indicator of the need for action in this area.

As part of the long-term inter-ministerial integration programme, whose implementation and monitoring are the responsibility of the **Ministry for Employment, Social Cohesion and Housing** (Population and Migration Department), a public immigration reception service in the true sense is being developed in France, with the aim of catering for all new arrivals (non EU) by 2006. Those for whom this reception policy is intended are foreign national admitted for the first time into France with a view to permanent settlement: primarily, these are those arriving under family reunification arrangements, foreign members of French families, recognised refugees and their families, foreign nationals whose situation has been regularised and permanent workers, in all some 110 to 120,000 people per year. The ANAEM<sup>3</sup>, set up by the Social Cohesion Act of 18 January 2005, is responsible for organising the public reception service.

The main innovation in this reception policy is the **reception and integration contract**, implemented in parts of the country since 1 July 2003 and expected to be extended to the whole country on 1 January 2006. This **individual** contract, valid for a term of one year and renewable once only, contains mutual commitments by the parties which require the immigrant to abide by the laws and values of the French Republic, attend civic classes and, if the need is identified, undergo language training; the French government, for its part, undertakes to ensure access to individual rights, instruction in the laws, principles and values of the French Republic and language learning. The reception and integration contract is signed on reception by the ANAEM, and each new arrival, interviewed separately, is offered not only the training services relating to the contract, but also optional modules on life in France and if necessary, a language assessment, an interview with a social worker and personalised social support and monitoring. The cost of the reception programme is entirely **funded by the State**.

The language tuition offered under the contract aims to provide basic oral language skills (currently corresponding to level **A1.1 oral** of the *Common European Reference Framework for Languages*). It is run and funded by the FASILD<sup>4</sup>, and lasts between 200 and 500 hours. Each signatory to the reception and integration contract who has attained the required language standard is granted a ministerial certificate of language proficiency (AMCL), issued on behalf of the Ministry for Employment, Social Cohesion and Housing, whether or not a training course was attended. Foreign nationals, wishing to obtain French nationality who are in possession of the AMCL are

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<sup>3</sup> The national agency for the reception of foreign nationals and migration (ANAEM) is a public body coming under the Ministry for Employment, Social Cohesion and Housing. The ANAEM was set up by the merger of the Office for International Migration (OMI) and the Social Service for Assistance to Emigrants (SSAE).

<sup>4</sup> The national action and support fund for integration and the fight against discrimination (FASILD) is a public body coming under the Ministry for Employment, Social Cohesion and Housing.

exempt from the language examination component of the procedure. The tuition is entirely **free of charge** for immigrants and may, in some cases, be remunerated. In addition, training provision must be flexible (geographical proximity, pace of learning, timetables, etc).

It is not mandatory to sign the reception and integration contract, but when it is signed, the prescribed training (language and civics) is obligatory. The Law of 26 November 2003 on immigration control, residence of foreign nationals in France and nationality, provides that obtaining a first residence permit shall be subject to the foreign national's integration in French society, assessed with specific reference to adequate knowledge of the French language and the principles governing French society. In making this assessment, account is therefore taken of the signing and honouring of the contract.

The elementary level of French language proficiency, recognised and validated under the reception and integration contract, is the first step in an in-depth language learning process, including both oral and written skills, and allowing effective access to the right to employment and training (pre-qualifying and qualifying training, employment), which may be offered to immigrants wishing to perfect their command of French.

**In addition, the French public authorities are finalising the design and development of a comprehensive language skills assessment and validation scheme, suitable for all immigrant populations, from the illiterate to the literate, and leading to a national certificate, the initial diploma in the French language (DILF), the first level of which is A1.1 level, required for oral skills under the reception and integration contract.**

Model examinations for this qualification, for both oral and writing, and the reference standard for the key skills in French on which it is based, were developed for the Department for Population and Migration, by a group of experts chaired by the Head of the Office for the French language and the languages of France (DGLFLF).

