



## **Lifelong learning for migrants in selected European countries**

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## Executive summary

1. This report is drawn from national reports from Austria, France, Germany, Roumania, Spain, Switzerland and the United Kingdom.
2. Because of the wide range of countries and usage of terms, it is not possible to find a common term for “migrants”. In this report, it refers to people who are now living in a country where they were not born and of parents who were also not born in that country.
3. The main focus of this project is people who have moved to another country with the intention of staying for a period of time for which education and/or training is necessary in order to participate in economic and social life.
4. A lesser focus is on people born to migrant parents, or those “of migration/foreign background”.
5. Migration is an important factor in European economic and social life. Despite plans to decrease migration from outside the European Economic Area, the expansion of the European Union ensures that migration will continue to be an important factor in our future.
6. Migrants are very diverse, in terms not only of national origin but also prior education and experience, as well as their reasons for migration.
7. Similarly their needs for education and training in the new country vary.
8. Despite concentrations in certain areas of each country, there is increasing dispersal, which means that services need to be provided more widely. MOVE?
9. Some countries have centralised and compulsory integration policies for migrants in general; some have non-compulsory policies; and some have no policy but may be in the process of forming one.
10. Similarly, funding for migrants’ lifelong learning varies between countries but may exist even where there is no formal integration policy.
11. Eligibility for lifelong learning is also variable, not only between countries but also between people of different legal status within countries.
12. It is difficult to find evidence that a multicultural approach is routinely incorporated into initial teacher training (whether for children or adults) but some progress is being made, notably in Germany. A certain amount of continuing professional development is available but attendance often appears to be voluntary on the part of teachers.
13. Access to lifelong learning for migrants is patchy. Where it is free, demand greatly exceeds supply and certain groups are excluded; where it has to be paid for, it is often beyond the



means of many migrants. It is not even always possible to collect evidence on how many migrants are participating in education, especially where they attend mainstream classes.

14. Where provision is made that is targeted at migrants, the majority consists of language tuition. There is little vocational training available or language combined with skills courses.
15. The main barriers to participation in lifelong learning by migrants are limited financial resources, insufficient availability of childcare and long working hours. Other factors are poor health and low confidence or lack of basic skills.
16. Institutions also pose barriers, through poor provision of information, long waiting lists and lack of courses appropriate to existing skills and knowledge.
17. The main motive for participation is instrumental but others include a wish to engage in social life and to learn about the new country.
18. Helping factors include signposting and correct information, subsidised or free courses, courses with childcare, strong social networks, sound pre-course assessment and access to educational guidance.
19. Migrants who were interviewed on courses they had taken were often positive, especially when their tutors were understanding, helpful, well-prepared, showed an appreciation of migrant experiences, managed classes so that everyone received the due amount of attention and gave an insight into the local culture as well as teaching their subjects.
20. They would have appreciated more information on job-hunting, funding, assistance with practical issues, a greater range of courses, more contact hours and clear progression routes.
21. Institutional arrangements in some educational institutions made learning difficult, by providing inappropriate venues and insufficient learning materials and failing to divide students by level.
22. Teachers of migrants include those who are professionally trained and with intercultural / multicultural skills; those who are trained but lack such skills; those who are untrained as teachers but have intercultural skills; and those with neither training nor a multicultural approach. In this study the first three categories were represented.
23. Some teachers focused purely on the technical skills of delivering language tuition, whereas others believed that their approach should also take into account cultural, social and psychological issues.
24. Many teachers reported that they needed training in skills such as conflict management, basic skills, management of classes with very wide disparities in initial knowledge and intercultural competence.
25. They also requested training in access to knowledge and information that would help them both to understand their students' backgrounds and also to assist them in accessing information for dealing with practical problems outside the learning environment.



26. Teachers thought that ideally they needed to be flexible, patient, sensitive, understanding, empathic, innovative and open to learning.
27. Asked what advice they would give to new teachers, they said they needed to know that their role would go beyond teaching, becoming cultural counsellors.
28. Like the students, some reported difficulties arising from the institutional arrangements of the provider, such as over-large classes, mixed levels and shortage of suitable resources.
29. They also expressed a need for more training, opportunities to share ideas and experiences with other teachers and educational support services for their students.
30. Students could also present problems, for example, through conflict with classmates, low motivation, resentment of young or female teachers, lateness and absence and psychological problems.
31. Teachers also appreciated the difficulties many of their students had in negotiating daily life and encountering racism and negative discrimination.
32. Evaluations of each country pointed out the positive aspects but these were generally outweighed by the negative.
33. Recommendations were made for improvement in several areas, most importantly: enhancing access to lifelong learning; improving learning experiences; supporting teachers; and designing teacher training and continuing professional development.



## 1. Definitions of foreigners, migrants and ethnic minorities

It is not possible to use a single term that accurately describes the range of people who began life in one country and subsequently moved to another. They include those who fled from violence, persecution, war, natural disaster, economic misery and other intolerable situations. These, according to the International Organisation for Migration, constitute forced migration, but not all come under the 1951 United Nations (UN) Convention on Refugees and on arrival in the new country they may be assigned a range of statuses and length of residence permits (except for those who escape the notice of the authorities and are deemed “illegal migrants”). Whether their motives are economic or noneconomic, this is survival migration as defined by the International Organisation of Migration [IOM] (1994).

Similarly, what the IOM calls “opportunity-seeking migration” may be either economic or non-economic. People migrate to find work but also to acquire or expand education and qualifications, to join their families, to marry, to carry out voluntary work, to find a new life in retirement and even for adventure (Clayton 2008).

The temporal nature of migration also varies: some is intended to be permanent, some temporary and some is seasonal. To differentiate migrants from tourists or students on short-term courses, the UN definition of an international long-term migrant is useful: that is, a person who makes the new country his or her usual residence for at least a year (FIND REF). Finally, although migration is usually considered to take place across national boundaries, there is also internal migration.

There is also the question of citizenship. Some migrants retain their original nationality (when they have one), others become naturalised. In some countries the children of migrants, born in the country of migration, retain their parents’ nationality (for example, in France and Germany), in others that of the country of their birth (for example, in the United Kingdom [UK]). Some countries permit dual nationality, others do not. In some ways, “foreigner” should be the simplest term to define, where it refers to citizenship of another country; but in Germany, for example, it is applied to people born in Germany who have effectively inherited the citizenship of another country which they may never have visited or even whose language they do not speak.

This leads to the concept of “ethnic minority”. This is even more contentious, not least because definitions vary from country to country. In the UK, for example, ethnic monitoring takes place in the census and in organisations, and there are categories covering the most numerous groups (the rest come under “other”). Ethnic minorities include both first and subsequent generations of migrants, and also members of other European Union [EU] states. They include both British citizens and citizens of other countries. Refusal to categorise oneself is allowed. In Germany, the term used is equivalent to “people of immigrant background” and includes those born abroad; children born in Germany of foreign parents; naturalised persons; ethnic German repatriates; and children with at least one parent in any of the above categories. The majority of “people of immigrant background” were born in Germany. Similarly, in Roumania the children of migrants are classified as immigrants even if born in Roumania.



In France, on the other hand, it is illegal to collect statistics on what are freely termed ethnic minorities in the UK, on the grounds that every citizen is equal and should not be differentiated in any way. Instead the migrant population is defined as those born in a foreign country, whatever their current citizenship, and is different from foreigners, who include the French-born children of foreigners who have not acquired French citizenship. This does not mean, of course, that ethnic minority groups do not exist in France, in their own perceptions and those of others.

The situation is quite different in other countries. In Austria, for example, the term refers to native Austrians from six recognised groups, Slovenes, Croatians, Hungarians, Roma, Czechs and Slovaks, who retain their language of origin as well as German. In Roumania there are “national minorities” who have been living there for at least a hundred years and have chosen to retain a separate identity. Such groups comprise Hungarians, Roma, Germans, Serbs, Slovaks, Ukrainians, Turks, Tatars, Great Russians, Jews, Armenians, Poles, Croats, Banat Bulgarians, and Greeks.

Hence in Austria, a term equivalent to “persons of foreign background” is used to describe people who were born or were born to parents outside the country and thus includes both migrants and non-migrants. They may or may not have become Austrian citizens (Statistik Austria 2008).

Furthermore, some ethnic minorities are visibly different in appearance, dress, accent and so on from the majority of inhabitants, whereas others are to all appearances identical and thus invisible, even though their life chances may nevertheless be diminished by comparison with the majority or even with other ethnic minorities.

The title and remit of this project necessitates decisions on the meaning of “migrant”. Our focus is on people from a different culture (whether born in another country or not) who participate or are eligible to participate in lifelong learning.

In the case of newly arrived migrants, the main type of learning first undertaken is likely to be the language of the new country, in classes consisting of speakers of foreign languages. Some students may also be long-established residents who have not previously had the opportunity to learn the language. Other types of learning include vocational skills and work shadowing. People of migrant background, that is, who were born in the country, are almost certain to be native speakers of the majority language and found in mainstream education.

