

Rencontres

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International seminar
on the language

Délégation générale à la langue française et aux langues de France

integration of
adult immigrants

**Ministère de la culture et de la
communication**

Délégation générale à la langue
française et aux langues de France

International seminar
on the language
integration of adult
immigrants

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The views expressed in this publication are those of the seminar participants and do not commit the organizers (the Delegation for French language and languages of France (Ministry of culture and communication)) and the Council of Europe in cooperation 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 reflection carried out by the French authorities into the subject of mastering language as a condition for the integration of migrants into their host society. This reflection was possible thanks to the support of experts from several European countries who accepted to discuss models of linguistic integration of adult migrants observed here and there, over two days.

The general delegation of the French language and languages in France (ministry of culture and communication) and the division of linguistic policies of the Council of Europe wanted to organise this event together at the CIEP with the department for population and migrations and the general delegation for employment and professional training (ministry of employment, social cohesion and housing).

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The exemplary collaboration which led to this seminar on the integration of adult migrants enabled progress in a topical debate which is common to many European countries. Behind the term integration, there is the need to properly welcome those who arrive in our countries legally and help them to develop in our societies. Under our specific concern of the linguistic issue, successful human and social integration requires the acquisition of adequate skills in the language of the host country. Insufficient mastery inevitably leads to social, cultural and professional exclusion.

It is necessary to make the comparison between European countries at a time when the authorities in France are implementing a new policy for welcoming new migrants with the generalisation of the welcome and integration contract. This is also useful in other countries which are experiencing rapid growth in the same field.

The comparison was made not only on the legal and institutional aspects, and changing methods and means of funding, but also on the aspects of pedagogy, didactics and assessment, and on the certification given at the end of training. The importance of learning the language of the host country in gaining access to jobs and in vocational training schemes was also studied, by comparing the measures adopted or envisaged by the various participating countries and their concrete implementation.

It is important that the fruitful reflection undertaken during these two days is continued in France and in the countries dealing with the subject of linguistic integration of adult migrants, and we hope that this publication will contribute to this aim.

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Introduction

These two working days have been in follow-up to a first seminar organized in June 2004 at the Sèvres CIEP. It became apparent at the time that the situation in the various invited countries was undergoing change, and that it would be useful to report on the progress of the development during another encounter. Moreover, important aspects of the general issue of language integration of migrants could only be referred to, in the absence of experts sufficiently specialised in the question: this was the case in particular for language training in connection with adult vocational training.

The Council of Europe, of which the Language Policies Division (Strasbourg) produced the *Common European Framework of Reference for Languages* which was adopted for reference by most of the European countries, participated this year in the organization of this seminar. It should subsequently take under its aegis certain of the seminar's extended initiatives. At its initiative, the association ALTE (the *Association of Language Testers in Europe*) presented its work on the issue of language testing and certification.

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

This summary does not cover all the work of the first seminar in June 2004; its report can be consulted at <http://www.culture.gouv.fr/culture/dglf/>. This summary stresses the developments noted and which could not be clarified the previous year. Finally, the files describing the situation of each country have been brought up to date.

Recent administrative developments

Changes were noted in most European countries over the past year, a relatively rapid development compared to that of previous years. In this regard, tension in connection with these issues can be noted in a certain number of countries, doubtlessly due to a real or supposed increase in migratory pressure, as well as to integration models deemed deficient.

The tendencies recorded over the recent period concern requiring immigrants to know the host country's language (competency attested to by an often mandatory examination) and, in a more or less assertive way, orientation towards a chosen immigration, the language giving rise to a selection ("language filter") likely to discourage poorly-qualified immigrants.

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Over the course of the past year certain countries prepared new legislative and regulatory provisions, whereas others proceeded by reworking existing ones. In this way the Law of 30 July 2004 and the Regulation of 13 December 2004 came into force in Germany on 1 January 2005, whereas the United Kingdom proceeded by two consultation documents proposing amendment of the existing provision: *Border Control* and *Selective Admission*, both with the subheading *Succeeding Immigration in Great Britain*. The Austrian Law of 16 August 2005 should come into force on 1 January 2006, whereas a new legal provision in preparation should introduce changes in the Netherlands in 2006. Finally, in Denmark, a reform in June 2005 makes the granting of a residence permit reuniting a family dependent on a written commitment from foreign nationals already residing in Denmark, by which they assume responsibility for Danish language training for the persons they wish to bring into the country.

At the same time, the financial means allocated by the authorities to

language training of immigrants has not substantially increased in any country.

This contrast between requirements becoming relatively stricter and the stagnation of financing gave rise to sometimes lively discussion among participants, in particular on the question of the courses' cost effectiveness, their length and even their objectives.

Moreover the necessity to ensure the quality and performance of the tuition as well as that of language examinations was highlighted. This depends on teacher qualification and experience, the building-up of a series of courses responding to the target groups' general or specific needs, establishing valid and reliable procedures to verify acquired skills, and adequate assessment of training organizations.

Definition of the language obligation

The obligation may be based on two distinct realities: the language training and the examination. With the exception of Quebec, or to a large degree Ireland, two countries where language training is voluntary and is not certified by an examination, the goals attributed to the language course or examination are, depending on the case, residency or the acquisition of citizenship. The State is responsible for organizing the linguistic requirement and for this reason implements a system for learning and assessing the required language skills. The tuition or the examination can be assumed financially by the State or by the immigrant (partially or entirely), which has a strong effect on the psychological impact of the obligation.

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In the event of failing the examination, the interested party can, in some cases, be refused residency or access to citizenship. Owing to this, the issue of a mandatory language examination was subject to lively debate.

The issue of language obligation raises the question of the required level of language. In Europe the scale of six levels in the *Common European Framework of Reference for Languages* (Council of Europe) is referred to¹. On this same scale the required level varies from one country to another.

France ties an elementary level (A1.1) to an examination that certifies tuition that is of substantial but variable length (between 200 and 500 hours). Passing the examination is a condition for obtaining the ten-year residency permit as well as acquiring nationality, both procedures calling for the same language requirements.

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

Austria represents a configuration halfway between the two systems, since the level aimed at (A2 rather than A1 as from 2006) is intermediary for a course length of 300 hours.

Denmark possesses the most ambitious system in terms of course length, but while the final examination is mandatory, residency status is not dependent on passing the examination, contrary to obtaining nationality.

In the United Kingdom, only obtaining nationality depends on passing the citizenship examination and oral mastery of level B1.

The Netherlands is a special case: with the exception of a "special" public, the State is not involved in tuition and the onus is on the immigrant to train himself to pass the "integration examination"; this examination consists of a part on Dutch society and a language part that comprises the language obligation proper.

In Ireland, holders of a work permit must aim at level B2 to access employment; those for whom residency is authorized but who do not have a work permit must aim for level B1; it is noted that most people in this second case nevertheless aim for level B2.

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

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

Obligations, incentives and sanctions

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

In the cases where the State organizes language training, maximum periods are imposed for undertaking this tuition and maximum periods for concluding them (Germany, Austria, Denmark, the Netherlands, France).

So that immigrants can devote themselves entirely to intensive courses, certain countries, aside from free courses, offer allowances or subsidized loans (Quebec, Denmark, the Netherlands).