These tools are currently up and running and are being tested by some FASILD-funded service providers (organisations for language assessment: BPEL). All language training operators funded by the FASILD, under the reception and integration contract, will use this reference standard (for 2006 contracts signed by the establishment), and this will also apply to long-standing foreign residents in France.

**As regards learning French in the workplace, of the 1,400,000 immigrants with the potential need to learn French, whatever the length of their residence in France, it is estimated that a significant proportion are company employees, often of many years' standing.**

**Since Law No. 2004-391 of 4 May 2004 on lifelong vocational training and social dialogue, language tuition has been included in the Labour Code (article L 900-3) and is explicitly mentioned among the types of training forming part of adult vocational training under lifelong education.**

With its partners, the Department for Population and Migration is now working to have language learning recognised as a vocational skill in corporate training plans and by the accredited joint fund collection bodies (OPCA) in the occupational sectors, to enable all employees to take remunerated language training, as knowledge of the French language is essential in order to be employed.

- **Ireland**

**According to the 2002 census, the immigrant population represents 10% of the total Irish population, estimated at 4.13 million. There are a particularly large number of Poles and Lithuanians within this population.**

**There are 20,000 asylum seekers. Between the late 1990s and 2004, some 1,200 asylum seekers entered the country per month.**

**Ireland has no laws or regulations governing the language training of immigrants. The approach is therefore empirical.**

Between 1997 and 1999, the Department of Education and Science initiated a project to set up a body to promote integration into society.

New arrivals to Ireland have the same rights as refugees, ie the right to language training and vocational training.

- Asylum seekers are entitled to 2 to 3 hours of English tuition per week, provided in adult education institutions. Asylum seekers are not authorised to work.
- For immigrants who obtain a one-year work permit, language training is mandatory and has to be paid for by the learner. Only workers from European Union countries qualify for this work permit. The level required to enter the labour market corresponds to level B2 of the *Common European Reference Framework for Languages*.
- **New arrivals who do not have a work permit are entitled to one year of training (language and other training) free of charge, ie 1,000 hours of classes (20 hours per week – considered as full-time training). The target level is level B1 and the attendance rate must be 85% or higher. Most of these people continue their training following this initial language training, to improve their chances of finding a job. The scheme deals with almost 5,000 new arrivals each year.**

Language training is provided exclusively by public establishments. They are monitored by a body attached to the university of Dublin.

### • The Netherlands

There are 16 million inhabitants in the Netherlands, of whom 10% are foreign nationals. The unemployment rate among immigrants was in the region of 10% in 2002 (26% in 1994). Recently, the Liberal and Christian Democrat parties have drawn up a new integration policy, redefining the previous system created in 1997. Based on this, a law on the integration of new arrivals is due to be adopted shortly, to come into force by the end of 2005.

The new integration system (**New Reception Programme**) is aimed at foreign nationals settling long-term and legally in the Netherlands, and at asylum seekers, ie about **17,000 people per year**. Long-standing foreign residents (about 460,000 people) also qualify for this programme, but it is not obligatory. The **Ministry of Justice** is in charge of implementing and co-ordinating the reception policy. The new policy is based on the following major principles:

- the personal responsibility of the immigrant, which means a **financial contribution** to the training attended (the local authorities can help people who cannot afford this cost);
- opening up of the language training market: competitive bidding by organisations (previously, only regional training centres were involved). Organisations are selected on the basis of their experience in language training: 259 organisations were accredited in 2005;
- assessment of language skills in the **country of origin**: in order to be allowed to enter the Netherlands, immigrants seeking a residence permit for family reunification must take a test, in their country of origin, in which they must demonstrate oral language proficiency equivalent to A1- of the *Common European Reference Framework for Languages*. This test costs €350. The exam must be taken in the embassy in the country of origin; as there is no written element, unfortunately some degree of fraud occurs in the scheme;
- the integration programme lasts a maximum of **3 years**; it includes civics training and language training, the latter generally corresponding to 600 hours. At the end of the programme, there is an **obligatory examination**, the cost of which is €230. Immigrants must have acquired a level of language corresponding to **A2** oral and written;
- the effectiveness of the scheme depends on incentives: if passed, part of the costs (up to 50%) incurred by the immigrant for training is reimbursed by the State; granting of permanent resident status; entitlement to some social services.