The term “feel like a migrant”, then, has a double meaning: firstly, it is not necessary to be a migrant to be made to feel like one, in a pejorative sense; and secondly, a multicultural approach, which shows insight into how it feels to be a migrant, is necessary to give students the best possible education and chances in life.



## 2. Migrants in selected European countries

Migration is not a new phenomenon but fundamental to human history and the development of cultures and, eventually, nation-states. Despite this, some countries have been slower than others to recognise that they are countries of migrants and to value the contribution that migrants have made and continue to make.

### 2.1. Methodology

The first part of the study was based on secondary sources, including official statistics and surveys. Researchers were asked to find out, where possible, how many migrants were in their countries; what was known about their education, previous employment, knowledge of the new language, location, legal status, age, sex and religion; and expected future trends.

The main part of the study consisted of interviews with teachers and students and the collection of case studies of organisations that appear to take a multicultural approach in the teaching of migrants. In addition secondary sources were used to collect information about national and regional policy, teacher training and migrants' access to lifelong learning. Finally, the researchers evaluated the existing situation in their countries and made a series of recommendations for improvement.

The quantitative data have been summarised very briefly in this chapter of the synthesis report: more details are found in the national reports.

The qualitative data has been dealt with more fully in chapters 3 onwards. Some has been summarised by country, where there are important differences. The results of the interviews with teachers and learners, however, showed such striking similarities that they have been amalgamated, along with the recommendations.

### 2.2. Quantitative data

The countries represented, Austria, France, Germany, Roumania, Spain, Switzerland and the UK, vary in the numbers and percentage of foreign citizens living in the country. Roumania has the smallest percentage, at 0.2% in 2006, but this represents an increase of 8% over 2005 (Ministry of Foreign Affairs Roumania 2007). In Austria, on the other hand, 10.3% of the population in 2008 were foreign citizens (Statistik Austria 2008) and there are substantial numbers in France (Institut National d'Etudes Démographiques [INED], [www.ined.fr](http://www.ined.fr)), Germany (Bundesamt für Migration und Flüchtlinge, [www.bamf.de](http://www.bamf.de)), Spain (FUENTE 2008) and the UK (Office for National Statistics 2006). The country with the highest proportion of foreigners, however, is Switzerland, at 37% in 2007 (Bundesamt für Migration und Flüchtlinge, [www.bfm.ch](http://www.bfm.ch)). Only a small minority of migrants are refugees.





These figures are likely to increase as free movement of people is instituted throughout the EU. Migration from outside the Union is also increasing. Attempts to slow the rate of immigration through selection on the basis of qualifications and stricter rules on family reunion may or may not counterbalance the expected increases in intra-EU migration. In Switzerland it is expected that the number of European Economic Area (EEA)<sup>1</sup> citizens taking up employment will increase.

Not all foreign migrants have learning needs in the new country. Some are highly qualified and might not even need to learn the host country language, for example, people working for foreign firms in Roumania. In Austria and Switzerland many migrants are German speakers; many migrants to France, from North and West Africa, the UK, from Africa and the Indian sub-continent, and Spain, from Latin America, already speak the language because of former colonial relationships.

On the other hand, people from Turkey and the former Yugoslavia, who constitute significant proportions of migrants to Austria, from Portugal and Poland to France, from Turkey, Italy and Poland to Germany, and to Moldova and Turkey to Roumania, and to the UK from Poland, Roumania and Bulgaria, constitute a pool of potential labour in need of language tuition and in some cases vocational training. These relatively new sources of migrants are very likely to arrive with little or no knowledge of the host country language (Cannell & Hewitt 2008).

Although there is a tendency in most countries for migrants to be concentrated in certain areas, notably but not exclusively capital cities, large conurbations, ports and so on, they are found throughout all of the countries represented here. This has important implications for the provision of education and training.

The employment chances of migrants are generally below those of the native population. For example, in Vienna, almost a quarter of the unemployed in 2006 were foreign citizens (Beratungszentrum für Migrantinnen und Migranten, [www.migrant.at](http://www.migrant.at)); in France the unemployment rate of migrants is twice that of non-migrants (Institut national de statistiques études économiques [INSEE], [www.insee.fr](http://www.insee.fr)). Furthermore it is reported that in Austria, France and the UK migrants are more likely than non-migrants to be in low-paid and often precarious employment. Since migrants are a very diverse group, however, such statements have to be treated with caution, as is shown by research in the UK that almost certainly can be applied in all other countries in this project (Learning and Skills Council 2007).

This pattern is often repeated among the children of migrants, although to a lesser degree and varying greatly according to national origin. The educational success and subsequent labour market experiences of second generations show patterns of continuing disadvantage among most groups (Cabinet Office 2003). This suggests that new approaches are needed in education, training and vocational guidance to assist in lowering the barriers to full participation in economic life.

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<sup>1</sup> The EEA comprises the European Union, Iceland, Norway and Liechtenstein.



### **3. Educational policy and programmes concerning lifelong learning for migrants**

#### **3.1. National policies on integration for migrants**

##### **3.1.1. Countries with compulsory integration policies**

Of the countries covered in this report, only Austria and France have formal policies for the integration of new migrants. Both focus on the acquisition of the national language as the best way to participate in social, economic and cultural life but each has different rules. Since January 2006 all migrants with permits to stay and who plan to stay in Austria for more than six months (excluding those with EU, EEA or Swiss citizenship) are obliged to learn German, including reading and writing, within five years, as part of the Integration Agreement (*Integrationsvereinbarung*). Attendance on the Integration Course is not compulsory, as long as German is learnt to a certain standard. Those who do not prove knowledge of German after five years may be deported.

Since 2006 people applying for long-stay visas for family reunion must take a French test and if they fail have to attend a short course in their own country and obtain a certificate before they are given the visa. In order to receive a residence permit of ten years, a foreigner must master the French language. Every migrant with long-term permission to stay (again, excluding those with an automatic right to live in France, and also asylum-seekers) is given a compulsory contract of reception and integration (CAI). In France, integration is promoted by the Ministry of Immigration, Integration, National Identity and Co-Development and the Ministry of Labour, Social Affairs and the Family, and measures are implemented by two national agencies, L'Agence Nationale de l'Accueil des Etrangers et des Migrations (ANAEM) and L'agence Nationale pour la Cohésion Sociale et l'Egalité des Chances (ACSE).

##### **3.1.2. Countries with non-compulsory integration policies**

Germany has a national integration policy aimed at allowing migrants to participate on equal terms in German life. As a federal state, detailed integration policy is formulated and implemented by many institutions at different levels of the state. These include the Federal Government ministries of: the Interior; Family Affairs, Senior Citizens, Women and Youth; Health; Labour and Social Affairs; and the Federal Commissions for Migration, Refugees and Integration, and for Repatriation Issues and National Minorities in Germany. The German Federal Republic provides integration courses. In addition, the *Länder* have ministries, such as the Bavarian State Ministry of Labour and Social Welfare, Family Affairs and Women; the Ministry for Generations, Family, Women and Integration of North Rhine, Westphalia; and the Ministry for Social and Family Affairs, Health and Consumer Protection, Hamburg. Local authorities, such as the cities of Nuremberg and Schwerin have integration policies; and charities, such as the Red Cross and the Charitable Organisation of the



Protestant Church in Germany, and foundations, including *Otto Benecke Stiftung*, *Stiftung Mercator* and *Robert Bosch Stiftung*, make an input into policy. Integration policy is currently a government priority.

In Roumania, given the low level of immigration, there was in the past no urgent need to develop a comprehensive integration policy for migrants, but there are relevant measures and activities undertaken through collaboration between various public institutions, local government, nongovernmental organisations (NGOs) and the National Office for Refugees. Asylum-seekers awaiting a decision (which takes one to two months) are housed in reception centres run by NGOs. Most national policies are targeted at Roma, especially those of school age. The immigration strategy for 2007-2010, however, includes the social integration of foreigners. This involves support for active participation in Roumanian economic, social and cultural life while maintaining their identity and programmes to ensure integration efforts by some categories of migrants.

### **3.1.3. Countries with no central integration policy**

In the UK, there is a government body making provision for refugees and asylum-seekers, and the integration of refugees is now official policy (Department for Work and Pensions [DWP] 2005), but currently there is no integration policy for migrants in general. Integration issues are touched upon by a range of ministries, committees and agencies. The Commission for Integration and Cohesion has therefore recommended the establishment of an Integration Agency to help tackle the barriers faced by some new migrants. These include knowledge of life in the UK and the law; non-recognition of qualifications; lack of language skills; and difficulty accessing English for Speakers of Other Languages (ESOL) (Department for Communities and Local Government 2008).