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Other countries consider on the contrary that the immigrant's financial participation is such that it will reinforce their commitment. In this way Germany asks immigrants for €630, of which €100 is due at the start of the course; moreover if the immigrant has not achieved level B1 at the end of 630 hours, he is entirely responsible financially for the additional course hours. Germany deems it has reduced absenteeism in this way.

Incentives are offered: decreasing the period of time for obtaining a residency permit in the event of success (Denmark, Germany); good performance bonuses for training organizations (Denmark).

Finally, sanctions are also varied: withdrawal of remuneration (after an absence of five days without justification in Quebec); increase of the share the immigrant is responsible for (depending on the course duration in Austria); reduction or elimination of unemployment allowance (Germany, Austria); progressive penalty payments (Austria); non-renewal of residence permits (the Netherlands).

Training content

Courses are designed in accordance with parameters such as the level aimed at, learning profiles and the addition of content other than language, in general 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 to immigrants attending school previously, and to people who have had little or no schooling; eventually the DILF will be obligatory at the end of training, orally only.

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 classes are mostly oral for learners who have had eight years of more of schooling.

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

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The difference between the oral and the written also applies in the Netherlands: immigration applicants undergo an oral examination based on oral comprehension and writing (level A1 minus); for former immigrants the target level is A1 in writing (oral A2), whereas first-time arrivals must show level A2 both in oral and written. Former immigrants with a least eight years of schooling must also undergo the integration examination, as must unemployed former immigrants.

In France, knowledge of the host society is subject to one day of obligatory civic training, used to inform new arrivals of the values and key principles of the French Republic and an optional day ("Living in

France"), aiming at providing practical knowledge of French society and the various public services. However, this training is not assessed in the form of an examination. Contrary to this method, the Netherlands' integration examination places language skills and knowledge of Dutch society on the same level. In Germany, the 30-hour module is given after language training, and is not subject to an examination.

It is perhaps in Quebec where familiarization with the host society is most clearly taken into account with language training. Programmes in the three courses explicitly prescribe the themes of social and professional integration, knowledge of Quebec and cultural social codes to be dealt with orally and in writing - as well as the traditional themes of interpersonal relations, services, health and housing.

Training volumes

It remains very difficult to establish a relation between the number of hours of training and the language level to be achieved, as this depends on several co-related factors, in particular: the initial skills of the learners and their availability; the rhythm - intensive or extensive - of the training; the methods used and the quality of the trainers; the nature of knowledge verification procedures.

Some training organizations consider that State administration could avail of their expertise in establishing this relation, which is their responsibility. As such, the highly contrasting comparisons of the volume of training hours funded or jointly funded by the public authorities in various countries, can only provide ranges.

At one end of the scale, Quebec can be seen as the most generous in training hours, even though Canada has opted for a system of selective immigration. People with little schooling (less than eight years) receive 1200 hours of intensive tuition (30 Hr/week) to reach level A1/A2; and people with more than eight years of schooling receive 1000 hours to reach level B1/B2.

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At the other end of the scale, Austria hopes to reach level A2 in 300 hours (with 75 hours of literacy for people with little or no schooling), and Germany believes it only has to co-fund 630 hours to enable the immigrant to reach level B1, the level for which Ireland provides 1000 hours at a rate of 20 hr/week. However, it should be noted that most of the immigrants in Ireland come from Poland or Lithuania, countries with a good level of education.

Between these two extremes, the Netherlands deems on average 600 hours of training needed to reach level A2, and France on average 350 the number of hours of semi-extensive modular training (6 or 12 hr/week) needed by people with little or no schooling to reach level A1.1, intermediary level in A1.

The representative of the German ministry of the interior admits being aware of the link between the high level of language requirement in

Germany (630 hr of training for level B1) and the aim of limiting the number of poorly qualified immigrants.

In general, the issue of immigrants with little or no schooling, or educated in an alphabet other than Latin, raises pedagogical controversy on the methods and the number of hours of training required. France stands out by describing a level A1.1, intermediary of level A1 in the *European Framework*, and by producing a standard for this level A1.1 to which is linked the *diplôme initial de langue française* (DILF), first level of French certification 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 evaluation of the hourly cost per learner in approved organizations : € 3.05, of which € 1 to be paid by the immigrant and € 2.05 funded by the State. It comments that the individual cost of training rises to € 4 or even € 5 per hour in commercial companies. According to this criteria, Germany consents to spend on average almost € 1 300 per person out of a total cost of training estimated at about € 1 900. In 2005, the total budget spent by Germany on language training for immigrants amounted to € 208 m.

In Austria, costs are evaluated in much the same way as in Germany: € 350 per person for 100 hours, or € 3.5 / 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. Thus, a very vague scale of public investment ranging from € 950 on average per person in the United Kingdom, to € 2 600 in Quebec, with France at about € 1 700, corresponding to an hourly cost near that of Germany and somewhat similar to Quebec. Denmark invests € 120 m on language training for 50 000 immigrants, or on average € 2 400 per person.

The United Kingdom however, notes insufficient funding (£ 256 m = € 358 m for 400 000 people enrolled in various training), and is envisaging asking the immigrant to pay for part of his training.

Training organizations

Three questions were asked as regards training organizations: their choice, their performance and their evaluation.

In Germany, the Federal Office for Immigration and Refugees is responsible for certifying and evaluating language centres. It certifies some 2000 training organizations according to three criteria (solvency, capacity, quality), and certification renewal depends on a three-yearly evaluation.

In Austria, training organizations (259 in 2005) are selected according to their experience for three years, but this approval can be withdrawn at any time (two cases of revocation).

In France, organizations are chosen for one year according to a tendering procedure.

20 Some countries (Austria, France, Denmark) require that trainers have certified skills in foreign language teaching. In Quebec, teachers must follow professional training courses.

When there are no student examinations, nor training inspection of language centres, their performance is difficult to observe. Currently, the United Kingdom is the only country to have a body of inspectors. In Quebec, pedagogical testing is made easier by the fact that teachers are paid directly by the government. In the Netherlands, like in France, market competition is relied on to improve the performances of training organizations.

Most countries must evaluate not only their language centres, but the programmes themselves. Germany has launched a call for tender to evaluate the whole public language integration programme in all its aspects (validity of the certification procedure, trainee participation, teaching quality and funding), based on a European comparison.

Assessment

Language skills are often (but not always) assessed by means of an examination (test or diploma). Wherever an examination is mandatory, it seems essential to comply with certain procedures which ensure its validity and reliability.

Another advantage of the language examination is its retroactive effect on the training which prepares for it. For the learner, the examination is a target which can recognize learning. Besides these advantages, one disadvantage was underlined during the discussion: the stress of the examination may call into question the benefits of learning. To this can be added the cost of the examination when paid for by the learner.

An alternative or complementary solution to certification is the European portfolio of languages. Ireland has adapted this Council of Europe learning and self-assessment tool to immigrants and Austria has followed its lead by drawing up a *Portfolio of qualification of immigrants and refugees*. The advantage of the portfolio lies in the fact that it establishes the language and intercultural skills of the learner in a documented fashion.

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

When comparing the countries represented, the status and modalities of the examination vary, as seen above. Further information can be obtained from the comparison table.

France has a chain of national foreign language diplomas open to immigrants. The DILF (level A1.1) was designed to be part of the continuum which goes from A1 to C2 (A1 to B2 for the DELF and C1-C2 for the DALF). As well as the guarantees of validity, reliability and fairness offered by these diplomas, they are also a source of motivation for the learner.