A commission is responsible for setting the examination questions and standard; it comprises representatives from the public authorities, minorities, and the employment sector. The Netherlands intends to implement a centralised examination extending beyond language skills alone to encompass the use made of the language in daily life. The examination will contain 2 parts: a general part, identical throughout the country (theoretical section) and a part geared to

more practical skills, decentralised in the various language schools, and presented in the form of continuous assessment throughout the language course. Failing either of these sections means failing the exam. However, given the wide range of people entering the Netherlands, the exam must be able to take account of the different profiles of the target groups.

In addition, the State has signed agreements with vocational training establishments (“reintegration institutes”) to enable unemployed new arrivals to use the language skills acquired within an occupational context. The reception and integration policy is intended to tie in with employment policy. This integrated learning has been implemented by the Government for 5 years.

- **Quebec (Canada)**

In Quebec, the total migration flow represents 45,000 migrants per year, including 32,000 adults.

French is the official language of Quebec and it is spoken by 80% of the population.

In the 1960s, *centres d’orientation et de francisation des immigrants* (COFIs) were set up to deliver French language training to immigrants.

In the year 2000, the role of these COFIs was taken over by language courses in schools, colleges and universities, working in partnership with the ministry.

Immigration policy implemented from the 1990s tends to see immigration as a resource for the country’s economy. And indeed, immigrants wish to enter the labour market as quickly as possible. Immigrant applicants are selected according to a set of criteria; being French-speaking is in the immigrant’s favour.

The recently published guide to successful integration, *Learning about Quebec*, setting out the first steps to be taken to settle in Quebec, devotes a chapter to learning French.

Immigrants recently arrived in Quebec or having resided there for less than 5 years can attend French classes regardless of their level of schooling.

These classes, optional and free of charge, comprise 30 hours per week (full-time classes), for 33 weeks, and are attended by 10,000 people per year. Regular attendance at this full-time training qualifies participants for a training allowance.

Immigrants who have had little schooling attend 1,200 hours of classes which target oral skills only. Immigrants with a longer educational background receive 1,000 hours of tuition with the aim of achieving a level close to B2 of the *Common European Reference Framework for Languages*. Language training is chiefly geared to oral skills.

Language training provision has been diversified to include made-to-measure courses and vocational courses.

No assessment of language proficiency is made and no qualification is awarded at the end of the training. The only assessment is made by the instructors. In order to ensure optimum quality of the tuition provided by these instructors, the latter are given further training and their teaching performance is monitored.

A programme targeting an intermediate level in French, via internet classes, is also being developed.

45 million Canadian dollars are allocated every year to the French language learning policy.

- **United Kingdom**

There is, to date, no real concerted and co-ordinated policy on promoting linguistic skills as a means of integrating migrants. Nonetheless, there is a growing awareness in the UK of the importance of learning the language. In particular, the **Nationality, Immigration and Asylum Act** of 2002 makes provision for accommodation centres for newly arrived asylum seekers, dispersal of applicants throughout the country, and access to optional language classes.

The Act also provides for an examination to qualify for naturalisation, based on different skills, including sufficient knowledge of English. Sir Bernard Crick, advisor to the Home Office, was asked

by the government to co-ordinate an advisory group to make proposals on drawing up and implementing this **naturalisation exam** in “*Life in the United Kingdom*” (**Crick Report**, September 2003). To date, no specific governmental policy direction has been taken on the basis of these proposals (a final decision was planned for the summer of 2004), but the main principles of the programme are as follows:

- the need to learn the language to advance economically;
- the importance of integrating the individual into society (social, cultural, relational aspects);
- respect for multiculturalism.