In addition to regions and local government areas, there are four legislative bodies: the UK Government (for the whole country), the Scottish Government, the Welsh Assembly Government and the Northern Ireland Executive. Although the power of deciding who may enter and stay in the country rests with the UK Government, adult educational policy is devolved. Scotland's ESOL strategy was launched in 2007 and aims to give access to all residents whose first language is not English "access to high quality English language provision so that they can acquire the language skills to enable them to participate in Scottish life". Provision of courses is by Further Education colleges, voluntary and private sectors. Local coordination is through the 32 Community Learning and Development Partnerships. There is a National ESOL Panel to monitor provision.

Switzerland is similar in that there is no national policy on lifelong learning for migrants but each canton has its own policy. Spain's Immigration Law (Organic Law 4, 2000) states that the integration of migrants is a high priority and that all residents should have the same rights and obligations as EU citizens but contains little detail other than the right of migrants to education up to the age of 18 and respect for cultural identity. Public authorities are allowed to take positive action to create real equality of opportunity and eliminate obstacles to this.



## 3.2. Lifelong learning for migrants: provision and funding

### 3.2.1. Countries with formal provision and access to funding for migrants

Austria, France, Germany, the UK and Roumania all provide lifelong learning for adult migrants and fund all or a substantial part of the costs.

Under the Austrian Integration Agreement, a course is provided, in two parts: 75 hours literacy for those who need it (including those who are literate but not in the Latin alphabet) and 225 hours of German teaching. Proof of German language acquisition may be provided by a certificate from the Integration Course or from any other A2 German course. Course funding under the Integration Agreement is provided in the form of vouchers by the City of Vienna for those who live there and by the federal government for the rest. A Vienna resident may use both vouchers at the same time. Refunds of course fees are made on condition of course completion within specified time limits. Funding, mainly for German and literacy, is also available from the Federal Provinces, local communities, the Public Employment Service (Arbeitsmarktservice [AMS]), the Austrian Chamber of Labour and the Vienna Fund for Employees. The Austrian Ministry for Education, Arts and Culture and the European Social Fund provide basic skills courses that include social skills, English and Information and Communication Technology (ICT). In Vienna, the Municipal Department 17 (Integration and Diversity, MA 17) plays a central role in funding German language courses for migrants. It funds various basic German language courses for special audiences, such as children, teenagers, women, as well as general German and alphabetisation courses.

Integration courses are offered nation-wide but the largest number is found in Vienna. Such courses must be certified in respect to course contents, methods and teachers' qualifications by the Austrian Integration Fund (ÖIF). Recently orientation courses have been offered in Vienna to migrants who received permission to stay on or after 1<sup>st</sup> October 2008. These courses include information on the Integration Agreement and related topics, given in the most important migrant languages; a booklet on language courses and guidance in Vienna; sessions on career counselling, recognition of qualifications, the health care system, the school system and other matters. Migrants must attend one of these sessions before they can use the €300 worth of vouchers supplied by the City of Vienna for integration courses.

The Vienna Municipal Department of Immigration and Citizenship supplies an information package for new arrivals, available in Arabic, Bosnian, Croatian, German, English, Turkish and Serbian, and a magazine for migrants. There are also publicly-funded German classes for people who have lived in Austria for a long time but were unable to access education. One initiative provides basic German courses for the mothers of children in kindergarten and primary school. Courses take place in the same building and childcare is provided. An important focus of the courses is integration into school life.

In France, ACSE finances French language tuition for people of labour market age, whether employed, unemployed or inactive, and those seeking naturalisation. Those with a contract of reception and integration from ANAEM have free access to civic education, French language tuition and assessment of prior (experiential) learning (*bilans de compétences*). ACSE also funds initiatives



by employers to integration language tuition into their training plans. There are actions aimed at women by city administrations, involving basic orientation and an introduction to spoken French.

The Federal Government of Germany, Länder, local authorities, foundations and associations offer different measures and projects to help migrants integrate. The state provides the integration courses and pays a large proportion of the costs. Participants pay €1 an hour but are exempt from this charge if they are drawing unemployment or supplementary benefit. The integration course consists of 450 hours of German tuition and 22.5 hours of orientation, after which the participant may take the level B 1 German examination. Special optional courses are available to those who cannot participate in general courses for family, religious, cultural or geographical reasons, including literacy courses for those who cannot use the Latin alphabet or who are not literate in any language; integration courses for women and parents, to help them participate in decisions about their children's education; practice-based integration courses for young people who are no longer obliged to attend school but are under 28 and plan to continue in education or vocational training, and receive information on the education system, the labour market, the avoidance of drugs and violence and other matters; intensive courses for fast learners; support courses for migrants who have lived in Germany for some years but still have inadequate or incorrect knowledge of German.

Migrants may access advice services and career-related language support and there are initial advisory services for new migrants. The aim of the latter is to assess individual needs and help the migrant to develop a support plan. There are also special advisory services for new migrants aged 27 or less. These initial advisory services are provided by a range of bodies, including charities, under the aegis of the Federal Office for Migration and Refugees (BAMF) which itself provides only a basic advice service. Advice services are also provided by Länder, local authorities, and independent providers.

Although there is no compulsion for migrants to learn or prove competence in English, unless they intend to become British citizens, ESOL is provided. The Department for Innovation, Universities and Skills is responsible for provision, which is delivered by colleges of further education and funded by the Learning and Skills Councils. The Department also cooperates with the UK Border Agency on citizenship courses. There is currently, however, no standardised policy and provision of lifelong learning for adult migrants varies from place to place. Where learning opportunities exist, they consist mainly of ESOL, ICT and basic skills, but these are considered important as skills for life in the UK. Nevertheless, provision varies in different geographical areas, depending on available finance and the number of migrants and hence the demand for classes. A survey by the Department for Work and Pensions found that only 2% of respondents were paying their own fees. Funders, in decreasing order of importance, included the government or local authority, the college, employers and the Workers' Educational Association (WEA). Some courses, especially those in colleges of further education, gave help with travel costs. In Scotland there is a national ESOL web site to promote available provision ([www.esolscotland.com](http://www.esolscotland.com)) and ESF funding has been used to increase migrants' participation in employment through re-training.

People from other EU countries, registered migrant workers from the EEA and Switzerland and the children of Turkish workers may apply for help with course fees in England, Wales and Northern Ireland and help with living costs is possible for people who have been resident in the UK, Channel Isles or the Isle of Man for three years or more at the start of the course. People with refugee status or similar long-term stay permits have broadly identical rights to lifelong learning and funding as British citizens. Between 2004 and 2005, the government spent £279m funding almost 540,000 places, but restrictions were introduced in 2007 and it is proposed that from September 2009 free places will



be available only to priority groups such as the unemployed and those on income support. Even now, “large numbers of migrants who want to learn English are unable to because of restrictions on, or lack of, free provision” (Communities and Local Government Committee 2008).

Since October 2006 foreigners with residence rights who are also EU or EEA citizens may request free courses in Roumanian for Beginners and information and counselling sessions on Roumanian life and culture. These are organised by the Ministry of Education, Research and Youth and the National Office of Refugees. Refugees are provided with free courses in Roumanian, cultural orientation sessions and information on life in Roumania and the education system. All legal migrants have access to publicly-funded courses. Funding for the integration programmes comes from a variety of sources, national, European and private. Public courses are not compulsory for migrants, but certain occupations, such as the Peace Corps, demand participation in courses on the language and culture of the country.

### **3.2.2. Countries with little support for migrants’ lifelong learning**

In Switzerland there appears to be no public funding available – broadly, a migrant can attend any course but must pay the fees him/herself. There is a range of integration and orientation courses, a few of which are subsidised by the federal government, but migrants must pay their own fees when attending other courses for adults. There are multicultural educational guidance and counselling services for migrants.

There appears to be a focus on education for the children of migrants but very little for adult migrants in Spain. In order to access post-compulsory education and educational funding, it is necessary to be a resident. In Andalusia, however, one of the objectives of the education authority is to promote adult education among the parents of children in basic education. This involves integrating them into adult basic education, developing plans for Adult Education Centres to target migrants, and networking with migrant associations and those who work with migrants.

### **3.3. Eligibility issues**

As stated above, all new migrants to Austria must in time prove knowledge of German and can access funding for classes. This compulsion does not apply to citizens of the EU, European Economic Area and Switzerland. There are German classes for long-time residents who could not access them earlier. Financial help with course fees is restricted to: all migrants on the literacy course; family members (spouses and underage unmarried children) of Austrians, EEA and Swiss citizens; and those who have to fulfil the Integration Agreement (including refugees) and arrived between certain dates.

The French compulsory integration contract excludes asylum-seekers and foreign citizens with automatic right to residence but vocational training is available to migrants with permission to work and all legal residents may access French language tuition. Thus, French language and other courses and services are provided for a wide range of migrants.