The group ALTE (assessment experts) reported on its forum devoted to the subject of language and citizenship during the Berlin seminar in May 2005. As the examination has repercussions on the personal life of the immigrant, ALTE recommends a set of ethical and qualitative standards. Three issues are used to measure compliance to 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. Criticisms have also been made on the content of the examinations or the way they are sat, seeming too difficult to some. Or on the test that applicants of family grouping are required to pass in front of a machine to get the entrance visa, for which the procedure does not comply with validity criteria.

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

The issue of skills assessment, hotly debated, seems to merit deeper examination at a European level.

Language and professional context

Mastering the language is a general condition, not only for social and civic integration, but also for professional insertion and mobility. Moreover, the growing technicality of most jobs and strengthening of safety standards give rise to new requirements. Simply holding a job sometimes requires language revision.

First, the nature of language skill required in companies was discussed. Companies need communication skills, but not alone: it is not enough to understand or transmit an instruction, an ability for discernment, discussion, choice or even operational strategy is required. Language tuition for the company should not therefore just contain lists of specific vocabulary, but it should be based on general training, enabling employees to acquire general and communicative skills.

Several cases exist depending on whether the training occurs before the job, on entering the job or in company vocational or requalification training.

Upstream, programmes to access or return to employment are offered to first-time immigrants or the unemployed in several countries. These programmes may develop outside the context of the company in adult training centres. In the United Kingdom, with employers, the ministry of labour has built a national access to employment strategy for refugees, offering them English classes and information on the jobs market. Other national programmes have been set up in some public sectors, such as health.

In both other cases, language training is followed either alternately with working time, or during further education courses.

An experiment has been underway for five years in the Netherlands, aiming to incorporate vocational training and language training into the professional environment. It appears that 50% of employers to whom this formula was proposed, were in favour and took on trainees undergoing training. There would seem to be two advantages to this formula

for companies: to train their employees themselves to the company's business and culture; and to give other employees the chance to update their knowledge by indirectly organizing a technological watch.

In Denmark, an experiment was launched in 2002-2003 in which the municipalities funded language classes provided in the 35 partner companies. In order to harmonize the expectations of immigrants, companies and training providers, and to determine precisely the shared objectives, a manual for employers was drawn up. The difficulties encountered lay in the heterogeneity of the groups in companies, the profitability of the classes and the possibility of including them in working hours.

These difficulties were also encountered in Quebec, where French has long been learnt in the workplace, but where problems of regular attendance and slow progress exist, at rates of 4 hours of classes per week. Outside the company, self-learning centres were set up in the industrial quarters of Montreal, for use by small companies, with long opening hours and distance learning tools. Intermediary French classes are given, like in the United Kingdom, in some branches (health, construction, management). Finally, colleges provide short vocational evening courses including hours of French tuition.

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In the United Kingdom, an access to work strategy, combining language classes and information on the jobs market, was implemented by the ministry of labour aimed at refugees (asylum seekers and immigrant workers are excluded). National projects, launched by the ministry of finance, aim to promote the use of the English language in the health sector for example, or to accompany refugees with tutors made available to them.

In Germany and in Austria, no specific language training programme with specific objectives exists. However, programmes to reinsert the unemployed and including language tuition to level B1, or programmes for young people have been created. The Vienna Integration House (*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 jobs market by enabling them to take stock of their training, their informal qualifications, and their professional and language skills.

In France, language tuition has been included in the Labour Code so that it figures explicitly among the types of training included in the scope of adult vocational training under lifelong education (see law no. 2004-391 of 4 May 2004 regarding lifelong vocational training and social dialogue). Now the challenge is to have language learning considered as a professional skill in company training plans and by the approved professional fund collection bodies (OPCA), to enable all employees to follow remunerated language training on their own initiative. On this basis, an institutional seminar was organized on 8 June 2005 on the theme of *"mastering the French language in a professional context: the challenges for employees and companies"*. In addition, recent studies have been conducted, in particular on the following subject: *"Developing language training as part of adult vocational training in companies"*. Finally, experiments have been launched and framework agreements with the main branches of companies should be signed.

Conclusions and prospects

These two days were marked at some moments by diverging views between the representative of the administrations and the experts in language learning. The issue of language obligation in itself raised questions: how to justify the choice of the language level required? How to identify the real needs of immigrants to participate in life in society and employment? How to link the level(s) required to these needs and how to establish realistic objectives according to the needs and abilities of individuals? How does the number of hours chosen enable the required level to be reached? When the cost of training is borne by the immigrant, is it not a discriminating factor for the less well-off? How to justify language examinations (and the variable levels fixed by countries)? Is the language examination not stressful which reduces the benefit of the training?

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

Whatever the differences in viewpoints, the comparison of models was an enriching experience, enabling ideas to emerge which can contribute and feed reflection on a complex subject. Three ideas merit particular attention

> A training offering better adapted to learners:

Taking into account the learning profile is essential for training to succeed; the German and Danish models provide the proof that it is possible to build a training offering from three learning profiles based on schooling (no schooling, short schooling, long schooling) and learning objectives adapted consequently (targeted levels according to the learning profile). This is linked to the issue of hourly volumes. Separating

oral and written for people with little or no schooling also enables effective training in both skills.

> Language assessment in accordance with quality standards

When the language examination is part of the language obligation (which was debated), it must satisfy a certain number of rules of transparency and fairness. In parallel to the diploma or test, which may have very different functions depending on the case, the *European language portfolio* can usefully be used to recognize the skills of learners.

> Training beyond that required to obtain employment

The level required as part of the language obligation should not lose sight of the language prerequisites to professional insertion. When this level is elementary, additional training allowing effective access to employment is desirable. In this respect, Denmark is a relevant model in which language learning is linked from the start to the search for employment.

It is essential that vocational, early or further education training schemes offer adequate language tuition, allowing not only access to employment, but also mobility within the company.

In addition 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 on the subject of language integration.

The specific issue of the link between language training and the world of work was discussed more concretely than in 2004: this reveals the extent of the subject which should be explored comparatively. There is scope for a European seminar devoted to this issue. It is also recom-

mended to set up a specific European working group to promote awareness in employers and politicians regarding these issues.

Mr. Joe Sheils mentioned that the Council of Europe's Steering Committee on education should be adopting a new programme for the years 2006-2009 and that a module on language policies and the integration of immigrants should be included. He proposes to involve the bodies of the Council of Europe. He has envisaged establishing a group in 2006 to develop a draft and prepare a possible conference of Member States on language integration in the host country. He also suggested that a sub-group be set up to work on the issue of standards and validation procedures for language skills with a view to citizenship. A survey on practices in use in the member countries of the Council of Europe has also been envisaged.

The participants considered it desirable, following the two informal seminars held by France in 2004 and 2005, that the European bodies take over. The Council of Europe's Language Policy Division will organize a monitoring group at the start of 2006 in Strasbourg.

Situation in each country

> Germany

The law on residency, professional activity and the integration of foreigners in the Federal territory, which is chapter I of the law of 30 July 2004 on immigration, came into force on 1st January 2005. It fixes the objective of promoting the insertion of foreigners into economic, cultural and social life.

In particular it recognizes the **right of foreigners to avail of a cycle of civic integration, essentially comprised of 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.

