



Immigrant Council of Ireland



ON SPEAKING TERMS INTRODUCTORY AND LANGUAGE PROGRAMMES FOR MIGRANTS IN IRELAND

ON SPEAKING TERMS

INTRODUCTORY AND LANGUAGE PROGRAMMES FOR MIGRANTS IN IRELAND

On Speaking Terms

examines models for introductory and language programmes for migrants in the Republic of Ireland.

The report considers approaches to introductory and language programmes which have been implemented in countries such as the Netherlands, Germany, Sweden, Austria, and Canada and examines how these approaches might be relevant to Ireland's future integration strategies.

Some recommendations are presented for introductory and language programmes in Ireland that would enable migrants to participate more fully in Irish society and continue to contribute to the development of Ireland as a successful country of immigration.

The Immigrant Council of Ireland is a national, independent non-governmental organisation that promotes the rights of migrants through information, legal advice, advocacy, lobbying, research and publications, as well as training work. The organisation was set up by Sr Stanislaus Kennedy in 2001 in response to a need to support migrants coming to Ireland for purposes such as work, study, family reunification, self-employment or to visit.

IMMIGRANT COUNCIL OF IRELAND
2 ST ANDREW STREET, DUBLIN 2, IRELAND

Information & Support Service: Tel: +353 1 674 0200 / Email: info@immigrantcouncil.ie
Administration: Tel: +353 1 674 0202 / Email: admin@immigrantcouncil.ie
Website: www.immigrantcouncil.ie



On Speaking Terms

Introductory and Language Programmes for
Migrants in Ireland

Dr Claire Healy

Written by: Dr Claire Healy
Research Consultant

Published by: Immigrant Council of Ireland
2 St. Andrew Street
Dublin 2, Ireland
Information & Support Service:
Tel: +353 1 674 0200
E-mail: info@immigrantcouncil.ie

Administration:
Tel: +353 1 674 0202
E-mail: admin@immigrantcouncil.ie
Website: www.immigrantcouncil.ie

Edited by: Orla Parkinson

Cover design by: Dermot O'Connor & Associates Ltd

Cover Photographs: Derek Speirs

Printed by: Four Print Ltd

ISBN: 0-9545496-5-1

© Copyright 2007. Immigrant Council of Ireland.

No part of this book may be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording, or by any information storage and retrieval systems, without written permission from the publisher except for brief quotations used in critical reviews.

The information in this publication is provided in good faith and every effort has been made to ensure that it is accurate and up to date. The Immigrant Council of Ireland (ICI) disclaims any responsibility for errors and omissions in the text. Any person relying upon this publication or using it in connection with any legal matter shall be deemed to have accepted these terms of use and shall not hold the ICI liable for the use or misuse of this publication or of any of the information contained therein.

About the Author

Dr Claire Healy has a BA (International) in History and German, and was awarded a PhD in History by the National University of Ireland, Galway, for her dissertation on *Migration from Ireland to Buenos Aires, 1776-1890*. In 2004, she was awarded the Eoin O'Mahony Bursary by the Royal Irish Academy, and the Irish Argentine Historical Society Research Grant.

She is Associate Editor of the electronic journal *Irish Migration Studies in Latin America*. Claire currently works as a Research Consultant, with experience in researching immigration, and migration and refugee policy. She also works as a translator and interpreter in German, Spanish, French, and Portuguese.

TABLE OF CONTENTS

Foreword	vii
Preface	ix
Acknowledgements	xi
Executive Summary	1
Introduction	7
Chapter 1: Context	9
Irish Policy Developments	9
Integration	11
Chapter 2: Rationale	15
Quality of Life of Migrants	15
Irish Society	17
Chapter 3: Economic Investment: ‘Downstream Savings’	21
Benefits to the Irish Economy	21
Scale of Programme	24
Clients for the Programme	27
Chapter 4: Experiences Abroad: Europe	31
Migration, Language and Integration in the EU	31
The UK	34
The Netherlands	35
Sweden	37
Norway	38
Denmark	39
Finland	40

Austria	41
Germany	42
France	45
Spain and Portugal	46
Chapter 5: Experiences Abroad: North America and Australasia	49
Canada	49
The US	51
New Zealand	52
Australia	54
Chapter 6: Existing Capacity in Ireland	57
Overview	57
1. CÉIM at Spirasi, Dublin 7	60
2. Integrate Ireland Language and Training, various locations.	61
3. Vocational Education Committees (VECs)	62
4. Pavee Point, Dublin 1	65
5. SIPTU Basic English Scheme, Dublin 1	66
6. Access Ireland Refugee Social Integration Project, Dublin 1	66
7. The Friends Club, Galway City	67
8. Warrenmount Community Education and Development Centre, Dublin 8	67
9. Catherine McCauley Centre, Dublin 4	68
10. Polish Information and Culture Centre, Dublin 1	68
11. NASC - The Irish Immigrant Support Centre, Cork City	69
Chapter 7: Recommendations	71
General Recommendations	71
Conclusion	93

Appendix A: Consultation	95
Appendix B: Glossary	97
Appendix C: Bibliography	101
Appendix D: Endnotes	125

FOREWORD

According to the *FÁS Quarterly Labour Market Commentary, First Quarter 2007*, '[i]mmigration continues to be a major source of labour supply, with non-nationals now accounting for almost 11% of the labour force and over half of the increase in last year's jobs. The ability of the labour market to absorb the large inflow of migrant workers bears testimony both to the strength of the labour market and the employability of the migrants'.

The presence of migrant workers and their families is perhaps one to the most obvious signs that Ireland is a modern pluralistic society. In this context, participation and integration are significant challenges facing Irish society. The use of English as a common language is to the forefront of these challenges. Knowledge of the language of the country in which individuals have chosen to reside, regardless of the length of their residency, is crucial to their successful participation and integration into the new society. Providing an opportunity to acquire even a basic knowledge of English language assists this process.

Under the National Action Plan Against Racism 2005–2007, the Irish Government has committed itself to developing an 'integration strategy' within an intercultural framework. It defines integration as a two-way process, 'that places duties and obligations on both cultural and ethnic minorities and the State to create a more inclusive society' (DJELR: 2005). This is reinforced in *Towards 2016*, the ten-year framework for Social Partnership, which includes as a shared overall goal 'deepening capabilities, achieving higher social and economic participation rates and more successfully handling diversity, including immigration'. Consequently, the integration of migrants, including those for whom English is not their first language, is a challenge that Irish society is beginning to address.

This report draws on a wealth of national and international research, policy, and experience on integration, language, and migration. It presents research analysis on the necessity for introductory and language programmes with reference to the practical implications of a lack of linguistic and general knowledge for long-term and temporary migrants. It describes programmes that have been undertaken by a number of countries, including the Netherlands, Germany, Sweden, Australia, and Canada. Its development also involved broad consultation among service providers, representatives of migrant groups, statutory representatives, trade unions, and experts in the field of migrant integration. It concludes that language development in Ireland demands new tools, new interagency commitments (to ensure durable solutions), new strategies, new thinking, and new partnerships, and offers many practical recommendations to assist this process.

This is a valuable and comprehensive work that provides analysis and insight into the language and integration agenda. Its analysis and recommendations provide rich material for consideration by all stakeholders on some of the

complexities around language provision for those for whom English is not their primary language. It is a significant contributor to this debate, and I would like to thank the ICI and Dr Claire Healy for undertaking it.

Shira Mehlman
Director Social Inclusion
FÁS
May 2007

PREFACE

According to the most recent census in Ireland, migrants account for ten per cent of our population. Today's migrants play a vital role in our society, fuelling our social, economic, cultural, and civic life. However, despite their vast contribution to Ireland today, some migrants may face challenges that prevent them from becoming full, contributing members of society. Limited English proficiency is recognised by policy-makers as a key challenge facing some migrants and their families. Through our services, the ICI is aware of how limited proficiency can result in the isolation of migrant families from the larger community, preventing them from interacting with their neighbours, engaging in civic life, and becoming integrated into their new community. In addition, as highlighted in international research, we have seen a correlation between limited proficiency in the language of the country of residence and the vulnerability and exploitation of migrants. Limited language proficiency prevents migrants from accessing their social and legal rights, particularly in situations of maltreatment and abuse. These situations can be exacerbated when there is limited knowledge of the country's customs, culture, laws, and public services.

The ICI knows from our work that many migrants are highly motivated to learn English and are proficient in many other languages. As the population becomes more diverse, we see how having knowledge of the language of the country in which you are residing becomes increasingly important in every facet of life. It is proposed in recently published legislation that proficiency in the English language be a prerequisite for acquiring citizenship or long-term residency. It is necessary to facilitate parental participation in children's education. It is necessary for accessing and receiving public services, such as quality healthcare. It is also necessary for joining the workforce, and for moving from low skill jobs to higher-skill and higher-paying jobs. Orientation on the country of residence is increasingly important in accessing legal and social rights and removing barriers to integration. However, due to limited funding, demand far exceeds the supply of introductory and language programmes. The existing migrant population, the predicted increase in immigration to this country and the pivotal role of migrants in the future of Ireland, create a compelling demographic, social, and economic imperative for providing migrants with more opportunities to engage while living in Ireland.

The challenge is how to provide quality, low-cost opportunities to learn English and increase orientation. Key issues include identifying opportunities that offer maximum results and returns on investment, and meet the needs of migrants in varying circumstances. If we can identify the appropriate model for the Irish context, then we can determine the level of investment. How much investment must be made and by whom, in order to resource a coherent, high-quality system?

The ICI commissioned this report in response to government commitments in the area. As always, the intention is to provide a focus for discussion and debate, present learning from our neighbours and promote good practice in the Irish context. This report draws on a combination of international and national research on policies and programmes on integration, language, and migration. The report examines models that promote language acquisition and orientation, drawing examples from other countries, including those with longstanding immigrant populations, and others with a more recent migration experience. It highlights programmes and strategies that successfully improve (or have the potential to improve) migrant families' social, educational, and economic well being.

The results of Census 2006 vividly illustrate how essential a role migrants play in the economic and social life of Ireland. Policy-makers are faced with important choices in light of the demographic changes in recent years. Among the emerging requirements is the mismatch between the need for English language instruction and orientation in migrant communities and the inadequacy of current policies and shortage of programmes to meet this need. Surely the time has come to address this need, and, in doing so, more fully realise the potential of our new diversity.

Denise Charlton, CEO
Immigrant Council of Ireland
May 2007

Sr Stanislaus Kennedy, Founder
Immigrant Council of Ireland
May 2007

ACKNOWLEDGEMENTS

The researcher wishes to acknowledge the comments, advice, and assistance of all those who contributed to this project. Representatives of a number of organisations involved in the field of language training and integration kindly and enthusiastically shared their valuable experience. These included representatives of community education initiatives, migrant organisations, a number of VEC colleges around the country and other government-funded organisations. Advice, explanations, and information were readily offered by representatives of the Advisory Council for English Language Schools, the Further Education and Training Awards Council, the FÁS Social Inclusion Unit, Qualifications Recognition Ireland and the National Adult Literacy Agency. Further experience and comments were shared by representatives of workers' and employers' unions. I am very grateful to all of the above for their assistance and trust that their views are accurately expressed and reflected in this report.

For their continuous support and guidance throughout the process of preparation, consultation, research and write-up, I would like to express my gratitude to Fidèle Mutwarasibo, Catherine Cosgrave, Denise Charlton, Sr Stanislaus Kennedy, Piaras Mac Éinrí, Dr Jane Pillinger, David Joyce, Tanya Ward, Mary Carmody, Alhagie Touray, Ilona Hunek and Nicola Doyle. I would also like to thank Ailbhe Bennett of the Immigrant Council of Ireland for co-ordinating the production of this report. Finally, I would like to thank Sarah Clear for tolerating unusual requests, and my mother, Siobhán Healy, for scouting out useful information.

The ICI would like to thank those who funded the production of this report: FÁS, the Community Foundation for Ireland, and the Louis and Zelig Martin Foundation.

EXECUTIVE SUMMARY

This report examines models for introductory and language programmes for migrants in the Republic of Ireland. Ireland has a long and multi-faceted history of emigration and immigration spanning many centuries. Migratory movements of people to and from the island have significantly influenced its political, economic, social, and cultural development. The most recent phenomenon in the country's migration history is the development of increasing net immigration over the past ten years. For migrants to Ireland, competence in the English language and information about Irish society are essential to successful temporary residence or settlement in the country.

Methodology

This report draws on a combination of international and national research on policies and programmes, and a wealth of secondary material on integration, language, and migration. Approaches to introductory and language programmes for migrants that have proved effective and sustainable, and that can be adapted to different situations, are considered. This report examines EU and national European policy developments, and analyses parallel developments in North America and Australasia. A broad range of existing service providers in Ireland, representatives of migrant communities, Irish statutory organisations with a remit in the area, trade union representatives, and experts in the field of migrant integration were consulted through face-to-face interviews and written questionnaires. The existing provision for language tuition and orientation in Ireland was considered. A structure and format for the design and administration of introductory and language programmes is drawn up, detailing issues such as service providers, content, and teacher qualifications.

Chapter 1: Context

This report sets out recent developments in Irish Government policy¹ in language training and integration within the portfolios of the Department of Education and Science (DES), and the Department of Justice, Equality and Law Reform (DJELR), as well as examining recent seminal reports. Integration is defined here as a process of mutual adjustment of the receiving society and migrants. This emphasises that introductory and language programmes are just one element of a complex process, and will not be effective without the concomitant adaptation of public services and attitudes in Ireland.

Chapter 2: Rationale

The provision of high-quality introductory and language programmes, available to all migrants, is required for two main reasons. Firstly, the quality of life of migrants in Ireland, and their access to services and knowledge of their rights, entitlements, and responsibilities are all adversely affected by a lack of fluency

in the English language and a lack of accessible information. Secondly, the continuing development of Irish society requires a focus on preventing social unrest, fulfilling international responsibilities with regard to development, and promoting interculturalism.

Chapter 3: Economic Investment: 'Downstream Savings'

The Irish Government will make 'downstream savings' if it invests now in maximising the economic benefits that can be derived from immigration, a phenomenon known as the 'immigration surplus'. The skill composition and language abilities of the current migrant population are favourable to Ireland's future development. However, some migrants require language support and this requires the commitment of funds for language teaching at various levels. Introductory and language programmes in Ireland should cater for a diverse migrant community with various needs in terms of language tuition and orientation.

Chapter 4: Experiences Abroad: Europe

The Irish Government monitors the outcomes of policies in the United Kingdom closely, yet Ireland's closest neighbour does not provide a positive model of successful integration programmes. In the Netherlands there are good examples of linguistic, social, and vocational orientation programmes, but the obligatory and restrictive nature of Dutch programmes is ultimately counter-productive. Similarly, the Austrian integration agreement and the Norwegian programme are criticised as methods of selection and control of migration, rather than simply promoting language learning. However, the central administration of the Austrian courses is a positive model. It has been difficult to adapt the Swedish programme to every single applicant and the aims of the course have frequently proved unrealistic. In the Danish case, both sanctions and incentives proved difficult to apply, yet the high level of the government's investment in integration is commended. The course in Finland provides a good example of interaction with the receiving society, and participation in community activities.

Many aspects of the German course are adaptable to the Irish context. The rejection of combining German language and mainstream literacy classes is instructive for the current VEC policy. The nominal contribution to costs by those attending classes, public-private partnerships, and the tendering process are also applicable to Ireland. Any gains from the integration courses in France are hampered by the lack of commensurate adaptation by French society. However, the content added for women and the promotion of women's rights is laudable, and the idea of reception platforms, providing an intensive day-long course of information, is a model that requires further exploration.

Chapter 5: Experiences Abroad: North America and Australasia

Introductory and language programmes in Canada, Australia, and New Zealand generally provide more useful models than those in Europe. Ireland would benefit from providing independent centres for assessment and referral to language courses, as in Canada. The Canadian Enhanced Language Training programme is an excellent model for provision for academically-qualified migrants. Together with the Australian and New Zealand Home Tutor schemes, Canada's Host Program provides a useful example of integration within the local community. US programmes in relation to workers with low skill and language levels are useful models, yet overall, integration in the US is largely left to the labour market, and individual community initiatives.

The existence of a clear settlement strategy in New Zealand, together with dedicated funding, has vastly improved services to migrants in recent years. Training migrants to provide bilingual assistance is a wise investment in future provision of programmes. Providing a settlement pack to migrants on arrival could also prove practical and effective in Ireland. Many aspects of the Australian Adult Migrant English Program provide models in language and orientation for migrants, and are adaptable to the Irish context. These include providing radio and television programmes, childcare, progression routes and an accompanying research programme, together with the availability of computer suites for independent learning.

Chapter 6: Existing Capacity in Ireland

Currently in Ireland, the only statutory providers of English language classes are adult education centres and further education colleges. Community groups, religious organisations and private schools also provide classes privately. Through grants and VEC funding, the Irish Government funds voluntary groups, for the most part, to provide courses, preventing the development of a coherent policy, a standard course, or a high-quality service. A significant capacity for English and information courses for refugees and people seeking asylum already exists in Ireland, yet introductory and language programmes for voluntary migrants, and particularly for EU migrants, are minimal.

Consultation with the organisations running these courses has yielded valuable insights into the experience of providers. In general, most course providers indicate that motivation is high among migrants, but the courses themselves and auxiliary facilities are lacking. Existing provisions fall far short of meeting the demand for English classes and addressing the social and economic necessity for provision. The planning, implementation and funding of a nationwide standard programme is therefore crucial.

Chapter 7: Recommendations

1. Set up a central agency to organise a competitive tendering process for a wide range of service providers with multi-year sustained funding, and independent evaluation.
2. Ensure that the central agency provides comprehensive independent assessment and referral to service providers.
3. Determine the duration of courses according to assessment of need and length of stay, with a minimum of six hours of classes per week.
4. Ensure that introductory and language programmes include the appropriate recommended content outlined in the table below:

Type of course	Topic	Recommended content
Language	Language	Grammar, Vocabulary and practical use; formal English; Pronunciation, Accents and speech registers; Irish-language terms in English usage and idioms
	Literacy	Literacy for pre-literate learners; Literacy in the Roman alphabet
Information	Vocational	Employment rights; Training and education opportunities; Job-seeking skills; Recognition of qualifications and experience; Trade unions; Setting up a business; Computer skills
	Social and communication	Personal identification; Greetings and informal conversations; Communication skills; Local community and voluntary activities; Local information; Socialising
	Public and private services	Housing; Education; Health and nutrition; Public and private transport; Childcare and child protection; An Garda Síochána, the law and anti-racism; Emergency services; Sources of information
	Politics, history and culture	Political system; Government; History; Irish language; Nature; Climate; Industries; the Media
	Practical information	Weights and measures; Shopping; Banks; Filling in forms; Immigration matters

5. Allow all residents aged over 18 with language or orientation needs to attend all or part of the programme.
6. Ensure that the classes comprise a maximum of 12 people, all of whom have similar needs with regard to English tuition or information.
7. Include the cultures of the learners and the local community in the programmes.
8. Ensure that the central agency develops and administers volunteer home tutor programmes.
9. Produce national and local handbooks for migrants to accompany the programmes.
10. Make attendance of the programmes optional.
11. Provide flexible-learning options.
12. Provide a standard nationwide programme with optional modules, flexible provision, and standard accreditation.
13. Invest in and expand teacher training for tutors of introductory and language programmes within existing structures, and develop new programmes.
14. Promote and publicise the programme widely.
15. Back up programme provision with research in the area.

The broad range of stakeholders consulted for this report should continue to be consulted when introductory and language programmes are designed. The initial steps required are teacher training and the establishment of an education centre infrastructure. Tendering, evaluation, funding and accreditation for the programmes should be overseen by a new body within the DES, as well as research and teacher accreditation.

The research and analysis of the provision of introductory and language programmes to migrants forms part of a more complex and mature era in immigration policy-making at a pivotal time in Ireland's immigration history. There is an opportunity here to design realistic evidence-based policies and to learn from the mistakes and examples of other countries. It is in this context that this report recommends the nationwide provision of introductory and language programmes for migrants, to enable them to participate in Irish society and to contribute to leaving the legacy of a more prosperous, harmonious, and just society to future generations living in Ireland.

INTRODUCTION

This report examines models for introductory and language programmes for migrants in the Republic of Ireland. These programmes provide basic knowledge of the language(s), society, cultures and institutions of receiving countries. This report seeks to identify approaches that have proved effective and sustainable, and that can be adapted to different situations (Niessen & Schibel, 2004: 11). It presents the results of research on the necessity for introductory and language programmes. It also explores the implications of a lack of linguistic and general knowledge for long-term and temporary migrants and naturalised Irish citizens. Finally, the report discusses the broader concept of how active citizenship contributes to an inclusive society.

Ireland has a long and multi-faceted history of emigration and immigration spanning many centuries. Migratory movements of people to and from the island have significantly influenced its political, economic, social, and cultural development. The most recent phenomenon in the country's migration history is the development of increasing net immigration over the past ten years. The Republic of Ireland was the last of the fifteen pre-2004 European Union (EU) countries to reach its migration turning point. Prior to this, emigration had been higher than immigration for much of the twentieth century, except for a short period during the 1970s. The first year that more people immigrated and returned to Ireland than emigrated to other countries was 1996.ⁱⁱ

Contemporary immigration into the Republic of Ireland is distinct from previous migrations both in its magnitude and in the regions of origin of migrants of the late twentieth and early twenty-first century. Return migration of Irish citizens is considered to have peaked and, significantly, many new migrants come from countries where English is either a second language, or is rarely spoken at all. While their country of destination has two official languages, the principal language used to communicate throughout nearly all of Irish society is English, and competence in that language is essential to the successful temporary residence or settlement of migrants in Ireland.ⁱⁱⁱ

On the basis of an examination of the theory and practice of introductory and language programmes in countries such as the Netherlands, Germany, Sweden, Australia, and Canada, recommendations are suggested for Ireland. The report also provides an assessment of existing provisions for language tuition and orientation in Ireland. In conclusion, a structure and format for the design and administration of introductory and language programmes is recommended, detailing issues such as service providers, content, and teacher qualifications.

This report draws on a combination of international and national research on policies and programmes, as well as secondary material on integration, language, and migration. It examines EU and national European policy developments, and analyses parallel developments in North America and

Australasia. A broad range of existing service providers in Ireland, representatives of migrant communities, Irish statutory organisations with a remit in the area, trade union representatives, and experts in the field of migrant integration, were consulted for this report, through face-to-face interviews and written questionnaires.

The acknowledgement that many migrants may settle permanently in Ireland is central to the whole concept of integration and to providing access to introductory and language programmes. The fallacy of insisting on temporary migration was shown most markedly by Germany's experience with its system of temporary recruitment of Turkish *Gastarbeiter* during the 1950s and 1960s. Over 40 years later, more than two million Turkish people are living in Germany. Despite the perception among some policy-makers and legislators in Ireland that migrants are temporary visitors, experiences in other European countries attest to the tendency of many initially 'temporary' migrants to remain permanently. Indeed, 69 per cent of work permits issued in Ireland in 2004 were renewals, according to a NESC study (NESC & IOM, 2006: 3, 63). This illustrates a *de facto* situation of permanent or long-term immigration.

The implementation of policies that aim to prevent the social exclusion and ghettoisation of migrants does not need to be justified on the basis of the historical reception of Irish emigrants abroad, or a perceived need to be charitable towards migrants, but rather as an economic and social necessity for Ireland's future. Immigration, together with emigration, must be conceived of as part of Irish identity. There is a need for recognition that migrants in Irish society have certain needs beyond those of Irish residents, such as language, information, and some form of compensatory support for the absence of family and community networks due to the move.

Many people who are currently treated by the legal and social system as temporary visitors must be considered instead as 'potential permanent members of Irish society' (Murphy & Forde, 2005: 9). The establishment of migrant networks and the preferences of employers can render migratory flows remarkably resilient to economic setbacks (Hughes & Quinn, 2004: 21). Migrant networks also contribute to development in the migrants' countries of origin.

Regardless of the future development of the Irish economy and labour market, many of today's migrants, and many future migrants to Ireland may remain permanently in the country and become either Irish citizens or long-term residents. Introductory and language programmes should not be seen therefore as a complete solution to the challenge of integration, but rather should form part of a portfolio of interventions to further the social inclusion of migrants (Spencer, 2004: 3). Introductory and language programmes should be implemented within a broader policy of anti-racism and active citizenship. Irish society needs to adapt to the presence of a diverse population, including teaching migrant languages to the receiving population.

CHAPTER 1: CONTEXT

Irish Policy Developments

Historical migratory movements have shown that regardless of the intentions of individuals, a significant proportion of migrants may remain in the receiving country, settling and forming a community. Historical comparisons with Ireland in Western Europe need to be considered as they are virtually absent from the analysis so far (Lucassen, 2002, *passim*). The challenge of integrating permanent settlers is not new. Twentieth-century developments in transportation, facilitating more rapid and cheaper return journeys to their country of origin, have not altered this reality. In an irreversible process, Ireland has now become a country of immigration, and this has required and continues to require policy-makers and commentators to dramatically rethink their understanding of the Irish economy and society.

The provision of introductory and language programmes in Ireland is necessary in the context of the promotion of civic participation and community activities among all groups within Irish society. Migrants would benefit from being made aware of their rights. In the context of integration, people should be seen both as individuals and as members of communities. Integration is both a national and a local phenomenon.

What constitutes a 'good citizen,' and what are the skills necessary for full participation in society, are questions that need to be posed. This is in keeping with the Taoiseach (Prime Minister), Bertie Ahern, TD's call in April 2006 for 'a great national conversation on what it means to be Irish.' This conversation should include a discussion of the need for the coexistence of older Irish traditions with the culture and customs of migrants, and perhaps the creation of new traditions to accommodate the realities of Ireland in the twenty-first century. Citizens of a more confident country can see that migrants enrich their society rather than threatening it. The analysis of the language and information issue is also an opportunity to examine the impact that a decade of large-scale immigration has had on Irish culture in areas such as literature, fashion, food, and other cultural forms (Hughes & Quinn, 2004: 4).

Integration policy should be considered in terms of a debate on the core values of Irish society, and the establishment of the Taskforce on Active Citizenship is a positive move in this direction. The taskforce engaged in a number of regional consultations on active citizenship throughout September and October 2006, and presented the results in April 2007. It was established on foot of a European Parliament and Council decision to establish a programme to promote active European citizenship in 2005. Active citizenship was one of the six priority areas in adult education outlined in the government's White Paper on education in 2000, with interculturalism as a core principle (DES [Department of Education

and Science], 2000: 12-13). As yet, the priorities of citizenship education and interculturalism have not been implemented in a concrete way.

The issue of the provision of English language tuition has been flagged in various Irish policy documents during recent years. As early as 2000, the White Paper on Adult Education highlighted 'the need to provide specific tailored programmes and basic literacy and language education for all immigrants as an elementary part of provision' (DES, 2000: 50). In 2002, the Department of Education and Science (DES) pinpointed the English language 'as central to [...] acquiring the skills and confidence (cultural capital) necessary to engage with Irish society' and further emphasised that there is 'a critical need to address the language needs of adults for whom English is not the mother tongue, *regardless of status*' (DES, 2002: 18, my emphasis). In 2003, Mary Kett, from the same department, indicated that there was also a need for '[c]ultural orientation programmes to be developed to underpin ESOL (English for Speakers of Other Languages) provision' for people seeking asylum (Kett, 2003: 27).

In 2004, QE5 Ltd was commissioned by the Irish-Finnish MORE (Modelling of National Resettlement Process and Implementation of Emergency Measures) project on the resettlement process, to examine the training needs resettled refugees have in Ireland. The report concluded that language needs were paramount for adult refugees, as 'proficiency in English language means that refugees are more likely to be employed, to interact with Irish people, to socialize, to feel they belong to the community in which they live, and to enjoy better mental health' (QE5, 2004: 8).

The National Action Plan Against Racism 2005-2008 seeks to achieve 'inclusion by design, not as an add-on or afterthought.' Education, however, is not a priority in the plan, but forms part of Objective Three: Provision, where provision of English teaching is to be 'enhanced' (DJELR [Department of Justice, Equality and Law Reform], 2005b: 38, 41). The Social Partnership Agreement *Towards 2016* (Department of the Taoiseach, 2006) prioritises adult education and focuses on increasing the numbers of migrants availing of English language teaching, rather than on increasing provision. The document also recommends guidance and counselling to accompany literacy and language learning, and the regulation of language schools and workplaces providing courses through mandatory requirements. The first phase of the agreement is to include developing a comprehensive strategy for the integration of all legally resident migrants,^{iv} though the development of the strategy has not yet taken place.