The integration course is a government-sponsored course principally for newcomers to Germany. Those entitled to attend are foreigners who are newcomers to Germany and do not have an adequate





command of the German language, live in Germany permanently and have been awarded a residence permit for the purposes of taking up work or for the purposes of family repatriation or for humanitarian reasons; and late repatriates (ethnic Germans from other countries) and their families who are covered by the assimilation resolution. In addition, foreigners who have lived in Germany for some time may apply to join an integration course, provided places are available. Priority is given to foreigners who wish to attend a course to acquire the level of German necessary for keeping a settlement permit or attaining German nationality, or who are entitled by law to attend an integration course, but were prevented from doing so for reasons beyond their control. The Aliens' Registration Office can oblige those foreigners who have lived in Germany for some time to attend a course, provided free places are available and the persons involved draw state benefits. EU citizens are entitled to attend a German course provided sufficient places are available. Integration courses are not open to children of school age, young people and young adults who are integrated as part of the education they receive.

In England (but not Scotland), the right to free ESOL classes has been withdrawn from asylumseekers and is to be withdrawn from other groups, as noted above. Participation, however, is open to a wide range of people, including those who have lived in the UK for many years but have not had the opportunity to learn English properly; refugees, including asylum-seekers and those given permission to stay; migrant workers; and family members of migrants. In practice, very few currently pay fees.

In Roumania, all legal migrants have the right to attend publicly-funded courses; there is little or no funding for any migrants in Switzerland but they may participate in any course; and in Spain there is little provision for migrants beyond basic education for parents. Above the age of 18 migrants must be officially resident in Spain in order to access mainstream post-compulsory education and funding.

### **3.4. Provision of teacher training in migrant issues**

The questions of interest are: do initial teacher training curricula include multicultural / diversity issues? Is there continuing professional development (CPD) or in-service training for teachers in multicultural / diversity issues?

In Austria there is no evidence of these issues being part of the training of primary and secondary school teachers, but since the 1990s intercultural learning has been a principle of secondary school curricula for all subjects and all Austrian universities that train teachers of German as a foreign language include diversity issues in the curriculum.

Since the 1990s the French Ministry of Education has recommended that local cultures be taken into account in teacher training. Initial teacher training services have organised training, working groups and courses on migrant cultures and on the relationships between teachers and migrant parents. Inservice training in multicultural / diversity issues is not a national priority of the Ministry of Education but certain regional academic bodies made it one of the proposed training themes for 2008. For example, the Montpellier Academy proposed "Migration, family, school: let's do away with misunderstanding".

In Germany, the Ordinance on Integration Courses defines the accreditation conditions for teaching staff. These conditions include high levels of pedagogical and intercultural skills and specialist



qualifications. The teachers who do not possess the specialist qualifications can attend an additional qualification course run by BAMF. The courses are also provided by accredited institutions such as the Goethe Institute. There are courses of 52 or 105 hours which include the topics of migration, methods, exercises, training materials, communication, intercultural learning and counselling for participants, and optional topics including vocational orientation, conflict management and new technologies. There are also courses on intercultural understanding for teachers, trainers and counsellors working with young migrants: these are run by private institutions such as the *Institut Interkulturelle Qualitätsentwicklung*, which charges €1,980 for a course of 75 hours. Other courses for teachers, however, do not include very much on intercultural learning or diversity issues and most in-service training and curricula concentrate on methods and techniques of teaching and how to conduct the orientation course, which focuses on German culture, the legal system and ethical values.

Teaching English to Speakers of Other Languages (TESOL) courses can range from 2 days to 8 weeks and focus mainly on technical and conceptual matters; the post-graduate certificate of education in TESOL, however, lasts for one year and includes classroom management as well as language teaching. There are multicultural studies courses available at various levels but these do not seem to be aimed specifically at teachers. There is a Certificate for International Education Professionals and Nottingham University School of Education also offers a certificate following a course on basic immigration, fees and funding, basic advisory skills and cultural awareness and sensitivity. Overall, however, it is hard to find evidence that a multicultural approach is a core part of the initial training of all ESOL teachers.

In the case of training for teachers in Roumania working with Roma, there are several programmes and these typically include diversity and “ethnic cultural intimacy”. In general teacher training includes intercultural education but not diversity issues, but there are projects on preparing teachers for a multicultural approach that respects diversity. In Andalusia teacher training is being developed for those teaching adult migrants, but currently the content of the curriculum is not known. In Switzerland CPD is available in integration, human rights, intercultural communication and motivation in learning a foreign language.

By and large, it is hard to find evidence of a multicultural approach to teaching migrants that is embedded in initial and continuing teacher training.





## **4. Access to lifelong learning for migrants**

This chapter is divided into: available data on migrants' participation in lifelong learning; barriers to participation and retention; motivation for participation in lifelong learning; helping factors; and participants' opinions of courses. It should be noted that the following observations are generalisations: the experience of individual migrants differs according to their location, motivation for participation in lifelong learning, socio-economic status and personal objectives.

The term "access" here refers to the provision of courses that are appropriate not only in content but in approach, understanding of other cultures and respect for diversity; to timetabling and location of courses that allow education to fit into working, family and social life; that are free or affordable; that have support structures such as guidance and counselling; that are well marketed so that potential learners find out about them. This section draws on both desk research and interviews conducted by migrant course participants in Austria, France, Germany, Roumania, Spain, Switzerland and the UK.

### **4.1. The participation of migrants in lifelong learning**

As stated earlier, not all migrants in the countries studied are eligible to participate in lifelong learning. The most obvious exception is migrants without a legal existence in the country. Another bar to actual participation is the issue of fees. Where little or no free provision exists, as in Switzerland, poorer migrants are excluded. In Spain it appears that provision of lifelong learning is rare. In France, only those with permission to work can enter publicly funded vocational training; and professional training programmes for migrants are almost inexistent in Roumania, which causes discrimination and lessens their chances to integrate the labour market considerably or forces them to accept unqualified jobs. In the UK the demand for free ESOL courses greatly exceeds the supply (NIACE [National Institute for Adult and Continuing Education] 2006). Access, then, may be barred by ineligibility, shortage of provision or lack of funding. Where courses are free, they are most likely to be in language tuition or for registered unemployed.

It is difficult, in fact, to know how many migrants are accessing lifelong learning. This is partly because the term "lifelong learning" is so broad and subject to a variety of definitions. Here, however, we focus on post-compulsory adult learning, excluding higher education. As observed in Chapter 3, the bulk of lifelong learning open to migrants consists of courses in the national language, sometimes supplemented by orientation sessions. Even here, complete statistics have not been found for Austria. In France, there are no statistics on migrants attending classes except for those who signed the contract of reception and integration and the degree of success in learning French of those who signed it. Other data is not available because the statistics of different bodies working with migrants are not held in a centralised database and so far no specific survey has been carried out. In any case statistics on "ethnic minorities" are not allowed in France. Once migrants have completed the obligatory training linked with the CAI they are no longer the objects of special treatment in education or training. Statistics are not collected by the Swiss state though each educational provider keeps its own figures. For example, VHS (Volkhochschule) Bern has about 1,600 migrants attending classes each year. Migrants attend both general courses and courses only for migrants. In Roumania, data is



collected by the state on the employment of migrants but not on their education; and in Spain, there is detailed data on attendance at different levels of education, from pre-primary to postgraduate, but data on adult migrants in post-compulsory education was not presented.

Statistics are collected in the UK on those attending ESOL classes funded by the Learning and Skills Council and other bodies but up-to-date ones are hard to find. The numbers are undoubtedly high but there are waiting lists, even though there is inadequate publicity, judging from findings that two-thirds of participants find out about courses from friends (NIACE 2006). Not all migrants need to attend ESOL classes: a DWP survey of refugees found that the more proficient in English respondents were on arrival, the less likely they were to attend English classes. Nevertheless, nearly one-third who spoke no English on arrival had not attended a class while nine per cent of those who were fluent in English had done so (Department of Work and Pensions 2002). Survey evidence suggests that long working hours prevent many migrants from attending courses (Spencer *et al* 2007).

Germany, on the other hand, publishes up-to-date figures on its integration course. In 2007, for example, 141,591 migrants were eligible to join courses. Of these, 52,303 were new migrants, of whom 39,221 were required to enrol (although only 35,375 actually did so). In all, 114,365 people participated in the integration courses, but typically just over half would have completed the course (Verbesserung der Erkenntnislage im Migrationsbereich 2008). These figures imply that demand exceeds supply, as it does in the UK and Roumania, especially for language courses.

Most of this section is taken from interviews with migrants conducted by the partners under the *Feel Like a Migrant* project, but some comes from published surveys undertaken by other bodies, notably in the UK, listed in the bibliography.

Language tuition forms a high proportion of the learning on offer to migrants but some succeed in accessing vocational training, notably in ICT. Training for work is provided by different organisations: some statutory and some through community-based organisations and some by employers. The nature of the training varies with some courses providing placements and language support while others do not. Language courses are also provided by a range of institutions, public, private and voluntary.