Accordingly, at present, the focus of integration policy in the UK appears to concentrate more on citizenship (there are about 120,000 applicants for naturalisation per year) than on admission to the country. The Crick report set out the programme of language skills to be attained in an **integrated** way with subjects such as education, health, rights and responsibilities, multiculturalism, etc. The objective is individual progression of skills rather than the acquisition of a standardised level, but the ultimate goal of the public authorities is **access to employment**. Classes are to be **free of charge** for immigrants, with the actual cost of training estimated at £3,700 per person. Attainment is to be tested by an examination which must be passed in order to be naturalised. The qualification thus obtained will reflect sufficient knowledge of English and of common British values. UK citizenship acquired in this way will be conferred at an official **ceremony**.

Language training courses are growing in number, and in 2003 and 2004, some 450,000 people enrolled on English courses, representing an investment of some £256 million by the Department for Education and Skills.

Much immigration to the UK is accounted for by **applications for asylum**. Great Britain has 4.7 million foreign nationals, 1 million of whom have language needs. All the people in question can, in theory, have **free** language training. However, the supply falls far short of demand. The training may be provided by various bodies, such as national associations, national refugee agencies, the voluntary sector, further education colleges and adult education providers. A number of agencies, in particular Jobcentre Plus, specialise in identifying language needs and steering the public towards appropriate training. Little by little, employers are becoming aware of their responsibilities as regards the language training of **employees**. It is also possible to attend vocational training which includes language tuition. Finally, some vocational initiatives may be remunerated.

Currently in the planning stages:

- initiatives for 16-19 year-olds who have left the school system without any qualification
- initiatives to facilitate access to the National Health Service
- training for people assisting refugees
- distance learning, as part of the EQUAL project.

In August 2005, the Home Office published a document on the need to implement a selective migration policy, listing 5 groups of immigrants. Under this policy, immigrants will be expected to show proficiency in the language.

Language training is funded by the **Home Office** via the programme for asylum seekers (*National Asylum Seekers Skills – NASS*), **Jobcentre Plus**, and the **regional development agencies**.

The United Kingdom has created a **reference standard** for learning the language, consisting of 3 levels (oral + written), used throughout the country (*National Curriculum for English*). To date, 6,000 teachers have been trained to use this standard. A very active teacher training policy is in operation to **professionalise** the sector. In addition, the Government funds an official body of **inspectors** (*Adult Learning Inspectorate*<sup>5</sup>) who rigorously inspect language training organisations (once every three years on average). The results of the inspections are published on the internet.

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<sup>5</sup> [www.ali.gov.uk](http://www.ali.gov.uk)

## SUMMARY TABLES

	<b>Total Population (foreign nationals as % of total)</b>	<b>Special language arrangements for immigrants</b>	<b>Target groups</b>	<b>Department responsible</b>  <b>Cost</b>
FRANCE	59.9 million (5.6%)	New arrivals: reception and integration contract (CAI) not compulsory (as yet): language training if necessary plus civics training (1 day)  Established immigrants: possibility of language training	New correctly documented immigrants (family reunification, spouses of French nationals, permanent workers, refugees and their families): 100 to 110,000 people per year  Established immigrants	Ministry of Employment, Social Cohesion and Housing Agencies: National Agency for the reception of foreign nationals and migration (ANAEM) + national action and support fund for integration and the fight against discrimination (FASILD).  Cost: €27 million in 2004
DENMARK	5.4 million (5.0%)	New arrivals: compulsory reception programme + signature of individual contract: language training and various training in access to employment.  Foreign nationals already established are entitled to training	Immigrants entering the country for family reunification, refugees, asylum seekers,  46,000 people in 2004	Ministry of Refugees, Immigration and Integration.  Agencies: the municipalities organise the training themselves or call on a service provider  Cost: €120 million
UNITED KINGDOM	59.3 million (4.1%)	Training obligation for applicants for naturalisation with a level lower than B1 and those in receipt of unemployment benefit. In addition, educational and employment training possible	Applicants for naturalisation (120,000 per year)	Home Office for naturalisation  £257 million in 2003-2004
GERMANY	82.5 million (8.9%)	Compulsory integration programme since 1 January 2005: language tuition plus civics and social training (30 hours)	New arrivals: refugees, family reunification, Aussiedler, Russian Jews.  Established immigrants: if places available (80,000 people in training in 2005)	Ministry of the Interior via the National Agency for Migration and Refugees (BAMF). Regional offices for refugees & immigrants also play a role. Cost: €208 million in 2005. Training provided in public or private organisations accredited by the BAMF.