In May 2006, IVEA held a Working Seminar entitled 'Towards a National English Language Policy for Adult Newcomers' to develop policy in this area. The objective was simply 'to clarify the role of current stakeholders and to identify issues and challenges in provision' (IVEA 2006b).

The National Economic and Social Council (NESC) report on migration policy, launched in September 2006, emphasised that the positive outcomes of migration are not inevitable. The report calls for an active integration policy from

the Irish Government, with language education as a cornerstone of this policy. The Council also commissioned the International Organization for Migration (IOM) to analyse the management of migration in Ireland. The IOM pointed to problems with access to language teaching and information as a major issue, and considered English language proficiency as a prerequisite for participation in Irish society. The report recommended the provision of comprehensive orientation services to all migrants to ensure participation and prevent exclusion (NESC & IOM, 2006: 141-5). Many more recent publications and reports have highlighted language and orientation for migrants as a central concern.^v

Integration

Integration as a concept was practically unknown in Europe in the early decades of the twentieth century. Permanent foreign residents were expected to gradually assimilate into society. Assimilation as a term used to describe migrant adaptation to receiving societies fell out of favour with analysts and politicians after the Second World War. It is now gaining renewed prominence.

Many theories of integration are loosely based on the idea of a 'social contract' between the government and the governed. As all residents of a country are subject to its laws, the social contract theoretically extends to migrants and established residents alike. Contractarianism relates to the legitimacy of political government, based on the consent of the governed. The functioning of this theory rests on the concept of the common good and the possibility of benefit from co-operation to each individual.^{vi}

Contractarianism forms the basis for an increasing number of European 'integration agreements,' yet it provides an ambiguous paradigm, as the social contract by definition must be free from coercion. Many of these 'integration agreements' are in fact obligatory. For a true and fair social contract to exist in Irish society, all population groups must be parties to it. Social contract theory highlights the position of inequality in which migrants in Ireland find themselves, in that they are obliged to obey laws and pay taxes, and yet often do not benefit from the contract in terms of voting rights, education provision, social welfare and so on, depending on their status.

French, Austrian, and Danish models of integration are based on a contract or agreement between the receiving society, represented by the local government, and the migrant. While this could be criticised as too formulaic, and problems arise with understanding the text of the contract, the idea behind it may prove useful and it has symbolic value. Integration, as a two-way process, can be framed in terms of reciprocity, where the migrant is granted certain rights within the receiving society, in return for a willingness to adapt to the norms of that society.

These rights are ideally expanded and increased according to the duration of the migrant's residence. In return for this expanding scheme of rights, the migrant agrees to learn about the receiving society, learn the language, and

obey the laws. In turn, society itself must also adjust and adapt to the presence of migrants from different regions. The principle of equality of rights and duties underpins integration and citizenship policies in most immigration countries. The migrant is expected to assume some responsibility for his or her own integration. Migrants, the receiving society, and the government should therefore be willing to invest in introductory and language programmes.

Wolfgang Bosswick and Friedrich Heckmann see integration as a process resulting from 'the conscious and motivated interaction and co-operation of individuals and groups,' and resulting in 'stable, cooperative relations within a clearly defined social system' (Bosswick & Heckmann, 2006: 2). Bosswick and Heckmann provide a useful and comprehensive definition of immigrant integration as 'the process of learning a new culture, acquiring rights and obligations, gaining access to positions and social status, building personal relationships with members of the host society and forming a feeling of belonging to, and identification with, that society,' while for the receiving society, integration entails 'opening up institutions and granting equal opportunities to immigrants.' It is important to note that the receiving society has significantly more power in this interaction (Bosswick & Heckmann, 2006: 11). Rinus Penninx therefore considers the receiving society to have more influence on the outcome of the process than migrants themselves (Penninx, 2004: 3).

Integration should result in the acquisition of the necessary competencies of the receiving society at a practical level, and a feeling of belonging at an emotional level. The Interdepartmental Working Group on the Integration of Refugees in Ireland (IWGIRI) defined integration as 'the ability to participate in Irish society to the extent that a person needs, and wishes, in all of the major components of society without having to relinquish his or her own cultural identity' (IWGIRI, 1999: 42). This definition could be criticised in that it is premised on an essentially static notion of 'Irish society.' *The Scheme for an Immigration, Residence and Protection Bill*ⁱⁱⁱ published by the DJELR recognises that integration 'involves mutual obligations for new immigrants and Irish society' (DJELR, 2006b: 28). The ability to speak English and the knowledge necessary to navigate Irish public services are crucial to this ability to participate.

In the United Nations Secretary-General's Report on Migration and Development in 2006, Kofi Annan cited the cornerstones of integration as equal treatment and the prohibition of discrimination (United Nations General Assembly, 2006). These cornerstones are not sufficient in achieving integration, as more active policies are called for. In the European context, integration is often interpreted to mean assimilation into one unitary society, contributing to the 'conditionality of integration,' taking place only on the receiving society's terms (Brubaker, 2001: 540; Carrera: 2005: 1).

This report defines integration not in terms of assimilation but as a process of mutual adjustment of the receiving society and migrants. This should lead to a gradual increase in interaction between both groups, the acceptance of a diverse society in the receiving country, and an increasing sense of belonging

among migrants. Defining integration as a phenomenon that involves both migrants and the receiving society serves to re-emphasise the fact that introductory and language programmes are just one element of a complex process, and will not be effective without the concomitant adaptation of public services and attitudes in Ireland.

CHAPTER 2: RATIONALE

Quality of Life of Migrants

I have thought about what life would be like if there were no English classes. The pictures that come to my mind are of isolation, of a manual job in my ethnic group, or being unemployed long-term, pictures of depression, a life of relying on others, and a growing distance between us and the world of our English-speaking children

(Jankovic cited in Ruddock, 1999)

The provision of high-quality introductory and language programmes, available to all migrants, is required in two primary contexts. Firstly, the quality of life of migrants in Ireland and their access to services and knowledge of their rights, entitlements, and responsibilities are all adversely affected by both a lack of fluency in the English language and a lack of accessible information. Differing outcomes among migrants in employment, education, housing, health and other areas are caused to a significant extent by a lack of knowledge of the English language, and of the Irish system. This is often referred to as the 'ethnic penalty,' but in fact it is related to human capital rather than to ethnicity. It has also been referred to as a 'transition penalty' related more to the move itself (OFMDFM [Office of the First Minister and Deputy First Minister], 2005: 28; Wayland, 2006: 1). Introductory and language programmes contribute to equipping migrants to function better autonomously in Ireland.

Introductory and language programmes, together with a broader policy of structured support and adaptation of public services, help alleviate the 'transition penalty.' As no positive duty exists for Irish public services to tailor their service to a diverse population, as is set down for example in British law, migrants need to be equipped to deal with this. Charles Amorosino has highlighted the dangers of not investing in language and literacy instruction in the USA, pointing to increased welfare and health needs, and 'wasted human potential for generations to come' (Amorosino, 2000: 3). One of the problems facing some migrants, refugees and people seeking asylum is exclusion from mainstream social life and networks within Ireland. Introductory and language programmes should ease the transition from membership of particular migrant groups only to involvement in mainstream activities, as well as the use of mainstream public services.

The 2006 NCCRI and Equality Commission for Northern Ireland publication *Changing Ireland* describes the experiences of a group of mostly highly-educated migrants. Though almost all of these migrants had previous knowledge of the English language, they all reported difficulties in settling in because of the language barrier (Morris & Speirs, 2006: *passim*). Similarly, in an *Irish Times* series on the new Irish, many of those interviewed reported serious problems as a direct result of a lack of knowledge of English. Celia Ramos from

Brazil did not eat for six hours on her first job because she did not understand an offer of food, while Doina Breen from Romania related: 'I used to walk a lot, because I didn't know how to ask the driver of a bus where to go. It's like you're blind, deaf and dumb' (Sheridan 2004a and 2004c).

While many employers have well-developed equality policies, a survey conducted by the Interact Project in Ireland discovered that very few migrant workers surveyed were aware of these (Redmond & Butler, 2003: 25). The existence of various rights and of access to public services is of little use if migrants cannot speak English; indeed the results of research have shown that few migrants access Irish public services and support systems, tending to rely instead on diplomatic missions from their own countries. They tend to have little or erroneous knowledge about their rights and obligations (Conroy & Brennan, 2003: 8, 32; *kelleherassociates*, 2004).

Misunderstandings at the workplace can lead to assumptions of racism, and some Irish employees may react suspiciously when asked to repeat requests that migrants do not understand. There are also a myriad of problems associated with understanding safety notices and employment contracts. Although some work has already been done in translating relevant materials, further urgent action is needed in this area; it is essential not to wait for a fatal accident to occur due to a lack of understanding of safety notices, regulations or verbal warnings, before acting to improve the linguistic abilities of all migrants.

There is a perception among some Irish employers that it is far more cost-effective to provide health and safety training in migrant languages, rather than teaching their employees English. This is not an effective method of ensuring health and safety, considering that communication between staff may be crucial in preventing accidents. Incidents have been reported of migrant workers being employed and paid at a semi-skilled level for undertaking skilled work. Due to a lack of knowledge of rights and the language barrier, they were unable to seek redress. This is further exacerbated by the difficulties that trade unions have in locating interpreters to communicate with foreign workers.

Across Western economies, a shift from a manufacturing to a services economy has required better communication skills among workers. Workplace learning has become one of the highest priorities in economic policy-making in countries such as the United States and Great Britain (Lindell & Stenstroem, 2004: 2). A lack of knowledge of English can also pose problems in access to further education and training, or to promotion within an organisation. NESC has warned against allowing the unchecked development of a dynamic process that contributes to eroding workplace standards (NESC, 2006: 140). It is a common practice in hospitals in Ireland for relatives and cleaning staff to act as interpreters for patients who do not speak English, causing potentially serious mistranslations. A further ethical concern is that children often act as interpreters for their parents in hospitals. Problems in dealing with landlords have also been experienced (Redmond & Butler, 2003: 60; *kelleherassociates*, 2004).

Lack of English language proficiency and local knowledge is a potential barrier to equality of outcomes. English tuition is not only necessary in terms of the quality of life of current migrants, but parents' linguistic abilities impact on their Irish or Irish-educated children's lives and language also. As Chris Minns has indicated, '[b]etter adjusted (permanent) migrants today will enhance the prospects for successive generations' (Minns, 2005: 26).

The provision of introductory and language programmes to all migrants would contribute to ensuring equality of outcomes among migrants and subsequent generations. Attending an introductory and language programme, as well as increasing language skills, may improve the learners' sense of belonging to the society and loyalty to its laws and norms. The act of learning the language and learning about Irish culture is a social process in itself and therefore the programme must be enjoyable in order for it to achieve its aims. English language learning should bring people together around a common goal, on the basis of shared concrete tasks that involve the local community (Ford Foundation, 1990: 67-71). An excellent model for this is the Fáilte Isteach Project in Summerhill, County Meath, where an active retirement group teaches English to migrants in the community. Teaching does not simply involve imparting knowledge but is also a cultural encounter. Education provides both formal and informal information on norms and values in a society.

Irish Society

The second area of benefit relates to wider society and concepts of integration, social cohesion, and active citizenship. There is tentative evidence of support for a two-way process of integration in Irish society. A poll surveying 500 people in 2006 showed roughly equal proportions of the population supporting the ideas that migrants should do more to integrate, and that Ireland should in turn be more accommodating to different cultures, 62 per cent and 61 per cent respectively (Amárach Consulting, 2006). Migration has brought with it many economic and social advantages to countries that have experienced a high level of inward movement. Yet the numbers of people can cause problems of ghettoisation, alienation, and disadvantage if provisions are not made for the successful integration of new residents into society. Former UN Secretary-General Kofi Annan has highlighted the need for realism about the challenge of integration: 'Only with an imaginative strategy for integrating immigrants can countries ensure that they enrich the host society more than they unsettle it' (Annan 2004a).

Analysts have warned that social polarisation between migrants and the receiving society impairs an economy's capacity to weather negative economic shocks (Voyer, 2003). Indeed some of these segregative processes are already in their nascent stages in certain urban centres, and particularly in inner-city Dublin. Integration programmes that involve the local community can help to prevent the development of parallel societies and promote good relations between communities. English language proficiency is essential to the

prevention of marginalisation and ghettoisation. Problems of access to social networks can result in dramatic levels of exclusion and persistent disadvantage.

Ireland has the potential to act now to prevent the development of problems akin to those experienced by France and the United Kingdom (UK) in relation to migrants and their French and British children who do not feel part of mainstream society and do not identify with their country of residence or nationality. One of the benefits of Ireland's particular chronology of immigration is the opportunity to learn from mistakes made in immigration policy elsewhere. It must be emphasised further that the current buoyant economic climate provides an opportunity for action in the area of integration, action that could prove much more problematic in a less auspicious economic situation in the future.

In this context, the NESC called in 2003 for 'pre-emptive policies in Ireland that will ensure a continuing welcome here not just for low-skilled labour but for the persons who provide it' (NESC, 2003: 418). In October 2005, the Minister for Justice, Equality and Law Reform, Michael McDowell, also highlighted the urgency of the situation in relation to lessons learned from Europe and 'the absolute requirement to respond rapidly and effectively to a changing social environment so as to ensure equality among its many diverse constituents' (DJELR, 2005c).

Ireland's presumed reputation for human rights and positive immigration policies is a crucial element of its continuing attraction for international and national businesses, and for migrants. Migration also helps to foster business connections through diaspora networks (Biao, 2005: *passim*). Indeed many migrants choose to seek a job in Ireland partly in order to learn the English language. In particular, high-skilled migrants often prefer to migrate to countries where English is the main language (Doyle *et al*, 2006: 10-11).

Ireland's continuing attractiveness for migrants, particularly from Eastern Europe, is crucial to economic development. The development of racism and social exclusion of migrants damages business prospects and therefore it is essential to involve the business community in drawing up policy in this regard. The German-French Ministerial Council in Berlin concluded in 2006 that the involvement of private companies was decisive for the success of integration, and public-private partnerships in the area have indeed proved successful in Germany (Deutsch-französischer Ministerrat, 2006: 2; DGJHA, 2003: 184).

Both the Ministerial Euro-African Conference on Migration and Development in Rabat, Morocco, in July 2006, and the UN High Level Dialogue on Migration and Development in New York two months later, highlighted the crucial importance of migration for development, in terms of remittances, foreign direct investment, and the acquired social capital of returning migrants. Trans-national identities and international communication mean that migrants do not have to break their connections with the country of origin in order to integrate. Introductory and language programmes could contribute to the fulfilment of Ireland's

responsibilities in the area of development. Returning migrants who have received an education in Ireland contribute to development on their return, and improve business connections between Ireland and their country of origin.

Policies of interculturalism and equality are recommended and prescribed by a number of government departments and agencies, and by many private organisations in Ireland. The Republic is considered both at home and abroad to have a comprehensive formal equality infrastructure, although questions have been raised regarding enforcement. The Irish Constitution provides for anti-discrimination (articles 40.1, 40.3.1-3), while the Equality Act in 2004 transposed EU equality directives into domestic law, including the Race Directive. However, much of this is irrelevant to people who are not fluent in the English language or are unaware of their rights and responsibilities. There is a need for substantive rather than merely formal equality through restructured relations (Saloojee, 2003).

Integration measures undertaken by migrants also influence the impact of immigration on non-migrant communities. As such, the process of integration of migrants into Irish society will also have an effect on the society itself (Mac Éinrí & Walley, 2003: 43; Castles *et al*, 2002, 25). As has been recognised in migration policy in the United Kingdom since 2000, control and management of the entry of migrants cannot be viewed in isolation from integration and social cohesion.

What in the Netherlands has been dubbed an 'integration crisis' (Boecker *et al*, 2004: 8) can be avoided by forward planning and action in Ireland. Current anticipations of racial tensions and exaggerated portrayals of 'swamping' by migrants must be publicly questioned. Positive political leadership on this issue is essential to the success of integration. Politicians must speak out on the benefits of diversity and of a pluralistic society in order to influence public attitudes and perceptions. The implementation of introductory and language programmes provides an opportunity to communicate this message.

CHAPTER 3: ECONOMIC INVESTMENT: 'DOWNSTREAM SAVINGS'

Benefits to the Irish Economy

The provision of introductory and language programmes is a long-term investment in a stable economy as well as a positive society. Programmes of migrant education and orientation in Australia are considered to make 'downstream savings' for the government by reducing future expenditure on social problems, building social capital, and maintaining a successful and harmonious society. As well as the projected social benefits of such programmes, there are economic benefits. These two areas are naturally inter-related as social crises such as the riots in Paris in Autumn 2005 have a significant financial cost—over €200 million in damage (Marlowe in: *The Irish Times*, 13 March 2006)—and could be prevented by the successful initiation of processes of social inclusion among migrants. Relatively small investments in language tuition for migrants have yielded large gains for economies and societies in Europe and further afield.

Furthermore, at a macro-economic level, the Irish economy can benefit in a concrete and significant way in relation to GNP per capita by facilitating migrants in using their skills, rather than working in jobs for which they are over-qualified. Because migrants in Ireland have considerably higher levels of education than the Irish population as a whole, they are potentially high contributors of revenue (Barrett *et al*, 2006: 2). Their contribution to Ireland's future development, as part of a 'competitive, innovation-driven, knowledge-based, participative and inclusive economy', will be crucial, as emphasised in the most recent report of the Expert Group on Future Skills Needs (EGFSN). However, because of language difficulties, lack of recognition of foreign qualifications, and lack of access to social networks, many migrants are not using their skills. Without government provision in this area, this will continue to be the case going forward, as outlined in the EGFSN's 'no policy change' scenario (EGFSN, 2007: 64, 105-6).

The impact of the skill composition of migrants on the economy depends entirely on migrants' ability to work at the appropriate skill level. It is estimated that if all migrants in Ireland were employed at a level appropriate to their education, they would add 3.5 to 3.7 per cent to GNP in the medium term (Hand & Shanahan, 2005: 29; FÁS, 2005a: 33). High-skilled immigration may not have the desired effect if these migrants work at an unskilled level to gain a foothold in the Irish labour market. This is evidenced in Ireland by the fact that migrants have higher skill levels than the Irish population, but a similar occupational distribution.

The phenomenon of migrants working far below their skill level tends to increase downward pressure on low-skilled wages. Lack of language,

information, and social networks as well as problems with recognition of qualifications, and the youth of migrants, are the principal obstacles to new residents in using their skills to contribute to the Irish economy and Irish society, and to further their own career goals. For example, the majority of the migrants interviewed for the Migrant Rights Centre's publication in 2004 (O'Donoghue) had a third-level education, and yet they had jobs as domestic workers. Language and culture are clearly strong factors in creating this occupational gap between Irish citizens and migrants; statistically, migrants from the UK and the United States (US) do not suffer such a disadvantage.

Restrictions and obstacles to appropriate employment can exacerbate the negative impact of low-skilled immigration on wages and employment rates (Ruhs, 2005: 51), and negate the positive impact of migrant workers' generally higher responsiveness to labour market conditions. The work permit system has effectively locked skilled migrants from outside the EU into unskilled jobs, a policy that is both economically and socially unsound (FitzGerald, 2006). Furthermore, despite their free access to the labour market, there is evidence that people with refugee status and leave to remain and migrants from the ten new EU countries, are also being employed at a level far below their qualifications. Many economists concur in recommending the promotion of the 'portability' of labour; that is that migrants are not trapped in one job for legal, linguistic, or other reasons. Furthermore, more mobile workers can respond better to wage differentials and this has an overall positive effect on the economy.

Ireland has a stock of highly-skilled migrants from Anglophone countries, particularly the US and the UK, as well as from the pre-2004 European Union. Russian, Ukrainian, and Asian migrants in Ireland tend also to have a third-level education, while Nigerians—the largest African community in the country—are generally evenly balanced between skilled and unskilled (Minns, 2005). Overall, Ireland has a highly-skilled migrant community, relative to those of other European countries, and relative to the Irish population. Eastern Europeans from new EU member states are self-selected and therefore slightly less likely to be skilled, though they are similarly more skilled than the Irish population. Overall, 54 per cent of migrants in Ireland have third-level qualifications, compared to 27 per cent of Irish people (Hand & Shanahan, 2005: 17).

In 2005, migrants comprised 12 per cent of the workforce, and 65 per cent of migrants were at the upper end of the skills spectrum, compared to 60 per cent of Irish workers (NCB Stockbrokers, 2006: 11). In general, if migrants utilise their skills, they have a significant positive effect on the economy. Furthermore, while about 44 per cent of the Irish adult population is aged between 20 and 44, 81.5 per cent of the adult migrant population is comprised of people of that age cohort - the age at which people are most likely to be employed (Barrett *et al*, 2006: 4). Migrants are also most highly represented among professionals. It is perhaps surprising in light of the media's focus on migrants in construction work that only ten per cent of construction workers in late 2005 were migrants—a proportion roughly equal to their representation in the general population. Just

20 per cent of these migrant workers in construction were from outside the EU (CSO, 2006b: 20). In contrast, in 2002, 18 per cent of software workers were foreign-born (NCB Stockbrokers, 2006: 56). However, by the last quarter of 2006, the proportion of the working migrant population employed in the construction sector was 16 per cent. Of these, 62 per cent were from the ten new EU countries (FÁS, 2007: 6).

Migrants are generally net contributors to fiscal revenue, particularly when they are facilitated in using their skills, an effect known as the 'immigration surplus' (Commission of the European Communities, 2004: 4). Numerous studies in Ireland, as well as in the UK, Switzerland, and the US, have demonstrated that countries experience a fiscal gain from migrants, though this is highly dependant on their occupational composition (Ruhs, 2005: 52-3; Minns, 2005: 27). A study by the Institute of Public Policy research in London concluded that the net, relative and absolute fiscal contributions of migrants were all high. This was related to the hourglass skills composition of migrants in the UK, as in Ireland, with many migrants as high and low earners, and to their higher average weekly incomes (Sriskandarajah *et al*, 2005: 5-8). A study by the Observatório da Imigração in Lisbon similarly found that, far from the perception of migrants as social dependants, migrants made a positive fiscal contribution to the Portuguese exchequer (Corrêa D'Almeida, 2003: 26). At a European level, migrants are also considered to make a disproportionately positive contribution to employment growth (Commission of the European Communities, 2004: 3; NESCS & IOM, 2006: 81).

In a study on the relationship between language proficiency and labour market performance in the UK, the authors concluded that English language proficiency increased the likelihood of employment by at least 22 per cent and earnings by 18 to 20 per cent. In the US and in Canada, it was found, similarly, that fluency in English together with literacy in any language were related to the probability of employment and to earnings (Greenberg *et al*, 2001: 91; Spruck Wrigley & Strawn, 2003: 5; Wayland, 2006: 13). Language proficiency was therefore seen as the single most important factor in economic and social integration. This result was substantiated in analyses for Australia, Israel and Germany (Dustmann & Fabbri, 2000: *passim*).

In the Irish case, most commentators agree that immigration has contributed to sustaining the country's economic growth and jobs growth during recent years. There is thus a case for arguing that at least a small portion of this revenue should be invested in linguistic education and in specific services for migrants. Returns on investment in language training will depend on the migrants' previous education and intended, or actual, length of stay. Yet clearly, better integration of migrants will result in an overall improvement in public finances.

This economic analysis, while presenting a positive economic view of immigration, does not take into account its further—generally positive—impact on economic dynamism, capital formation and labour market flexibility (Sriskandarajah *et al*, 2005: 12). In addition to the direct economic effects of the

occupational composition of migrants, there are less quantifiable aspects to consider, such as the effect of immigration on social cohesion, on national identities and cultures and on security. Migrants who can speak the local language are better placed to allow the receiving society to benefit from cultural diversity, and contribute to more cohesive communities.

There is a demographic and economic need for immigration to continue in Ireland, to offset an ageing population, and to continue to encourage jobs growth. Ireland is predicted to remain attractive as a migration destination in the coming decades and immigration will likely account for about half of Ireland's population growth from now until 2020 (NCB Stockbrokers, 2006: 10). However, the National Economic and Social Council warned in 2003 that 'the synergy between immigration and Ireland's economic and social objectives can be threatened [...] if ignorance is widespread of the significant contribution which migrant workers are making to the economy.' The NESC further advised in 2006 that 'a managed approach to migration should be informed by a normative vision of how in-migration contributes to a society that is attractive as well as an economy that is successful' (NESC, 2006a: 143). It is crucial that the economic and the social rationale for the provision of programmes be communicated to society at large in order to avoid the perception that migrants are simply receiving a handout from the government.

The issue of whether the state or the applicant should bear the cost of introductory and language programmes is related to the issue of economic investment, and to the question of who is perceived to benefit from attendance. In social and economic terms, there are many advantages for both the state and the individual migrant. For example, employers stand to benefit from improved communication skills among their workers, while trade unions could benefit in terms of increased membership and knowledge of rights, and an improvement in employment standards.

In European countries, the cost of integration programmes varies from €182 per person in Austria to about €15,000 in Sweden (Feik, 2003: 57). In Austria, the Netherlands and Germany, the applicant bears some of the costs, while in New Zealand, the applicant pre-pays. In reality, the state, the economy, society, employers, trade unions, and migrants themselves all stand to benefit from improved knowledge and linguistic abilities. The scale of the investment required depends both on the size of the migrant community and their particular linguistic and orientation requirements. These are analysed in the section that follows.

Scale of Programme

To develop an understanding of the scale of the programme required, it is important to establish the numbers of migrants arriving in Ireland, as well as the numbers expected. Unfortunately there are no satisfactory statistics available to deduce the average duration of a migrant's stay in Ireland. The national census of population conducted in April 2006 showed that migrants currently comprise

10 per cent of the Irish population; about 420,000 people (CSO, 2006a: 9). It is important to note here that the Central Statistics Office (CSO) definition of immigrants includes people born abroad to Irish parents. During the year ending April 2005, approximately 70,000 migrants arrived in Ireland, about 19,000 of whom comprised returning Irish emigrants. A further proportion consisted of the foreign-born children of those emigrants. It is also significant here that Ireland continues to experience emigration; during the same period, 16,600 Irish people emigrated (Quinn, 2006a: 5). Between 2002 and 2006, net migration in Ireland totalled 186,408 people (CSO, 2006a: 87).

In 2002, continental Europeans accounted for just 8.2 per cent of the resident foreign population, despite promotion of intra-European migration by the Irish and other EU governments (Piola, 2005: 117-19). The extent of migration between pre-2004 EU countries has decreased steadily during the past twenty years, and is expected to continue to fall (Mac Éinrí & Walley, 2003: 27). Of the 70,000 people who immigrated to Ireland in 2005, 32 per cent were from the fifteen pre-2004 members of the EU. A further 38 per cent were from the ten new EU states, 6 per cent were from the US and 24 per cent were from outside the EU and the US. Among those in the final category, there were almost as many women as men (CSO, 2005: 1, 6).

The *Employment Permits Act* 2003 granted all migrants from the ten new EU member states free access to the Irish labour market from the date of accession in May 2004. Ireland has received a relatively large number of migrants from countries such as Poland, Lithuania, Latvia and Slovakia, partly because it was only one of three pre-2004 EU countries to allow migrants from the new member states free access to the labour market from 2004. Subsequently, in 2006, Finland, Greece, Italy, Spain, and Portugal opened their labour markets fully to members of the new EU states, and the majority of the 15 pre-2004 EU members will provide full access by 2009. Restrictions on working rights for Bulgarian and Romanian EU citizens have remained in place since their accession in January 2007 in all pre-2004 EU countries apart from Finland and Sweden.

Despite the ease of their economic integration in Ireland, there is a perception that Eastern Europeans may need more flexible provision in terms of language and integration than Western Europeans (Piola, 2005: 123), many of whom, such as the Germans and British, have a long history of migration to the country. Due to the high levels of migration from Eastern Europe to Ireland during the past two years, a stock of migrants has settled in the country, and in the unregulated situation of intra-EU migration, this stock will to some extent determine future flows.

Far from the fulfilment of fears of a 'flood' of Eastern Europeans displacing Irish workers, the unemployment rate in the country has actually fallen slightly since the labour market was opened up to the new EU member states in May 2004. A certain number of Eastern European EU citizens arrive in Ireland every summer

and return home after a few months, while others remain much longer and may permanently settle here.