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There are 7.3 million foreigners in Germany. The integration programme targets people who settle long-term in the country, i.e. permanent workers, refugees, immigrants entering to join families (80 000/year), *Aussiedler*² (50 000/year), and Russian Jews (20 000/year). Foreigners already settled in Germany may also receive classes according to availability, at a rate of 50 000 to 60 000 people per year.

It has been estimated that almost 2/3 of newcomers have no knowledge of the German language.

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

² German nationals from the East (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.

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 instruction** (culture, law and civilization in Germany). If the learners so desire and if they have reached the level, the language training leads to an **examination** which attests acquisition of level **B1** (oral + written) from the *Common European Reference Framework for Languages*. A **certificate** is given to those passing this exam. Where possible, the integration programme must be followed 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.

Absence from classes is **subject to a penalty** for new immigrants: it may lead to a 10% reduction in social welfare payments during the absence and is taken into consideration when extending the residence permit. In addition, passing the exam enables the immigrant to apply for **naturalization** one year earlier than the statutory period (8 years).

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This programme is implemented by the federal agency for refugees and immigrants, under the responsibility of and funded (**€ 208 m** in the 2005 budget) by the Federal State (**ministry of the Interior**). If their resources allow, immigrants contribute to the training, a maximum of € 1/hr. The total personal contribution thus amounts to € 630. The hourly cost of the classes per person trained has been evaluated at € 2.05.

On their (legal) entry to the country, newcomers submit to an orientation **test** (elaborated by the Goethe Institute) which aims to define their initial level of skill in the language and to determine their language needs. A personal interview is also used to determine the learning profile of the new arrival (3 profiles from slow to rapid progression). If knowledge is sufficient (greater than level B1), the immigrant is not sent for language training. The course of language training must be determined individually; the teacher must be able to adapt the teaching to each specific profile. **Interim tests** are conducted (respectively for levels A1

and A2) throughout the course until the final exam; all language skills (expression, comprehension, reading, writing) are assessed.

From the further education sector, the language training organizations are selected and approved following a **call for tender**: often they are public utility structures (linked to Churches, unions, popular Universities), but private organizations have also entered the language training market. Measures have been taken to ensure the quality of tuition: a test body organizes inspection visits to organizations and ensures the uniformity of classes and examination standards.

Teacher training is planned and organized, especially as trainers do not always have suitable initial training: trainers have access to 140 hours of additional training. A procedure to certify trainers is currently under experiment. In addition, reflection on trainer remuneration is underway in order to harmonize practices and attract new employees to the profession.

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

However, a programme to reinsert 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-qualified immigration as it deems the social consequences disastrous; consequently, the integration programme, stricter than others in Europe (Germany: reach level B1 in 630 hr max.; France reach level A1.1 in 500 hr max.), is an instrument of migration policy.

> Austria

The provisions of the law regarding foreigners, reviewed in 2002, came into force **on 1st January 2003**. They require third country nationals who settled in Austria after 1st 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 1st January 2006.

On 1st January 2003, the Federal government of Austria (Ministry of the Interior) set up an obligatory **integration contract**. The implementation of this measure gave rise to hot debate in Austria, as associations claimed the government was promoting only language assimilation to the detriment of global integration, especially via professional promotion. The main objective of the provision is, indeed, the acquisition of a level of the German language enabling the immigrant to participate in the social, economic and cultural life of the host country. The integration programme is aimed at third country nationals legally entering Austrian territory from 1st January 2003 to settle permanently, and any foreign national settled in Austria after 1st January 1998 not yet in possession of a permanent residence permit. This contract is not aimed at the following populations:

- > European Union nationals, nationals from countries with which Austria has signed specific agreements;
- > people who can produce a diploma in German language studies (level A1 of the *Common European Reference Framework for Languages*) or proof of adequate skill in German;
- > infants or children attending school;
- > elderly people or people in ill-health;
- > highly qualified workers settled in Austria for less than 2 years.

The law of 16 August 2005 limits the list of these exceptions; thus, the obligation for German language training is extended to most foreign

nationals settling in Austria from 1st January 2006.

When the new arrival is issued with the residence permit, he receives the necessary information on the integration contract (brochure). By signing the application for the residence permit, the new arrival declares that he accepts the integration contract. The residence permit cannot be issued without this declaration.

According to the law in force, the new arrival commits to following German language and civilization 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 distinguishes two modules: the first concerns illiterate foreign nationals, who should start by learning reading and writing, and which should last 75 hours, and the second, of a maximum length of 300 units of 45 minutes enables the acquisition of the rudiments of the German language.

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The language objective to be reached will be level **A2**. The training will be validated by a final examination. The training organizations are private service providers; they must be approved by the Austrian fund for integration (*Österreichischer Integrationsfonds*). No specific training is required of the teachers, who are often volunteers.

New arrivals can also meet the commitments undertaken by submitting to a language test of about 20 minutes, which if passed, exempts them from attending classes.

The cost of the programme is evaluated at around € 350 / person but each training organization is free to fix its prices. The Federal government contributes 50% of the cost of the programme (with a maximum of € 182 / person), if the commitments are met within a period of 18 months following the signing of the contract. The second part of training funding is borne by the beneficiary.

However, local authorities or associations may contribute to this expense if the economic situation of the new arrival so justifies, so that the remaining amount to be paid by the training is between, on average € 80 and € 100 / person.

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

A system of progressive penalties has been implemented. 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 only renewed for one year (instead of 2). 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 max.); if the contract is fulfilled in 18 to 24 months, only 25% of the cost of the classes is reimbursed.

If the new arrival has not commenced language classes within 3 years of arriving in Austria, he 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 eased in some cases, in particular for family reasons.

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At the regional level, other categories of newcomers are concerned by language training actions. For example, the Tyrol funds the training of immigrants who have been settled for a long time. Communes such as Vienna, also subsidize this type of action.

The employment agency hardly deals with integration but pays for language tuition for unemployed immigrants. Many immigrants are forced to accept low-skill jobs. German classes are considered as adult vocational training and are subsidized as such in some regions. The regions fund social welfare.

A portfolio aiming to integrate immigrants to the labour market (it includes the themes of validation of experience equivalency, language training in the professional environment and provides advice on how negotiate the jobs market), has been available since May 2005.

> Denmark

The population of foreign nationals represents 5% of the total population (estimated at 5.4 m.).

Adoption in 1998 of the **law on integration**, which entrusts the responsibility for integration to the **municipalities** (orientation and coordination by the **ministry for Integration and Immigration**). The municipalities are responsible for:

- > housing refugees: the refugees are distributed around the country on their arrival in Denmark;
- > the welcome programme for new arrivals and refugees;
- > granting a welcome allowance.

The welcome programme concerns refugees and immigrants entering the country to join their families. An amendment to the law of 1998 was made in July 2003 to include asylum seekers in the welcome programme.

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Municipalities are obliged to offer welcome programmes to all newcomers (above) aged over 18 within the month following their installation. Of a maximum period of **3 years**, the programme is based on an **individual contract** signed between the immigrant and the municipality within the **month** following his arrival to the country. Immigrants who follow a welcome programme are not authorized, except in special circumstances, to move for a period of 3 years.

The programme is modular according to the needs of the immigrant; it is **free** for beneficiaries (non EU) and includes language tuition, classes on Danish society, etc., the very explicit objective being social integration and **access to the labour market**. The immigrant must attend classes at a rate of **30 hrs per week for six months** under the most complete formula. However, if working, the municipalities are obliged to offer evening or weekend classes. In addition, the training offering

must be flexible (length, rhythm, etc.).