Training for immigrants provided free of charge	Duration of the programme Duration of training	Language target Examination	Programmes or exam incentives / penalties	Link between language attainment and naturalisation
Yes + remuneration in some cases	New arrivals CAI valid one year, renewable once.  Language training: 500 hours maximum.  Established immigrants: 200 hours maximum	New arrivals CAI: A1.1 oral  2005 final assessment and award of qualification (ACML)  2006: DILF qualification.  Established immigrants: nothing	For CAI signatories: permanent residence status not granted	Yes: Level A1.1 oral = DILF oral
Free for those obliged to follow the training. For those who are not obliged, there may a charge for each of the 6 modules, depending on the municipality.  Increasing rates: for applicants for permanent residence - €430 Temporary residence - €860  Students - €4,300	Programme: 3 years; begins 1 month after settling into the municipality of residence  Language training: 30 hours per week for a maximum of 6 months  2,000 hours maximum including personal work outside classes	Between A2 and B2, depending on the learning profile, separate oral and written skills  Compulsory final examination  Objective not yet set for residence status	Affects social allowances and permanent residence status	Yes: level B1/B2 oral and B1 written
Free for the moment below level A2.  Fee-paying from B1	Not defined. 3-6 months for employment training	Since 20 June 2005, to sit the citizenship test (not on language skills), level B1 is necessary; an oral examination tests successful completion of training leading to level B1	Affects naturalisation	Yes: citizenship test
No. Immigrants contribute a maximum of €1 per hour = €630. The state pays €2.05 per trainee hour of classes. Those in receipt of social welfare and unemployment benefits may be exempt from fees.	2 years maximum Language training: 630 hours.	Level B1 oral and written. Examination: Zertifikat Deutsch	Affects social welfare benefits and permanent residence status  [Exam: successful candidates may apply for naturalisation after 7 years instead of 8]	Yes: Level B1

	<b>Total Population (foreign nationals as % of total)</b>	<b>Special language arrangements for immigrants</b>	<b>Target groups</b>	<b>Department responsible</b>  <b>Cost</b>
NETHERLANDS	16.3 million (10.4% of non-western origin)	Compulsory integration exam from 2006: one language section and one civics section. Training left to market forces (not organised by the state) and left to the immigrant himself/herself, with the exception of specified groups (the unemployed, parents of minors) for whom training is organised by the municipality.	Immigration applicants must pass an integration exam in their country of origin. In the Netherlands: new arrivals (family reunification, refugees); non-naturalised established immigrants or parents of minors. 500,000 established and new immigrants will be required to sit the exam (85,000 per year of whom 47,000 attend classes organised by the municipalities for the specified groups)	Ministry of Justice via the municipalities which provide information on the integration exam (its compulsory nature and the penalties imposed) and a list of accredited training organisations. Budget of €270 million in 2006, €257 million in 2007 with a transfer of €75 million from the Ministry of Education to the Ministry of Justice.
AUSTRIA	8.2 million (9.4%)	Compulsory integration contract: language tuition and civilisation / culture classes	Third-country nationals legally entering Austria since 1 January 2003 to settle long-term. Exemption for people who can show evidence of level A2 skills.	Ministry of the Interior via the Austrian Integration Fund
CANADA (QUEBEC)	7.4 million (?%)	Voluntary language training programme	All new arrivals (family reunification, workers, refugees) who have had permanent residence status for less than 5 years and who have insufficient knowledge of French. Asylum seekers: only part-time classes. 10,000 people per year full-time, 9,000 part-time.	Ministry of Immigration and Cultural Communities. Annual budget: €30 million
IRELAND	4.13 million (11.2%)	No legislation. Voluntary language training programme for refugees and asylum seekers. Compulsory and fee-paying training for immigrants from the EU authorised to work for one year: level required to access employment: B2.	Refugees: training for 50 weeks.  Asylum seekers: basic language training 5,000 people per year.	Department for Education and Science. Agency: Integrate Ireland Language and Training. Public training organisations. €4,125 per person.