As mentioned above, the dearth of detailed Irish immigration statistics makes the relative proportions of short-term and longer-term migrants very difficult to quantify. From accession in May 2004 until February 2006, approximately 186,000 new EU migrants aged 15 or over arrived in the country, while during the fourth quarter of 2005, 72,700 remained in Ireland (Doyle *et al*, 2006: 14). This gives a very approximate remaining rate of 39 per cent for those eighteen months. From a peak of 14,000 Irish personal public service numbers issued to people from new EU countries in one month in August 2006, the monthly total had decreased to 8,000 in February 2007 (FÁS, 2007: 7).

As nationals from the twelve new EU countries, recorded in the 2006 census, comprise approximately one-third of Ireland's migrant community (CSO, 2007: Table 20), and an even larger proportion of non-English speaking migrants in Ireland, it is essential that EU migrants are considered the main target of introductory and language programmes in Ireland. Furthermore, as all EU citizens (except Romanians and Bulgarians) may live and work in Ireland for as long as they choose, a large proportion of EU migrants may settle permanently in the country. They must therefore be seen as temporary and permanent residents and potential Irish citizens, requiring a commitment of services in the provision of introductory and language programmes. This will contribute greatly to the integration of this significant section of the migrant community in Ireland. EU migrants have hitherto been excluded from provisions for migrant integration both in Ireland and in the EU as a whole.

The Social Partnership Agreement for 2003-2005 stated unequivocally that the country must 'meet its additional labour needs to the greatest extent possible from within the European Economic Area (EEA) soon to be enlarged by the addition of ten new EU Member States' (Department of the Taoiseach, 2003: 86). While the Irish Government is currently pursuing a policy of favouring migrants from within the EU and greatly restricting the issuing of new permits to migrants from outside the EU, this may not be a sustainable policy in terms of Ireland's labour requirements.

By 2011, all the other pre-2004 member states will have opened their labour markets fully. Romania and Bulgaria joined the EU in January 2007, providing a further potential source of migrants to Ireland. The Economic and Social Research Institute (ESRI) in Ireland recommended a cautious approach in relation to granting Romanian and Bulgarian EU citizens access to the Irish labour market because of a lack of data on the impact of immigration on the economy, and concerns about skills levels of future migrants and the continuing buoyancy of the Irish economy. Because of the Common Travel Area between the UK and Ireland, both countries followed the same policy in this regard.

Many migrants will continue to come to Ireland from Eastern Europe due to family connections and networks established by migrants arriving now, as well

as a buoyant job market, while many others will choose to migrate to other EU countries. It is also predicted by some that wages and employment will increase in Eastern European countries as a result of EU membership, thus minimising the impact of the wage differential as a motivation for migration to countries like Ireland. Ireland will continue to require a range of skills from migrants, and it is unrealistic to assume that the twelve new EU countries will provide for all of Ireland's labour needs in the long term.

The number of people seeking asylum in Ireland peaked in 2002 and has gone into decline ever since. During the last two years, less than 4,350 people per annum have sought asylum in the country, with an acceptance rate of about 8 to 9 per cent, while the same two years have seen a rapid increase in the numbers of migrant workers arriving. The total number of applicants in 2006 was 4,314 (Office of the Refugee Applications Commissioner, 2005 & 2006). The statutory provision of language classes lags far behind this decline in numbers and provides courses only to the relatively small number of people who have been granted refugee status or leave to remain, or are seeking asylum. Some of the financing previously required for the asylum system may now be more usefully diverted into integration.

Clients for the Programme

The various clients for the programme differ markedly in their situation, status and requirements. While people seeking asylum are excluded from working life and generally would be available for daytime classes, the majority of Ireland's migrants are here on employment permits and have full-time jobs. Many factors differentiate the process of refugee from migrant integration, particularly in relation to the intention to settle permanently, more common among refugees. Migrant workers and refugees who have jobs will already have some experience of Irish society and of the English vocabulary needed for their workplace, while people seeking asylum, awaiting decisions on applications for leave to remain, or spouses of migrants without permission to work often have little contact with Irish society. One of the many positive aspects of focusing on English language tuition is that those who are in need of it are also more likely to have other needs.

Temporary migrants may be encouraged to attend a shorter programme, which prepares them at a basic level for life in Ireland, and encourages further learning, whether they ultimately decide to remain or return. A programme in Catalonia in Spain specifically trains seasonal workers to contribute to the development of their country of origin when they return (Niessen & Schibel, 2004: 25). Flexible regimes allowing people to immigrate and return provide benefits for both receiving and sending countries. Paradoxically, a more rigid system results in migrants becoming unwilling to return to their countries of origin, due to the uncertainty of prospects for a return to the receiving country.

Migrant workers on work permits issued during 1999 to 2003 originated from over 150 countries. In 2005, 2,585 people arriving on work visas and

authorisations in Ireland originated from over fifty countries (DETE, 2005: *passim*). There is a strong concentration of these workers in the services sector, particularly in medical services, nursing and catering. Approximately one quarter of medical doctors employed in Ireland are non-Irish nationals (Quinn, 2006b: 7). All of these areas require a high level of communication and the ability to understand and be understood. Conversational idiom may also present particular difficulties for some migrants.

The need for English tuition varies widely across nationalities - some migrants do not need language classes, but do need to attend courses on society, culture, politics, and perhaps pronunciation. Some migrants whose native languages are tonal, such as Mandarin Chinese and Vietnamese, may have particular problems with English pronunciation. With regard to language learning in particular, the difference between the learner's native language(s) and English will affect their ability to learn the language. Prior experience in learning languages and general educational background will also be a determining factor. The reasons for the migratory move will impact on the learner's motivation to attend the programme. There should be certain provisions for migrants who have been resident in Ireland for a longer period, referred to as *oudkomers* as opposed to *nieuwkomers* in the Netherlands.

Of the 16,693 people granted leave to remain in Ireland on a two-year renewable permit under the Irish Born Child Scheme (IBC-05) in 2005, 47 per cent were from Nigeria, Pakistan, and the Philippines (DJELR, 2006a), all countries where English is prevalent as an official or second language. Other dependants may have obtained residence as family members of each person granted leave to remain, though this is uncertain due to the statutory declaration required of applicants that granting of residence would not entail an automatic right to family reunification.

In 2001, 80 per cent of those granted working visas or work authorisations in Ireland were from the Philippines, South Africa, India, and Australia, all countries where English is a first or official language. The pattern continued in 2005, when the majority of visas and authorisations (87 per cent) were granted to people from India, the Philippines, Australia, and South Africa (DETE, 2005: *passim*). Working holidaymakers in Ireland are generally from English-speaking countries - Australia, Canada, New Zealand, and Hong Kong - and are therefore unlikely to avail of language courses.

Many nurses and doctors from the Philippines, despite speaking fluent English, still experience difficulties with the use of different medical terms and with regional Irish accents. The Stockholmsprojektet in Sweden trains foreign doctors in the culture of the medical system, as well as pronunciation (DGJHA, 2003: 226). A significant proportion of Ireland's migrants are young Polish people, many of whom studied English as a compulsory subject in secondary school. They would therefore similarly require a more advanced level of English tuition.

In August 2004, DETE announced that no new employment permits would be considered for low-skill occupations. However, the renewal rate of existing permits is high, suggesting that employers wish to retain non-EEA migrant workers. This has an impact on the perception of the duration of a migrant's residence in Ireland. Security of residence and permission to work have a crucial impact on integration in general, and on the individual migrant's inclination to learn the language. In this context, while the introduction of long-term resident status in Irish immigration policy is to be welcomed, the fact that it is not permanent and is only granted after five years renders it of limited use in the context of integration, exacerbated by discretionary rather than automatic access.

Future migration is likely to come more from family reunification than work permits, judging by the current experience of countries like Sweden and Germany. In the EU as a whole, family reunification accounts for 30 per cent of all residence permits granted (Commission of the European Communities, 2004: 13). Increasingly as Ireland's migrant community expands and matures, family reunification will become a central source of migrants, and these migrants may not have immediate access to the jobs market. For certain groups, inclusion and participation is easier than for others, and this should be recognised. Introductory and language programmes in Ireland should therefore cater for a diverse migrant community with various needs in terms of language tuition and orientation. In drawing up a final budget for programmes, the necessity of providing tuition at a number of levels to migrants of various means should be taken into account.

CHAPTER 4: EXPERIENCES ABROAD: EUROPE

Migration, Language and Integration in the EU

A broad consensus now exists in Europe that the value of teaching the language of the receiving country to migrants has been underestimated (NESC & IOM, 2006: 155). The teaching of the principal spoken language to migrants forms part of Ireland's responsibilities as a member of the EU. In the EU Revised Social Charter, member states are to undertake 'to promote and facilitate the teaching of the national language of the receiving state [...] to migrant workers and members of their families' (Kenny, 2003: 13). Basic knowledge of the receiving society's language is one of the EU Common Basic Principles on Integration (Watt & McGaughey, 2006: 28). In the era of EU enlargement, Ireland's thus far positive contribution to the mobility of EU workers must be maintained.

Integration courses have become increasingly popular in pre-2004 EU countries and there has been a growing harmonisation of integration, naturalisation, and anti-racism policies. New integration policies are considered by some to herald the end of an era of multiculturalism and non-interventionist integration in countries such as Germany, the Netherlands, the UK and the Scandinavian countries. In the Netherlands, the Advisory Council for Government Policy maintained that multiculturalism was naturally restricted by the fundamental values of Western liberal democracy that migrants were obliged to accept (De Heer, 2004).

Multiculturalism has been seen to perpetuate societal divisions, and does not take account of the multiple identities of many residents of European countries. It is also based largely on static definitions of culture and consultation with non-elected community 'leaders.' In recent years, most governments and commentators in Europe have generally rejected multiculturalism as a policy. Among other reasons, it is cited as having supported diversity but neglected the promotion of a shared sense of belonging, and as having increased segregation (FIRST, 2004: 2).

Europeans are gradually beginning to define themselves as 'active participants in a collective enterprise' rather than as homogenous ethnic groups with a shared history and identity. The promotion of active citizenship and a sense of belonging is considered to entail 'multicultural losses,' and yet it is preferable to the effective segregation that resulted from multicultural policies in countries such as Great Britain (Alibhai-Brown, 2003: 1-3). In the context of attempts to re-establish a cohesive national identity, the British government recently set up the Commission on Integration and Cohesion, highlighting the role of local authorities and communities in providing English teaching and ensuring that migrants develop a sense of belonging.

The gradual decline in significance of multiculturalism has been accompanied by an increasing sense in many European countries that migrants should be required by law to 'integrate.' At its extreme level, this is represented by former Dutch Minister for Integration Rita Verdonk's proposal of a ban on the speaking of languages other than Dutch in public places.

Recent events at a European level have focused on the need for targeted integration programmes rather than multiculturalism, although it must be noted here that EU organisations generally only refer to third-country (non-EU) nationals when they discuss integration, severely limiting the value of the debate. The Commission meeting in Tampere in 1999 explicitly stated that it was committed to granting equal rights to the approximately nine million third-country nationals resident in the EU (Entzinger & Biezefeld, 2003: 25). The Justice and Home Affairs Council of the EU requested the establishment of national contact points on integration in 2002 (Commission of the European Communities, 2005a: 3).

In 2003, the European Economic and Social Committee supported access to EU citizenship for residents of the Union who do not have member-state citizenship. The Committee warned against the co-existence of a citizens' Europe and a non-citizens' Europe (Hick, 2003: 15). The same year, the Commission of the European Communities discussed willingness to participate in integration measures, as well as five years' residence, as a requirement for official long-term residence status. This is a measure that the Irish Government has indicated will be implemented in future Immigration, Residence and Protection legislation.

The European Council in Thessaloniki the same year called for a 'comprehensive and multidimensional' policy on the integration of third-country nationals. The idea of producing a handbook on integration was also developed at Thessaloniki and brought to fruition in 2004. The *Handbook on Integration for Policy-Makers and Practitioners* provides information on integration programmes based on European best practice. The authors consider introduction programmes that enable migrants to learn the language, establish links with the labour market and gain knowledge of society as an investment in the future for both migrants and the receiving society (Niessen & Schibel, 2004: 14).

The EU Common Basic Principles on Integration include the promotion of basic knowledge of the receiving society's language, history and institutions, as well as 'normative adaptation' (Jones *et al*, 2005: 20). However, they have proved difficult to apply and the continuing failure of the project for an EU constitution has exacerbated difficulties with the legal standing of the Common Basic Principles.

A Ministerial Integration Conference in Groningen, the Netherlands, in 2004, endorsed the implementation of introductory programmes as a targeted response towards social orientation. Integration was defined as a two-way

process based on a combination of migrants wanting to participate in society and being facilitated in doing so. The challenge of integration was presented as a matter of some urgency, and introductory programmes were considered 'an essential first step' (Dutch Presidency of the European Union, 2004: 3). The need to promote understanding among migrants and members of the receiving society about the necessity for introductory programmes was highlighted.

A meeting of representatives of EU governments from France, Germany, the UK, Spain, Italy, and Poland at Heiligendamm, Germany, in March 2006, proposed the introduction of a standard EU-wide integration contract. The UK Home Secretary, Charles Clarke, particularly supported the idea of a compulsory contract as representing a test of whether newcomers 'live up to the values of our society.' In recent years, eight of the fifteen pre-2004 EU member states have introduced integration programmes for new migrants, converging around the Dutch model.

As Saskia Sassen has highlighted, the development of integration programmes is likely to have a positive influence on society in general: 'The key to this struggle [for integration] was political innovation. Indeed, this is the enduring legacy of assimilation of outsiders: it forced nationals of European countries to develop and strengthen their civic and political institutions' (Sassen in: *The Financial Times*, 27 December 2004). The current dilemma faced by European countries is the difficulty of achieving a balance between respect for diverse migrant cultures and developing a set of core common values and identifications. In many European countries, the assumption that cultural and national identifications must overlap has retained its persuasive power.

In examining the language and orientation programmes provided in other EU countries, and in the US, Australia, New Zealand, and Canada, it is crucial to keep in mind that it may be that no country has yet found a definitive answer to the question of how to successfully integrate migrants. The Think Tank on Integration in Denmark concluded overall that 'none of the countries provide a convincing answer to a solution of the integration problem.'^{viii}

While Australia's Adult Migrant English Program has been held up as a positive model, Martin Ruhs has suggested that 'there are simply no widely accepted best practices because few countries have managed migration well' (Ruhs, 2005: xv). In the case of most European programmes and initiatives, it is too early to assess the outcomes and relative successes. It is therefore necessary to examine separate experiences and policies at a local and national level, and to select and adapt positive examples to the Irish situation.

During the late 1990s and early years of the new millennium, many European countries developed integration programmes and policies. The main emphasis in most programmes is on language acquisition as the key to successful integration. The use of sanctions rather than incentives is becoming more widespread, while provision of services is increasingly being privatised through a tendering relationship.

Comprehensive and individually adapted programmes are provided in countries with high unemployment among migrants, such as Finland, Denmark, the Netherlands, and Germany. Migration in Ireland has thus far been almost entirely employment-related, and this combined with a booming economy means that migrants have not yet experienced unemployment problems. To plan for the future, however, there is a need for a reviewable integration policy that concentrates on language learning for migrant workers, but is easily adaptable to the needs of unemployed or non-economically active migrants as they arise.

The UK

The UK has traditionally focused on the integration of ethnic minorities rather than new migrants, which hinders adequate provision for white migrants. By the 1990s, the UK largely perceived itself as a multicultural society, and the Commission on the Future of Multi-Ethnic Britain in 2000 even considered making some unofficial declaration to that effect (Parekh, 2000).

The UK is currently developing a more interventionist policy and has established the Advisory Board on Naturalisation and Integration. There have been calls for the promotion of a 'civic, inclusive nationalism' and a renewed sense of Britishness from many commentators, though the ensuing debate has shown that these concepts are complex and problematic (Goodhart, 2006).

As part of a move away from multiculturalism, the government is concentrating on the integration of different cultures into the mainstream, rather than promoting them individually. There is a focus on community cohesion rather than segregation, and on equality of outcome rather than opportunity. The concept of community cohesion is based on common values, social order, solidarity, social networks and attachment to place. Rosalyn Lynch of the Home Office defined community cohesion as a process of developing common social and cultural commitments and inter-dependence (Lynch cited in: Cattle, 2001).

The promotion of active citizenship among all residents of the UK, regardless of nationality, heralds a return to a very basic concept of the state's relationship with those it governs. This is based loosely on social contract theory described above. The priorities of policies of active citizenship in relation to migrants are information provision and investment in language tuition; the link between language proficiency and educational and vocational achievements is considered indisputable (UK Home Office, 2004: 24).

People with indefinite leave to remain in the UK are encouraged to take language and citizenship courses. Learning the English language is considered the most important part of orientation, and while classes are currently fee-paying, there are plans to make them free of charge. Classes are available to migrants at Further Education Colleges up to the English for Speakers of Other Languages (ESOL) level of entry three, but progress at lower levels is also recognised. The results of the course are registered and will be taken into

account in applications for naturalisation. Citizenship classes encourage participation in voluntary activity, as well as providing information on British history, society, and politics (Home Office on behalf of the Life in the United Kingdom Advisory Group, 2006: *passim*).

The British Council has an 'English in Britain Accreditation System' in place. In Northern Ireland, although consultation for the government's *Racial Equality Strategy* identified the need for language courses at various levels, provision for investment in tuition was not mentioned in the strategy itself (OFMDFM, 2005: 62).

Annesland College in Glasgow, Scotland, provides a good example of providing English language classes to asylum seekers and refugees. The college also has a specific programme to deliver General English, and International English Language Testing System (IELTS) training to asylum seeking and refugee doctors, dentists and pharmacists. Other English courses are designed to provide pathways into trades and professions for people who have skills and experience gained outside the UK. Good examples of planning and delivering services to asylum seekers and refugees has been developed in Glasgow. The College is involved in the 'New Roots Scotland' project, which has developed a pilot one-stop accreditation centre, an ESOL strategy for workplace training, partnerships with employers, and engagement with job centres.

Language and information programmes in the UK continue to be provided on an *ad-hoc* basis, and are generally restricted to those with permanent status. The declared failures of British multicultural policies, and tensions between various communities, have led politicians and legislators to rethink dramatically the concept of integration in British society. The government has come down in favour of promoting community cohesion through active citizenship—active participation in society based on knowledge of rights and responsibilities.

The Netherlands

In the European context, the Netherlands has one of the longest traditions of legislating for integration rather than just for immigration. It is taken for granted that the Dutch government has a responsibility to promote integration and to grant migrants the right to learn. Eighteen per cent of the population of the Netherlands is of 'recent foreign descent' (Fermin, 2001: 3; De Heer, 2004: 180). Following from debates and policy developments during the 1990s, the *Wet Inburgering Nieuwkomers* (Integration of Newcomers Act), or WIN, was passed in September 1998. The WIN legislates for the rights and obligations of adult migrants, providing integration programmes to promote 'self-sufficiency.'

Under the WIN, migrants are obliged to acquire basic knowledge of the Dutch language, society, and labour market as quickly as possible. The aim is to achieve the level of language and orientation necessary for naturalisation. All newly-arrived migrants over the age of sixteen are required to take the course, though citizens of EU countries are exempt. Interestingly, the course is also

required of Dutch nationals born in the Antilles or Aruba (Fermin, 2001: 2). Although migrants on temporary residence permits were initially excluded from the provisions of the WIN, since 2000 they are required to complete the course. The programme is also available to *oudkomers*—established residents with language needs—though it is not compulsory for these people.

Recently the provision of courses was handed over to private providers within a state certification system. The migrant pays to attend the course, but the state refunds part of the costs on completion, as is the case in Austria. A credit system is in place, should the migrant be unable to fund the course. The total budget for integration in the Netherlands in 2004 was €115.4 million.

Within six weeks of arrival, an integration inquiry is carried out with the migrant, on foot of which certain sections of the integration programme are considered to apply. The programme comprises Dutch language tuition, as well as social and vocational orientation. The migrant must then enrol within four months and sit the final exam within twelve months of enrolling. Should this not ensue, the migrant is either fined, or has a reduction in social welfare benefits. Every migrant is assigned a personal assistant.

Problems occurred in the implementation of the integration course, including high rates of dropout and absenteeism, the impracticality of adapting the course to individual needs and the non-imposition of sanctions. Further, it was found that 600 hours of language tuition were not sufficient to facilitate autonomous learning (Fermin, 2001: 4). An interesting result of the compulsory nature of the course, however, is that it was found to be positive for the integration of women. Migrants interviewed in relation to the course were not opposed to the existence of an obligation (ICMPD [International Centre for Migration Policy Development], 2005: 9).

From March 2006, and following from a parliament ruling 22 December 2005, to apply for a Dutch residence permit from abroad, the applicant must pass an examination on Dutch language and culture. The test is required of those applying to live and work for more than five years in the Netherlands. The course costs €350—and is therefore subsidised—and consists of about 350 hours of classes. Fourteen thousand people are expected to take the test each year at Dutch embassies and consulates in their country of origin; they may not take it in the Netherlands. The test may also be conducted by phone. The government does not provide free course material, as in the case of the UK's citizenship test. People from EEA countries are exempt from taking the test, as are citizens of North America, Australia, New Zealand, Switzerland, and Japan, because of bilateral agreements.

Despite the comprehensive nature of Dutch integration policies, many believe that integration has failed, and compare the situation in the Netherlands unfavourably with Germany, where integration has been thus far less actively promoted. Indeed in 2002, Pim Fortuyn famously declared that the Netherlands was 'full' and multiculturalism became politically discredited. Germany's lack of

policy was considered more successful than the Netherlands' minorities' policy (Böcker & Thränhardt, 2003: 3-5).

The failure is related to the existence of an obligation and also to the tone of the programme, where integration was perceived as a form of internal migration control rather than as a service to migrants. There is an inherent tension between the government's claim to wish to 'equip' (*toerusten*) people for life in the Netherlands and the use of integration requirements as a mechanism of control. Nevertheless, many of the new programmes put in place in other European countries during the last two years are based on the Dutch model, such as the German programme.

This is a worrying development in that integration measures in the Netherlands are now beginning to work as a deterrent in the context of increasing hostility to immigration in the wake of the high-profile Fortuyn and Van Gogh murders. In the Netherlands there are good examples of linguistic, social, and vocational orientation programmes. However, the obligatory and restrictive nature of Dutch integration programmes could ultimately be counter-productive.

Sweden

The Scandinavian countries are characterised by a high degree of political consensus and perceived cultural homogeneity that results in comprehensive welfare structures. Interventionist states are considered justified in intervening in selective immigration policies. Sweden has been providing language courses since the 1970s but, like other pre-2004 EU countries, began to develop a comprehensive integration policy during the 1990s. Sweden, like Denmark, has a high proportion of migrants—about ten per cent.

In the same year that the Netherlands legislated for integration courses, 1998, Sweden published an Integration Bill. The Bill allows individual municipalities to develop adapted introduction programmes to provide knowledge of conditions in Sweden, and of the Swedish language, appropriate to the qualifications and life situation of the migrant. The integration of migrants is perceived to be the responsibility of the state, fulfilled by the provision of formal introduction courses (Hedetoft in Süssmuth & Weidenfeld, 2005: 54). All this may be set to change in Sweden with the coming to power of a centre-right party.

An integration programme is provided on request, free of charge and with the agreement of the migrant. It is compulsory only for migrants claiming social benefits, who receive an introduction allowance during the period of the course. In 2004, however, the Swedish Integration Board recommended that the introduction course should apply to all new migrants (Integrationsverket, 2004: 12). The emphasis is on creating a society characterised by a feeling of community. As the course is targeted at all migrants, including refugees, who require economic aid, the aim is for the learner to enter employment or further education at the conclusion of the course. Individual introduction plans are

therefore developed in consultation with the employment office, and are regularly reviewed (Björck & Davidsson, 2001: 244-5).

Four levels of language courses are provided and 525 units of 60 minutes each are recommended (Feik, 2003: 53). 'Social competence' is designated as a skill to be learned during the course (Botkyrka Education and Labour Market Administration, 2003: 5). A grant is provided by the central government to the municipality per person attending, and each migrant develops an individual integration plan that may last for up to two years. The 'level' of integration can be taken into account even for the issuing or renewal of a temporary residence permit (Michalowski, 2004a: 40).

An element of good practice in the Swedish programme, as well as its community orientation, is the organisation of discussion groups on similarities and differences between different cultures. The ambition and breadth of the programme has proved somewhat impractical, as it has been difficult to adapt the programme to every single applicant. The aims of the course have frequently proved unrealistic and connection with the labour market was achieved only in just over half of cases, and rarely in line with the qualifications of the migrant. Even more worryingly, only a third of those who attended classes were considered to have achieved a sufficient level of Swedish language for getting a suitable job or entering education. An assessment by Ramboell Management concluded in 2003 that '[u]nfortunately, the Integration Board cannot but conclude that most of the objectives of introduction are not being met' (Ramboell Management, 2003: 17-22).

Norway

The Norwegian Government ostensibly focuses on the development of fellowship and peaceful co-existence among Norwegians and migrants, as well as the acknowledgement of a diverse society. Its integration and diversity policies aim to prevent social or economic differences developing along ethnic lines, and to prevent migrants' social and financial disadvantages being passed on to their children.

In January 2006, a new Directorate of Integration and Diversity was established to oversee integration policy. The goals of the government in this area are to promote societal bonding and feelings of belonging among migrants. Specifically, adult migrants are to be supported and encouraged in finding a job and becoming economically self-sufficient, having an open attitude to society, social competence, facilitating their children's participation in society, and feeling accepted (Norwegian Ministry of Local Government and Regional Development, 2004: 10, 15).

In June 2003, an introductory programme, together with a special welfare payment, was introduced for refugees, people with leave to remain, and family reunification migrants. It is administered at a municipal level, similar to the Swedish programme, and adapted to the individual migrant. The programme is

obligatory for the aforementioned categories of migrant, between the ages of 18 and 55, and may last up to two years. In 2003, about €3.8 million was allocated to 155 municipal pilot projects. There is a separate programme for people seeking asylum, which takes place in reception centres and had a more modest budget of €625,000 for about 16,000 people in 2003 (Norwegian Ministry of Local Government & Regional Development, 2003: 2, 10).

Two years later, in September 2005, compulsory language and social studies was introduced for all migrants, and particularly for religious leaders, so that preaching would not conflict with basic Norwegian values. The social studies element of the course comprises fifty hours' instruction in a language that the migrant understands (Norwegian Ministry of Labour and Social Inclusion, 2005: 1-2).

The availability of courses to all migrants is to be recommended, yet the compulsory nature of Norwegian integration programmes may affect the learning outcomes of those who participate.

Denmark

In 1999, the Danish parliament passed the Act on Integration. Denmark has also set up the Council for Ethnic Minorities (Rådet for Etniske Minoriteter), an advisory body comprising 14 members who are all refugees or migrants, nominated by the local authorities. In November 2003, the government adopted an action plan for equal treatment and diversity. In early 2004, the *Act on Danish Courses for Adult Foreigners and Others* came into force.

All refugees and migrants in Denmark are offered free Danish teaching full-time for up to three years, with a focus on entering employment. The course is required for obtaining permanent residency. As in other Nordic countries, the emphasis is on the personal development of the migrant. Local authorities take an active role in promoting integration and are subsidised accordingly by the central government. Local integration councils (*integrationsråd*) and municipal language centres have been established (Ministry of Foreign Affairs of Denmark, 2006: 3; Danish Ministry of Refugee, Immigration and Integration Affairs, 2005: 3).

The course providers, local authorities, and migrants are all provided with financial incentives to promote the course. Financial rewards are provided to migrants, citizens, or organisations that contribute to integration. Offering courses at a municipal level has many advantages, but each local authority must be careful not to concentrate too much of their efforts on integration to the detriment of other areas.

For migrants, the support requirement for family reunification is halved on completion of the Danish language course. The sanction in Denmark for non-attendance of the course is a reduction of 30 per cent in welfare allowances or non-issuing of a permanent residence permit. Municipalities operate a concept

of 'acceptable absence' of about 25 per cent. The courses are of up to three years' duration, at 30 hours per week (Michalowski, 2004a: 17). A positive incentive was also introduced by reducing the stipulation for permanent residence from seven to five years' residence.