The scheme for asylum seekers is somewhat different: they must follow a welcome programme including in particular classes in Danish, English and Danish culture. All asylum seekers aged from 17 to 25 years must follow between 5 and 10 hrs of classes per week; children from 7 to 16 years receive classes in centres for asylum seekers. Complying with the programme enables asylum seekers to receive all their allowances.

The ministry for Integration and Immigration defines the orientations and the content of Danish classes. Since the law on learning Danish of 1st January 2004, the language programme includes three courses, determined according to the previous level of schooling of the learner: no schooling, limited schooling, extensive schooling. Each course is validated by an **examination**, organised centrally twice a year by the ministry. It is divided into 6 six-month modules; each module is validated by a test which aims to encourage the immigrant to follow the whole programme. The level of the final examination is fixed at level A2 for writing, B1 for oral for the 1st group, level B1 for writing, B1/B2 for oral for the 2nd group and level B2 for the 3rd group. To obtain Danish nationality, the immigrant must have a level of between B1 and B2 in oral and level B1 in writing.

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The municipalities may conduct the language training themselves, or sub-contract classes to external public or private service providers. In any case, they are responsible for the quality of the tuition. Trainers must have sufficient professional qualifications in Danish as a foreign language: they must follow one year of training, in addition to their initial training.

There are about 50 language centres, as well as a certain number of operators who provide language training. About 46 000 immigrants were trained in 2003. The number of trainers is about 1 600.

The system is **obligatory**; on the one hand it conditions the granting of **social welfare allowances**, and on the other the **status of permanent resident**. However, "good integration" of the immigrant (3 years in a stable job, and the establishment of a "significant link with Danish society") enables him to apply for a permanent residence permit after 5 years instead of 7. If the immigrant fails the exam, the Government considers that the commitments undertaken have been fulfilled if he has obtained a certificate of active participation in the programme (minimum of 85% attendance rate). However, the scheme deplores an absenteeism rate of the order of 25%. Moreover, the immigrant must prove that he is looking for a job at the latest one year following his arrival: the welcome allowance can only be attributed when the immigrant or his/her spouse does not find a suitable job offer.

The cost of the welcome programme (about **€ 120 m** for language training) is paid for by the State, which funds the municipalities based on

- > fixed sum per individual signing a contract;
- > a sum according to the programme proposed (up to € 1000/month for the complete programme);
- > a bonus according to programme results; € 2 500 each time a new arrival passes the Danish examination before the 3 years expire, an additional amount if the immigrant finds a job, etc.

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This method of funding incites the municipalities to make special efforts on integration. The local authorities may group together if they so desire to manage welcome programmes. **Local integration committees** may be created by the municipalities (about 70 exist today): they advise the municipalities and the Government on integration policy.

The municipalities also fund **language training for employees**. Between 2002 and 2003, 35 companies thus enabled their employees to follow these courses.

The classes, obtained within the framework of an agreement with the employer, may be attended in the evenings.

A manual for employers to promote language training in companies was

recently published.

Although the possibility exists of combining vocational training and language training, its implementation is often hindered by the lack of uniformity in the groups, hence to the non-profitability of the classes and the difficulty of organising language classes during working time.

> France

The French government wished to mark a turning point in the France's public integration policy: the **interministerial committee on integration**, which met on 10 April 2003, defined a programme of measures to promote a) welcoming of new immigrants by creating a public reception service of universal vocation and a reception and integration contract; b) social and professional promotion of immigrants and their children, and finally c) the fight against intolerance and for equality of rights. In this context, a firm priority has been defined as regards learning of the French language by immigrant populations. Indeed, the potential needs are considerable: according to a survey conducted in 1995, almost 1.4 million immigrants (excluding newcomers) had at this time potential needs in learning French. Suspensions due to lack of language skills, another indicator of need, represent more than 18% of refusals for applications for naturalisation.

As part of the interministerial and pluriannual programme, whose implementation and monitoring are entrusted to the **ministry for employment, social cohesion and housing** (department of population and migrations), a true public service for welcoming new immigrants to France is being finalised, with the aim of dealing with all new arrivals (non EU) by 2006. The populations targeted by this reception policy are foreign national admitted for the first time to France with a view to permanent settlement: mainly, the beneficiaries of family reunification, foreign members of French families, statutory refugee and

their families, foreign nationals subject to regularisation and permanent workers, or 110 to 120 000 people per year. The ANAEM³, created by the programming law for social cohesion of 18 January 2005, is responsible for organizing the public reception service.

The essential and innovative instrument of this reception policy is the **reception and integration contract**, implemented in some of the country since 1st July 2003 and which should be generalised to the whole country on 1st January 2006. This individual contract, of a once only renewable term of one year, contains mutual commitments by the parties which, for the immigrant, require adherence to the laws and values of the French Republic, attendance of civic classes and, if the need is identified, language training; and for the French government, organization of access to individual rights, knowledge of the laws, principles and values of the French Republic and to language learning. The reception and integration contract is signed on reception by the ANAEM, during which each new arrival, interviewed separately, is offered in addition to the training services relating to the contract, participation in 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**.

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³ The national agency for reception of foreign nationals and migrations (ANAEM) is a public body overseen by the ministry of employment, social cohesion and housing. The ANAEM was created by the merger of the Office for international migration (OMI) and the Social Service for Assistance to Emigrants (SSAE).

⁴ The national fund for action and support of integration and the fight against discrimination (FASILD) is a public body overseen by the ministry of employment, social cohesion and housing.

The language scheme offered as part of the contract aims at acquiring basic oral language skills (currently corresponding to level **A1.1 oral** of the *Common European Reference Framework for Languages*). Language tuition is organised and funded by the FASILD⁴, lasting between 200 and 500 hours. Each signatory to the reception and integration contract with the required level of language, is granted a ministerial certificate of language competency (AMCL), issued in the name of the ministry of employment, social cohesion and housing, whether or not the training course was attended. Foreign nationals, wishing to obtain French nationality, who obtain the AMCL are exempt from the language examination provided for in the procedure. The tuition is entirely **free** for immigrants and may, in some cases, be remunerated. In addition, the training offering must be flexible (geographical proximity, flexibility of rhythms and hours, etc.).

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It is not mandatory to sign the reception and integration contract, but when it is signed, the training (language and civics) is obligatory. The law of 26 November 2003 regarding immigration control, residence of foreign nationals in France and nationality, provides that the first issuance of a residence permit is subject to the foreign national's integration in French society, in particular assessed in view of sufficient knowledge of the French language and the principles governing French society. In order to assess this condition of integration, signing of the contract and adherence to it will be clearly taken into account.

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

In addition, the French public authorities are currently working to finalise the design and development of a global language skills

assessment and validation scheme, adapted to all immigrant populations, from the illiterate to the literate, and leading to a national certificate, initial diploma in French language (DILF), the first level of which would be the A1.1 level required for oral skills as part of the reception and integration contract.

Model exams for this certification, for oral and writing, and the reference standard for initial French learning which precedes it, were developed on the initiative of the Department for population and migrations, by a group of experts chaired by the general delegate for the French language and languages of France (DGLFLF).