Training for immigrants provided free of charge	Duration of the programme Duration of training	Language target Examination	Programmes or exam incentives / penalties	Link between language attainment and naturalisation
No. Cost of the integration exam: €350 abroad, €270 in the Netherlands. Training to be paid for by the immigrant. The state may reimburse up to 50% of the cost if the integration exam is passed. The municipalities run classes for the specified groups	Integration exam during the first 5 years for established immigrants, 3.5 years for new arrivals. Estimated length for the specified groups: 600 hours	Abroad: level A1- oral plus test on knowledge of Dutch society. In the Netherlands: level A2 plus test on knowledge of Dutch society; level A1 in writing for established immigrants	Exam abroad: a temporary residence permit will be granted. In the Netherlands: financial incentives or penalties, affects permanent residence status	Yes: level A2 in the language test, provided the test on knowledge of Dutch society has been passed.
No. Immigrants must contribute between €80 and €100. From 2006: subsidy for module 1 (literacy) if followed during the first year, and for module 2 for people having entered under family reunification arrangements. Overall cost generally falling to the individual is between €1,500 and €2,000	Contract: 1 year. Language training: 75 hours (100 units of 45 minutes) From 2006: 75 hours for literacy tuition (module 1) plus 300 hours for module 2. Refugees: 600 hours	Level A1. No final exam (continuous assessment). Certificate of attendance awarded. From 2006: final exam, level A2	Affects employment benefit, residence permit; reimbursement of the classes by the state; financial penalties possible	Yes. Level required depends on the socio-cultural level.
Yes, plus allowance for full class attendance (€79 per week for workers, €20 per week for those under family reunification arrangements) and child-minding expenses for full and part-time classes.	Maximum length of 1,800 hours. Full-time: 990 hours (30 hours per week x 3 modules). Part-time: 4-12 hours per week.	Varies according to learning profile. Intermediary levels aimed for (equivalent to B1-B2). No exam but record of attendance.	None	No information
Yes for refugees (20 hours per week) and asylum seekers (2-6 hours per week). For immigrants authorised to work for 1 year, training is fee-paying.	1 year	Targets fixed according to individual ability of the learner: from A2 to B2. Possibility of national qualification designed for Irish adults.	Unemployment benefit for people attending 20 hours of training per week	No.