For migrants who work but do not speak Danish, courses are also provided, though a fee is charged if the migrant is self-supporting (SOPEMI, 2005: 84-5, 91). In 2002, Denmark's total budget for its national integration programme was €493 million, the highest at that time in the EU, where information is available (Commission of the European Communities, 2003a: 38). The offer of Danish teaching and information is based on a contractual relationship that, in contrast to other programmes, is valid *until* migrants obtain a permanent residence permit. Observation of the stipulations of the contract is taken into account in applications for permanent residence.

Denmark is considered to have particularly restrictive policies on family reunification, granting permanent residence, and naturalisation. The individual nature of the programmes renders it difficult for migrants to transfer to courses in other municipalities. Both sanctions and incentives have proved difficult to apply, as the local councils that run the courses do not have that level of authority. However, the high level of the Danish Government's investment in integration is to be commended. A particularly applicable model in the Irish case is the establishment of national and local councils nominated by local authorities in Denmark to further integration and to represent ethnic minorities. It is clear however that the provision of individually adapted programmes rather than standard courses has proved extremely difficult to implement in all of the Scandinavian countries.

Finland

A central tenet of Finnish integration policy is that learning about Finnish society and language should not interfere with the preservation of one's own culture and the retention of native languages. Migrants are expected to acquire knowledge and skills, as well as a job, and therefore to be able to participate as equal members of society. Emphasis is placed on skills and work experience obtained abroad (Finnish Ministry of Labour, Integration and Work Permits, 2003: 3, 10). In Finland, the *Act on the Integration of Immigrants and Reception of Asylum Seekers* (493/1999) was passed in May 1999, providing in section 7 for an individual integration plan for up to three years for unemployed migrants with permanent residence status.

General integration programmes are intended to last for up to 40 weeks, though in practice the average is 18 weeks. The integration plan again takes the form of an agreement and is drawn up for entire family units. While attending the course, migrants receive an integration benefit; within the first three years of residence they are not entitled to any other unemployment assistance. A special integration allowance can be lowered if the integration plan is not followed (Finnish Ministry of Labour, Integration and Work Permits, n.d.(a): 2-12).

As in Norway and Sweden, the municipality administers the integration plan, providing a positive example of integration that is organised locally. However, as in the Scandinavian countries, the development of made-to-measure language courses has been impractical and difficult to implement (Michalowski, 2004a: 22). The course includes provision for interaction with Finns and participation in community activities. If the migrant is unable to find a job, he or she is encouraged to take part in voluntary activities. However, in general, the impracticality of the Scandinavian and Finnish courses may render them problematic for use as models.

Austria

Austria has a higher percentage of foreign residents than the US. However, there is a very low level of naturalisation in the country. In response to continuing high levels of immigration from Eastern Europe during the 1990s, a restrictive policy was implemented on foot of the perception 'das Boot ist voll.'^{ix} With the passing of the *Fremdengesetz-Novelle* in January 2003, a system of integration agreements came into force on an obligatory basis, as previous measures were considered to have been ineffective.

The law governs permanent and temporary residence in Austria and applies to all those who have applied since 1998. It provides for the signing of an 'integration agreement' (Integrationsvereinbarung) by all non-EU citizens who wish to remain in Austria for more than six months. The agreement commits the signatory to the obligatory acquisition of basic German and ostensibly aims to encourage participation in Austrian society. The agreement has a relatively narrow scope and concentrates on language acquisition.

The course comprises the requisite combination of literacy, language, social orientation, and vocational training and is subsidised by the state by means of a voucher system. The basic German language integration course comprises 300 units of instruction, with an optional 75 literacy units. The course concludes with an A2 level language exam, recognised on the basis of the Common European Framework of Reference for Languages (CEFR). The course must be completed within four years, subject to non-renewal of the residence permit.

The content of the course varies according to, for example, whether the migrants intend to settle in a rural or an urban area. Exempt from the provisions of the integration agreement system are EU nationals and citizens of particular convention countries, children, highly-skilled migrants remaining for less than two years, those who are ill, pregnant, or elderly, and people already competent in German. Migrants who can pass the A2 level language exam without attending the course are exempt. In 2006, the target group for the courses was broadened and tuition increased to 300 hours. The state provides a far more comprehensive programme for recognised refugees, which is free, has provision for childcare and comprises 600-800 hours of classes (Rohsmann, 2003: 98).

The language course focuses on person-centred development of language competence, and learning the language is associated with understanding the culture and attitudes of Austria (Bundesgesetzblätter II., 2005: Art. 3). There is therefore no formal course in Austrian culture. Those who prove themselves 'unwilling' to integrate by not attending the course through their own fault rather than a lack of provision are subject to sanctions. These include cessation of unemployment benefits, shorter permit renewals, fines, and eventual expulsion.

The successful applicant is presented with a certificate of fulfilment of the integration agreement. The exam may be repeated within five years, though 50 per cent of the cost of the integration course will be reimbursed if it is completed within two years. In the case of highly-skilled migrants, the employer often pays the federal subsidy for the course (Feik, 2003: 56). Austria's estimated total government budget for integration courses in 2003 was over €5½ million, though it was not all spent (ICMPD, 2005: 60).

The course is standardised, accredited, and centrally administered by the Österreichischer IntegrationsFonds (ÖIF), which oversees examinations and evaluates the language institutes. Providers of the courses determine fees individually, but are certified by the ÖIF and must be adult education institutes with at least two years' experience, voluntary organisations of five years' existence or religious groups. Only teachers who have experience in teaching German as a Foreign Language or German as a Second Language may teach the course and they must see their job as a decisive contribution to integration (Bundesgesetzblätter II., 2005: Arts. 1 & 2).

During the period January to June 2003, 4,595 people signed the agreement, while only 134 fulfilled it (Michalowski, 2004a: 9). It is clear that the course must last longer than six months in order for successful outcomes to be achieved. These figures may also point to a high drop-out rate.

As in the Netherlands, the Austrian integration agreement has been criticised as a method of selection and control of migration, rather than simply language promotion (Rieder, 2004: 2). The exclusion of EU migrants from the right to attend courses will pose problems for their integration and linguistic abilities. The compulsory nature of the Austrian course renders it less useful as a method of integration and of encouraging feelings of belonging. One aspect of the Austrian model that may be useful in an Irish context is the central administration, certification and teacher accreditation by the ÖIF, which contributes to guaranteeing high standards of provision.

Germany

Migrants in Germany were long considered a temporary feature of society and therefore little was invested in language or cultural education, and citizenship was very hard to come by. The *Gastarbeiter* system worked on the basis of differential exclusion, despite the gradual development of a structural dependence on migrant workers in the German economy. Wide-ranging

provisions were developed, on the other hand, for ethnic Germans from the former USSR and the Baltic states, since 1993 known as *Spätaussiedler*, and for recognised refugees, to learn German and to integrate.

Language learning in German society is related to the necessity for literacy. However, since 1986, combined literacy courses for Germans and foreigners have been rejected as unsuitable (Maas & Mehlem, 2003: 57). There are currently around 7.3 million foreigners living in Germany without a German passport, approximately 1.5 million of whom were born in the country. The Süssmuth Report in 2000 assigned a central role to the funding of German language and orientation classes, after the example of the US, Canada, and Australia, though an agreement was not reached on who should provide the funding (Oberndörfer in Süssmuth & Weidenfeld, 2005: 31-3).

During recent years there has been a growing consensus among researchers in Germany that language is central to integration. Cultural studies are also deemed important, but there was criticism of the attempt by Friedrich Merz of the CDU party to proclaim a German '*Leitkultur*' (leading or core culture). Since the passing into law of the *Immigration Act* in January 2005, integration has been considered the responsibility of the German state.

The chancellor Angela Merkel's proposal to check migrants' ethical convictions was ultimately rejected in favour of a less threatening approach. Friedrich Heckmann of the European Forum for Migration Studies in Bamberg has stressed the significance of the atmosphere of proposed integration tests, which, if it is welcoming, could in fact 'elevate the applicants' identification with their new country' (Nicola: 2006).

A pilot integration course was run at an education centre in Nuremberg, consisting of evening and weekend courses and measuring the learning processes and changes in attitude of the migrants. In the city of Frankfurt am Main, practical orientation in eight different languages is offered for the first 40 hours of the integration course, often taught by migrants themselves. Migrants make a nominal contribution to costs of 50 cent per hour (Spencer & di Mattia, 2004: 23). The Frankfurt Office for Multicultural Affairs also provides a multilingual information brochure and voucher booklets for courses and for childcare. Organisations providing courses then receive funding per voucher cashed, rendering it in their interest to publicise the courses well (ICMPD, 2005: 149).

The national German course has a similar format to the Austrian one, and is framed in terms of an 'integration contract.' It is designed and organised in a standard unified form by the Federal Office for Migration and Refugees, and consists of 600 hours of German language lessons and 30 hours of orientation on the German legal system, culture, and history. The level to be achieved is B1 in the Common European Framework of Reference. An holistic approach to language education is followed, known as the '*Gesamtsprachkonzept*.'

The course is open to regular workers, spouses, family reunification migrants and recognised refugees within two years of arrival, and is compulsory for certain categories of migrant. Three years of social counselling are provided for those who attend the course, as well as childcare and travel costs, though childcare is only available for specific courses and in particular schools.

Each service provider's contract is renewed subject to a questionnaire filled out by those who have attended the course. The system is characterised by a high level of public-private partnership between Foreigners Authorities, the Federal Office, municipalities, migration services, job centres and course providers. Regional branches of the Federal Office provide direct counselling and referrals for migrants in each state. An Evaluation Commission assesses the curriculum, materials and tests, as well as undertaking general quality control.

Each section of the course has a final exam, and on conclusion of the language programme, the *Zertifikat Deutsch* is issued at B1 level in the CEFRL. The course is obligatory for all new migrants from outside the EU, including *Spätaussiedler*, while it is optional for settled migrants and EU citizens. The course costs those attending €1 per teaching unit, on presentation of a special voucher which is valid for one year. The total cost of integration courses for new migrants in Germany per year is €188 million, while €76 million is spent on long-established migrants. The fees of €1 per unit received are then deducted from this expenditure.

It is quite a flexible programme, with optional modules on literacy and other subjects. For those who are able to progress at a faster pace, each module can be completed in a lower number of hours. Those with a basic level of German can proceed directly to the second 300 hours. This modular structure increases the flexibility and the transparency of the course. There are specifically-designed courses for target groups such as women, academics and professionals. Participants contribute to designing their own syllabus, along the general principles of adult education (ICMPD, 2005: 34, 57-62; Michalowski, 2004a: 31-3).

Supplemental, optional subjects can also be taken, as well as supervised project work and job-orientated practical training. The courses are supported by a system of 'Integration Service Centres.' An added incentive is the reduction of the residence period required for naturalisation. The orientation course is intended to help to create a means of identification with the country, as well as 'linguistic independence' (Bundesamt für Migration und Flüchtlinge, 2005: 18). The participants are encouraged to actively engage with the topics covered, based on their own experiences, and to become 'emotionally involved' in the course (Bundesamt für Migration und Flüchtlinge, 2005: 23).

During 2005, 115,158 people attended integration courses, of whom 61.6 per cent were female and 38.4 per cent male. Approximately 6,000 women attended special women-only courses, about 2,000 attended courses for young people, and 2,300 attended literacy courses. Of over 12,000 people who completed the

Zertifikat Deutsch test at the conclusion of the course, 70 per cent passed (Seiler, 2006: 5-6).

The situation in Ireland is beginning to parallel that of Germany in the post-war years, as current immigration policies lead the country into the 'guest worker trap' (Morrison, 2003: 6). German policies have since moved on, and many aspects of the proposed course are adaptable to the Irish context. The rejection of combining German language and mainstream literacy classes is instructive for the current VEC policy outlined below. Public-private partnerships and the tendering process with central administration are also applicable to Ireland. The availability of the course to longer established migrants and the flexibility of the curriculum's modular structure are also to be recommended for the Irish context. Unfortunately, as the German programme is relatively new, the results, outcomes, and evaluations are as yet unknown.

France

There have been integration policies in place in France since 1974, and ideas of citizenship of residence were current during the 1980s. France has a long tradition of assimilation policies in relation to the integration of migrants. In 1990, the Haut Conseil à l'Intégration (High Council for Integration) was established (Castles *et al*, 2002: 41). From 1999 to 2003, a system of non-obligatory integration programmes for legal newcomers was in place. In April 2003, a meeting of the inter-ministerial committee on integration decided to create a public receptions service and a pilot programme of reception contracts for the acquisition of permanent residence status. A divisive immigration bill was backed by French deputies in May 2006, requiring newcomers to take French and civics lessons.

The integration requirements were overseen by regional delegations of the French International Migration Office, now the Agence National de l'Accueil des Etrangers et des Migrations (National Agency for the Reception of Foreigners and Migration, ANAEM). On foot of a law in January 2005, reception platforms were extended to the whole country, where new migrants receive information and sign a 'contrat d'accueil et d'intégration.' The contract is reinforced for women through opposition to forced marriages, polygamy and the prevention of female genital mutilation (ICMPD, 2005: 143). Decisions on residence permits are influenced by 'the foreigner's conditions of integration into French society' (Michalowski, 2004a: 27).

The contract is considered to represent effectively the reciprocity of rights and obligations of residence in France. Attendance at the platforms is required for all migrants applying for a residence permit of a year or more, spouses of French citizens, refugees, and family reunification migrants. High rates of attendance and signature of the contract were recorded, though attendance of subsequent free language classes was not as high. In 2004, 90.4 per cent of those required signed the contract, of which just under one third required language tuition. Over

99 per cent of those who signed the contract enrolled for civic education training.

The platform involves the provision of information as well as consultation with a doctor and a social assessor, and a possible referral to a social worker or linguist. Dates and times of relevant courses are then provided, including day courses on 'Living in France' and civic education. Between 200 and 500 hours of language tuition are provided, depending on the needs of the migrant. The goal is to improve language skills by one level in each case.

In 2004, France reportedly spent about €2 million on the platforms, while €12 million was spent on courses and interpreters (Guibentif, 2004: 4-5, 14-15, 18). The following year, expenditure increased substantially to just under €30 million on welcome platforms and information, and just under €60 million on language courses (ICMPD, 2005: 59). The average cost per hour per student was €5.50.

The ANAEM has a consultative committee consisting of representatives of employers and workers unions and immigration, reception and asylum experts. It has a total annual budget of over €78 million (ANAEM n.d.). Some centrist politicians in France believe that there should be a stronger obligation to integrate (Perrault, 2006). In general, French immigration policy still has a strongly assimilationist thrust and the use of languages other than French is not promoted.

The aims of the French reception platforms and language programmes are narrow and short-term. Any gains are hampered by the lack of commensurate adaptation by French society. However, the added content for women and promotion of women's rights is laudable, and referrals to appropriate auxiliary services are to be recommended. The fact that most new migrants, rather than only long-term settlers, are eligible for the courses is a positive step, while consultation with relevant stakeholders enhances the quality of the programmes. The idea of reception platforms, providing an intensive day-long course of information, is a model that requires further exploration.

Spain and Portugal

The 'Comprehensive Programme of Regulation and Coordination of Foreign Affairs and Immigration (*Programa Global*)' developed by the Spanish Council of Ministers in 2001, acknowledged the importance of immigration and integration for Spain's future (Spanish Council of Ministers, 2001: *passim*). The chronology of Spanish immigration, like that of Irish immigration, is recognised as providing the opportunity to learn from the experiences of other countries, and the catalogue of migrants' rights and responsibilities is the central focus of integration. The *Programa Global* created a Superior Council of Immigration Policy to complement the Permanent Immigration Observatory, created in 1997, and the Forum for the Social Integration of Immigrants, created in 1995. While the Observatory analyses data and presents research, the Forum is an organ of consultation and information. There is, however, no statutory standard language

and introduction course in place, and Spain, like Italy, emphasises adjustment to mainstream services rather than targeted actions.

Portugal, a fellow latecomer to immigration, established the High Commission for Immigration and Ethnic Minorities, the ACIME, which has an information bulletin, call centre, local and national support centres as well as conducting research through the Observatório da Imigração (Corrêa D'Almeida, 2003: 3). While the majority of contemporary migrants to Portugal are Brazilian - on foot of a contract of reciprocal employment between the two countries - a substantial proportion of migrants are not fluent in Portuguese. The 'Portugal Acolhe' programme provides education in basic Portuguese, rights and citizenship. A modest provision of 50 hours of Portuguese lessons and 12 hours of citizenship are provided, including information on the relationship of the individual to the state, and equality. On completion of the course, all legal migrants receive a Certificado de Formação Profissional (Instituto do Emprego e Formação Profissional, n.d.)

CHAPTER 5: EXPERIENCES ABROAD: NORTH AMERICA AND AUSTRALASIA

Canada

The Canadian model of integration is based on the absence of a strong current of nationalism and on a culture of accommodation of a diverse population. According to contemporary statistics, one in six Canadian residents was born outside the country, the highest level in seventy years. While it is difficult to accurately measure the success of integration programmes, migrants in Canada experience one of the lowest 'ethnic penalties' in employment rates, with only a six percentage point difference between migrants and Canadians. Canadian immigration policy focuses on the individual and their contribution to the Canadian economy. In contrast to the US, examined below, in Canada language instruction is a federal responsibility, and is administered by Citizenship and Immigration Canada (CIC). CIC's clients are people who will be granted permanent residence status.

In 1971, Pierre Trudeau as Prime Minister adopted a policy of multiculturalism that included assisting migrants in acquiring one of the official languages. A distinct 'settlement sector' has been in existence in Canada since the late 1970s. Language Instruction for Newcomers, known as LINC in English and CLIC in French, has been in place since 1991 and since 1996, it has been slightly more orientated towards the labour market. This was a response to a backlash against migrants and refugees in the opinion polls during the 1990s.

Integration policy in Canada is characterised by the fact that most migrants settle in the province of Ontario. Although both English and French courses are available, the vast majority of migrants opt to learn English. All permanent migrants have a right to attend courses for free, while temporary migrants and refugees receive a government subsidy towards costs. Migrants are entitled to a maximum of three years of instruction. Centres that are independent from course providers, and which provide referrals, undertake assessment. They are responsible for assessment of language level and needs, training, and assistance with delivery (CIC, 2002a: 4).

Courses are provided on the basis of a contract between providers and provincial administrations. Childcare and transport provision can be included in the contract though this is not mandatory. Contractors must ensure an 80 per cent attendance rate each month (Cray in: Maas & Mehlem, 2003: 217-8, 222). Providers include schools, community colleges, universities, private language schools, community organisations, and migrant organisations. The total budget for language programmes, the Host Program and the Immigrant Settlement and Adaptation Program for 2004-2005 was CAN\$178.2 million (€125.7 million) of which CAN\$100.4 million (€70.8 million) was earmarked for the LINC/CLIC programmes (Kerr, 2004).

CIC's Immigrant Settlement and Adaptation Program (ISAP) provides labour market levels of language training. ISAP providers offer a range of services including reception, orientation, interpreting, referral, para-professional counselling, general information, and an employment service. Enhanced Language Training (ELT) provides assistance in obtaining employment through mentoring and work placement (CIC, 2005b: 58-9). ELT provides tuition for migrants in need of higher levels of language training, to ensure that they make full use of skills and credentials. This is based on the fact that language is a determining factor in enabling university-educated migrants to obtain a position commensurate with their qualifications. ELT assists such migrants in developing employment-related networks (CIC, 2004).

There are specific LINC classes for women and seniors, and learners can choose community-based, workplace, or academic French or English. Courses are designed on the basis of a needs assessment, with a maximum of 900 hours of classes. There is currently no final exam, though benchmarks are in place, leaving the teachers with a high level of freedom in choosing learning materials.

Within the benchmark framework of 12 levels, language instruction is offered at levels 1-7. The Canadian Language Benchmarks Assessment measures outcomes on a standard federal basis and assessment scores are recognised by educational institutions and employers. The benchmarks are constantly revised and redefined. Each benchmark clearly states communicative competencies and performance tasks at each level. They stress task-based community learning and are related to study and work (Pawlikowska-Smith, 2000: *passim*).

Similar to the Australian Home Tutor Scheme outlined below, the CIC runs a Host Program to strengthen community life. The host individuals or families are carefully recruited, trained, matched with a migrant or migrant family, supported and monitored. The programme lasts for about one year in each case. A *Newcomer's Introduction to Canada*, published by CIC in 2002, portrays images of ethnic diversity in Canada and advice on settlement issues such as looking for work, housing and education. It provides the details of 'immigrant-serving organisations' and LINC language programmes.

In a recent evaluation, researchers noted a deterioration in language and settlement services, despite the increase in immigration fees. There were also longer waiting lists (Friesen & Hyndman, 2005: *passim*). One particular statistic from the Longitudinal Survey of Immigrants to Canada suggests that the LINC programme has a limited impact: Of those migrants who had more than a limited knowledge of English, 91 per cent reported that they had learned most of it prior to arrival (Statistics Canada, 2005: 32-3). Nevertheless, the entitlement to 900 hours of classes is generally sufficient for significant progression in language learning. Ireland would also benefit from providing independent centres for assessment and referral to language courses. Investment in the localisation of the skills of migrants who are university-educated is essential,

and the ELT programme provides an excellent model in this area. Together with Australia's Home Tutor scheme, Canada's Host Program provides an excellent example of integration within the local community.

The US

In 2000, approximately 28.4 million US residents were foreign-born. Though the numbers in the US case far exceed the number of migrants in Ireland, the proportion of the population born outside the country is significantly higher in Ireland: 10.4 per cent in the US and 14.6 per cent in Ireland (National Institute for Literacy, 2006; CSO, 2007: 68). As early as 1918, a convention met in Connecticut to develop standards for English classes. This resulted in a national conference the following year on 'Methods of Americanization,' including English teaching. In the US, assistance to migrants is largely independent of federal support, even though emphasis is placed on welcoming new migrants. The National Immigration Forum has repeatedly pointed to a vacuum created by the lack of a federal integration agenda (National Immigration Forum, Community Resource Bank, 2005). Services are delivered at a state level, mostly through voluntary organisations.

In 1990, a survey of everyday interactions in six diverse US communities concluded that language was 'the most contested issue in relations among newcomers and established residents.' The report accompanying the survey called for a new emphasis on English language training, together with support for retaining the language of origin (Ford Foundation, 1990: 36, 66). There are long waiting lists for English classes in the US, which, as in Ireland, are generally over-subscribed and under-funded. The classes are intended to educate migrants on civic duties and to combat the isolation that is often associated with the migrant experience (Bach, 1999). Courses are provided from the levels of Beginning English as a Second Language (ESL) Literacy to High Advanced ESL. It is recognised that some use of the native language and culture is necessary for the instruction process.

Within the Department of Education, there are various offices with a remit in the area of migrant education, including the Office of English Language Acquisition, Language Enhancement and Academic Achievement for Limited English Proficient Students, the Office of Migrant Education, and the Office of Vocational and Adult Education, which funds ESL programmes. Title II of the Workforce Investment Act of 1998 provides for a partnership between the Federal Government, states and localities to provide voluntary adult education and literacy services. Learners of English dominate adult education in the US, amounting to 43 to 50 per cent of participants.

The US Department of Education also distributes funds to states to assist adult English language learners in learning about American history, government and culture; a total of \$70 million (€55 million) in 2001 (Terrill, 2001). The programme is evaluated by the National Reporting System for adult education by analysing learner outcomes and successful practices (National Center for

ESL Literacy Education, 2001: 21). Adult ESL programmes in the US currently serve about 1.8 million migrants annually (National Institute for Literacy, 2006).

In the absence of a concrete federal programme, a good example at a regional level is the New Americans Executive Order passed by Governor Blagojevich in Illinois in late 2005. In Illinois, about 12 per cent of the population are migrants, and Blagojevich worked in partnership with NGOs to provide a comprehensive and progressive integration programme on the basis of public-private partnerships (National Immigration Forum, 2005: *passim*).

The US provides good examples in relation to workers with low skill and language levels. It was found that an integrated model of inviting instructors from industries in which migrants worked, and providing bilingual language and literacy education, proved successful. Overall, however, there is little to be learned from the United States in this area, as integration is largely left to the labour market and individual community initiatives. As in the Irish case, English tuition is the responsibility of the mainstream adult education authority. While other examples similar to the Illinois programme are likely to be in existence, the absence of federal integration programmes has led to a general lack of coherence in language learning and integration.

New Zealand

With a population of just over four million, New Zealand most resembles Ireland in terms of population size. Almost 20 per cent of the population of New Zealand was born in another country. A lack of English language ability combined with lack of work experience has proved a problem for migrants in obtaining employment. Prior to 2004, as is currently the case in Ireland, language programmes were generally fragmented and of uneven quality. An improvement in the situation came, however, with New Zealand's Settlement Strategy, introduced in 2004, which aims to enable migrants to become confident using English in a New Zealand setting, and to access language support, information and responsive services (New Zealand: Department of Immigration, 2004: 2).

The New Zealand Government now has a modest annual budget of approximately \$1 million (€520,000) for providing career and labour market information, and about \$450,000 (€230,000) for adult English language tuition (New Zealand Department of Immigration, 2004: 10-11). Over 25 times as much funding is provided for English language tuition of migrant children. The Settlement Strategy allocated a further \$37.860 million (€19.06 million) to extending ESOL funding for schools and small group ESOL programmes for adults, as well as \$1.576 million (€794,000) to a pilot for teaching university-educated migrants with English language needs at third level colleges (New Zealand Settlement Strategy, 2004: 16).

A programme of adult English tuition, overseen by the Tertiary Education Commission of the Ministry of Education, is now in place for qualified migrants and is free of charge. However, just 125 places on this programme are provided

per year. The Tertiary Education Commission also provides a general programme of English for Migrants. Advisors within this programme recommend particular courses to migrants. The settlement pack issued to migrants includes a list of schools, a schedule, and information on pre-paid course fees and entitlements (Tertiary Education Commission, 2006: *passim*). In many cases, migrants who cannot pass IELTS level 7 must pre-pay for English language courses to migrate to New Zealand.

Assessment and Access Specialist Services provide assessment, advice, information, and referral, as with CIC services in Canada. Bilingual tutor grants are provided to encourage bilingual people to become English tutors. Migrants in New Zealand require particular help in understanding specific terms and the use of Māori words, a feature that parallels the situation in Ireland, where migrants must not only master English but also many Irish-language words.

The ESOL Home Tutor Service was set up by NGOs and church groups to meet the learning needs of migrants who could not access formal classes. It has received government funding since 1980 and the national body was set up in 1992. The National Association of ESOL Home Tutor Schemes is an association of voluntary non-profit organisations that provide English language skills and social support to over 7,000 adult refugees and migrants. Priority is given to women at home, elderly people, the unemployed, people with a low level of English, and those with minimal formal schooling. Two-thirds of those questioned in 2002 on this type of provision preferred to have a bilingual tutor, though progress was made with both bilingual and native New Zealand tutors. Pre-literate learners were subsequently able to join mainstream classes (Shameen *et al*, 2002: 11, 40).

Support and tuition is provided through a combination of volunteer tutors in homes and 'Social English' groups. Some of the local schemes also offer driving classes, job mentoring, special interest groups, cultural celebrations, learner newsletters, and assistance in passing English exams (NZ Federation of Voluntary Welfare Organisations & Price Waterhouse Coopers, 2004: 47-8). In 2005, about 6,475 learners received tuition through this programme, of whom 73 per cent were female. Approximately half of those receiving tuition received one-to-one and the other half learned as members of a Social English group. The New Zealand Qualifications Authority (NZQA) provides accreditation for tutors, and course approval.

The long-established and well-developed Home Tutor system in New Zealand is a good model. With sustained government funding and quality assurance through the NZQA, it provides English tuition targeted at those who are most in need of it. It also contributes to active community life, and as such is a suitable model for Ireland to consider. The existence of a clear settlement strategy together with dedicated funding has contributed to a vast improvement in services for migrants in recent years, in many cases based on models in Australia, detailed below. Training migrants to provide bilingual assistance is a wise investment in future provision of programmes. Providing a settlement pack

to migrants on arrival, with details of programmes and entitlements, is a practice that could also prove practical and effective in Ireland.