## **4.2. Barriers to participation and retention**

Many barriers arise from social and economic situation. One of the main reasons that some migrants are not trying to access lifelong learning lies in their often very limited financial resources. In Austria, for example, many migrants can afford continuing education only if the AMS funds it. In Germany, participants have to pay a contribution of one euro per class hour, a nominal amount except that for a course of 100 class hours they must pay the whole amount in advance. More highly-rate German courses with smaller classes and methods and materials better adapted to students are much more expensive and are not subsidised. Childcare is another barrier: it is hard for parents, particularly the low-paid, to find good-quality affordable childcare. This issue particularly affects women and is an important reason for drop-out. Another problem of cost and availability, especially in rural areas, concerns the difficulty of travelling to classes. Working life often inhibits participation. Once migrants have found paid work, which is often at a low level and may involve long or anti-social or unpredictable working hours, they have neither the time nor the energy for lifelong learning.



There are personal factors in some cases. Poor basic skills in their own language and the resulting lack of confidence can be a powerful inhibiting factor, as are lack of confidence, illness, including depression and disability. These are often the cause of dropping out of a course.

Institutional factors are important too. Lack of information was reported in France and the UK, both about language courses and vocational training. Long waiting lists, or the perception that they will have to wait, are both a real and psychological barrier to participation. Available courses may be at the wrong level or of less interest than, for example, vocational training. Many migrants are interested in ICT, but do not have the requisite language skills. It is particularly de-motivating for people with higher-level qualifications from their country who are unable to access learning at an appropriate level for their existing skills and knowledge (Clayton 2005; Lucio *et al* 2007). In some cases there is confusion about eligibility. For example, some colleges in the UK gave the wrong information on access to vocational courses.

Clearly, these barriers also apply to people who are not migrants, but are exacerbated in the case of people whose grasp of the national language is poor. This is demonstrated by British research showing that migrants' participation in education and training is lower than that of members of the same ethnic minorities who were born in the UK.

### **4.3. Motivation for participation**

The main motivations are instrumental: to learn the national language in order to find a job, or to gain permission to stay by proving knowledge of the language. There are other reasons, though, notably to aid social integration, to have contact with people, to discover more about the life and culture of their new country, to communicate in everyday life, to gain the chance to enter mainstream education and training and to qualify for citizenship.

Another motivation is to help their children who are in mainstream school and in most cases learn the language quickly. Parents can help their children with homework and communicate with the school.

In Austria, France and Germany, some are forced to attend classes, either because they have signed an integration contract or are unemployed and have been sent to courses by the employment service. These may, however, still be highly motivated to learn for the reasons suggested above, as long as they are in classes appropriate to their level and answering to their needs.

### **4.4. Helping factors**

As mentioned above, in Austria, the AMS is a crucial helping factor as it sends unemployed migrants who lack sufficient language skills to attend German classes in order to increase their qualifications. This is compulsory but interviewees said they had found them useful. In France migrants were helped to access lifelong learning by the institutions for the reception of migrants or those involved with helping the socially excluded through training.



Free provision of courses and subsidised or free childcare are obviously helping factors, but it is important that potential participants know about these. A major helping factor consists of correct targeted information.

- Except where migrants are required to attend courses, it appears that social networks are the greatest single source of information. It was reported that in the UK, France and Switzerland many course participants obtained their initial information from a friend, including migrants who had already taken courses. Another important source of information is community groups or locally-based social and cultural support organisations, such as the *maisons de quartier* (community centres) in France.
- Less frequent ways of finding out about courses include family members; targeting by education providers; advertisements, leaflets or brochures displayed in shopping centres, libraries and so on; state services such as employment offices, social service departments and libraries; and the internet.
- Those who accessed vocational training in the UK also were likely to find out about courses from friends, especially if their English was imperfect or they had been in the country only for a few years. Those who had settled some time before were more likely to find out from Job Centres or employers.

Proper assessment is an important factor in retention as language can usually be studied at a range of different levels, beginners, intermediate and advanced or for national qualifications taken by native speakers.

It is also helpful if migrants receive sound advice about the range of courses available. This is best provided by an educational guidance service that is independent of any particular course provider but in practice it is the colleges or other providers who offer advice.

#### **4.5. Opinions of courses**

Access is here conceptualised not only as means of beginning a course but also having a learning experience that fulfils the participants' needs, encourages them to complete the course or gives them a foundation on which to continue their education or find employment or greater satisfaction in life. On the whole participants expressed satisfaction with their courses.

Language course participants said that they liked it when tutors:

- Listened to them;
- Were generally very helpful;
- Were good at explaining the meaning of words;
- Explained how things worked in that country and helped them to understand the new culture.

Course participants would also have appreciated:



- Learning about how to get a job;
- Finding out how to get funding for vocational training;
- Assistance with other practical issues.

Some expressed the need for:

- More courses to be available;
- More contact hours;
- Opportunities for follow-on courses. Some who had

attended basic training courses found that:

- It was difficult to proceed to more advanced courses;
- Some tutors were unsympathetic and unsupportive of their language needs.

They disliked tutors who:

- Were insufficiently prepared;
- Lacked patience;
- Appeared unaware of the migrant experience;
- Concentrated on the weakest students so that some stronger students were ignored
- Repeated classes so that participants learnt nothing new.

Some thought the curriculum was inappropriate for their needs, either because there was an emphasis on social and conversational skills rather than language that would be helpful for employment, or because of a lack of focus on speaking and understanding.

Many complained of provision involving:

- Large classes;
- Having several language tutors and having to re-adjust to each;
- Different levels of language in the same class;
- Lack of a set venue or designated classroom
- Inappropriate venues such as computer rooms;
- Being constantly disturbed;
- Lack of study materials because of copyright restrictions;

- Shortage of study materials in libraries;
- Poor-quality audio tapes.

Some had an unhappy experience because they:

- Felt marginalised by their low social status;
- Had basic skills needs but were placed in classes of higher level and felt inferior;
- Were placed at the wrong level – too high or too low.

Some students found it hard to study because of worries about:

- Childcare;
- Being racially attacked or accosted by drug addicts of the way to/from class;
- Being excluded from the course because of failure to attend, even when they had good reason such as illness or legal problems regarding their status.

Despite the preponderance of negative points highlighted here, the majority of students appreciated their tutors and the opportunity to learn. There is, though, clearly room for improvement, both in the training of tutors and institutional arrangements.

## 5. Perspectives on teaching migrants

In this chapter the background data is presented by country, but the experience of the teachers interviewed in all the countries presented here is amalgamated, partly because many of them gave similar views but also because it is more helpful in giving an overview of issues for teachers of migrants.

### 5.1. Background data

Teachers were asked what kind of students they taught (national origin, age, sex, initial level of education etc) and their reasons for participating in classes. They were also asked about their qualifications and experience in teaching migrants. Since not all the interviews were translated into English or fully incorporated into the national reports, the data in this section is complete only for Austria, France and the UK.

#### 5.1.1. Austria

The Austrian field study included qualitative interviews with five teachers of migrants in various kinds of organisations, three private, one public and one voluntary. Most of their students originated from Turkey, Egypt, Iran, Serbia, Croatia, Poland and Nigeria. One worked only with women at the time of interview, whereas the others taught mixed sex groups. Some of the participants were unemployed and were using continuous education to improve their qualifications and thus their chances on the labour market, while others were not active in professional life (for example, some were on maternity leave, housewives etc.) and wanted to learn German for everyday interactions.

#### 5.1.2. France

The four teachers interviewed were salaried, working for a private not-for-profit association. They taught migrants from many parts of the world but mainly Eastern Europe and Africa (particularly the Maghreb), with a few from Asia. They reported a wide diversity of ages, types and levels of education, ranging from those who can neither read nor write to engineers. Three of the teachers were French and one Irish. Some students participated because they were forced to under their integration contracts; others came to learn the language or the culture.

The level of specialised training and experience in teaching migrants is very variable. Some have 20 years' experience but no basic training, instead learning through in-service training. Others are trained, for example, in teaching French as a foreign language, but not in teaching literacy. Of the teachers interviewed, two had no special training but one of these was learning through working with an experienced teacher. One was a psychologist with many years' teaching experience; and one was a trained teacher who had also attended in-service training.





### **5.1.3. United Kingdom**

In the UK classes for adult migrants are provided in many types of institution: private for profit colleges, principally for those aiming to obtain qualifications; the voluntary sector, including private not-for-profit institutions such as the WEA (Workers' Educational Association), charities such as the YMCA (Young Men's Christian Association), voluntary groups assisting refugees and asylumseekers, associations for women migrants and many others; and public institutions such as colleges of further education and universities. Some teachers are paid, either through full- or part-time or sessional contracts, while others work on a voluntary basis.