These tools are currently operational and experimented by some service providers funded by the FASILD (organisations for language assessment: BPEL). All language training operators funded by the FASILD, under the CAI and also for foreign nationals long since settled in France, will use this reference standard (for 2006 contracts signed by the establishment).

As regards learning the French language in professional environments, 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 employed in companies, often for many years.

Since law no. 2004-391 of 4 May 2004 regarding lifelong vocational training and social dialogue, language tuition has been included in the Labour Code (article L 900-3) so that it figures explicitly among the types of training included in the scope of adult vocational training under permanent education.

With its partners, the DPM is now working to take language learning into account as a professional skill in corporate training plans and by the approved fund collection bodies (OPCA). The challenge is to enable all employees to follow remunerated language training, as knowledge of the French language is essential to have a profession.

> Ireland

According to the census conducted in 2002, the immigrant population represents 10% of the total Irish population, estimated at 4.13 million people. The Polish and Lithuanians are especially represented within this population.

There are 20 000 asylum seekers. Between the end of the 1990's and 2004, 12 000 asylum seekers per month entered the country.

In Ireland, there are no laws or regulations governing the language training of immigrants. The approach therefore is empirical.

Between 1997 and 1999, a project to create a body for the promotion of integration in society has been sponsored by the ministry for education and sciences.

In Ireland, newcomers have the same rights as refugees, i.e. the right to language training and vocational training.

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> Asylum seekers can avail of 2 or 3 hours of English per week, provided in popular universities. Asylum seekers are not authorized to work.

> For immigrants who obtain a work permit for one year, language training is mandatory and charged for. Only workers from European Union countries can obtain this work permit. The level required to integrate the labour market corresponds to level B2 of the *Common European Reference Framework for Languages*.

> **Newcomers, not authorized to work, can avail free of charge of one year of training (language and other training), or 1 000 hours of classes, at a rate of 20hr/week (considered as full-time training). The level to achieve is then level B1 and the attendance rate must be greater than or equal to 85%. Most of these people continue their training following this initial language training, in order to gain easier access to the job**

market. Almost 5 000 newcomers per year are concerned by this scheme.

Language training is only provided by public establishments. They are controlled by a body reporting to the university of Dublin.

> The Netherlands

There are 16 million inhabitants in the Netherlands, of which 10% are foreign nationals. The unemployment rate among immigrants was of the order of 10% in 2002 (26% in 1994). Recently, the liberal and Christian democratic parties have drawn the outlines of a new integration policy, thus redefining the previous system created in 1997. On this basis, a law on the integration of new arrivals should soon be adopted, 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, or about **17 000 people per year**. Foreign nationals present in the country for a long time (about 460 000 people) can also avail of this programme, but it is not obligatory. The **ministry of Justice** is in charge of implementing and coordinating the reception policy. The new policy is based on the following major principles:

- > the individual responsibility of the immigrant, which implies a **financial contribution** to the training followed (the local authorities can help people who cannot bear these costs);
- > opening of the language training market: competitive bidding by organizations (previously, only regional training centres were competent). Organizations are selected based on their experience in language training: 259 organisations were certified 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 submit to a test, in their country of origin, in which they must justify a level of language equivalent to at least A1 oral of the *Common European Reference*

Framework for Languages. The cost of this test amounts to € 350. This exam must be sat in the embassy of the country of origin; as it is not based on any written support, a certain amount of fraud is to be deplored in this scheme;

- the integration programme lasts a maximum of **3 years**; it includes civics training and language training, the latter generally corresponding to 600 hours. It ends in an **obligatory examination**, the cost of which is € 230. The immigrant must have acquired a level of language corresponding to **A2** oral and written;
- sanctions are necessary to the effectiveness of the scheme: if passed, part of the costs (up to 50%) incurred by the immigrant for training is reimbursed by the State; access to the status of permanent resident. Link with some social services.

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A commission is in charge of fixing the level of the exams and drawing up the subjects; it is comprised of representatives from the public authorities, minorities, and the professional world. The Netherlands want to implement a centralized exam extending beyond the sole scope of language skills: what use is made of the language in daily life? The exam will contain 2 parts: a general part, identical throughout the country (theoretical section) and a part geared towards more practical skills, decentralised in the various language schools, and presented in the form of continuous assessment throughout the language course. Failing one or other of these sections means failing the exam. However, given the lack of uniformity of the populations 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 a professional context. The reception and integration policy aims to tie in with employment policy. This integrated learning has been implemented by the Government for 5 years.

> Quebec (Canada)

In Quebec, the total migratory flow represents 45 000 immigrants per year, including 32 000 adults.

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

In the 1960's, *centres d'orientation et de francisation des immigrants* (COFI) were created to provide French language training to immigrants. In 2000, these COFI were transformed into language tuition in schools, colleges and universities, working in partnership with the ministry.

Immigration policy implemented from the 1990's tends to make immigration a resource for the country's economy. The desire of immigrants is to integrate the labour market as quickly as possible. Immigrant applicants are selected based on a set of criteria, the fact of speaking French scores in favour of the immigrant.

The *Guide to succeeding integration - Learning about Quebec*, detailing the first steps to take to settle in Quebec, published recently, devotes a chapter to learning French.

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Immigrants recently arrived in Quebec or having resided there for less than 5 years, can attend French classes whether they have received little schooling (less than 8 years) or not.

These classes, optional and free of charge, are given at a rate of 30 hours per week (full-time classes), for 33 weeks, and involve 10 000 people per year. Immigrants attending this full-time training regularly will receive a training allowance.

Immigrants with little schooling attend 1200 hours of classes, and the expected results only concern oral skills. Immigrants attending school receive 1000 hours of tuition with the aim of achieving a level close to B2 of the *Common European Reference Framework for Languages*. Language training is above all geared towards oral skills.

This language training offering has been diversified, to include also made-to-measure courses and professional courses.

No assessment of the level of language is made and no certification is issued at the end of the training. An assessment is made by the trainers. The quality of the tuition provided by these teachers is guaranteed by their further education and pedagogical supervision.

A programme aiming to achieve an intermediary level in French, via internet classes, is also being developed.

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

> United Kingdom

Measures to welcome and integrate immigrants via the language are not, to date, the object of a true national concerted and coordinated policy. However, there is a growing awareness in Great Britain of the importance of learning the language. In particular, the **Nationality, Immigration and Asylum Act** of 2002 provides for reception centres for newly arrived asylum seekers, distribution of these populations throughout Great Britain, and optional language classes.

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This law also provides for the implementation of an exam to access naturalisation, based on different skills, including mastery of the English language. Sir Bernard Crick, advisor to the Home Office, was asked by the government to coordinate an advisory group to make proposals on drawing up and implementing this **naturalisation exam** in "*Living in the United Kingdom*" (**Crick Report**, September 2003). To this date, no governmental orientation has been taken on the grounds of these proposals (final decision planned for the summer of 2004), but the principles of the programme are as follows:

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

Consequently, at the time being in Great Britain, reflection on the integration policy seems more to deal with citizenship (about 120 000 applicants for naturalisation / year) than on reception to the country.

The Crick report established the programme of language skills to be attained, in an **integrated** way with themes such as education, health, rights and responsibilities, multiculturalism, etc. The objective would be individual progression of the skills rather than the acquisition of a standardised level, but the ultimate goal of the public authorities is **access to employment**. Classes would be **free of charge** for immigrants; the cost of training is estimated at £ 3 700 / person. Training would be validated by an exam, which would have to be passed to gain access to British citizenship. The certificate issued would attest to the mastery of English, but also knowledge of common British values. British citizenship thus acquired would give rise to an official **ceremony**.