Australia

Australia has the highest proportion of migrants in its population of any developed country apart from Israel. In contrast to perceptions prevalent in many European countries, migrants in Australia are considered permanent settlers. At the workplace, and in society at large, emphasis is placed on the benefits of diversity as a competitive advantage in Australia, a concept known as 'productive diversity' (Australian Government Initiative on Living in Harmony, n.d.). This project, part of the 'Living in Harmony' initiative, promotes multiculturalism and multilingualism, while addressing racism and furthering community harmony through grants, partnerships and information projects. 'Harmony Day' is celebrated in late March.

Since 1947, English language classes have been broadcast on radio. These continue to be aired, in self-contained units, and are aimed at migrant women in the home. From the outset, it has proved difficult to attract women to formal classes. The first English teaching programme for migrants in Australia was in Bonegilla in 1948, and state co-operation in the project was finalised in 1951. Since that time, the Adult Migrant English Program (AMEP) has had over 1.5 million clients. The course was accompanied by the regular publication of *Good Neighbour*, a magazine that encouraged communities to welcome new residents, and to set up councils.

The 1960s saw a shift from a 'White Australia' admissions policy to a more diverse flow of migrants. In 1969, a programme of full-time intensive English language classes was put in place, with a living allowance granted to the participants. The *Immigration (Education) Act* in 1971 provided for English and citizenship classes. A points system for the selection of migrants has been in place since the 1970s, including English skills as a requirement. During that decade, Ethnic Communities Councils were set up in all states. A television programme, 'You Say the Word' was broadcast to assist people in learning English (Martin, 1999: 15, 41).

The 'Galbally Report' on migrant programmes and services in 1978 marked the development of the AMEP into a professional and sustained programme. The Galbally Report emphasised equal opportunity and access, the maintenance of migrant cultures and the use of mainstream services as much as possible. A nationwide survey in the late 1970s also contributed to designing the content of the programme. Special funding for childcare was introduced in 1986, together with specific training for childminders. People aged over 55 were initially excluded from the programme in the 1989 plan, but this was dropped, as age was not considered a factor in the ability to learn. There was also an English in the Workplace Programme, combined with intercultural training for English-speaking staff.

The period 1987-1996 saw the institutionalisation of multiculturalism in Australia under the Department of Immigration and Ethnic Affairs. The National Integrated Settlement Strategy was established in 1991 to encourage cross-portfolio cooperation. From 1996, there was an increase in fees for English language courses, a cap on the number of hours allowed (510) and the Office of Multicultural Affairs was axed. In the 1990s, the AMEP underwent wide-ranging changes, including the tendering of contracts, and a concentration on vocational training and the economic utility of bilingualism (Maas & Mehlem, 2003: 203).

The AMEP is overseen by the Department of Immigration and Citizenship (DIAC, formerly the Department of Immigration and Multicultural Affairs) and the criteria for the tenders to provide the AMEP service include (1) staff competencies, qualifications and experience, (2) appropriate course delivery, (3) pathways, resources, access and equity, (4) organisational management and funding, (5) quality control and (6) legal status (Martin, 1999: 35). Service providers in the AMEP tender every five years for contracts to provide the service. Contracts are fully evaluated after three years, and can then be renewed for a further two years.

The priorities of course providers are facilitating community access, work, and further study for the learners. Providers are required to engage in promotion of the course. Sustained funding is contingent on reach (the number and variety of people who attend) and retention (that learners complete the course) (DIMIA, 2003: 257). The 2004/2005 budget for the AMEP was AUS\$137.4 million (€81.5 million), proportionally one of the largest budgets for integration courses in the world. Courses are available at a wide range of locations, on a full-time, part-time, or distance learning basis. Connections with third-level institutions are facilitated through pathway programmes within the AMEP.

Bilingual Information Officers help to publicise the course and advise learners. The Educational Placement and Referral Service provides assessment, advice and progression routes. Skilled migrant workers, recognised refugees, and family reunification migrants all have a right to 510 hours of English classes. The classes are available to any new migrant who is over 18 years of age and is assessed as not having functional English language skills. It is free of charge to most learners. Learners must register within three months of arrival in Australia and are encouraged to begin the programme within a year, and complete it within five years.

From 1995, more than 510 hours were granted in specific cases, such as an extra 100 hours for survivors of torture and trauma. The 100-hour entitlement comprised the 'Special PREP Program,' which is low intensity and focuses on orientation, support, and referral (Noy, 2001: *passim*). There has been a standard, nationally accredited framework in place for the AMEP since 1992, and at each level of the course Certificates in Spoken and Written English are awarded. The aims of the course extend beyond simple English teaching to facilitating settlement and economic well-being and raising self esteem.

Research is centrally coordinated at the National Centre for English Language Teaching and Research at the Macquarie University, since 1989, where English teachers are also trained. The Refugee Resettlement Advisory Council, based at the DIAC, produced a *Community Input Guide* for local communities, informing them on possibilities for integration (Refugee Resettlement Advisory Council, 1999). Such a guide could also be developed for Ireland, perhaps by the classes and teachers. It could provide advice for schools and community organisations to create the basis for welcoming new communities.

The AMEP has been providing Virtual Independent Learning Centres since 1999 to facilitate the use of the internet for settlement purposes and language learning. Professional development for teachers is also available online. The internet is used during classtime to enable learners to familiarise themselves with computers (Corbel & Taylor, 2003: *passim*). In Australia, speaking English remains a priority for full participation in mainstream society and proficiency in the language is considered to 'determine how much of their potential migrants can deliver' (Page, 1999).

Increasingly in recent years, migrants have been English-speaking and skilled, so services are more focused on refugees and humanitarian entrants. The cap of 510 hours is considered to be highly unlikely to enable beginners to achieve a functional level of English. However, despite the readjustments of the mid-1990s, the Australian programme remains the most comprehensive and effective course in existence, largely due to its long history and the commitment of funds to provision and research for over 55 years.

In 1999, approximately 68 per cent of all those entitled to 510 hours of language classes were attending (Martin, 1999: 205). The apparent success of migrant programmes and services in Australia is related both to the selection process and the quality of services. In general for the skilled stream of selected migrants, it takes just 18 months to achieve their previous occupational status in the new country (DIMIA, 2003: 68).

Many aspects of the AMEP constitute good models of language and orientation for migrants, and may be adaptable to the Irish context. The AMEP has a volunteer mentoring programme, the Home Tutor Scheme. This presents a particularly adaptable model for Ireland, as it not only facilitates integration and language learning but also fosters a sense of community among migrants and established residents alike. Other elements that can be adapted include providing radio and television programmes, childcare, progression routes, and an accompanying research programme. The process of tendering out the service on a long-term basis has proved successful in terms of the quality of the classes, together with the commitment of sustained funding. The special programme for refugees could also be a model for Ireland, as could the availability of computer suites for independent learning.

CHAPTER 6: EXISTING CAPACITY IN IRELAND

Overview

Ireland has been slow to develop provisions for formal introductory and language programmes for migrants to the country. Refugees who arrived in Ireland in the mid-1950s from Hungary and in the early 1970s from Chile found that no formal programme of assistance was in place. The Irish State played a minimal role in facilitating the Chileans' settlement in the country, which was privately financed by the Committee for Chilean Refugees in Ireland and by religious groups (Healy, 2006: *passim*). It was only in 1977, three years after the arrival of the group in Ireland, that provisions were made for teaching the English language to adult refugees, and even at that stage, only two hours' tuition per week were provided (Nolan, 1997: 90). For the Vietnamese refugees who arrived in the late 1970s, a Refugee Resettlement Committee was established, initially under the authority of the Department of Defence. Vocational Education Committees (VECs) provided language training and AnCo (the precursor to FÁS) provided vocational training.

In the mid-1990s, the Refugee Language and Training Programme was established to assist Bosnian refugees in looking for work. The Refugee Language Support Unit was set up as a two-year pilot project by the Department of Education and Science to develop language programmes and materials. Intensive English language courses were provided for adult Kosovan refugees in residential centres, together with radio programmes on RTÉ (IWGIRI, 1999: 16-17, 45).

The FÁS Asylum Seekers Unit, established in 2000 in the context of the entitlement of a limited number of people seeking asylum to work in that period, offered comprehensive skills assessment, career guidance, and job placements to assist asylum seekers in obtaining a job, as well as English language training. However, all of these programmes were hindered by a lack of emphasis on English language support.

Currently in Ireland, the statutory providers of English language classes are adult education centres and further education colleges, post-Leaving Certificate courses, Vocational Training Opportunities, and Youthreach schemes, prisons, and VEC adult literacy schemes. FÁS provides vocational English classes in conjunction with computer courses. Community groups, religious organisations, and private schools also provide classes privately, though often with a minimal level of VEC funding. Through VEC funding and the Reception and Integration Agency's grants, the Irish Government and the EU governments fund largely voluntary groups to pick up the slack on an *ad-hoc* basis, preventing the development of a coherent policy, a standard programme or high-quality service.

A significant capacity for English and orientation courses for recognised convention refugees and programme refugees, and to a lesser extent for people seeking asylum, already exists in Ireland. Providers include the regional VECs and Integrate Ireland Language and Training, as well as NGOs such as Spirasi, and are mainly located in Dublin. People seeking asylum are entitled to four hours of English classes per week, while recognised refugees are entitled to 20 hours (Smyth & Whyte, 2005: 65). The Reception and Integration Agency (RIA) at the DJELR specifies that it considers its 'integration clients' to be those with refugee status or leave to remain (See <http://www.ria.gov.ie/integration/>), and the current remit of Integrate Ireland Language and Training is to provide courses only for people with Stamp 4 residence status.^x

In late 2006, the Irish Government announced the allocation of over €500,000 from the Dormant Accounts fund to projects centred around pre-employment training and job-seeking for refugees and migrants granted leave to remain. The Minister for Justice, Equality and Law Reform indicated that the funding allocation was 'a further step in the process of integration.' The projects cover programmes such as language courses, information provision and employment training, and are based in Blanchardstown, Drogheda, Waterford, Mayo, Cork City, and Tralee.

Provisions for introductory and language programmes for voluntary migrants, and particularly for EU migrants, are minimal. In the Francis Street Community Education Centre in Dublin City, for example, non-EU nationals may receive Further Education and Training Awards Council (FETAC) accreditation for English language courses, while EU nationals receive only an in-house certificate and are required to pay for evening courses. This is a trend replicated across Europe, where integration programmes usually exclude EU migrants. EU social and structural funds finance integration projects for refugees, but not for other migrants. It has been repeatedly suggested that the Common Basic Principles on Integration should also apply to EU citizens moving within the EU (Jones *et al*, 2005: 8).

In 2003, according to research conducted by Emigrant Advice, 29 centres were providing English classes to asylum seekers and refugees in Dublin, with just two centres providing the service outside of Dublin (Emigrant Advice, 2003). Provision for language teaching continues to be concentrated in the Dublin area. In some senses this is logical, as the highest concentration of migrants settled in the province of Leinster during 2002 to 2006 (56 per cent), and particularly in the counties Fingal, Meath and Kildare (a total of 34 per cent of all migrants). However, the vast majority of migrants settled outside Dublin city and county (88 per cent), and have little possibility of access to provision based in Dublin city centre.^{xi}

In Cork City, where there is a significant migrant population, there are currently just three centres providing a narrow range of courses. There are far more difficulties in providing high-quality classes to migrants living in rural areas. It is particularly problematic to cater for a number of different levels of English and

different requirements when the class is very small, as is the case in most rural communities.

Some short-term programmes have been put in place to cater for the needs of specific groups. Blanchardstown Direct Provision Centre in Dublin, together with Pavee Point, a Travellers advocacy organisation, provided a FÁS course for Roma adults in English, communication and integration (Lesovitch, 2005: 45). The Vincentian Refugee Centre in Phibsboro in Dublin 7 provides English language classes and computer training for refugees and people seeking asylum. At Cáirde, in Dublin 1, a Romanian group provides English classes within their own community. The Sisters of Mercy provide an English teaching service in Cork, Welcome English, through their own budget, with a small amount of funding from the VEC. The Direct Provision Centre on Kinsale Road in Cork also has English and computer classes funded by the VEC.

In Baldoyle and Loughlinstown in Dublin, FÁS provides a training allowance to those attending English and IT courses. To access FÁS courses, however, migrants must be unemployed. FÁS is currently developing specific vocational English programmes for EU migrants working in hospitality, construction and security, and one generic programme. The One Step Up programme, also run by FÁS, provides a model for workplace training, although it caters for Irish and migrant workers at a pre-Junior Certificate level only. FÁS covers the cost of the programme, while employers agree to release workers for course time.

A company called Skillnets Ltd funds networks that facilitate employers in training employees in various skills including the English language. Employers contribute over half of the cost of providing the training. There is no standard qualification required of those who provide the training and the focus is on immediate application of skills learned. For a number of years, companies that have a large proportion of non-English speaking employees, such as Glanbia and Piers Construction, have provided English classes at the workplace.

Trade unions such as the Technical, Engineering and Electrical Union (TEEU) have also offered short-term English and orientation courses as an *ad-hoc* response to a necessity among temporary workers for information and communication skills. Other trade unions with large numbers of migrant members, such as Union of Construction Allied Trades and Technicians (UCATT), have yet to develop a policy in this area.

The FÁS Safe Pass course is a one-day training awareness programme for workers in the construction sector, providing a basic knowledge of health and safety in the workplace. FÁS developed it in consultation with the Construction Industry Federation, the Irish Congress of Trade Unions and the Health and Safety Authority. Safe Pass cards issued on passing the exam must be updated every four years (See: <http://www.fas.ie>). Various consultancy firms, trade unions and employers provide the course in Polish, Lithuanian, Latvian, Russian, Slovakian, Portuguese, Turkish, Spanish, and other common migrant languages. However, this does not prepare migrant workers for verbal

communication at the workplace, causing potential risks, as mentioned in Chapter Two.

Below is a detailed description of a number of introductory and language programmes for migrants to Ireland. Consultation with the organisations running these programmes has yielded valuable insights into the experience of providers. In general, most course providers indicate that there is a high level of motivation among migrants, but the courses themselves, or auxiliary facilities such as childcare and transport, are lacking. For courses that succeed in furthering the career goals of migrants, motivation is high. What is clear is that existing provisions fall far short of meeting the demand for English classes among the migrant population and addressing the social and economic necessity for provision. The planning, implementation, and funding of a nationwide standard programme is therefore crucial.

1. CÉIM at Spirasi, Dublin 7

The Centre for the Education and Integration of Migrants (CÉIM) at Spirasi has been in operation since 1999 and is based on a programme of education and integration. CÉIM aims to cater for social as well as academic needs with a focus on integration into Irish life, and is an excellent model for introductory classes in Ireland. The courses seek to counter the many frustrations felt by migrants due to a lack of mastery of the English language. There is a computer course as part of every language course and a mentoring programme where volunteers from the local community develop a friendship and regular contact with the learners. This is a pilot system, and all mentors are given an induction programme, similar to the procedures of the Home Tutor Scheme in Australia. The average learner attends about eight hours of classes per week and all are free of charge. However, as the VEC partly funds the courses, citizens of EU countries are not eligible to attend classes.

CÉIM offers classes in Beginners English, Language and Literacy, English Language at FETAC levels 3 and 4 and Preparation for Work. There is a particularly high demand for level 4 English. The centre also offers a level 4 course in Understanding Interculturalism, covering areas such as cultural heritage, rights, entitlements and responsibilities. A course in Life Skills for Citizenship is also provided to people with residence status, intended to facilitate the citizenship process. CÉIM offers a specific course to prepare for the International English Language Testing System exam (See: <http://www.spirasi.ie>). Spirasi also offers courses in Art and Self Expression Skills and in Life and Work Preparation Skills.

An integrated education programme has been in place since January 2006, providing four hours of English, two hours of computer literacy and two hours of life skills per week, leading to a FETAC certificate. Attendance has been satisfactory at the integrated programme, with a dropout rate of just eight per cent. Approximately 100 people attend the integrated course, in class groups of

about 15. Classes take place during working hours and are therefore generally not available to migrants working full-time.

Most of those who attend courses at CÉIM are refugees, people with leave to remain or people seeking asylum. Funding is provided by the VEC for four hours of English classes per week for recognised refugees only. Spirasi provides most of the remaining funding internally, through the Irish Spiritan Fathers. Some of the teachers are volunteers. A focus group at the end of term provides evaluation. While Spirasi provides an excellent model for an introductory and language programme, it has a limited supply of class places and limited funding, and does not cater for migrant workers.

2. Integrate Ireland Language and Training, various locations.

The Reception and Integration Agency (RIA) is part of the Department of Justice, Equality and Law Reform. Included in the objectives of the RIA are promoting opportunities for participation and encouraging its clients to develop a sense of being Irish. Integrate Ireland Language and Training Ltd (IILT), a campus company of Trinity College since 2001, operates the RIA's language and integration programme. IILT receives funding from the Department of Education and Science through the National Development Plan (NDP) and provides language courses for people with Stamp 4 residence status only, and for a maximum of one year.

English courses offered include General, Fast Track, Pre-Vocational and Academic, all with an element of cultural learning. Literacy classes are also provided at different levels. Transport is subsidised through the provision of a travel ticket. It has thus far been impossible for IILT to provide childcare because of lack of funding. General English comprises 20 hours per week plus 10 hours of IT or assigned work. In 2004, a total of 715 people attended IILT classes in eight centres in Carrick-on-Shannon, Cork, Dublin 4, the mosque in Dublin 8, Ennis, Galway, Limerick and Tralee. Courses have since been set up in Drogheda, Dundalk, Balbriggan and Roscommon.

It was noted that there was a significant drop in attendance by women during the school holidays due to a lack of childcare provision. In 2004, there was already a waiting list of 254 people for the 2005 courses, showing that demand was outstripping supply of courses. Priority on waiting lists is given to women. Since 2005, courses are accredited by FETAC at levels 3 and 4. The vocational English classes include progression routes into FÁS courses, providing an example of good practice in seeking partnership with relevant organisations. IILT also acts in partnership with FÁS in developing an e-learning programme, and collaborates with VECs and other agencies.

Classes are provided for 20 hours per week for a year, amounting to approximately 1,000 hours. Each class has a maximum of 15 members and the class participates in designing courses, ensuring that they are needs-based.

Topics covered include issues such as dealing with officials and obtaining a medical card. Visiting speakers are invited to speak on certain topics and regular excursions are held to libraries, museums, universities and government offices. Classes are also provided on 'cross-cultural awareness.'

Appraisal is provided one-to-one with the project coordinator and with class teachers during the fourth week of classes. In 2006, IILT employed 30 English teachers. Participants attend for free, but contribute to the cost of beverages provided. Class materials are also provided free of charge. A European Language Portfolio specially designed for English learners in Ireland is used for the purposes of data collection and research (Little & Lazenby Simpson, 2005: 3-5, 27). The requirements of the Portfolio are somewhat restrictive, however, and its use has been criticised.

In the course of consultations for this research, IILT has been the subject of criticism by linguistic experts for its materials and teaching methods, while many NGOs have also criticised its restrictive admissions and other policies.

The QE5 analysis of the training needs of refugees in 2004 criticised IILT on the basis that many resettled refugees who had completed their courses still needed to attend VEC or NGO courses in order to obtain employment. Many people who attended classes with IILT concluded the course without a survival level of English. The content of IILT's courses is considered by many migrant representatives to place too much emphasis on social welfare entitlements rather than vocational training. For pre-literate learners, classes do not provide significant progression towards literacy and English language learning, while for academically qualified migrants, classes are too slow-paced. IILT's remit is narrow in terms of status.

Elements of good practice in IILT's provision include its regional network, a high number of hours per week and providing a travel ticket. However, while IILT has some experience in the area, something of a consensus emerged during consultation among linguistic experts, researchers, representatives of NGOs, and former students that the provision is severely lacking in many respects.

3. Vocational Education Committees (VECs)

There are 33 VEC colleges across the country; 28 county VECs and five city VECs provide different levels of ESOL and other courses for refugees and people seeking asylum. VEC courses are open to migrants, but require the payment of a fee, have limited numbers, and are not well advertised. VEC colleges check an applicant's immigration status only in certain cases. Classes for refugees, people with leave to remain, and people seeking asylum are prioritised. It emerged from consultation that ESOL teachers are often asked for additional information on rights and entitlements, and rarely have access to such information.

In 2005, VECs catered for about 10,000 learners of the English language within the Adult Literacy Services. This is a relatively small proportion of the migrant population. It is somewhat unclear as to whether migrants are entitled to free language courses, though they are entitled to literacy courses. People seeking asylum are eligible for 'language and literacy provision, as well as mother culture supports' through the VEC's literacy and English language courses (Ward, 2003a: 16, 32). This is the only form of education to which adults seeking asylum in Ireland are entitled. It is not entirely clear what concrete shape this eligibility takes, particularly as many asylum seekers in direct provision or private accommodation may live too far away from the nearest VEC college to access the courses, and as most VEC English language courses are over-subscribed. People who hold employment permits must pay for VEC English language courses, and the waiting lists are often very long.

The City of Dublin VEC does not currently accept EU nationals in English language courses (IVEA [Irish Vocational Education Association], 2005: 27). Its college in Parnell Square in the city centre only provides English classes to asylum seekers, as it is contiguous to a number of Direct Provision Centres. In a survey of VEC colleges by the National Adult Literacy Agency (NALA) in early 2002, 73 per cent of respondents felt that there was not enough ESOL provision to meet demand (NALA, 2003: 13). Over five years later, this continues to be the case, as VECs and NGOs providing English classes all report a very high demand for courses and a lack of funding to meet this demand.

In various VEC colleges, different levels and types of English language teaching are provided, including Beginners, Elementary, Pre-Intermediate, Survival, Academic, Family Learning, Women Only, Literacy, and Numeracy. Standard English for African English Speakers is also currently being considered (Ward, 2003a: 39). Most colleges provide ESOL accreditation at FETAC levels 3 and 4 and run classes for two hours once a week for ten weeks. Some VEC representatives recommended that provision be extended to classes up to a minimum of FETAC level 5.

Most VECs have English classes of 8 to 15 people. Funding for the 'Standard English' class has not yet been received and it is an area of some contention, in view of the difficulty with the term 'Standard English.' However, many education centres have reported a demand from people from countries such as Nigeria, India, Pakistan, and the Philippines for courses in pronunciation, Irish phrases, letter-writing and formal English. In Australia, speakers of African English reported the benefits of classes in Australian pronunciation (Martin, 1999: 60).

A major advantage of the VEC colleges is their regional spread, addressing the fact that migrants are resident in all the regions and counties of Ireland. Laois VEC, for example, provides English language, literacy, and basic computer classes to the county's migrant population, though only unemployed EU nationals, spouses of migrant workers, and asylum seekers attend classes for free. Tipperary South VEC reported a recent decrease in demand for classes from refugees, but continuing demand from migrants.

Roscommon VEC provides English classes free of charge to foreign nationals with little or no English. Roscommon VEC has had problems with the erratic attendance of migrant workers who often work overtime. The provision of classes and the entitlements of migrants therefore vary among different VEC colleges, due to the high level of local autonomy within the VEC network.

The Sligo Adult Learning and Education Centre (ALEC) offers English classes at various levels up to intermediate to asylum seekers and refugees free of charge. Migrant workers must pay €3 per hour, and most classes are six hours per week. Seventy five per cent attendance is necessary in order to receive a certificate. Sligo ALEC has a partnership with SIPTU and FÁS to provide workplace English classes and is discussing a partnership with IILT to provide classes for migrants with Stamp 4.

The City of Dublin VEC presented a proposal to the DES in February 2006 on the future development of English language teaching. The proposal called for dedicated funding for the development of ESOL provision as a distinct area of expertise with its own specific job descriptions, qualifications, and skills requirements. The proposal was presented in the context of the development of a national ESOL policy and strategy and suggested flexible standard provision at different levels at a range of sites.

The inclusion of cultural orientation and information workshops was suggested, and the necessity for progression routes into other forms of further education was stressed. Childcare was considered an essential support, as well as the recruitment of tutors and outreach workers from ethnic minorities, and the translation of information into migrant languages (Wanzenböck & Michael, 2006: *passim*). However, the official City of Dublin Vocation Education Committee (CDVEC) Education Plan for 2006-2011 made no mention of language classes or other provisions for migrant workers (Stewart, 2006).

Seminars on the VEC's English language provision took place in 2003 (ESOL for Asylum Seekers) and in May 2006 (NALA ESOL 'Building Skills'). The IVEA has published four pilot frameworks, the latter of which was specifically targeted at addressing the language needs of migrant workers. The framework suggests a model educational programme comprising planning, assessment, analysis of content, various levels, and sample FETAC courses. It recommends that programmes for migrants should cover language classes up to FETAC level 6, courses on Irish society, IT and legal and employment frameworks, as well as family learning. All classes should be free up to FETAC level 3 (IVEA, 2005: 36, 43).

The IVEA has called for the allocation of funding to English language provision by the Department of Education and Science, and by the Department of Enterprise, Trade and Employment (IVEA, 2006a). At a national level, the IVEA has recommended that all classes in English up to and including FETAC level 3 should be provided free of charge, and that English teaching should have a

separate budget to literacy. County Dublin VEC has already established a separate funding line for English teaching.

Many of the VEC ESOL coordinators and community education facilitators interviewed stressed the need for classes on local information, practical information, culture, and customs to address the personal and social needs of migrants. The migrants, asylum seekers, and refugees attending VEC courses have very different levels of English and most VECs found it practical to have combined classes of migrants, asylum-seekers, and refugees at the appropriate level, rather than separating them according to status.

A major disadvantage to VECs is the fact that the colleges are closed from May to September and that migrant workers must pay for the courses. English language classes are currently provided by the VEC through the adult literacy section and the literacy budget. This is an unsatisfactory situation, partly due to the restrictions of the literacy budget, but also because of the implied conflation of English language learning and literacy, two very distinct skills. This is particularly inappropriate in view of the fact, analysed in Chapter Three, that such a high proportion of Ireland's migrants are highly educated.

In some colleges, such as the Sligo ALEC, the lack of a budget for English classes has meant that the college had to cut back on other classes. This could potentially contribute to tensions. Many VEC colleges have amassed some expertise in this area, but there is a need for quality assurance of courses. The colleges should not be the sole provider as they do not cater for the needs of many migrants, particularly those in full-time work, with childcare needs, EU migrants, and those who are academically qualified.

4. Pavee Point, Dublin 1

The Pavee Point Travellers' centre provides a FÁS pilot bridging programme in English and literacy for employment, specifically for Roma migrants, with an attendance of 20 people and a waiting list of about 60. The VEC funds the English language classes in the programme. Roma people are considered to need specific courses due to a commonly experienced lack of education in their countries of origin. Many Roma may need specifically tailored provisions, particularly in relation to family learning. In Lesovitch's research, some Roma people expressed fears about losing their culture through learning English and other forms of education (Lesovitch, 2005).

Those who attend the course are provided with €92 per week as a FÁS training allowance. In 2005, the City of Dublin VEC published a report on the educational needs of Roma people in Ireland (Lesovitch, 2005). It is considered essential to have Roma-specific courses due to the particular culture of the group, together with the fact that about 85 per cent of the Roma population are estimated to have literacy problems. The Roma Support Group intends to establish a Roma Employment Agency in partnership with FÁS, to improve the skills and

qualifications of the group and to provide intensive English classes (Roma Support Group, n.d.).

5. SIPTU Basic English Scheme, Dublin 1

The Services, Industrial, Professional and Technical Union (SIPTU) is a trade union and is one of the very few providers to focus on classes for migrant workers. The City of Dublin VEC provides part of the funding for the programme, and it has been in existence since 2000. Similar to the VEC, SIPTU provides English classes within its literacy scheme. Classes usually take place in the evenings. English classes now make up about two-thirds of all classes provided within the literacy scheme. One-to-one language teaching is provided in certain cases. Classes are free to SIPTU members and their spouses.

Realistic materials are used, geared towards life in Ireland and speaking using correct grammar. SIPTU provides five different levels of English and most are over-subscribed. Classes are provided once a week, and there is a women-only class of mixed ability and background. A maximum of 15 people are registered for classes and an average of ten people attend. SIPTU provides no accreditation and the experience of the coordinator is that there is a lack of interest in FETAC qualifications, as they are not internationally recognised. IELTS or Cambridge certificates are more popular. It was found that a positive atmosphere was achieved by not only providing English classes for migrant workers but also literacy and basic computer classes for Irish and foreign workers. In SIPTU's case, the coupling of English language provision with literacy programmes served to de-stigmatise literacy learning in general.