Insights on teaching migrants were supplied by three teachers all of whom taught ESOL, one of whom also taught personal development and employability skills and one of whom also taught ICT. Two were British by birth and family, and one was British born of migrant parents. There was a great variation in the training of the teachers interviewed: one was fully qualified, with a PGCE (Post-Graduate Certificate of Education) in Post-Compulsory Education and Training, with a speciality in TESOL, and also attended staff development sessions in the college where she worked; one had had Equality and Diversity training; and one had had no training. The educational providers were a college of further education, a university and a small training organisation.

Typically, classes were mixed: in gender; in age, where the range overall was 16 to 65; in country of origin, including Afghanistan, Iran, Iraq, Eritrea, Somalia, Ethiopia, Bangladesh and Eastern Europe, in addition to other countries; in status, including refugees, asylum-seekers, Roma, EU citizens; in education, ranging from none to university degrees; and some from rural, some from urban backgrounds. Reasons for coming to the UK included finding refuge, finding work, improving education and marriage, principally to British Asian men (that is, mainly from India, Pakistan and Bangladesh). The students attended classes for the most obvious reason, to learn or improve their English, but in some cases to integrate, meet new people and make friends; to become more independent; to be able to write letters; to gain entrance to a British university in order to follow a professional career; and to gain the benefits of student status, such as a library card or opening a bank account. Some were pressured into attendance by their social workers – this applied particularly to young refugees.

### **5.1.4. Switzerland**

There are both public and private providers. The teachers interviewed were all from the Bern VHS and had mixed student profiles in their classes. They were all experienced teachers with special training in teaching migrants.

### **5.1.5. Germany**

In Germany most teachers of adult migrants are paid but there are also volunteer teachers in charities such as Caritas. Integration courses are organised by both public and private institutions. Types of provider in descending order of percentage of courses are VHS, language and vocational schools, adult education centres and citizens' groups. Of lesser importance in terms of provision are foreign and international organisations, the Workers' Welfare Association, vocational training centres,





evangelical and Catholic support groups and municipalities. Five teachers were interviewed, of whom three were German, one Czech and one Russian. As in the countries previously listed, class groups tended to be diverse in nationality, culture and level of education.

Two of the teachers interviewed were new but neither was German and this gave them the advantage of understanding the issues related to migration and settlement in another country. They were also open to the idea of learning about other cultures.

#### **5.1.6. Roumania**

There are several kinds of teachers involved in the education of migrants: those who have migrants in their mainstream classes; those working on a sessional basis in special programmes and projects; specialised trainers on full-time contracts; teachers in private colleges; and one-to-one teaching by private arrangement with the student.

Three teachers were interviewed: one taught Roumanian to Peace Corps Volunteers (PCV), one taught Roma and one taught Erasmus students along with Roumanians in a University. Their classes were mixed in age. Teaching methods are very old-fashioned: many teachers see their role as delivering information without seeking interaction with students or even checking their understanding of what has been taught.

### **5.2. The experience of teaching migrants**

Teachers interviewed were first asked what the phrase “feel like a migrant” meant to them (but few answers have been reported in the national reports). They were then asked about their general approach in teaching migrants; the skills and knowledge needed apart from knowledge of their subject; any challenges they faced; what they thought were the difficulties for their students; and their opinion of the FLAM curriculum. They also had the opportunity to add any other comments and observations.

The answers to further questions concerning improvements and advice for new teachers have been incorporated in Chapter 6, Evaluation and Recommendations.

#### **5.2.1. Approaches to teaching migrants**

Approaches mentioned included both technical and cultural/social/psychological. Under the first heading, teachers mentioned making the learning fun, varied and interactive; using classical methods of teaching language but adapting them, for example, simplifying terms and going more slowly; using a lot of pictures; building on existing knowledge; using themes that were interesting to the class and relevant texts and materials.

Other teachers, however, took an approach that recognised cultural, social and psychological issues. This approach is best summarised by quoting the words of one of the interviewees:



To treat them as adults and be aware of the sensitivities of a myriad of different cultures finding themselves together in one room ... to be friendly and approachable, but not necessarily a friend ... to try to make them feel safe and comfortable – particularly important for those students who have suffered great traumas – and to know them as individuals ... to show an interest in them ... to try to promote independence/confidence in speaking English in the community by promoting independence in dealing with other departments in the college, such as the canteen, student services, the library and the sports centre.

Another teacher showed similar awareness:

We are often the only native French speakers that our students come across in everyday life. It is therefore important to be there to listen to them and help them to decode our society. I also try to recognise and value their knowledge, by not speaking to them in a way that treats them as idiots ... one must be open, not judgemental, know how to adapt to one's students. And above all to be patient: our codes are often more difficult to understand than the language itself.

Some of the teachers who also taught non-migrants recognised that a different approach was needed, for a variety of reasons, including the different issues faced by migrants

On the other hand, one thought that there was no difference in teaching natives and migrants since both were learning a foreign language, although this is not, in fact, recognised by all systems: there is a difference between learning a foreign language to use in another country and learning one that is spoken in everyday life. This is recognised in, for example, the UK, where training differs between Teaching English as a Foreign Language (TEFL) and TESOL.

A more perspicacious comment focused on the fact that in any classroom students are diverse and need individual attention. It was also noted that non-migrants are more likely to be under the pressure of exams. More contentious was the comment that migrants needed more concentration on oral skills than non-migrants – contentious because some migrant students, particularly those aiming to continue their education or find meaningful employment feel that this gives them a low-level education.

### **5.2.2. Additional skills and knowledge needed**

It is easy to assume that teachers are competent in the subject they teach and for the purposes of this report this is a domain assumption. It is interesting to note, however, that in Roumania some teaching of migrants is carried out in English – but that some teachers are not competent in this language. In general, however, the teachers interviewed were of similar linguistic ability to native speakers, even where they came from other countries.

Teachers reported the need for training in certain skills, notably:

- Competence in group dynamics, including conflict management - the ability to deal with situations that may arise due to cultural clashes in a way that is appropriate for the people concerned”;



- Knowing how to teach a class with mixed levels of education and knowledge of the language being taught – “differentiating work and using workshop methods are necessary particularly with the lower level groups because there will be a wide range of abilities in one class ... for example, some students might be totally illiterate whilst others can write quite well ... some might only just about be able to say ‘hello’ whilst others could have a pretty coherent conversation with you”;
- Intercultural competence;
- Knowing how to use to advantage the fact that classes are often multicultural, in order to enhance learning;
- Training in equality, diversity and cultural awareness. They also

needed access to certain kinds of information or knowledge:

- Bureaucratic arrangements and legislation concerning migrants;
- Knowing something of “how other languages work in relation to English in order to understand some of the difficulties that students may have learning English ... I would not state this as necessary, as ESOL is designed to be taught without the use of any other language but it is useful, and it is something that teachers tend to pick up as they go along perhaps”;
- Information about other cultures and backgrounds;
- Knowledge about educational systems in other countries;
- Knowledge about migration.

Certain personal skills are also thought to be useful. These include:

- Social skills and the ability to interact with a range of individuals with very strong needs;
- Patience;
- Willingness to listen;
- Flexibility;
- Sensitivity;
- Ability to adapt to people and circumstances;
- Understanding and empathy;
- Willingness to innovate;
- Openness to learning from the students as well as teaching them.



Aspects on which sensitivity is considered important include the family situation of each student: for example, in the hierarchy of needs education comes below the need for accommodation, work, childcare, and those who are supporting families need insertion into social and professional life as quickly as possible.

When asked what advice they would give to new teachers, the interviewees suggested:

- Most students are highly motivated and pleasant, but we need to vary the activities within each session in order to maintain interest. We also need to repeat, reformulated and check comprehension.
- It is also important to be patient, ready to change one's approach, to be open-minded and to realise that we can learn from our students.
- Teachers function not only as language trainers, but also as cultural ambassadors and/or counsellors for everyday or migration-related problems. One needs to be prepared for this and also be aware of the cultural and educational backgrounds of the students, accepting difference and valuing individuals.
- It would be excellent preparation to spend some time in a foreign country whose language you do not know in order to heighten empathy towards migrants.
- Overall, it is a good career and we get a special sense of pride from seeing our students gain confidence.

### **5.3. Difficulties in teaching migrants**

These can be divided into difficulties arising from institutional arrangements; from lack of competence, training or experience on the part of the teacher; and from the migrant students themselves.

#### **5.3.1. Institutional arrangements**

There are several difficulties caused by the arrangements of the educational provider:

- Classes which are too large for the teacher to be able to give students individual attention;
- Classes that are too mixed in existing level of language acquisition, language of origin and educational level;
- Classes that mix literate and illiterate students;
- Lack of suitable tools and teaching resources;
- Lack of time to work with colleagues on preparation and sharing ideas;
- Lack of in-service training;

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- Low priority given to migrant students in mainstream educational providers, so that classrooms are not always available or suitable;
- Lack of educational guidance and other support services which are adapted to the needs of migrants.