Language training courses are growing in number, in 2003 and 2004, 450 000 people enrolled in English courses, representing 256 million pounds sterling of funding by the ministry of education.

British immigration is mostly based on **applications for asylum**. Great Britain has 4.7 million foreign nationals, 1 million of whom have language needs. All populations concerned can, in theory, gain **free** access to language training. However, the offer is far less than the demand. The training may be provided by various structures: national associations; national refugee agencies; volunteer work, further education institutes (*Further Education Colleges, Adult Education Providers*). There are a certain number of structures specialised in detecting language needs and orienting the public towards training, in particular *JobcentrePlus* (the equivalent of the French ANPE). Little by little, employers are becoming aware of their responsibilities as regards language training of *employees*. Similarly, it is possible to attend qualifying vocational training including language tuition. Finally, some vocational initiatives may be remunerated.

Currently in the planning stages:

- > initiatives aimed at 16-19 year-olds who have left the school system without a diploma;
- > initiatives to facilitate access to the health sector (*National health service*);

- > training aimed at people accompanying refugees;
- > distance learning, within the framework 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, language skills would also be required of immigrants.

Language training is funded by the **Home Office** by means of the programme in favour of asylum seekers (*National Asylum Seekers Skills - NASS*), **JobcentrePlus**, and by the **regional development agencies**.

The United Kingdom has created a **reference standard** for learning the language in 3 levels (oral + written), used throughout the country (*National Curriculum for English Language*). 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*⁵) who rigorously inspect language training organizations (once every three years on average). The results of the inspections are published on the internet.

⁵ www.ali.gov.uk

Charts

Summary Tables

	Total population (%: foreign nationals/total)	Special language scheme for immigrants	Target populations	Responsible institution Cost
FRANCE	59.9 M (5.6 %)	New immigrants: reception and integration contract (CAI) not mandatory (to date): language training if necessary + civics tuition (1 day). Former immigrants: language training possible.	New legally present immigrants (family reunification, spouses of French nationals, permanent workers, refugees and their families): 100 to 110 000 people/year. Former immigrants.	Ministry of employment, social cohesion and housing. Operators: National agency for reception of foreign nationals and migrations (ANAEM) + Action fund to support integration and fight against discrimination (FASILD). € 27 m in 2004
DENMARK	5.4 M (5.0 %)	New immigrants: mandatory reception programme with signature of an individual contract: language training + various training to access employment. Foreign national already settled have the right to receive training.	Immigrants entering the country for family reunification, refugees, asylum seekers. 46000 people in 2004.	Ministry of refugees, immigration and integration. Operators: the communes organize the training themselves or call on a service provider. Cost: € 120 m.
UNITED KINGDOM	59.3 M (4.1 %)	Training obligation for applicants for naturalisation with a level lower than B1 and beneficiaries of unemployment benefit. Training also possible on education, employment.	Applicants for naturalisation (120 000 / year).	Ministry of the interior (Home Office) to acquire British nationality. £ 257 m in 2003-04.

Free training for immigrants.	Length of the scheme Length of the training	Language objective Exam	Penalties	Language / naturalisation link
Yes + remuneration in some cases.	New immigrants CAI valid 1 year renewable once. Language training: 500 hr maximum. Former immigrants: 200 hr maximum.	New immigrants CAI: A1.1 oral. 2005: final assessment and issuance of a certificate (AMCL). 2006: DILF diploma. Former immigrants: nothing.	For signatories to the CAI: permanent residency status not obtained..	Yes: Level A1.1 oral = DILF oral.
Free for those who are obliged to follow the training. For those who are not obliged, each of the 6 modules can be paid for, depending on the communes. Increasing tariffs for applicants for permanent residency (€ 430), temporary residency (€ 860), for students (€ 4300).	Programme: 3 years; starts 1 month after settlement in the commune of residence. Language training: 30 hr/week for max. 6 months. 2000hr max. including personal work outside classes.	Between A2 and B2 depending on the learning profile, separate oral and written skills. Mandatory final exam. Objective not yet fixed for residency status.	Social allowances. Permanent residency status.	Yes: level B1/B2 oral and B1 written.
Free for the moment below level A2. Charged from B1.	Not defined. 3 to 6 months on the employment section.	Since 20.06.2005, to sit the citizenship exam (not on language skills), level B1 is required; training to level B1 is validated by an oral exam.	Access to British citizenship.	Yes: test of citizenship.

	Total population (%: foreign nationals/total)	Special language scheme for immigrants	Target populations	Responsible institution Cost
GERMANY	82.5 M (8.9 %)	Mandatory integration programme since 1/01/2005: language tuition + civics and social training (30 hr).	Newcomers: refugees, family reunification, Aussiedler, Russian jews. Former immigrants: if places available. 80 000 people in training in 2005.).	Ministry of the interior via the national agency for migration and refugees (BAMF). Role of regional offices for refugees and immigrants. Cost: € 208 m in 2005. Training provided in public or private organizations approved by the BAMF.
NETHERLANDS	16.3 M (10.4 % of non-western origin)	Mandatory integration exam from 2006: one part language and one part civics. Training left to the market (not organized by the State) and based on the immigrant's individual approach, with the exception of specific groups (unemployed, parents of minors) for whom the training is organized by the communes.	Immigration applicants must pass an integration exam in their country of origin. In the Netherlands: newcomers (family reunification, refugees); non-naturalised former immigrants, unemployed naturalised former immigrants or parents of minors. 500 000 former and new immigrants will have to sit the exam, or 85 000 per year of which 47 000 attend classes organised by the communes for specific groups.	Ministry of justice via the communes who inform about the integration exam (mandatory + Penalties) and distribute a list of approved training organizations. Budget of € 270 m in 2006, € 257 m in 2007 with a transfer of € 75 m from the ministry of education to the ministry of justice.
AUSTRIA	8.2 M (9.4 %)	Mandatory integration contract: language tuition + civilization / culture classes.	Third-country nationals legally entering Austria since 1/01/2003 to settle long-term. Derogation for people attesting to a level A2.	Ministry of the interior via the Austrian integration fund.

Free training for immigrants.	Length of the scheme Length of the training	Language objective Exam	Penalties	Language / naturalisation link
No: immigrants contribute a maximum of € 1/hr = € 630. The State pays € 2.05 per trainee hour of classes. Possibility of exemption for beneficiaries of social welfare and unemployment benefit	2 years maximum language training: 630hr. .	Level B1 oral + written. Exam: Zertifikat Deutsch.	Social welfare. Permanent residency status. Possibility to apply for naturalisation after 7 years instead of 8.	Yes: level B1.
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 communes organize the classes for the specific groups mentions.	Integration exam during the first 5 years for former immigrants, 3.5 years for newcomers. Estimated length for specific groups: 600hr.	Abroad: level A1 minus oral + test of knowledge of Dutch society. In the Netherlands: level A2 + test of knowledge of Dutch society; level A1 in writing for former immigrants.	Abroad: temporary residence permit. In the Netherlands: financial Penalties and permanent residency status.	Yes: level A2 = language test on condition the test of knowledge of Dutch society is passed.
No. Contribution of the immigrant of between € 80 and € 100. From 2006: subsidy for module 1 (literacy) if followed during the first year, for module 2 for people benefiting from family reunification. Overall cost between € 1500 and € 2000 generally paid for by the individual.	Contract: 1 year. Language training: 75 hr (100 units of 45 min). From 2006: 75 hr for the illiterate (module 1) + 300 hr for module 2. Refugees: 600hr.	Level A1. No final exam (continuous assessment). Class certificate issued. From 2006: final exam level A2.	Unemployment benefit. Residence permit. Reimbursement of the cost of classes by the State. Financial penalty. Expulsion from the country.	yes. Level required depends on the social-cultural level.