6. Access Ireland Refugee Social Integration Project, Dublin 1

Access Ireland's Social Integration Project is a small-scale project providing health and social service training and intercultural mediation to refugee women. The project received funding under the Equality for Women Measure for three years up to early 2005 and now receives Back to Education Initiative funding, while the VEC funds an English teacher. None of the funding is sustained and this was a criticism raised by the organisers of the project. The project provides English, computers, Introduction to Irish Society and Culture, communication skills, and confidence classes. Through a partnership with the North Wall Women's Centre, a creche facility was provided for health and social service and intercultural training.

The Introduction class has become increasingly popular. There is also a high demand for upper intermediate courses. All classes are free and there is funding for childcare and transport. The classes are provided with no stipulation as to status. Access Ireland represents good practice in the area in that it runs the classes within the community and thus contributes to the local integration

process. The course is needs-based and provides personal support from the coordinator and monitoring of individual progress.

7. The Friends Club, Galway City

In February 2006, the English Language and Irish Culture project of the Friends Club in Galway was set up. Though the project initially began as youth club for children living in direct provision accommodation (government-funded accommodation and food provision for people seeking asylum), it was expanded to include weekly classes for adults seeking asylum. On a limited budget of funding for the project from the Department of Community, Rural and Gaeltacht Affairs and for integration classes from the Reception and Integration Agency, the staff of volunteers organised fortnightly English language classes given by a qualified teacher at a local sports centre within walking distance of the Direct Provision Centre.

Every other week, a guest speaker was invited to speak on aspects of Irish culture such as history, sport, music, geography, local information, and hospitals. Each class concluded with the provision of beverages and an opportunity for informal conversation between participants, speakers, and volunteers. On average about ten people attended the classes regularly and free of charge, and evaluation and a certificate of attendance were provided at the end of each term of the course.

Participants believed that the administration and advertising of the course benefited from the reputation of the youth club with which many parents in the Direct Provision Centre were familiar. Many of the volunteers were involved in both projects. The staff comprised Irish, European, African, and Australian volunteers, contributing to an inclusive atmosphere. The lack of funding caused difficulties, as it was impossible to employ a paid coordinator or to rent an office. The programme of speakers and the content of the English course were to a large extent determined in consultation with the participants. The distance of the Direct Provision Centre from the VEC centre where English courses are provided meant that many participants reported that the Friends Club classes were their only experience of learning English, and indeed, in many cases, their only experience of contact with mainstream society.

8. Warrenmount Community Education and Development Centre, Dublin 8

Warrenmount Centre provides English language classes, a FETAC module on Living in a Diverse Society and computer classes to migrants. Voluntary tutors often provide English language classes, with two to three students per tutor, or one-to-one classes. For FETAC and European Computer Driving Licence (ECDL) classes, a maximum of ten people attend. Evening classes in English and ECDL are fee-paying, though they are largely subsidised by the centre. Warrenmount had received Back to Education Initiative (BTEI) funding but this

no longer applies. Many learners are referred to the centre by FÁS services. Organisers at Warrenmount substantiated the view of the SIPTU coordinator that FETAC accreditation is not much in demand from migrant workers or refugees, as it is not internationally recognised and that learners prefer Cambridge certification. Warrenmount supports various different methods of learning and childcare facilities are available.

9. Catherine McCauley Centre, Dublin 4

The Catherine McCauley Centre provided classes to female migrants, most of whom were seeking asylum or were refugees, until it closed down in June 2007. Though about half of the women who applied for the classes were not asylum seekers or refugees, the centre prioritised forced migrants, and demand for the classes was high. The centre charged €2 per two-hour class, to those who could afford it, depending on their status. It was the experience of the project coordinator that paying for the classes gave learners a sense of ownership and allowed them to criticise the service constructively. Most classes consisted of five to six participants, while the exam class had a maximum of 12. The exam class sat the Cambridge First Certificate in English, and an Oxford, Cambridge and RSA (OCR) computer qualification was provided. Certificates were also provided at different levels of English and computer skills.

Four hours of classes per week were usually provided, though some migrant workers could only commit to two hours. The structure of the classes changed according to need. Although the Centre did not provide them at the time the research was conducted, there was a demand for evening classes. Attendance of about 85 to 90 per cent was ensured at the Catherine McCauley Centre by the provision of a creche for the children of participants and a policy of following up absences to find out the reasons why people stopped attending. These practices, together with the provision of women-only classes, contributed to the quality and example of the Catherine McCauley Centre. Following up absences contributed particularly to students' continued attendance.

10. Polish Information and Culture Centre, Dublin 1

The Polish Centre ran a programme of English language classes in 2005, twice a week for two hours taught by Polish teachers. The charge for a three-month programme was €220. Classes averaged about ten people and conversational English was taught. In 2006, however, the service was cancelled, partly due to low attendance. The centre reported a high level of demand for free English courses among the Polish community, and a perception that classes currently provided are at too low a level and are too expensive.

11. NASC - The Irish Immigrant Support Centre, Cork City

NASC is an immigrant support centre that provides English classes to address the lack of available classes in Cork City, despite the fact that the provision is not strictly within its remit. There are eight English classes running at the centre, at Beginner, Intermediate, Upper Intermediate and First Cert levels. FETAC qualifications are provided through St. John's Central College. Classes in computers and communication are also provided, together with community education, campaigning, and parenting.

Funding comes from the community education budget of the VEC. NASC accepts all categories of migrants on its courses, but most of those currently enrolled are migrant workers. The average class size is 16 people or under. NASC has a policy of only employing paid tutors. The English classes also comprise an element of orientation. The provision of English classes at NASC, despite not being within its remit, testifies to the serious gap in services in Cork City.

CHAPTER 7: RECOMMENDATIONS

General Recommendations

On the basis of models detailed above, and seeking to learn from and avoid mistakes made in other European countries and further afield, this report presents a format and structure for programmes, comprising elements of language, orientation, and introduction. While this report focuses on the provision of programmes, it is recognised that these should form an element of a comprehensive array of complementary policies to engender, sustain, and further integration in Ireland. In planning, designing, and providing these programmes, there is a need for consultation with migrants, with centres of adult education, with employer and worker unions, with the various relevant government departments, and with NGOs. Consultation was undergone for the purposes of this report, and this should be continued and expanded.

The major requirements for setting up introductory and language programmes for migrants in Ireland relate to the training of tutors and locating or establishing the necessary infrastructure of education centres. A new body within the DES should oversee the programmes, with responsibility for organising the tendering process, providing funding, and awarding accreditation. This body should also engage in research and teacher accreditation, and organise regular consultation between teachers of the programmes in different centres around the country. It should independently evaluate the quality of the programmes, on the basis of accessibility, retention of students, and learning outcomes.

The idea of a voluntary integration agreement is discussed in Chapter Two. It is essential that any requirement for, or encouragement of participation in, introductory and language programmes should be matched by the positive incentive of increased rights. This was the case in Norway, where the introduction of a compulsory integration course in September 2005 was coupled with improved protection against discrimination. In Sweden, access to Swedish language instruction is matched by mother-tongue supports for children of migrants (Castles *et al*, 2002: 44).

The United Nations General Assembly *Declaration on the Rights of Individuals Who Are Not Nationals of the Country in Which They Live* includes the right of migrants to retain their own language, culture, and tradition. Israel, for example, has increasingly seen the development of a multilingual ideology where new migrants are encouraged to maintain their native languages while learning Hebrew (Spolsky & Shohamy, 1997).

There is a need for the receiving society to contribute to the integration process by itself adapting in terms of intercultural training for public services and police, improved translation services, the inclusion of migrant languages, cultures and histories in school curricula. Clearly, migrants cannot be expected to integrate if the receiving society does not have the capacity to facilitate integration,

particularly if facilities for language classes are meagre or non-existent. Irish people should be given the opportunity to learn more about the migrant experience, through provision of education resources and projects such as inviting migrant and refugee guest speakers to schools and workplaces.

Investment in language tuition is adversely affected by a lack of access to jobs, education, and services, and by hostile attitudes on the part of the receiving society. If learning English does not improve the learner's career chances, it will seem unnecessary. Endemic racism impacts on migrants' motivation to learn English and to integrate. The attitudes of the receiving society and migrants' access to decision-making institutions will influence motivation to settle in the country. As Australia's Minister for Immigration, Arthur Calwell, put it in 1945: 'We have been too prone in the past to ostracise those of alien birth and then blame them for segregating themselves and forming foreign communities. It is we, not they, who are generally responsible for this condition of affairs' (Calwell cited in: Martin, 1999: 5).^{xii}

It is equally important that introductory and language programmes are not seen as a method of forced integration, but rather that the learners freely choose to attend on the basis that the programme is of a high standard and that there is a positive atmosphere in the class. Those attending should be consulted as to what they wish to learn, and the programme should be portrayed as catering for their needs, rather than forcing them to assimilate. The concept of an agreement should therefore be free from any element of obligation, such as that inherent in the Austrian 'integration agreement' discussed above. There should be no perception or reality that migrants must relinquish their own languages or cultures to learn about the English language and Irish culture.

Undocumented migrants should also be able to avail of some language and civic tuition as a form of bridging mechanism, potentially providing eventual access to regular residence status.^{xiii} Ireland currently has no provision for regularisation of undocumented migrants. This is necessary particularly in the case of migrants who have become undocumented through the fault of their employer.

Integrating Ireland suggests that 'evidence of integration efforts' should be taken into account when considering regularisation (Integrating Ireland, 2005: 19). In the DJELR's *Scheme for an Immigration, Residence and Protection Bill*, requirements for the issuing of a long-term residence permit to migrants include 'such other requirements as may be prescribed [including a requirement that the person is fully tax compliant, can demonstrate a reasonable competence for communicating in the English/Irish language, has made reasonable efforts to integrate into Irish society etc.]' (DJELR, 2006b). If such 'reasonable efforts' are to be a requirement for regularisation or long-term residence, then the government must facilitate the achievement of linguistic competence and efforts to integrate.

However, the application of a language test for residence permits is not advisable. Integration requirements can form part of the increase of internal control of migration, representing simply one more hurdle in the process and indicating that the term 'integration' itself is not unproblematic. The use of 'integration' as an instrument of control has been criticised in the Netherlands and Austria, as detailed above. While social scientists tend to consider integration as a positive process, European politicians have begun to view integration in terms of control. This is a contradictory and potentially dangerous situation, in that integration should be about encouraging belonging in society, rather than alienating migrants.

In what follows, detailed recommendations for introductory and language programmes are provided. The recommendations constitute a proposal for the provision of programmes on an optional basis for all migrants in Ireland, overseen by a central agency which tenders out contracts to service providers.

1. Set up a central agency to organise a competitive tendering process for a wide range of service providers with multi-year sustained funding, and independent evaluation.

It is crucial to examine the pros and cons of subcontracting introductory and language programmes to NGOs as opposed to directly government-funded and controlled organisations. NGOs and private centres operating as course providers have the advantage of specific expertise in the area, together with greater trust and familiarity on the part of the participants, who may not wish to attend a government-run programme. Migrant groups should also be supported and funded to deliver the programme themselves, provided their capacity to deliver it is also financed, with regard to accreditation, learning sites, and teacher training. Migrant groups providing courses for people with very basic levels of English should be promoted particularly as bilingual tutors are beneficial for this group. Such groups could also provide bilingual or migrant language information classes.

Many forced and voluntary migrants will have had negative and often traumatic experiences with officialdom, and may therefore favour community-based initiatives over official programmes. To address this, a project in Rhode Island, USA, incorporated stress management as part of a language class for refugees, and created support groups within the classroom. Responses from the class members were very positive (Rhode Island Practitioner Inquiry Projects, 2002). Service providers that work at a community level and in partnership with other community groups and the local authorities are ideally placed to provide access to social networks for the learners. The role of local organisations and communities is considered central to the process of integration in Ireland.

Primary and secondary schools and third-level institutions may also be potential course providers, or work in partnership with other service providers. Due to the recent fall off in competition among school leavers for university and Institute of

Technology places, colleges providing post-leaving certificate PLC courses may have additional resources to provide introductory and language programmes. Where possible, it is advisable to hold the course at a centre that is also attended by Irish people, to promote interaction. All course providers should work in consultation with one another and regular seminars and conferences should provide the opportunity to exchange experiences and highlight elements for good practice.

In the US system, responsibility for the courses had been handed over to NGOs and was subsequently handed back to the Immigration and Naturalization Service, because of a perception that pass rates were too high and that the course was too easy. A solution to this is to have a special government body defining the core curriculum, evaluating and monitoring the service providers, and providing sustained funding for VECs, NGOs and other organisations, which can then run and design the programmes and respond to needs and consultation.

Various service providers catering for the specific needs of particular migrants should tender for government contracts to provide standard, accredited programmes. The government should not therefore be the direct provider, but should engage in a purchaser-provider relationship with education centres. The tendering process should aim to facilitate the widest possible variety of providers with an extensive regional spread, and highest quality provision.

Information on course providers and on the programme itself should be sent directly, or given to, migrants (those on employment permits, family reunification migrants, refugees or people seeking asylum) by the Irish Naturalisation and Immigration Service (INIS) or relevant government body. The individual migrant would then be free to choose the most appropriate provider. Every few years, service providers should need to once again tender for the contract to provide the programmes. In Australia, it was found that tendering out the service yielded an improvement in the qualifications and accreditation of teachers (Martin, 1999: 151).

Providers should include organisations specifically catering for learners who are women, refugees, asylum-seekers, Roma, domestic workers, academics, and so on, as well as for more mixed groups at regional VEC colleges, private language schools, workplaces, primary and secondary schools, third-level institutions and church groups. Each centre providing courses should be able to make referrals to other centres in the case of a move by the migrant, if the course is booked up, or if the times do not suit. Service providers should also be able to provide referrals to counselling, employment, information and interpreting services, as is the case in Canada.

The effect of the increased presence of migrants in locations where a course is provided should be taken into account. Ideally, the wider provision of introductory and language programmes should be combined with an improvement and increased investment in community and adult education for

all. In analysing the issue, there is a need to weigh up the relative significance of individual and collective rights and to adopt a balanced approach that respects both the needs and wishes of the receiving society and the individual rights and wishes of migrants. The attitudes and perceptions of the receiving population should not be ignored on this issue, as it would be counter-productive if the provision of programmes were to increase resentment rather than promote a harmonious society.

In Canada, there have been moves to recommend multi-year funding agreements to enable long-term planning. Funding for the programmes should be sustained and attractive, to encourage good practice by the providers. They should therefore be thoroughly evaluated and continuing funding should be contingent on the results of the evaluation.

Funding for courses should be allocated by the Irish Government, but should also be available from the proposed European Fund for the Integration of Third-Country Nationals, to be provided under the financial perspectives, 2007-2013, though as discussed above this is limited to migrants from outside the EU. Funding could also be sourced through the European Social Fund and the European Regional Development Fund. Crucial to the success of the programme is the provision of secure funding. The rigid structure of EU categories for access to funding for integration programmes may, however, prove problematic.

Employers may also provide English language and introductory courses in the workplace. The role of the employer in this field has been repeatedly highlighted. An effective method is for the employer to allow migrants to leave work one hour early to attend a two-hour course, allowing both parties to commit time to investment in language skills. However, a requirement for the employer to fund the courses may prove an obstacle to the employment of migrants and was rejected for this reason by the government of the Flemish region in Belgium (Michalowski, 2004a: 12).

The course should therefore be developed in partnership with employer and worker organisations such as the Irish Business and Employers Confederation (IBEC) and SIPTU, both of whom have conducted research into language programmes.^{xiv} IBEC is currently lobbying the government to introduce systematic provision, while FÁS has frequently acted as a partner in developing programmes, though it currently limits its area of activities to assisting migrants in achieving vocational qualifications and providing technical English where required (FÁS, 2005b).

2. Ensure that the central agency provides comprehensive independent assessment and referral to service providers.

The first point of contact between the migrant and the service provider should involve an assessment of the learner's level of English, educational background, and intentions. Obligatory attendance at a one-day reception course, similar to

the French model, may prove useful in informing all migrants of their right to attend courses. Advisory interviews with counsellors should be held both before and after the course. The education, qualifications, and work experience of each participant should be noted and taken into account. It is essential that an interpreting service be provided where necessary, to help migrants express their wishes and register for programmes. In New Zealand it was found that low-level and pre-literate learners benefited from simple and brief questionnaires for the purposes of a needs analysis (Shameen *et al*, 2002: 83). The process of assessment and registration must not be prohibitively complicated or intimidating.

The assessment may also reveal potential problems that the learner may have, in an educational or social context, and allow referrals to be made swiftly. The course should act as a crucial point of access to mainstream services. Each centre should be capable of referring participants to a wide range of services. Social counselling is also a central element of the course and contributes greatly to continual attendance and completion of the programme. The classes should begin with a clear mission statement or class agreement setting out the goals and expectations of both teacher and students, principles of mutual respect, grievance procedures, and methods of assessment and evaluation.

3. Determine the duration of courses according to assessment of need and length of stay, with a minimum of six hours of classes per week.

The content and duration of courses in European models vary widely. Migrants attend day-long *plates-formes d'accueil* in some French municipalities, while the Finnish government requires unemployed migrants to undertake a three-year course. Most courses last between two and three years and comprise a strong element of language teaching. The standard course in Germany, for example, comprises 600 teaching units of language and 30 units of cultural orientation. It is evident, however, that a significant level of civics and practical education is also received during the language classes.

Determining the ideal duration of a course must be decided with reference to the needs of the migrants concerned and the cost of providing the courses. In general, an absolute minimum of six hours language teaching per week is required to enable the learner to progress. In many cases, 600 hours was found to be insufficient to learn the language effectively. While migrants on short-term employment contracts may require a short induction course teaching 'survival English' and basic orientation, many of those on renewable employment permits or with long-term status will require longer courses to progress to a level of English that enables them to participate fully in Irish society.

4. Ensure that introductory and language programmes include the appropriate recommended content outlined in the table below:

Type of course	Topic	Content
Language	Language	Grammar, Vocabulary and practical use; Formal English; Pronunciation, Accents and speech registers; Irish-language terms in English usage and idioms
	Literacy	Literacy for pre-literate learners; Literacy in the Roman alphabet
Information	Vocational	Employment rights; Training and education opportunities; Job-seeking skills; Recognition of qualifications and experience; Trade unions; Setting up a business; Computer skills
	Social and communication	Personal identification; Greetings and informal conversations; Communication skills; Local community and voluntary activities; Local information; Socialising
	Public and private services	Housing; Education; Health and nutrition; Public and private transport; Childcare and child protection; An Garda Síochána, the law and anti-racism; Emergency services; Sources of information
	Politics, history and culture	Political system; Government; History; Irish language; Nature; Climate; Industries; the Media
	Practical information	Weights and measures; Shopping; Banks; Filling in forms; Immigration matters

The language course should be geared towards language use in practical, everyday situations and in workplaces, using materials such as school reports, brochures, instruction manuals, official letters, and safety notices. An example of materials for practically-orientated courses is the NALA *Big Picture* series, which should be further developed with regard to content and levels (Halkett & Michael, 2005). This comprises two sets of materials for English language teachers, providing task-based tuition. Images in the books are of English learners in Ireland and the content focuses on practical issues such as babies and children, going to the pharmacy or to a GP, and applying for a driving

licence. Pathways to further education are also encouraged; one of the tasks is to practice calling adult education centres, and using the library is advocated.

One of the books in the series provides information on Irish politics and encourages learners to write to a government minister (Halkett & Michael, 2005). Other than this, little English teaching material has been developed specifically for the Irish context. Course materials should be carefully designed in terms of pedagogy, and should also be culturally appropriate.

Courses should comprise an element of 'orientation', which involves the provision of information on subjects such as law, history, rights, education, parenting, and the norms and values of the receiving society. A further optional theme is specific vocational training tailored to the qualifications and occupational intentions of the individual migrant. In some cases, people may lack familiarity with the procedure for job interviews or writing CVs.

A core course should be provided in English (for those who are not already fluent), in orientation, and elective modules in themes such as employment rights, childcare, and vocational training should also be provided. For migrants who are already working in a particular sector, who are qualified in a sector and wish to work in it, or for those who are unemployed, it would be beneficial to include as part of the standard course a case study on one area or profession, as a method of vocational training. Alternatively, elective modules in specific areas should be provided. People who are academically qualified may need support in networking in the receiving country, as well as specific courses tailored to their needs. A good model in this area is represented by the Enhanced Language Training programme in Canada, discussed above. It is essential that the curriculum of the course fit with the migrants' personal career goals.

Social identity is a central concern, particularly at a beginner level of English, where introductions and personal identification are core themes. This is the case, even more so, for migrant learners because their social identity undergoes a process of transformation through the act of migration. Social identity and personal identification should therefore be a continuing strand in classroom conversations, using learners' personal stories as topics and discussing the wider context of immigration. Communication skills are also essential to participation in society. One innovative method of composing the content of a section on communication is to set up a focus group of people who live in districts with a high concentration of migrants to discuss what Irish residents and migrants consider to be sources of frustration or misunderstandings.

It is advisable to provide a short course specifically for migrants who are already fluent in English, such as many Nigerians, Indians, Australians and Filipinos, to familiarise them with Irish society and customs, and specifically Irish words, phrases and idioms. Speech registers and dialects should also be covered by the course, particularly local dialects. Many migrants in Ireland already possess

a 'survival' level of English, enabling them to conduct their work and daily life. Indeed in order to work in the medical field, migrant nurses and doctors must first pass the IELTS English language test with An Bord Altranais or the Irish Medical Council. What is necessary for them to live full lives in Irish society, however, is a more complex mastery of the language.

Many migrants have suggested that English classes should concentrate more on grammar and complicated phrases than on everyday vocabulary. Some of the migrants surveyed by the Interact Project in 2003 commented that their English was adequate for work, but did not enable them to socialise outside their linguistic groups (Redmond & Butler, 2003, 32). Again, the content of the language course depends very much on the level of the learners. Competence in written and formal English should be a main focus in the course, as this cannot be learned automatically in everyday life.

Migrants working in the food-processing sector represent the converse example, many of whom were found to have very little English, and knowledge of language was not taken into account at all during the recruitment process. In this case, workers often relied on a bilingual colleague to translate, resulting in an extremely unsatisfactory and potentially exploitative situation. Bilingual workers often have to temporarily cease their work to interpret, while migrants with little English sometimes pretend to understand a request. All of this contributes to an uneasy atmosphere and potential inefficiencies at the workplace. Therefore, English courses should be provided for a range of abilities, from beginners to advanced.

Literacy in any language assists in learning a second or third language (Greenberg *et al*, 2001: 121). Those who are literate in a script other than the Roman one will need particular assistance, but are at a higher level than people who are not literate in any language. Linda King of UNESCO recommends that literacy should first be taught through learners' mother tongues, passing on to English if possible. Provisions should be made, therefore, for training bilingual literacy tutors (King, 2003: 20). Pre-literate learners of English in New Zealand are considered to require about two years of full-time tuition, a total of 800 to 1,200 hours. The process was successfully aided there by the provision of bilingual tutors who were previously untrained (Blaker & Hardman, 2001: 5).

The labour market is generally considered the migrant worker's principal point of contact with Irish society and can be a positive method of encouraging feelings of belonging in Ireland. Each learner should be advised of the possibilities for recognition of their qualifications in Ireland and of the relevant organisations (QRI, 2004: 81-2). The organisation responsible for this is Qualifications Recognition Ireland (QRI), which formally issued recognition to over 1,000 applicants during January to September 2006, and provided advice on comparability to many more migrant workers and employers. QRI should be a partner in developing this section of the course, which would also provide an opportunity for the organisation to gain publicity.

Teachers should take account of the learner's previous qualifications and skills as well as their occupational intentions. In addition to learning the English language, a primary requirement for learners may be the need to localise their skills so that they can work in a skilled job in Ireland. Those who attend the course should be facilitated in putting together a portfolio of evidence of experience and qualifications. Consideration of progression routes and career moves on leaving the course should be a key area of concern. The practice of social partnership agreements and the role of trade unions in Ireland should also be clearly explained to those who attend, and who may be accustomed to different forms of worker representation in their countries of origin.

For migrants and society to benefit fully, a wide range of progression routes and follow-up courses need to be provided after completion of the programme. Access to secondary or further education should be promoted, as well as acquiring employment or voluntary work. Migrants' lack of work experience in Ireland could be addressed by providing internships as part of the programme. A report on settlement in New Zealand emphasised the need for short-term work experience subsidised by the government (New Zealand Department of Immigration, 2004: 10). For people who require basic skills to find a job, the FÁS Skills for Work initiative provides a possible model for workplace learning (See <http://www.fas.ie>).

Computer courses should be provided as an element of the programme, due to the centrality of computer skills in Irish society. Access to the internet at the centre providing the course should be facilitated, and course materials should be available in the computer room or online outside of classtime. As in Australia, self-access English language centres could be integrated into local libraries, combined with an investment in local-library services to develop these centres and to improve their services generally.

The health services, and other public services, should be invited to make presentations to those attending the programme to promote access, as language barriers can have a particularly negative impact on access to healthcare (See: Wayland, 2006). Information on applying for family reunification and other immigration matters should also be a topic within the programme. It has been noted that migrant parents generally have a low level of participation in parent-teacher groups at Irish schools (Ugba, 2005: 22). A childcare and child protection module in the programme, encouraging parents to join such groups and become active at their children's schools, could address this.

Another positive effect of parents learning English is that it alleviates difficulties that many migrant families experience due to the fact that school-going children are immersed in Irish society and the English language, while parents are unable to communicate in English. This can often cause an extremely problematic generation gap. As Shaheed Satardien has described, 'the children are Irish by day and a completely different identity by night' (Cited in Holmquist in: *The Irish Times*, 11 March 2006). Britain's experience of immigration in the

twentieth century was often influenced by the fact that some of the children of migrants grew up outside of British society, with different attitudes and beliefs. In Norway and Canada, the situation of the second generation is considered a test of the government's success in integration and inclusion. Family learning may be a method of addressing these problems. It is also an effective form of informal education for those for whom formal classes may not be suitable.

The politics section of the introductory and language programmes should include the promotion of political activity and, where the learner is eligible, registering to vote in local, national, or European elections. As such, the course can provide pathways into political or community activity. A study of political activity among African migrants in Ireland revealed that only 12 per cent of the survey group were involved in any way in politics. Only 27 per cent of African migrants surveyed had voted in the local elections; many had not voted because they were unaware that they were entitled to (Ejorh, 2006: 24-5).

Because the target group for the programme is comprised of people who may experience racism in Ireland, it is essential that a module be provided on reporting and seeking redress against racism. The content for this module may be derived from the 2005 National Consultative Committee on Racism and Interculturalism (NCCRI) booklet *Seeking Advice and Redress against Racism in Ireland: An Information Handbook*.

Courses in the Irish language should also be provided as an elective module, as many migrants are interested in learning it and will contribute to promoting the use of the language. In Canada, the recognition of indigenous rights bolstered equality for newcomers, and vice versa (Garcea, 2003). Similarly in Israel, general encouragement of multilingualism among the migrant community improved the status of Arabic (Kheimets & Epstein, 2005: 54). An awareness of diverse cultures on the island can contribute to furthering the development of Irish culture and the Irish language. As the Minister for Education and Science, Mary Hanafin, pointed out in launching the Irish language section of the multicultural *Metro Éireann* newspaper, '[t]á sé tábhachtach, mar shampla, go dtuigfeadh muintir na tíre agus foghlaimeoirí araon go bhfuil an Ghaeilge oiriúnach do shaol na haoise seo agus don ilghnéitheacht chultúrtha a bhaineann le saol na hÉireann sa 21ú haois.'^{xv} In general, it is considered easier to make additional provisions for the languages of migrants in a country that has traditionally recognised more than one official language.

Local information on public transport, community events, and resources and amenities should form part of the content of the programme. As the programme is also intended to further autonomous learning, a comprehensive standard handbook should be issued to each learner, covering all of the topics in the programme and providing important addresses, websites, and telephone numbers. Each centre running courses should provide an additional specific companion booklet with local information on the community where the centre is located. Some local centres have already provided such booklets specifically for new communities.^{xvi} The local booklet could be developed as a class project.