### **5.3.2. Teachers**

The teachers interviewed reflected on their own shortcomings as well as those of their colleagues. The interviewers also noted some problems. These included teachers who are:

- Inadequately trained, particularly in different types of learner, intercultural competence, non-verbal communication, and even teaching techniques;
- Unwilling to innovate, to try new materials, to plan new lessons;
- Uncomfortable with people from different cultures – especially those who were unaware of the importance of this aspect of their work;
- Unaware of different educational cultures;
- Trained in traditional methods which are unsuitable for any learners;
- Dismissive of other points of view, especially of groups such as the Roma.

### **5.3.3. Students**

Students' motivational and attitudinal problems can create difficulties for teachers. These include:

- Students quarrelling with each other;
- Male students unwilling to be taught by a woman, especially if she is young;
- Students who are forced to attend classes and have weak or no motivation to learn – this can lead to bad behaviour, especially where there are many young males in a class;
- Frequent lateness or absence from class, which impedes their learning and can disrupt the teacher's planning;
- Feelings of shame at illiteracy in their own language;
- Psychological problems because of traumatic experiences in the past.

Students also present difficulties because of their own difficulties understanding the new culture or bad experiences they had:

- Not understanding the social and cultural rules of the host country;

- Not understanding the educational culture, which in most European countries is more open regarding communication between teacher and student;
- Culture shock;
- The mismatch between the country they dreamed of and the reality;
- Practical difficulties, such as negotiating the transport system and finding the location of their classes;
- Being taught with students from a range of cultures and countries;
- Difficulties in understanding the range of accents and dialects (this applies especially in the UK and Switzerland) in everyday life;
- The fact that their competences are rarely recognised;
- Anti-migrant rhetoric and discrimination;
- Feelings of isolation and being excluded from social interaction with host country nationals.

Students' lives often create difficulties for them, in particular:

- Financial difficulties;
- Being separated from their families – especially young refugees;
- Juggling domestic responsibilities or work with study.

## 5.4. Conclusions

Teaching migrants requires a great deal from teachers. Their classes are typically very diverse, presenting challenges to classroom management and planning classes. Whereas some teachers are given appropriate training, both initial and ongoing, others are not. Cultural awareness is shown by some teachers but not by others.

Even teachers who have been trained to deliver their specialist subject (in most cases, the language of the host country) have other training needs, such as classroom management where diverse and sometimes conflicting groups are present, and information on other cultures and national backgrounds.

Teachers also need a range of personal skills which need to be developed through experience but can also be improved through counselling. Such skills include patience, empathy, sensitivity, openness and willingness to innovate.

Their difficulties arise not only from lack of appropriate training or cultural awareness, but also from unhelpful institutional arrangements put in place by their employers and the personal, attitudinal and

life problems that some of their students face. Thus not all problems can be solved by better teacher training.

Nevertheless, some teachers felt that better training and access to information could go a long way in supporting them in their attempts to teach their students to the best of their ability and to meet diverse and complicated needs.



## 6. Evaluation and recommendations

### 6.1. Evaluation of the existing situation

Since the situation differs from country to country, this chapter is organised to reflect this. Full case studies are available in a separate document.

#### 6.1.1. Austria

On the positive side, the importance of migrants to the future of Austria is slowly leading to understanding at official level of the importance of lifelong learning, especially the acquisition of German, for this group. Funding is available, particularly in Vienna. The aims of the Integration Agreement are worthy, to facilitate full participation in social, economic and cultural life. The AMS is a crucial factor in motivating migrants to attend classes and it also funds many courses, both in German and in vocational training.

Funding, however, supports learning only to a basic level (A2 of the Common European Framework of Reference for Languages), that is, sufficient for very basic everyday communication. This is inadequate for the fulfilment of the aims of the Integration Agreement. Furthermore, funding mechanisms are confusing, especially for people who are not fluent in German (Simonitsch & Biffel n.d.). They are unclear even to Austrians who work with migrants.

It is also difficult for migrants to access educational guidance, since they are not widely publicised or are aimed only at specific groups. The AMS reaches only registered job-seekers, so there is a need to target hard-to-reach groups such as housewives. The provision of childcare is weak, which makes it hard for carers to attend classes.

There are, nevertheless, examples of good practice which cater for particular sub-groups. These include two Folk High Schools, one focusing on illiterate migrants and one on young migrants; a project offering guidance and education for newly-arrived migrants; another project for migrant mothers of children in Viennese kindergartens and primary schools; and an organisation which offers educational programmes in particular for young and female migrants.

#### 6.1.2. France

There are adequately-financed courses to which new arrivals are directed and these respond well to the immediate needs of migrants, that is, to speak and to make themselves understood in a new language.

Unfortunately the courses are often too short to attain these aims, especially for those whose initial level of education or understanding of French is low. Furthermore, migrants expect and need social and professional integration, for which the courses do not equip them.

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Some useful measures, such as cultural mediation, which brings together migrants and members of the host community, have diminished in recent years; and actions to counter discrimination and prejudice, particularly in employment, are inadequately financed, even though migrants suffer disproportionate levels of unemployment.

### 6.1.3. United Kingdom

Substantial funding has gone into ESOL and valuable work has been done on improving TESOL qualifications. Provision has benefited to some extent through being part of a basic skills policy, of which ESOL received a large part of the funding. Levels of student satisfaction with courses are high.

Unfortunately, funding is not always targeted to those in most need; good quality provision cannot be found in all parts of the country and there is a shortage of qualified teachers. There is no coordination between different government policies and providers. ESOL provision is wider than adult literacy and progresses to a higher level, but it is regarded as equivalent to basic skills and subjected to the same targets, teaching methods and standards. There is a shortage of provision that links ESOL with vocational learning, even though many ESOL learners are motivated mainly by gaining or advancing in work. It is also difficult for migrants to find out what lifelong learning provision is available. Childcare is an issue as it is insufficient in quantity and expensive (NIACE 2006).

There are examples of good practice, such as North London ITeC, which delivers IT training to black and ethnic minority students who find difficulty accessing mainstream provision and which now runs ESOL classes; ProDiverse, which helps disadvantaged groups into employment; and the WEA (Scotland), which delivers English to migrants in employment.

### 6.1.4. Switzerland

Good policy includes mother and child courses, which work well and are supported by adequate funding.

The main problem is that the state does not allocate enough funds for migrants to learn the local language; and there is no training in teaching migrants, only workshops or in-service training delivered by private institutions.

There are examples of good practice in CPD for language teachers, including a workshop for teachers on how to plan and attend a German course with migrants; a language and integration course that collaborates with a human rights organisation; a workshop, in German or French, where teachers learn verbal and non-verbal communication and cultural values; and a workshop on how to motivate and retain language students.

### 6.1.5. Germany

A National Integration Plan was presented in 2007, which contains more than 400 measures and has been adopted by 90 organisations, including the Federal Government, the *Länder*, local government, the business community, migrants' associations and NGOs. The Plan covers, *inter alia*, improving integration courses; ensuring good education and vocational training; improving labour market



opportunities; achieving gender equality; and strengthening intercultural skills. As a result the number of German lessons in integration courses will be raised by 50%; funding and childcare facilities will be increased; the public sector aims to increase the proportion of employees with a migration background and to train staff in intercultural skills. Efforts will be made to combat xenophobia. Vocational training for young migrants or ethnic minorities will be widened and entrepreneurship encouraged through training.

#### **6.1.6. Roumania**

The 2007 National Strategy for Immigration 2007-2010 includes positive objectives such as improving the social integration of foreigners, the reception of asylum-seekers and information on legal rights. It includes guidelines for the active involvement of NGOs, improving service quality and raising the qualifications of staff working in immigration. Most measures are funded by the central government. Free access to Roumanian languages courses and public services is facilitated. There are measures to generate mutual understanding and respect between different groups and host country nationals. There are special programmes to raise the educational standards of the Roma, decrease poverty and contribute to their social inclusion.

Some of these measures are working very well in practice. NGOs, in collaboration with the public sector, have set up training, guidance and counselling initiatives. Some projects for the Roma have been completed successfully and made a positive impact. Funding for both these strands has come from the EU and the Roumanian Government.

There is, however, still a long way to go. There are not enough Roumanian courses. The social partners are not sufficiently involved, and enterprises with foreign employees rarely invest in their training. There are no vocational courses specifically for migrants or courses that take into account previous education and knowledge. Young migrants' participation in higher education has not yet increased (Stefanescu *et al* 2007). Teacher training principally focuses on teaching Roma rather than, in addition, improving multicultural skills. Despite the focus on the Roma, they remain extremely disadvantaged and marginalised, and continue to migrate in the hope of finding a better life.