	Total population (%: foreign nationals/total)	Special language scheme for immigrants	Target populations	Responsible institution Cost
CANADA (QUEBEC)	7.4 M (%)	Voluntary language training programme.	All newcomers (family reunification, workers, refugees) who have had the status of permanent resident for at least 5 years and insufficient knowledge of French. Asylum seekers: only part-time classes. 10 000 people /year full-time, 9000 part-time.	Ministry of Immigration and Cultural Communities. Annual budget: € 30 M. .
IRELAND	4.13 M (11.2%)	No legislation. Voluntary language training programme for refugees and asylum seekers. Mandatory payable training for immigrants from the EU and authorized to work for 1 year: level required to access employment: B2. .	Refugees: training for 50 weeks. Asylum seekers: basic language training. 5000 people/year.	Department for education and science. Operator: Integrate Ireland Language and Training. Public training organizations. € 4125 per person.

Free training for immigrants.	Length of the scheme Length of the training	Language objective Exam	Penalties	Language / naturalisation link
Yes + allowance for full class attendance (€ 79 / week for workers, € 20 / week for family reunification) and frais de garde for full and partial classes.	Maximum length of 1800 hr. Full-time: 990hr: 30hr /week x 3 modules. Part-time: 4-12hr /week.	Depending on the learning profile. Intermediary levels targeted (equivalent to B1-B2). No exam but attendance sheet.	None.	No information.I.
Refugees (20 hr per week) and asylum seekers (2-6 hr per week): yes. For immigrants authorized to work for 1 year: training charged.	1 year.	Objective fixed according to the individual aptitudes of the learner: from A2 to B2. Possibility of national certification designed for Irish adults.	Unemployment benefit for people attending 20 hr of training per week.	No.

Pedagogical issues

	Orientation and monitoring	Course	Attendance verification	Teacher training in foreign language teaching
FRANCE	An external organisation assesses the initial level of the learner and recommends a training course.	CAI: 200 to 500hr for level A1.1. Non CAI: 200hr. Ile-de-France regional council: 600 hr maximum.	No. No recourse if the learner abandons..	Possible and free under the FASILD scheme: different modules of one to two days.
DENMARK	The training organisation and the foreign national establish a personalised programme taking account of the objectives of the individual integration contract or the return to employment plan. Each of the 6 modules is validated by a test.	3 different courses of 6 modules each (learners with no schooling; little schooling, extensive schooling).	Yes. Absentee rate of 25%. If the exam is failed, the applicant with 85% attendance is accepted.	Training of one year in addition to initial training.
UNITED KINGDOM	Variable according to the organisations.	Courses aiming respectively at B1, B2 and C1.	Variable according to the organisations.	Wide distribution to trainers of the national Curriculum for English Language.

Language certification	Exam organisation	Examiner training	Training assessment
Exam sat in a different place than training..	The CIEP manages teaching and administration. Frequent exam sessions.	Certification procedure by the CIEP planned.	Internal to training schemes.
Learners with no schooling: written A2, oral B1; little schooling: written B1, oral B1/B2; extensive schooling: B2; university admission examination: C1.	Exam organised centrally twice a year by the ministry of integration and immigration.	No information..	No information.
Citizenship test from September 2005.	No information..	No information.	Body of inspectors for adult training. Inspection of training organisations every 3 years.

	Orientation and monitoring	Course	Attendance verification	Teacher training in foreign language teaching
GERMANY	The training organisation assesses the initial level and orients towards a course. Orientation test developed by the Goethe Institute: oral and written.	Basic course (300hr for level A2) and advanced course (300hr for level B1) each including 3 parts, and the orientation class (civics tuition). Modular system depending in the initial level. Slow (target level A2), medium or rapid progression course.	Yes. .	140 hr for teachers not trained in teaching foreign languages.
THE NETHERLANDS	None.	Abroad: preparation of the language test (level A1 minus) 100hr for learners with extensive schooling, 200 to 300hr for learners with little schooling; preparation of the test of knowledge of Dutch society: 30 to 50hrs. In the Netherlands: 600hrs on average for level A2 oral and written for newcomers; for former immigrants level A1 written is the objective.	Carried out by the training organizations	??

Language certification	Exam organisation	Examiner training	Training assessment
<p>Zertifikat Deutsch, level B1: optional examination. Cost: € 90 paid for by the State the first time. Civics instruction exam. People already having level B1 sit the exam directly and follow civics classes.</p>	<p>Certified examiners. The training provider must prove that it works with certified examiners.</p>	<p>Examiner certification procedure.</p>	<p>Training organisations supported and inspected by the BAMF. Assessment by the ministry of the interior planned for 2006.</p>
<p>Applicant immigrants: integration exam in the embassies: language test on oral and functional skills + test of knowledge of Dutch society (classes in Dutch and 13 languages). In the Netherlands: level A2 oral and written, former immigrants level A2 oral and A1 written. Cost: € 350 abroad, € 230 in the Netherlands, € 225 for the naturalisation test.</p>	<p>Integration exam in the embassies: language test by telephone (voice recognition by computer). In the Netherlands: language test by telephone (oral) + assessment and/or portfolio for functional skills.</p>	<p>No information.</p>	<p>No information.</p>

	Orientation and monitoring	Course	Attendance verification	Teacher training in foreign language teaching
AUSTRIA	In the training organisation..	Until end of 2005: 100hr for A1; from 2006: 300 hr for A2 and 75 hr for literacy.	Yes.	Recognition of German as foreign language course (universities of Graz and Vienna, popular universities), validation of professional experience..
CANADA (QUEBEC)	Initial classification test carried out by the teachers. Assessment after each course of 11 weeks.	Full-time course on day-to-day communication of 990 hr, 30 hr/week x 3 courses of 11 weeks (= 990 hrs); part-time course on communication, between 4 and 12 hr/week; personalised courses in FOS, courses for people with less than 9 years schooling..	??	Further education and pedagogical supervision.
IRELAND	No information.	20 hr/week x 50 weeks for level B1	85% attendance	No information.

Language certification	Exam organisation	Examiner training	Training assessment
<p>Until end of 2005: certificate of language knowledge (SKN) - level A1 - may replace language training; in addition language training is not validated by an exam; a course certificate is issued. From 2006: mandatory language exam</p>	<p>The training organisation is responsible.</p>	<p>Until now managed by the Bureau for the Austrian language diploma (designer of the SKN).</p>	<p>No information.</p>
<p>No certification but an attendance sheet..</p>	<p>None.</p>	<p>None.</p>	<p>Training organisations subject to assessment.</p>
<p>No certification of English as a foreign or second language.</p>			<p>Training organisations subject to assessment by an organisation reporting to the university of Dublin..</p>