5. Allow all residents aged over 18 with language or orientation needs to attend all or part of the programme.

The programme should only be available to those aged over 18 years, as children under that age are entitled to attend primary and secondary school in Ireland. The issue of the provision of language assistants for pupils and students attending school in Ireland is a crucial one, and, although it falls outside the remit of this study, it is a central area requiring further research and implementation.^{xvii} In general, most research and consultation with course providers showed that there is a high level of interest in English classes. It would be better, therefore, not to impose an upper age limit for attending the programme. At any rate, the vast majority of migrants in Ireland are under 44, though this is possibly set to change with increasing migration for the purposes of family reunification.

EEA migrants, non-EEA migrants, refugees, asylum seekers, undocumented migrants, long-term residents, and Irish citizens with language or orientation needs should be able to attend all or part of the programme. It is recommended that EU migrants have full access to introductory and language programmes, as they currently have few rights in this area, and comprise about two-thirds of Ireland's migrant population.

In view of the benefits to developing countries from the acquired social capital of returning migrants, people seeking asylum should also attend introductory and language programmes to contribute to development if they return to their country of origin. Furthermore, a significant proportion of asylum seekers may remain in Ireland long-term, and attendance at introductory and language programmes will alleviate the social isolation of people awaiting decisions on their status. Such long-term isolation and attendant de-skilling, if not addressed, can be severely detrimental to a person's ability to integrate and obtain work subsequent to status determination. An exclusionary approach to access for asylum seekers could present a serious obstacle to the subsequent integration of those who ultimately remain.

Courses should be open, therefore, to people seeking asylum as well as to refugees, and to migrants with temporary status as well as those with long-term status. Furthermore, as discussed below, investment in the qualifications and social capital of people who subsequently return to their countries of origin could contribute to the fulfilment of Ireland's responsibilities in the area of development.

Provision of introductory and language programmes should be targeted, therefore, at a diverse community of migrants, consisting of a large proportion of Eastern Europeans. While provision should continue to be made for specific classes for refugees and people seeking asylum, it should be concentrated on the largest section of migrants, migrant workers, and take account of the fact that an increasing proportion of future migration will consist of spouses and

dependants of migrant workers. A relatively large proportion of the migrant population are from non-English speaking countries, and will therefore require language tuition at various levels as well as information courses. In the initial stages of the programme, courses should also be provided for migrants who have already been resident in Ireland for a time, and who require language and/or orientation.

6. Ensure the classes comprise a maximum of 12 people, all of whom have similar needs with regard to English tuition or information.

In as far as is practical, the courses should be learner-centred, aiming to cater for the specific needs of each learner within small classes of 10 to 12 people. This approach should be clearly explained, as it may be unfamiliar to some migrants. It was found that classes as large as 15 militate against addressing particular needs. Similarly, highly heterogeneous classes should be avoided where possible. It should be established at the beginning of each section of the programme what each learner wishes to achieve by the end of the section and this should be recorded. As soon as possible, any learning difficulties should be identified and tackled. A statement or contract should also be drawn up in consultation with the class at the beginning of each section, dealing with equal status and equal respect for cultures, as well as expectations and intentions.

7. Include the cultures of the learners and the local community in the programmes.

There should be a strong element of recognition of the cultures of the learners and where possible, certain classes in their native language(s) should be provided. A migrant's right to speak their native language(s) in certain situations should be respected, and migrants' existing linguistic skills should be valued. In this context, the recent inclusion of migrant languages such as Latvian, Lithuanian, and Hungarian as subjects in the Leaving Certificate is to be welcomed. It should be taken into account that migrants in Ireland often represent a link in a global network of moving people. The importance of trans-national issues should therefore be acknowledged; integration should not be seen as a point of no return to the country of origin.

The intercultural competence of many migrants should be recognised and encouraged. As such, training within the programmes could focus on the need for bilingual workers in many sectors. The learners at the course could work on case studies on different aspects of their own culture, and these could be selected and edited to prepare a series of publications on interculturalism. These could then be used for the classes and for general intercultural training in Ireland.

Citizens of Anglophone countries are generally more likely to be monolingual and therefore multilingualism is often undervalued. In fact, bilingualism and multilingualism are the norm rather than the exception in an international context. Central to the administration and publicising of introductory and language programmes is the recognition of the benefits of multilingualism and pluriculturalism both to society and to the economy. Throughout the programmes and their publicity, reference should be made to existing language abilities in a positive way.

Cultural evenings that include Irish people from the local community should form part of the programmes, as well as the celebration of various festivals. This is central to the integration and settlement process, as it tends to be predominantly of a local character. To encourage the recognition of the various traditions and customs of migrants, as well as those of Irish people, it is recommended that service providers host cultural evenings with learners of English and other people from the local community to introduce people to different types of music, food, literature, clothing, and sport. Participation with the local community in pursuit of shared goals in local organisations has proven to be an effective method of promoting social cohesion. A good example is the publication of a bilingual community newsletter in Gort, County Galway, the product of co-operation among the Irish and Brazilian community in the town.^{xviii}

The programme should establish connections with the local community, to collaborate on relevant projects. There is a real danger that a badly designed introductory and language programme could become counter-productive, contributing to isolating migrants rather than including them. As Ulf Hedetoft has commented, 'government-controlled induction programmes have sometimes developed into social incubators, insulating immigrants from society rather than preparing them for it' (Hedetoft in: Süßmuth & Weidenfeld, 2005: 59). It is essential that the programmes be as swift and as integrated into the mainstream community as possible. The requirement for rapid action is also justified in relation to the fact that long-term outcomes among migrants are often dictated by early experiences in the receiving country.

Tours of the locality should be provided, together with practical experience of using public transport. During the summer, the centres that provide introductory and language programmes could organise sports tournaments on a voluntary basis, as sport has proved a very useful integration tool. A potential partner in this area is Sport Against Racism Ireland. It is central to the aim of the programmes to facilitate interaction with native speakers in order to provide a concrete rationale for learning the English language.

8. Ensure that the central agency develops and administers volunteer home tutor programmes.

Volunteers who wish to act as mentors or simply join some of the modules may provide help in the process of local integration. A 'buddy system' has been used

with some success in Canada. Mentoring systems are considered to be under-utilised at present in Europe, despite their potential (Spencer & Di Mattia, 2004: 25). The Scottish Further Education Unit (SFEU) has implemented a pilot mentoring programme in five of its colleges and has developed a 'Peer Mentoring Toolkit' for existing students to mentor new students (SFEU, 2006).

Volunteering as a home tutor, as described above in relation to Canada, Australia, and New Zealand, contributes generally to active citizenship. The contribution of volunteers should be recognised, and travel costs reimbursed. In Australia, tutors are given an initial course of 15 hours' induction, with ongoing guidance and further training. Home tutoring is usually undertaken to support distance learning where no childcare is available. Tutors are interviewed and screened, and some are bilingual (Masters *et al*, 2005: 4, 35-7). Although this is mainly suitable for people with lower levels of English due to a lack of progress, volunteers who have the same occupation as migrants could also provide professional mentoring for them.

9. Produce national and local handbooks for migrants to accompany the programmes.

Many general handbooks and resources have already been compiled by various organisations. However, organisations that produce these need to be resourced to update and translate this information regularly. It would be preferable for this information to be available online also, and in an interactive format.^{xix}

The Life in the United Kingdom Advisory Group compiled a handbook on citizenship for migrants and teachers of migrants entitled *Life in the United Kingdom: A Journey to Citizenship* (Home Office, 2006). The handbook is aimed at promoting both legal naturalisation and active citizenship based on knowledge of the realities of British history, society, and politics. It presents a positive portrayal of the contribution of migrants to British society and provides a welcome for new residents. The handbook provides useful contact details and information on English language classes. The English website *Multikulti* (See <http://www.multikulti.org.uk>) also provides information on debt, education, immigration, discrimination, employment, and other topics in 13 migrant community languages.

The Swedish Integration Board has published a *Pocket Guide* for new residents, which provides comprehensive information on all aspects of Swedish history, politics, society and employment (Björk & Davidsson, 2001). The publication includes positive images of a diverse Swedish society and a complex analysis of the positive aspects of diversity. Key terms in Swedish with explanations are provided in the margins. Inserts within the guide also detail the real-life experiences of migrants in Sweden. Shauna Wilton compared the Swedish handbook with its Canadian counterpart, as representative of state culture and values. She concluded that while Sweden conveyed itself through the images as a predominantly white country, Canada was displayed as diverse and

welcoming (Wilton, 2004: *passim*). The Canadian handbook emphasises the country's history of immigration, and this would be useful in the Irish context also.

Wilton's comparison is in keeping with a general trend in that European state literature conveys the identity of a country, while North American and Australasian literature places the emphasis on the provision of information. Immigration New Zealand published an online guide entitled *Living in New Zealand - A Guide for Migrants* (Immigration New Zealand, n.y), which similarly focuses on the provision of practical information. The Finnish Ministry of Labour, Integration and Work Permits also published an online information manual in 2003 entitled *A Home in Finland* with information on education, society and social security (Finnish Ministry of Labour, Integration and Work Permits, 2003), and an online information bank (infopankki.fi) provides information on local communities, work permits, language, work, education, and society, in 12 languages.

Citizen in Denmark was published by the Danish Ministry of Refugee, Immigration and Integration Affairs in 2003 and is available in seven migrant languages (Danish Ministry of Refugee, Immigration and Integration Affairs, 2003). It contains general information on history, geography, politics, society, customs and the job market, as well as information specific to the migrant community on entry and residence, recognition of foreign qualifications, naturalisation, and migrant associations. The manual represents Denmark as a diverse society with fundamental values and includes positive images of ethnic minorities in Danish society. Danish traditions, which are open to everyone regardless of ethnicity, are encouraged, such as the extensive use of bicycles. The manual also encourages socialising in mainstream society through libraries, informal education, and cultural activities.

10. Make attendance of the programmes optional.

A central question in relation to introductory and language programmes is whether it is necessary to institute an obligation for certain categories of migrants to attend. Some people working in the NGO sector who were consulted for this research are of the opinion that if the programmes are well publicised, widely available and high quality, take-up and attendance levels will be substantial. Positive incentives such as speeding up the process for renewing temporary residence status, acquisition of long-term resident status or citizenship may prove useful in increasing attendance. This could be considered with reference to the introduction of the status of long-term resident after five years' residence by a migrant in Ireland.

Negative sanctions, such as the loss of a residence permit or financial sanctions are not advisable, because they can negatively affect the motivation and learning success of those attending the programmes. In practice, it has proved difficult in many countries to apply sanctions. Linguistic experts consider the application of sanctions detrimental to the learning process (Rohsmann, 2003:

87). Mandatory requirements would impact negatively on learning outcomes and create a climate of forced integration.

NGOs in Ireland and abroad generally oppose compulsory courses. Of the organisations consulted for this research, approximately two-thirds were opposed to imposing an obligation to attend. Those who were in favour of mandatory courses were generally representatives of VEC colleges. Furthermore the current situation in Ireland means that it will be some time before there is a sufficient supply of courses to render it at all practical for an obligation to exist.

It would be impossible for courses to be mandatory for EEA migrants and therefore the majority of Ireland's migrants would be exempt anyway. US research has shown that the process of enrolling for and attending classes had a positive effect on the mental health of forced migrants, as a process of self-determination (International Institute of Boston & Immigration and Refugee Services of America, n.d.: 10). Instituting an obligation to attend would completely negate this positive impact.

On a more theoretical level, Alfons Fermin undertook a study of the moral implications of an obligation to sit the course as constituting an interference in the private realm and public autonomy, yet concluded that the course promotes the interest of newcomers and a tenable welfare state and can be justified on the basis of legal paternalism (Fermin, 2001: 4-6, 13). Mandatory courses and tests, however, remove integration from the 'two-way process paradigm' placing the responsibility for integration solely on the shoulders of the migrant.

The mandatory nature of courses provided for in Austrian, German, Swedish, and Danish law, among others, for unemployed migrants, are predicated on the assumption that the migrants would not otherwise wish to better their employment chances. They are sanctioned by the Council Directive 2003/109/EC concerning the status of third-country nationals who are long-term residents ('Council Directive', 2004). The reciprocity of rights and duties implied by citizenship, examined in Chapter Three, provides a rationale for the obligation to undertake introductory and language programmes.

11. Provide flexible-learning options.

Migrants tend to opt to take more overtime and shift work than their Irish counterparts (Kelleher Associates, 2004: 48-9; Redmond & Butler, 2003: 36). This is principally because they may have to pay off a loan taken out to fund the journey, send remittances home to their families, or save as much money as possible before an intended return to the sending country. In 2002, foreign-born workers earned on average 14 per cent less than their Irish counterparts despite working three-and-a-half hours more per week (Hughes & Quinn, 2004: 19). Furthermore, migrants from the post-2004 EU Member States have an extremely high labour force participation rate of 90 per cent (Doyle *et al*, 2006: 12), a feature that must be taken into account in the scheduling of courses. As

the Eastern European communities settle in Ireland, this percentage is set to drop gradually, but it will remain substantial for the foreseeable future. For many migrant workers, long hours and busy work schedules make it very difficult to find the time or energy to attend classes, despite their often strong desire to learn English.

The aims of the course must therefore be in line with the personal goals of those attending. In particular working migrants need to increase their earning power, contribute to the stability of their residence, and most importantly, be facilitated in continuing to work. In general, all forms of incentives or sanctions should be evaluated regularly to ensure that they do indeed increase and sustain attendance. The most important incentive of all is the quality, availability and accessibility of courses, as well as wide publicising of people's entitlement to attend. Therefore, the priorities of the course should be appropriate placements, documentation of progress within the course and a certificate of completion at the end.

The central features of migration must be taken into account in designing courses. Based on national and international experiences and research, migrants generally: are more internally mobile once they arrive in a country; have earning money as one of their priorities; experience more difficulty in accessing courses if they are women; tend to migrate at the age at which they will also be having children. In view of these factors, it is essential that courses are available throughout the country and can be completed at a different centre to the one where they were commenced. They should be as intensive as possible to facilitate regular movement and be of a standard form, so that the learner can continue on to the equivalent level subsequent to a move. Courses should also be available online, in CD form, and in the evenings and weekends to facilitate those who have full-time jobs or do freelance work. To facilitate Ireland's migrant community, who are largely in the workforce, evening and weekend classes should be prioritised.

Migrant women may be prone to two-fold discrimination on the basis of their gender and ethnicity. In the experience of some course providers, in certain cases men play the role of gatekeepers in deciding the extent to which their wives, daughters or sisters may participate in educational and other programmes. This report therefore favours the provision of women-only courses in certain cases, as the only satisfactory method of addressing the problems that many women experience with access to courses.

Special courses with childcare facilities should be provided for parents who have children less than five years of age not attending school. In a presentation in Dublin in 2006, Aristogena Gjini highlighted the importance of the existence of a creche for her language learning (NALA and ESOL, 2006). Similarly, Natalia Buhai, who attended the Access Ireland project, commented that childcare was a 'most precious advantage' due to the fact that neither she nor her fellow class members had relatives in Ireland who could take care of their children. (Access Ireland, 2005: 8). This would also be an excellent opportunity to provide early

language support to young children of migrants. The childminding service should also be accessible for a fee outside of class hours.

12. Provide a standard nationwide programme with optional modules, flexible provision, and standard accreditation.

Of primary concern is the need to standardise the programme so that an internally mobile population of migrants can attend the same programme at different venues. A standard programme is more practical also with regard to monitoring and evaluation. In the United Kingdom, the Department for Education and Skills launched an ESOL core curriculum in 2001 for a variety of service providers, including educational institutions, voluntary organisations, private and public schools, and faith organisations. The British core curriculum is divided into four areas: speaking, listening, reading, and writing; and it has five different levels. It is tailored to cater for all learners, including those with learning difficulties or physical impairments, and is available online and free of charge (See: http://www.dfes.gov.uk/curriculum_esol). The vast majority of the organisations interviewed for this research were in favour of a standardised, though flexible, nationwide programme.

Some form of standard, nationally recognised accreditation for the programme is also necessary, on the basis of attendance and participation and/or a final exam. This should be developed in consultation with the National Qualifications Authority of Ireland (NQAI) so that it fits into the National Framework of Qualifications.

Accreditation could be provided by an existing organisation such as the Further Education and Training Awards Council (FETAC). FETAC provides a number of modules that could be adapted for the use of introductory and language programmes, particularly at levels 5 and 6, for entry into employment. These include modules on citizenship and political awareness, ESOL, and Appreciation of Irish Culture.

However, it is FETAC's policy not to provide courses for specific categories of people, but rather for different levels, and this could prove problematic. Also, FETAC awards are not internationally recognised, and there is a dearth of suitable awards at the highest and lowest levels. An advantage of FETAC awards is that exams can be taken orally as well as in written form. Alternatively, accreditation could be provided by the newly-developed Test of Interactive English (See: <http://www.tie.ie>) or by the new government body overseeing the administration of the courses, which could also be in charge of standard exams and evaluation of course providers. This form of independent and continuous evaluation is necessary to assure quality.

To be recognised throughout the EU, accreditation should be based on the Common European Framework of Reference for Languages. The Framework focuses on specific situations and therefore tests competencies other than linguistic ones. It is based on the communicative approach and is learner-

centred and action-orientated. However, it was designed for well-educated European citizens who are internationally mobile, rather than for different levels of migrant learners. There was broad support for the creation of a European Indicator of Language Competence in the European Parliament in April 2006 (Mavrommatis Report, 2006). Ideally, however, the accreditation would be the equivalent of an internationally recognised language qualification such as IELTS.^{xx} Another possibility that could be explored for accreditation is the Europass system, launched in Ireland in February 2006, a self-diagnostic tool consisting of a CV, mobility record, language passport, and certificate and diploma supplements (See: [http:// www.europass.ie](http://www.europass.ie)).

13. Invest in and expand teacher training for tutors of introductory and language programmes within existing structures, and develop new programmes.

Currently the only qualification for teaching English for Speakers of Other Languages (ESOL) in Ireland is provided by Waterford Institute of Technology under the auspices of NALA's literacy programmes. Two English teaching modules, Teaching English for Speakers of Other Languages (TESOL) 1 and 2 are provided as part of the National Certificate in Adult and Community Education (Tutoring), comprising six days of training. The Advisory Council for English Language Schools approves these. There are also non-accredited one-day ESOL workshops and information sessions. Blanchardstown VEC is also developing an ESOL teacher-training course. However, courses for teachers of English as a Foreign Language (EFL) are widely available. The distinction between these two methods of language teaching is much disputed. As the proposed courses deal with introduction as well as language tuition, it is necessary to move away from these obsolete definitions.

Specific training needs to be developed to enable teachers to teach introductory and language programmes, comprising intercultural awareness as a central theme. As the teacher is in many cases the principal point of contact between the migrant and Irish society, an investment should be made in training. It is essential that all teachers be provided with extensive intercultural training, and desirable that a large proportion of teachers be migrants themselves. In the British language programme, it was found that employing bilingual coordinators for the courses also minimised the cost of interpreting (DGJHA, 2003: 174). In Australia, second-generation bilinguals are encouraged to train as English teachers for the Adult Migrant English Program (Maas & Mehlem, 2003: 215). There is a need for the increased professionalisation of English teaching in Ireland, and increased job security to make teaching introductory and language programmes more attractive as a career. It is also recommended that teachers of these programmes meet regularly at a Tutor Forum (Ward, 2002: 64).

Teachers should find out information about the learners' cultures, acknowledging them as a sign of respect. Account must be taken of issues of power, responsibility, and authority in the classroom. Recruiting teachers and

administrative staff from a migrant background would contribute to a high level of learner involvement in the administration of centres, particularly as volunteers, but also as administrators and, following teacher training, as tutors.

14. Promote and publicise the programme widely

Because introductory and language programmes seek to address the social exclusion of migrants and their lack of networks within mainstream society, it is essential that much thought is put into the promotion and advertising of the programme. It must be kept in mind that word-of-mouth is generally the most effective method of advertising courses, though other methods also contribute to making people aware of their entitlement to attend the courses. In a study in the US in 2000, 74 per cent of English language learners found out about classes through word-of-mouth, while the rest responded to promotion (National Institute for Literacy, 2006). From the 1960s, the Australian English Programme was advertised through posting letters of invitation, containing reply cards (Martin, 1999: 11).

Brochures, posters and leaflets should emphasise principles of equality and contain positive images of migrants in Ireland. Outreach officers should seek to make migrants aware of the availability of the courses and existing learners should be encouraged to recruit new learners. Organisations such as Citizens Information Centres, the Immigrant Council of Ireland, the Migrant Rights Centre Ireland, the Refugee Information Service and FÁS offices, which regularly provide services to migrants, should be facilitated in referring migrants to course providers.

Brochures detailing availability of courses and venues should be available in a number of common migrant languages and a translation or interpreting service should be provided if necessary for registration for the course. Churches provide a strong support network for some migrants (Smyth & Whyte, 2005: 68), so contacts with church-based groups should be established to advertise the courses. Local media should be used both to advertise and to feature the courses to encourage attendance and to inform the local community of opportunities for volunteering or attending cultural evenings. Ethnic shops, magazines, and radio stations should also be used to advertise the courses.

Centres providing the course should ensure that they have a welcoming atmosphere, and perhaps bilingual counter officers. They should also organise open days and information days. The message of a welcoming society should be conveyed throughout the course. There is also a need to think strategically about who among the migrant communities is likely to slip through the net with regard to English language learning and to address possible problems. In many cases, these are people who are also economically disadvantaged.

15. Back up programme provision with research in the area

While current research can, to a certain extent, predict future migration flows and the linguistic and other needs of Ireland's migrant population, the programme structure needs to be backed up by continuing and robust research, as well as evaluation and monitoring of the programme to ensure that the learners are benefiting. The reach, retention, and results of the programme should be monitored. Local circumstances should be identified and incorporated into instruction and the academic community should be involved as partners. In Amsterdam, advisory groups were set up composed of migrants who had already taken the course, to provide advice to organisers and potential participants (ICMPD, 2005: 81). In Australia the AMEP Management Information System oversees the running of the programme and the AMEP Reporting and Management System has collected data on age, gender, birthplace, migration category, and English proficiency since 1996.

The programme can be evaluated according to objective and subjective indicators such as the incidence of contacts between migrants and non-migrants, attitudes among both communities, language tests, and the acquisition of a job commensurate with skills, or entering relevant further education (Niessen & Schibel, 2004: 59-61). Statistics should also be kept to monitor progress and respond to a changing migrant community. An added benefit of providing a nationwide programme is the potential for data collection on immigration in Ireland. A committee needs to be established to provide advice on the development of the programme. Potential barriers to the success of the programme can arise if it has too narrow a focus, if some categories of migrants are excluded, if it is not adequately funded, or if there is poor coordination between organisations.

The aims of the programme must be grounded in realism, and in evaluating outcomes it should not be expected that all learners will emerge completely fluent. Many adult migrants who complete the programme at different levels may never become fully fluent in English. The primary goal is to enable each learner to function autonomously in society and to continue their language learning independently once the programme has been completed, as well as to provide a positive experience and the establishment of personal contacts and networks within Irish society. The migrant should also be facilitated in obtaining employment commensurate with their skills and qualifications. The lesson plans must take into account that informal language learning is also taking place continuously outside the classroom.

Particularly relevant to the Irish context is the global status of the English language. While teaching Swedish or Danish is only relevant to daily life in those countries, proficiency in English is an internationally recognised skill and thus migrants in Ireland who are learning the language are increasing both their human capital specific to the receiving country and their general human capital. Global English as a *lingua franca* is no longer a localised skill, applicable only to Anglophone societies (See: Graddol, 2006: 58). In economic analyses,

language proficiency in Anglophone countries has a slightly larger bearing on labour market outcomes than in other countries. Studies have found that language has a stronger association with earnings in the UK, the US, and Canada than in Germany, Australia, and Israel (Dustmann & Fabbri, 2000: 39). This may be to some extent related to the use of the English language, though the looser association in Australia questions this assumption. Research accompanying the provision of the programme should analyse this phenomenon.

Together with ongoing research and evaluation of introductory and language programmes, certain related issues were identified in the course of this report as requiring further research. Language support teaching in primary and post-primary schools needs to be provided on a sustained basis, proportionate to numbers of pupils requiring assistance and with properly accredited and qualified tutors. The potential for the development of homework clubs should also be explored. In relation to public services, the issue of access to interpreters and their accreditation requires examination. Research needs to be enhanced and expanded in relation to the recognition of foreign qualifications. Finally, the development and implementation of introductory and language programmes should fit into the context of defining Ireland's language policy in relation to migrants.

Conclusion

The research and analysis of international models for the provision of introductory and language programmes to migrants forms part of a more complex and mature era in policy-making in the area of immigration and integration. It is now ten years since Ireland's migration turning point and it is time to move away from portrayals of immigration to the country as novel and unprecedented, towards a sober and balanced consideration of the effective management of immigration and integration. This is a pivotal time in Ireland's immigration history, offering the opportunity for the country to design realistic evidence-based policies and to learn from the mistakes and examples of other countries. It is in this context that this report recommends the nationwide provision of introductory and language programmes for migrants, to enable them to participate in Irish society. Together with the implementation of accompanying policies for effective integration, the provision of such programmes will contribute to leaving the legacy of a more harmonious, cohesive and just society to future generations living in Ireland.

APPENDIX A: CONSULTATION

The following representatives were consulted through face-to-face interviews and written questionnaires when preparing this report:

Director, Warrenmount Community Education and Development Centre, Dublin 8

CEO & Project Director, Advisory Council for English Language Schools, Dublin 2

Manager of the Centre for the Education and Integration of Migrants, Spirasi, Dublin 7

Project Coordinator, Community Links Integration Project, Dublin 1

Managing Director, Polish Information and Culture Centre, Dublin 1

Social Policy Executive, IBEC, Dublin 2

Project Coordinator, SIPTU Basic English Scheme, Dublin 1

Manager of Community Education Programme, Crosscare, Dublin 7

Project Coordinator, Integrate Ireland Language and Training, Dublin 4

Manager, Access Ireland Refugee Social Integration Project, Dublin 1

Project Coordinator, Emigrant Advice, Dublin 1

Project Coordinator, Catherine McCauley Centre, Dublin 4

ESOL Coordinator, Parnell Adult Learning Centre, Dublin 1

Adult Literacy Coordinator, Co. Meath VEC

Adult Literacy Organiser, Sligo Adult Learning and Education Centre

ESOL Coordinator, Co. Tipperary (SR) VEC

Community Education Facilitator, Co. Laois VEC

Adult Education Officer, City of Galway VEC

Adult Education Officer, Co. Roscommon VEC

Director of Awards & Development Officer, FETAC, Dublin 1

Director, NASC - The Irish Immigrant Support Centre, Cork City

Programme Officer, Social Inclusion and Equal Opportunities Unit, FÁS,
Dublin 4

Representative, Afghan Community of Ireland, Dublin 1

Director, Cáirde, Dublin 1

Director, Qualifications Recognition Ireland, NQAI, Dublin 1

Training Officer, National Adult Literacy Agency, Dublin 1

Anti-Racism Training Officer, Doras Luimní, Limerick City

Industrial Officer, Irish Congress of Trade Unions, Dublin 1

Programme Manager, Skillnets Ltd., Dublin 14 and nationwide networks

Pre-Doctoral Researcher, Industrial Relations and Human Resources Group,
UCD School of Business, Blackrock, Co. Dublin

Representative, Union of Construction Allied Trade and Technicians, Dublin 1

Representative, Teachers' Union of Ireland, Rathgar, Dublin 6

APPENDIX B: GLOSSARY

ALEC	Adult Learning and Education Centre
AMEP	Adult Migrant English Program
An Bord Altranais	The Irish Nursing Board.
ANAEM	National Agency for the Reception of Foreigners and Migration (in France)
BTEI	Back to Education Initiative
CÉIM	Centre for the Education and Integration of Migrants
CDVEC	City of Dublin Vocational Education Committee
CEFRL	Common European Framework of Reference for Languages
CIC	Citizenship and Immigration Canada
CLIC	Language Course for Immigrants in Canada (known as LINC in English)
CSO	Central Statistics Office
DES	Department of Education and Science
DETE	Department of Enterprise, Trade and Employment
DIAC	Department of Immigration and Citizenship in Australia, formally the Department of Immigration and Multicultural Affairs
DIMIA	Australian Department of Immigration and Multicultural Indigenous Affairs
Direct provision	Direct provision is a system for the accommodation of asylum seekers awaiting decisions in Ireland, operated by the Reception and Integration Agency. People seeking asylum are housed in centres across the country and provided with full board.
DJELR	Department of Justice, Equality and Law Reform
ECDL	European Computer Driving Licence

EEA	European Economic Area Agreement. In 1994, the EEA was signed between the European Union and Norway, Iceland and Liechtenstein. Nationals of these states enjoy rights within the EU that are similar to those of nationals of EU Member States and include those set out in the <i>European Communities (Right of Residence for Non-Economically Active Persons) Regulations, 1997</i> .
EEC	European Economic Community (later became the EU).
EFL	English as a Foreign Language
EGFSN	Expert Group on Future Skills Needs,
ELT	Enhanced Language Training
ESL	English as a Second Language
ESOL	English for Speakers of Other Languages
ESRI	Economic and Social Research Institute
EU	European Union (formerly the EEC)
EU Revised Social Charter	Non-binding charter governing economic and social rights, particularly with regard to health, employment and social welfare, revised version agreed in 1996.
FETAC	Further Education and Training Awards Council
IBEC	Irish Business and Employers Confederation
ICMPD	International Centre for Migration Policy Development
IWGIRI	Interdepartmental Working Group on the Integration of Refugees in Ireland
IELTS	International English Language Testing System
IILT	Integrate Ireland Language and Training Ltd, a campus company of Trinity College since 2001 that operates the RIA's language and integration programme.
INIS	Irish Nationalisation and Integration Service. The INIS combines the distinct roles of the DJELR and the Department of Foreign Affairs in the areas of immigration and the issuing of visas, and has a virtual link with the work permit section of the Department of Enterprise, Trade and Employment.