## TEACHING ASPECTS

	Guidance and monitoring	Course	Attendance verification
FRANCE	An external organisation assesses the initial level of the learner and recommends a training course.	CAI: 200 to 500 hours for level A1.1. Non-CAI: 200 hours. Ile-de-France regional council: 600 hours maximum.	No. No action taken if the learner drops out
DENMARK	The training organisation and the foreign national agree on a personalised programme in line with the objectives of the individual integration contract or the return to employment plan. A test verifies attainment in each of the 6 modules.	3 different courses of 6 modules each (learners with no schooling; little schooling, extensive schooling).	Yes. Absentee rate of 25%. Applicants who fail the test are deemed to have passed if they have an 85% course attendance rate.
UNITED KINGDOM	Varies according to the organisation concerned.	Courses aiming at B1, B2 and C1 respectively.	Varies according to the organisation concerned.
GERMANY	The training organisation assesses the initial level and directs the individual towards an appropriate course. Assessment test developed by the Goethe Institute: oral and written	Basic course (300 hours for level A2) and advanced course (300 hours for level B1) each including 3 parts, plus the civics course. Modular system depending on the initial level. Slow (target level A2), medium or rapid progression.	Yes.
NETHERLANDS	None	Abroad: preparation for the language test (level A1-): 100 hours for learners with extensive schooling, 200-300 hours for learners with limited schooling. Preparation for the test on knowledge of Dutch society: 30-50 hours. In the Netherlands: an average of 600 hours for level A2 oral and written for new arrivals; for established immigrants, the aim is level A1 written.	Carried out by the training organisations
AUSTRIA	In the training organisation.	Until end of 2005: 100h for A1; from 2006: 300 h for A2 and 75 h for literacy.	Yes.
CANADA (QUEBEC)	Initial assessment test carried out by teachers. Assessment after each course of 11 weeks.	Full-time course on day-to-day communication of 990 hours, 30 hours per week x 3 courses of 11 weeks (= 990 hours); part-time course on communication, between 4 and 12 hours per week; personalised courses in French for specific purposes, courses for people with less than 9 years schooling.	??
IRELAND	No information	20 hours per week x 50 weeks for level B1	85% attendance required

<b>Teacher training in foreign language teaching</b>	<b>Language certification</b>	<b>Exam organisation</b>	<b>Examiner training</b>	<b>Training assessment</b>
Possible and free under the FASILD scheme: various modules of one to two days.	Exam taken in a different place from where training was followed.	The CIEP is responsible for teaching and administration aspects. Frequent exam sessions	Certification procedure by the CIEP planned.	Internal to training schemes.
One year of training in addition to initial training.	Learners with no schooling: written A2, oral B1; little schooling: written B1, oral B1/B2; extensive schooling: B2; university entrance examination: C1.	Exam organised centrally twice a year by the Ministry of Integration and Immigration.	No information.	No information.
Wide dissemination of the National Curriculum for English among instructors.	Citizenship test from September 2005.	No information.	No information.	Adult Learning Inspectorate. Inspection of training organisations every 3 years.
140 hours for teachers not trained in teaching foreign languages	Zertifikat Deutsch, level B1: optional examination. Cost: €90 paid for by the state the first time. Civics instruction exam. People already at level B1 sit the exam directly and attend civics classes.	Certified examiners. The training provider must provide evidence that it works with certified examiners	Examiner certification procedure	Training organisations monitored and inspected by the BAMF. Assessment by the Ministry of the Interior planned for 2006.
??	Immigration applicants: integration exam in embassies: language test focusing on oral and functional skills + test on knowledge of Dutch society (classes in Dutch and 13 languages). In the Netherlands: level A2 oral and written; established immigrants: level A2 oral and A1 written. Cost: €350 abroad, €230 in the Netherlands, €225 for the naturalisation test.	Integration exam in embassies: language test by telephone (voice recognition). In the Netherlands: language test by telephone (oral) + assessment and/or portfolio for functional skills	No information	No information
Completion of German-as-a-foreign language course (Universities of Graz and Vienna, adult education institutions), proven professional experience.	Until end of 2005: certificate of language knowledge (SKN) – level A1 – may replace language training; there is no exam to verify attainment at the end of the language training; a course attendance certificate is awarded. From 2006: mandatory language exam.	The training organisation is responsible.	To date, responsibility of the Bureau for the Austrian language diploma (which drew up the SKN).	No information.
Further training and monitoring of teaching performance.	No certification but an attendance record.	None.	None.	Training organisations subject to assessment.
No information	No certification of English as a foreign or second language			Training organisations assessed by a body attached to the University of Dublin.