## **6.2. Recommendations**

It is clear from the previous chapter that improvements need to be made if migrants are to gain from leaving their own countries and if their new countries are to benefit fully from the arrival of migrants. The essential point is that efforts need to be made to help migrants to navigate in the new environment and give them the opportunity to fulfil their potential through access to lifelong learning. An important aspect of such learning, although not the only one, is the acquisition of the host country language. Policy in this matter varies between different European countries, as can be seen from the sample represented in this report.

Detailed recommendations on policy, which is of fundamental importance, can be found in the national reports. The recommendations in this chapter are limited to four main areas: how migrants' access to lifelong learning can be improved; what is needed to give migrants learning experiences that are both appropriate to their needs and of high quality; how the experience of teaching migrants can



be enhanced; and the implications for teacher training and continuing professional development. These are based on both primary and secondary research in the partnership nations, and since many of the points raised hold wide resonance with teachers, students and review bodies, they have been amalgamated, except where a point is specific to one country.

It should be noted that these recommendations are based not only on bad practice but also on good practice that exists in some educational establishments and systems. It is probably fair to say, however, that nowhere is practice uniformly excellent.

### **6.2.1. Improvement in access to lifelong learning for migrants**

Even though it is difficult to obtain accurate figures, it is strongly indicated that not all migrants who need and wish to access learning actually do so. There are many reasons for this, of which a few are selected here.

1. The need for childcare is an important factor in the exclusion of women in particular. It is recommended that vouchers for childcare services or an on-site crèche be provided for people caring for children below school age and who wish or need to attend courses.
2. It is not always clear what entitlements migrants have to education. These should be expressed clearly in official documents and translated into the most common foreign languages used by migrants.
3. Transparent and adequate funding needs to be provided for migrants who need to learn the language of the host country.
4. Where demand clearly exceeds supply, efforts should be made to increase provision of courses.
5. Vocational and educational guidance and counselling services should work more closely with educational providers the better to advise guidance-seekers on the most appropriate course for their needs.
6. Pre-course assessments should be rigorous so that learners are placed on courses that are suitable to their existing level and needs.
7. Vocational guidance services, educational providers, other support services for migrants and organisations of migrants should create strong networks in order to exchange and disseminate information, provide coordinated services and implement policy made centrally.
8. Vocational guidance service and employment agency personnel should have access to training in multicultural awareness and the diverse backgrounds of migrants.

### **6.2.2. Improvement in the quality and appropriateness of lifelong learning for migrants**

1. Courses provided should offer levels that allow full participation in the life of the host country, rather than only the basic levels often provided.



2. Courses should be available not only for advanced learners but also for highly educated migrants who may be capable of learning faster than average.
3. Classes should not contain a mixture of literate and illiterate students as the greater amount of attention that needs to be paid to the latter detracts from the learning of the former.
4. Progression routes and clear information on these should be available to learners who wish to continue with their education.
5. Thus, classes need to be more differentiated in level between basic, intermediate and advanced learners, with sound assessment procedures to ensure that a learner is placed at the appropriate level.
6. Some courses should be longer or contain more contact hours, since they may, initially at least, constitute the only contact migrants have with native speakers.
7. Courses should include visits to companies for learners who are seeking employment in order that they gain information about working life.
8. It would also be useful to generate or increase provision of courses that combine learning vocational skills along with the language of the host country.
9. Educational providers should seek trained teachers from migrant backgrounds as well as natives.
10. Teachers and support workers should have awareness of the migrant experience and the educational systems of their countries of origin.
11. Language courses should not merely teach language in a technical way but also give insights into national culture.
12. Language courses could also contain practical information on dealing with everyday life.
13. Thus courses should be designed to be flexible, to take into account needs not necessarily foreseen in the original curriculum design.
14. Courses should strike a balance between the four skills of language acquisition rather than prioritising either the spoken or written.
15. There should be a range of relevant, interesting and attractive course materials rather than reliance on a single textbook.
16. Educational providers should have libraries and other resources for self-study.
17. Curricula should be reviewed regularly in order to ensure that they respond to changing needs and changing migrant populations.



### **6.2.3. Improvement of the experience of teaching migrants**

1. Teachers should have greater opportunities to exchange ideas, share materials and discuss issues with other teachers of migrants, including those in other institutions.
2. New or less-experienced teachers should have access to supervision and feedback.
3. A greater range of tailor-made materials should be provided by the educational organisation in order to reduce the time spent on preparation.
4. Learning assistants and support workers would be particularly useful in classes that are mixed in level of experience and ability.
5. Ideally, classes will not contain too great a range of levels.
6. It is particularly difficult to combine the teaching of students literate in the Roman alphabet, those literate in other alphabets and those literate in none, and such classes should be divided accordingly.
7. Teachers, if not qualified, should have the opportunity to gain the necessary qualifications.
8. Continuing professional development should be available to all teachers. It is particularly important that those who have been teaching for many years are motivated to reflect on their approach and if necessary to improve it.
9. Teachers should have access to CPD, not only pre-formed but also that responds to needs expressed by them.
10. CPD should include changing laws that affect migrants.
11. There should be a secure career structure for teachers of migrants.

### **6.2.4. Implications for training and continuing professional development for teachers**

A multicultural approach should be incorporated in all teacher training curricula, as migrants are found in mainstream as well as in targeted educational programmes.

In training for teaching language to speakers of other languages, multicultural issues should be given a high priority in the curriculum.

Training for teachers of migrants should contain the following:

1. Intercultural dialogue;
2. Understanding and handling cultural difference;
3. The dangers of stereotypes and the importance of awareness that each student is an individual with personal characteristics and needs;

4. Equality and diversity;
5. Tools and methods to motivate students who are forced to attend classes;
6. Conflict management;
7. Placement in a wide range of contexts, with access to experienced teachers and support workers;
8. Teaching basic skills;
9. Teaching basic skills in a mixed-level class – although classes should not mix levels in this way, teachers frequently face this problem and need training to deal with it;
10. A stronger emphasis on the double role that teachers of migrants often play: they do not only teach their subject, but in many cases function as counsellors for everyday problems or even legal issues in relation to immigration status or other migration-related regulations and policies;
11. In view of the wide range of countries and cultures of migrants to and within Europe, it is not practicable for training to cover every detail of use to teachers; they should therefore also be trained on how and where to access information about other countries, educational systems, cultural norms, legal issues affecting students' status, other organisations that students may access for help and support and so on, to use when the need arises.
12. Learning guidelines on disability – some migrant learners have physical, psychological or learning disabilities.
13. Recognition of trauma.

In addition, a curriculum should be developed, along with supporting materials, for workplace-related language teaching.



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## **7.2. Web sites**

### **7.2.1. Austria**

Beratungszentrum für Migrantinnen und Migranten, [www.migrant.at](http://www.migrant.at).

### **7.2.2. France**

INED - Institut National d'Etudes Démographiques (INED), [www.ined.fr](http://www.ined.fr).  
INSEE Institut national de statistiques études économiques (INSEE), [www.insee.fr](http://www.insee.fr).

### **7.2.3. Germany**

Bundesamt für Migration und Flüchtlinge, [www.bamf.de](http://www.bamf.de).

### **7.2.4. Switzerland**

Bundesamt für Migration und Flüchtlinge, [www.bmf.ch](http://www.bmf.ch).

### **7.2.5. United Kingdom**

ESOL web site (Scotland), [www.esolscotland.com](http://www.esolscotland.com)





## 8. Acronyms

ANAEM	L'Agence Nationale de l'Accueil des Etrangers et des Migrations (National Agency for the Reception of Foreigners and Migration, France )
ACSE	L'agence Nationale pour la Cohésion Sociale et l'Egalité des Chances (National Agency for Social Cohesion and Equal Opportunities, France)
AMS	Arbeitsmarktservice (Public Employment Service in Austria)
BAMF	Bundesamt für Migration und Flüchtlinge (Federal Office for Migration and Refugees, Germany)
CAI	Contrat d'accueil et d'intégration pour la famille (Reception and Integration Contract for Families, France)
CPD	Continuing Professional Development (similar to in-service training)
DWP	Department for Work and Pensions (UK Ministry of Labour)
EEA	European Economic Area
ESOL	English for Speakers of Other Languages
EU	European Union
ICT	Information and Communication Technology
INED	Institut National d'Etudes Démographiques (National Institute for Demographic Studies, France)
INSEE	Institut national de statistiques études économiques (National Institute for Economic Statistics, France)
IOM	International Organisation of Migration
NAICE	National Institute for Adult and Continuing Education (UK)
NGO	Non-Governmental Organisation
ÖIF	Österreichischer Integrationsfonds (Austrian Integration Fund)
PCV	Peace Corps Volunteers
PGCE	Post-Graduate Certificate in Education, UK
TEFL	Teaching English as a Foreign Language
TESOL	Teaching of English to Speakers of Other Languages
UK	United Kingdom of Great Britain and Northern Ireland
UN	United Nations
VHS	Volkhochschule (Folk High School)
WEA	Workers' Educational Association
YMCA	Young Men's Christian Association