IOM	International Organization for Migration
ISAP	Immigrant Settlement and Adaptation Program (in Canada)
IVEA	Irish Vocational Education Association
LINC	Language Instruction for Newcomers, known as LINC in English and CLIC in French in Canada
Leave to remain	Leave to remain is a form of permission to reside granted at the discretion of the Minister for Justice, Equality and Law Reform having regard to the matters set out in section 3(6) <i>Immigration Act</i> 1999 and to the individual considerations of the case. Leave to remain is usually granted for a period of 12 months, which may be renewed thereafter, and is subject to conditions such as permission to work and obligation to obey the laws of the state.
Local Authority	The name of the state authority responsible for local government in local areas.
Member state	These are European countries that are members of the EU. There are currently 25 of them.
MORE	Modelling of National Resettlement Process and Implementation of Emergency Measures. Project of the Finnish Ministry of Labour and the Irish Reception and Integration Agency, funded by the European Refugee Fund. Ended in 2005.
NALA	National Adult Literacy Agency
NASC	The Irish Immigrant Support Centre, Cork City
NCCRI	National Consultative Committee on Racism and Interculturalism
NDP	National Development Plan
NESC	National Economic and Social Council
NGO	Non-governmental Organisation
NQAI	National Qualifications Authority of Ireland
NZQA	New Zealand Qualifications Authority
OFMDFM	Office of the First Minister and Deputy First Minister (Northern

	Ireland)
ÖIF	Österreichischer IntegrationsFonds (Austrian Integration Fund)
PLC	Post-Leaving Certificate College
QRI	Qualifications Recognition Ireland
RIA	Reception and Integration Agency. Part of the Irish DJELR.
RSA (OCR)	Royal Society of Arts (Oxford Cambridge and RSA) Examinations
SFEU	Scottish Further Education Unit
SIPTU	Services, Industrial, Professional and Technical Union
TEEU	Technical, Engineering and Electrical Union
TESOL	Teaching English for Speakers of Other Languages
Third-country Nationals	Term used to refer to any person who is not a national of an EU Member State.
UCATT	Union of Construction, Allied Trades and Technicians
UK	The United Kingdom of Great Britain (England, Scotland, and Wales) and Northern Ireland.
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
VEC	Vocational Education Committee
WIN	Wet Inburgering Nieuwkomers (Integration of Newcomers Act, the Netherlands 1998)
Work permit	The term used until recently for what is now referred to as an employment permit

APPENDIX C: BIBLIOGRAPHY

Access Ireland. 2005. *Disparate Dublin Women: Learning from a Women's Intercultural Training and Integration Project*. Dublin: Access Ireland.

ACIME [Alto Comissariado para a Imigração e Minorias Etnicas]. 2005. "Portugal Acolhe 465,454 Estangeiros, Brasileiros em Maior Numero". Press Release. Online. Available: <http://www.acime.gov.pt/modules.php?name=News&file=article&sid=863>. 15 May 2006.

Alibhai-Brown, Y. 2003. "Post-Multiculturalism and Citizenship Values." Paper presented at the Immigrant Council of Ireland Conference: Immigration, Ireland's Future, Dublin, 11 December 2003.

Amárach Consulting. 2006. Amárach Consulting poll in: "Prime Time Special: The Time of Our Lives?" RTÉ One, 30 May 2006).

AMEP Research Centre. 2002. *Fact Sheet - the Influences of Prior Learning*. Sydney: NCELTR, Macquarie University.

Amorosino, C. S. 2000. *Adult ESL Language and Literacy Instruction: A Vision and Action Agenda for the 21st Century*. Washington DC: TESOL.

Amt fürmultikulturelle Angelegenheiten, n.d. *Integrationskurse/Wegweiser*. Frankfurt: Amt fürmultikulturelle Angelegenheiten.

ANAEM [Agence Nationale de l'Accueil des Etrangers et des Migrations]. n.d. Online. Available: www.social.gouv.fr/htm/actu/anaem/presentation.htm. 27 June 2006.

———. 2003. *Fact Sheet - Retention of Adult Migrant Learners*.

Annan, K. 2004a. "Europeans Can Only Harm Themselves by Closing Their Doors to Immigrants." *The Irish Times*, 29 January 2004, 16.

———. 2004b. "Annan Urges Europe to Open Doors for Migrants." *Metro Eireann*, February 2004, 6.

Area Development Management Limited. 2002. *Strategies to Promote the Inclusion of Refugees and Asylum Seekers*. Dublin: Area Development Management Limited for the National Development Plan.

Australian Government Initiative on Living in Harmony. n.d. *Diversity Works*. Online. Available: <http://www.harmony.gov.au>. 16 August 2006.

Bach, R. 1999. Paper presented at The AMEP: 50 Years of Nation Building Conference, Melbourne, 10 February 1999.

Barrett, A., A. Bergin, and D. Duffy. 2006 "The Labour Market Characteristics and Labour Market Impacts of Immigrants in Ireland." *The Economic and Social Review* 37, no. 1 (2006): 1-26.

Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration. 2003. "Anforderungen an eine moderne Integrationspolitik: Gemeinsames Positionspapier der in der BAGFW zusammen geschlossenen Spitzenverbände der freien Wohlfahrtspflege und der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration." Berlin: Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration.

———. 2004. *Daten - Fakten - Trends: Einbürgerung*. Edited by Bamberg Europäisches Forum für Migrationsstudien. Bamberg: Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration.

Biao, X. 2005. *Promoting Knowledge Exchange through Diaspora Networks (the Case of People's Republic of China)*. Oxford: ESRC Centre on Migration, Policy and Society, and Asian Development Bank.

Bilgehan, G. 2005. Speech at Integration of Immigrant Women in Europe, Committee on Equal Opportunities for Women and Men, Parliamentary Assembly of the Council of Europe.

Björck, I., and B. Davidsson. 2001. *Sweden: A Pocket Guide: Facts, Figures and Advice for New Residents*. Norrköping: Integrationsverket.

Blaker, J. M., and S. Hardman. 2001. *Jumping the Barriers: Language Learning with Refugee Groups in New Zealand*. Rotorua: IACD.

Böcker, A., B. de Hart, and I. Michalowski. 2004. "Introduction." *IMIS-Beiträge*, no. 24 (2004): 7-13.

Boecker, A., and D. Thränhardt. 2003. "Erfolge und Misserfolge der Integration - Deutschland und die Niederlande im Vergleich." *Aus Politik und Zeitgeschichte B* (2003) no. 26.

Bosswick, W., and F. Heckmann. 2006. *Social Integration of Immigrants: Contribution of Local and Regional Authorities*. Dublin: European Foundation for the Improvement of Living and Working Conditions.

Botkyrka Education and Labour Market Administration. 2003. *Guidelines for the Introduction of Newly Arrived Immigrants in Botkyrka Municipality/Sweden*. Botkyrka: Botkyrka Education and Labour Market Administration.

Brubaker, R. 2001. "The Return of Assimilation? Changing Perspectives on Immigration and Its Sequels in France, Germany and the United States." *Ethnic and Racial Studies* 24, no. 4 (2001) 531-48.

Bundesamt für Migration und Flüchtlinge. 2005. *Concept for a Nation-wide Integration Course*. Edited by Referat Pädagogische Angelegenheiten des Integrationskurses Carola Cichos. Nuremberg: Bundesamt für Migration und Flüchtlinge.

Bundesgesetzblätter II. 2005. *Integrationsvereinbarungs-Verordnung - IV-V BGBl. II Nr. 449/2005 2005-12-27 Anlage B: Deutsch - Integrationskurse*. Vienna: Austrian Government.

Burt, M., and M. Saccomano. 1996. "Evaluating Workplace ESL Instructional Programs." *ERIC Digest*, no. 2 (1996).

Canadian Council for Refugees. 2000. *Canadian National Settlement Service Standards Framework*. Montréal: Canadian Council for Refugees.

Cantle, T. 2001. *Community Cohesion: A Report of the Independent Review Team*. London: UK Home Office.

Carrera, S. 2005. 'Integration' as a Process of Inclusion for Migrants? The Case of Long-Term Residents in the EU. CEPS Working Document, no. 219 (2005).

Castles, S., M Korac, E. Vasta, and S. Vertovec. 2002. *Integration: Mapping the Field: Report of a Project Carried out by the University of Oxford Centre for Migration and Policy Research and Refugee Studies Centre* London: Home Office, Immigration Research and Statistics Service.

Chopin, I., E. J. Tejada, and I. Carles-Berkowitz. 2002. *Towards Equal Treatment: Transposing the Directive - Analysis and Proposals*. European Network Against Racism.

CIC [Citizenship and Immigration Canada]. 1997. *Host Program: Guide for Applicants*. Ottawa: Minister of Public Works and Government Services Canada.

———. 2000. *SAP: Handbook for Service Provider Organizations* Ottawa: Minister of Public Works and Government Services Canada.

———. 2002a. *Language Instruction for Newcomers to Canada (LINC): Handbook for Service Provider Organizations*. Ottawa: Minister for Public Works and Government Services Canada.

———. 2002b. *A Newcomer's Introduction to Canada*. Ottawa: Minister of Public Works and Government Services Canada.

———. 2003a. *Immigrant Occupations: Recent Trends and Issues* Ottawa: Minister of Public Works and Government Services Canada.

———. 2003b. *Immigrant Orientations Towards Sustainability: Evidence from the Canadian World Values Surveys, 1990-2000*. Ottawa: Minister for Public Works and Government Services Canada.

———. 2003c. *Welcome to Canada: What You Should Know*. Ottawa: Minister for Public Works and Government Services Canada.

———. 2003d. *First Steps: An Orientation Package for Newcomers*. Ottawa: Minister of Public Works and Government Services Canada.

———. 2004. *News Release: Enhanced Language Training Helps Immigrants Use Their Skills and Credentials*. Ottawa: Minister for Public Works and Government Services Canada.

———. 2005a. *A Look at Canada*. Ottawa: Minister of Public Works and Government Services Canada.

———. 2005b. *You Asked About... Immigration and Citizenship*. Ottawa: Minister for Public Works and Government Services Canada.

Clarke, A. 2002. *Report of Visit to Lisbon in the Framework of the European Project 'EU Networks on Reception, Integration and Voluntary Repatriation'*.

Collomb-Robert, N. 2002. "Raising the Value of Naturalisation: Evidence and Approaches from Five Countries." Paper presented at the Joint Workshop of the Institute for German Studies, University of Birmingham and the Friedrich-Ebert Stiftung 7-8 March 2002.

Commission of the European Communities. 2003a. *Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on Immigration, Integration and Employment*. COM (2003) 336 final. Brussels: Commission of the European Communities.

———. 2003b. *Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions: Promoting Language Learning and Linguistic Diversity: An Action Plan 2004-2006*. COM(2003) 449 final. Brussels: Commission of the European Communities.

———. 2004. *Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions First Annual Report on Migration and Integration*. COM (2004) 508 final. Brussels: Commission of the European Communities.

———. 2005a. *Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: A Common Agenda for Integration, Framework for*

the Integration of Third-Country Nationals in the European Union. COM (2005) 389 final. Brussels: Commission of the European Communities.

———. 2005b. *Proposal for a Decision of the European Parliament and of the Council Establishing for the Period 2007-2013 the Programme "Citizens for Europe" to Promote Active European Citizenship*. COM(2005) 116 final. Brussels: Commission of the European Communities.

Community Links Integration Project. 2006. *Communities Reaching Out*. Vol. 7. March 2006.

Conroy, P., and A. Brennan. 2003. *Work against Racism: Migrant Workers and their Experiences*. Dublin: The Irish Equality Authority.

Corbel, C. and T. Taylor. 2003. *Online for All? Evaluating Current and Potential Use of Internet-Based Activities for AMEP Students*. Sydney: NCELTR, Macquarie University.

Cork City Council, kNOw Racism, RAPID, Comhairle, and Cork 2005 European Capital of Culture. 2005. *A Newcomers Guide to Cork City*. Cork: Cork City Council, kNOw Racism, RAPID, Comhairle, and Cork 2005 European Capital of Culture. (Also available in French, Russian and Romanian).

Corrêa D'Almeida, A. 2003. *Impacto da Imigração em Portugal nas Contas do Estado*. Lisbon: Observatorio da Imigração.

Cosgrave, C. 2005. *Summary Analysis and Initial Response to the Government's Proposals for an Immigration and Residence Bill*. Dublin: Immigrant Council of Ireland.

———. 2006. *Family Matters: Experiences of Family Reunification in Ireland*. Dublin: Immigrant Council of Ireland.

Council of Europe. 2003. "Council Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents." *Official Journal of the European Union* L 16/44, (23.1.2004).

CSO [Central Statistics Office]. 2005. *Population and Migration Estimates, April 2005*. Dublin: The Stationery Office.

———. 2006a. *Census 2006: Preliminary Report*. Dublin: The Stationery Office.

———. 2006b. *Construction and Housing in Ireland*. Dublin: The Stationery Office.

———. 2007. *Census 2006: Principal Demographic Results*. Dublin: The Stationery Office.

Cudd, A.. 2003. "Contractarianism." In *The Stanford Encyclopedia of Philosophy*. Edited by E. N. Zalta. Stanford: Stanford University Press.

D'Agostino, F. 2003. "Contemporary Approaches to the Social Contract." In *The Stanford Encyclopedia of Philosophy*. Edited by Edward N. Zalta. Stanford: Stanford University Press.

Danish Ministry of Refugee, Immigration and Integration Affairs. 2003. *Citizen in Denmark: A Manual for New Members of Danish Society* (English Version of *Medborger i Danmark*). Copenhagen: Ministry of Refugee, Immigration and Integration Affairs.

———. 2004. *Immigration and Integration Policies in Denmark and Selected Countries*. Copenhagen: The Think Tank on Integration in Denmark.

———. 2005. *A New Chance for Everyone - the Danish Government's Integration Plan*.

De Heer, J-C. 2004. "The Concept of Integration in Converging Dutch Minority and Migration Policies." *IMIS-Beiträge*, no. 24 (2004): 177-88.

De Riva O'Phelan, J., and G. Mawer. n.d. *'More of the Same' Won't Do the Trick: Increasing the Reach of the Adult Migrant English Program*. Sydney: NCELTR, Macquarie University.

Deasy, J. 2006. *Eleventh Report, Report on Migration: An Initial Assessment of the Position of European Union Migrant Workers in Ireland post 2004*. Dublin: Houses of the Oireachtas, Joint Committee on European Affairs.

Department of the Taoiseach. 2003. *Sustaining Progress: Social Partnership Agreement 2003-2005*. Dublin: The Stationery Office.

———. 2006. *Towards 2016: Ten-Year Framework Social Partnership Agreement 2006-2015*. Dublin: The Stationery Office, 2006.

DES [Department of Education and Science]. 2006. "Hanafin Launches Irish Language Section of Metro Eireann newspaper." Press Release. 29 March 2006.

———. 2000. *Learning for Life: White Paper on Adult Education*. Dublin: The Stationery Office.

———. 2002. *Promoting Anti-Racism and Interculturalism in Education - Draft Recommendations Towards a National Action Plan*. Dublin: The Stationery Office.

DETE [Department of Enterprise, Trade and Employment]. n.d. *Guide to Employment Rights Information*. Dublin: DETE. Also available in Chinese,

Czech, Hungarian, Irish, Latvian, Lithuanian, Polish, Portuguese, Romanian and Russian.

———. 2005. "Work Permit Statistics." (Private correspondence with DETE).

Deutsch-französischer Ministerrat. 2006. *Europa der Chancengleichheit: Integration ist Zukunft*. Ministerratsdokument Themenbereich Integration. Berlin: Deutsch-französischer Ministerrat.

DGJHA. [Directorate-General Justice and Home Affairs: European Commission]. 2003. "6th Immigration and Asylum Committee: Integration of Immigrants; Draft Final Synthesis Report of Answers Received to the Commission Questionnaire (Migrapol 9) on Policies Concerning the Integration of Immigrants." *MIGRAPOL 21 rev1*. Edited by Unit A/2 Immigration and Asylum Directorate A.

Diakonisches Werk der Evangelischen Kirche in Deutschland. 2006. *"Einbürgerung rechtsstaatlich gestalten: Zur angemessenen Umsetzung von Art. 10 Staatsangehörigkeitsgesetz."* Positionspapier des Diakonischen Werkes der EKD e.V. Berlin: Diakonisches Werk der Evangelischen Kirche in Deutschland.

DIMIA [Department of Immigration and Multicultural and Indigenous Affairs] 2003. *Report of the Review of Settlement Services for Migrants and Humanitarian Entrants*. Canberra: DIMIA.

———. 2006. *National Report: Settlement Needs of New Arrivals 2006*. Canberra: DIMIA.

Diversity Works. 2005a. *Managing Cultural Diversity: A Guide to Resources for Educators and Managers Working in Vocational Education and Training*. Canberra: Commonwealth of Australia.

———. 2005b. *Diversity: A Way of Life. Participant Workbook*. Canberra: Commonwealth of Australia.

DJELR [Department of Justice, Equality and Law Reform]. 2005a *Immigration and Residence in Ireland: Outline Policy Proposals for an Immigration and Residence Bill. A Discussion Document*. Dublin: The Stationery Office.

———. 2005b *Planning for Diversity - the National Action Plan against Racism, 2005-200*. Dublin: The Stationery Office.

———. 2005c Speech by Minister at the opening of the EU seminar on "Mainstreaming - a critical tool for successful integration". Press Release. 4 October 2005.

———. 2006a. "Nationality of Applicants Given Leave to Remain under IBC/05". Press Release. 1 May 2006.

———. 2006b *Scheme for an Immigration, Residence and Protection Bill - September 2006*. Dublin: DJELR.

Doyle, N., G. Hughes, and E. Wadensjö. 2006. *Freedom of Movement for Workers from Central and Eastern Europe: Experiences in Ireland and Sweden*. Stockholm: Swedish Institute for European Policy Studies.

Dustmann, C., and F. Fabbri. 2000. *Language Proficiency and Labour Market Performance - the Experience of Immigrants to the UK. Discussion Paper Series, no. 156* (2000). Bonn: IZA [Forschungsinstitut zur Zukunft der Arbeit].

Dutch Presidency of the European Union. 2004. *Integration Policy Conference Conclusions*. Groningen: Dutch Presidency of the European Union.

EGFSN [Expert Group on Future Skills Needs]. 2007. *Tommorrow's Skills: Towards a National Skills Strategy*. 5th Report. Dublin: EGFSN.

Ejorh, T. 2006. *Inclusive Citizenship in 21st Century Ireland: What Prospects for the African Immigrant Community?* Dublin: Africa Centre.

Ellis, D. 2005. *Employment Rights Explained*. 3rd ed. Dublin: Comhairle.

Emigrant Advice. 2006. *Living in Ireland - A Guide for New Residents*. Dublin: Emigrant Advice (Also available in Polish).

Entzinger, H., and R. Biezeveld. 2003. *Benchmarking in Immigrant Integration*. Edited by European Commission, DG JAI-A-2/2002/006. Rotterdam: ERCOMER Erasmus Universiteit.

EU Networks on Reception, Integration and Voluntary Repatriation. 2001. *Report of the Meeting European Cooperation on Language Tuition: Exchange of Ideas and Future Planning*. Lisbon: European Refugee Fund.

Eurydice. 2004. *Integrating Immigrant Children into Schools in Europe*. Brussels: Eurydice.

Fahey, Frank. 2006. Address by Minister of State Frank Fahey at the Launch of the Irish Hospitality Institute Diversity Awards 2006. Online. Available: www.justice.ie. 25 April 2006.

FÁS [Training and Employment Authority]. 2005a. *Building on Our Vision: FÁS Statement of Strategy 2006-2009*. Dublin: FÁS.

———. 2005b *FÁS Training Strategy* October. Dublin: FÁS.

———. 2007 *FÁS Quarterly Labour Market Commentary: First Quarter 2007*. Dublin: FÁS.

- FÁS and EURES. 2006. *Ireland: Your Guide to a New Beginning*. Dublin: FÁS and EURES.
- Feik, R. 2003. "Verpflichtende Integrationskurse in der EU." *Migralex* 2. (2003).
- Fermin, A. 2001 *The Justification of Mandatory Integration Programmes for New Immigrants: Summary of the Dutch Report 'Verplichte Inburgering van Nieuwkomers'*. Utrecht: Utrecht University, ERCOMER Research Paper 2001/01.
- Finnish Ministry of Labour, Integration and Work Permits. n.d.(a). *The Integration of Immigrants in Finland*. Helsinki: Finnish Ministry of Labour, Integration and Work Permits.
- . n.d.(b). *The Immigrants' Integration Book*. Helsinki: Finnish Ministry of Labour, Integration and Work Permits.
- . 2003. *A Home in Finland: Information for Immigrants about Living, Studying and Social Security*. Helsinki: Finnish Ministry of Labour, Integration and Work Permits.
- FIRST. [Focus Institute on Rights and Social Transformation]. 2004. *Strength in Diversity? Multiculturalism Reassessed*. Ref: PB/003. Trowbridge: FIRST.
- FitzGerald, J. (ESRI). Irish Social Policy Association Spring Seminar: Ireland's Demographic Structure: Forthcoming Developments and their Policy Implications DIT, Dublin, 3 April 2006.
- Ford Foundation. 1990. *Changing Relations: Newcomers and Established Residents in U.S. Communities*. New York: Ford Foundation.
- Forum on the Workplace of the Future. 2005. *Working to Our Advantage: A National Workplace Strategy*. Dublin: National Centre for Partnership and Performance.
- Friesen, C. and J. Hyndman. 2005. *A System in Crisis: Inter-Provincial Report Card on Language and Settlement Services for Immigrants in Canada*. Vancouver: Simon Fraser University.
- Frith, R. 2003. "Citizenship of Canada Act: Strengthening the Value of Our Citizenship." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).
- Garcea, J. 2003. "The Construction and Constitutionalization of Canada's Citizenship Regime: Reconciliation of Diversity and Equality." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).
- Goodhart, D. 2006. *Progressive Nationalism: Citizenship and the Left*. Demos.

Graddol, D. 2006. *English Next: Why Global English May Mean the End of 'English as a Foreign Language'*. London: British Council.

Greenberg, E., R. F. Macías, D. Rhodes, and T. Chan. 2001 *English Literacy and Language Minorities in the United States*. National Center for Education Statistics, US Department of Education.

Guibentif, P. 2004. *Reception and Integration of Newly Arrived Immigrants: Synthesis Report, France*. European Commission DG Employment, Social Affairs and Equal Opportunities Peer Review in the Field of Social Inclusion Policies.

Hald A., S., E. Heinesen, and L. Husted. 2005. *Benchmarking Analysis of Danish Municipalities' Integration Policies in the Period 1999-2002*. Copenhagen: AKF.

Halkett, G., and L. M. 2005a. *The Big Picture: Materials and Resources for ESOL Tutors*. Dublin: National Adult Literacy Agency.

———. 2005b *The Big Picture 2: Materials and Resources for ESOL Tutors*. Dublin: National Adult Literacy Agency.

Hand, C., and M. Shanahan. 2005. *Skills Needs in the Irish Economy: A Submission by the Expert Group on Future Skills Needs and Forfás to the Minister for Enterprise, Trade and Employment*. Dublin: Expert Groups on Future Skills Needs.

Handoll, J. 2002. "The Migrant as Citizen? Long-Term Resident Migrants in the European Union." Paper presented at the European Union Law and Policy on Immigration and Asylum 2002.

Healy, C. 2006. "Foreigners of This Kind:' Chilean Refugees in Ireland, 1973-1990." *Irish Migration Studies in Latin America* 4:4 (2006).

Hick, A. 2003 (Rapporteur Pariza Castaños). *Opinion of the European Economic and Social Committee on Access to European Union Citizenship, Own-Initiative Opinion*. Brussels: European Economic and Social Committee, Soc/141 European Citizenship Cese 593/2003 En/O, 2003.

Holland, K. 2006 "State and Business Faulted on Immigrant Response." *The Irish Times*, 13 March 2006.

Holmquist, K. 2006a "What Will It Mean to Be Irish Two Decades into the 21st Century?" *The Irish Times*, 11 March 2006.

———. 2006b. "No Irish Need Apply?" *The Irish Times*, 11 March 2006.

———. 2006c. "Finding a Middle Way between 'Multiculturalism' and 'Assimilation'." *The Irish Times*, 13 March 2006, 15.

———. 2006d "‘I Think the Government Was Hoping We Would Leave.’" *The Irish Times*, 14 March 2006, 15.

Home Office on behalf of the Life in the United Kingdom Advisory Group. *Life in the United Kingdom: A Journey to Citizenship*. 7th ed. Norwich: The Stationery Office, 2006.

Home Office. 2004. *UK National Integration Conference: What Works Locally? Balancing National and Local Policies*. London: Home Office.

Houses of the Oireachtas, Joint Committee on Education and Science. 2004. *The Provision of Educational Services in a Multi-Ethnic/Multicultural Society*.

Hughes, G., and E. Quinn. 2004. *The Impact of Immigration on Europe's Societies: Ireland*. Dublin: ESRI and the European Migration Network.

Ibbitson, J. 2006. "Weak Bonds, Strong Society." *The Irish Times*, 13 March 2006, 15.

Immigrant Council of Ireland. 2005. *Background Information and Statistics on Immigration to Ireland*. Dublin: Immigrant Council of Ireland.

Immigration New Zealand. *Living in New Zealand - a Guide for Migrants*. n.d. Online. Available: <http://www.immigration.govt.nz/migrant/settlementpack/>. 16 June 2006.

Instituto do Emprego e Formacao Profissional. n.d. "Programa 'Portugal Acolhe.'" Online. Available: http://portal.iefp.pt/portal/page?_pageid=117,106131&_dad=gov_portal_iefp&_schema=GOV_PORTAL_IEFP. 15 May 2006.

Integrate Ireland Language and Training. 2001. *European Language Portfolio/Portfolio Européen Des Langues: Reception 1: Learning the Language of the Host Community*. Dublin: Council of Europe.

———. 2003. *Anseo: English for Living in Ireland*. Dublin: Integrate Ireland Language and Training.

Integrating Ireland. 2003. *Strategic Plan 2003-2006*. Dublin: Integrating Ireland.

———. 2005. *Submissions in Response to Department of Justice, Equality & Law Reform Outline Proposals for an Immigration & Residence Bill in Ireland*. Dublin: Integrating Ireland.

Integrationsverket 2004. *Introduktion för Nyanlaenda Invandrare*. Stockholm: Integrationsverket.

Interact II, Valuing Diversity in the Workplace. "Various Reports." In *EQUAL community initiative*. Dublin, 2000-2005. Online. Available: www.equal-ci.ie/2000/proj/interact.html. 15 June 2006.

ICMPD [International Centre for Migration Policy Development]. 2005. *Integration Agreements and Voluntary Measures: Compulsion or Voluntary Nature - Comparison of Compulsory Integration Courses, Programmes and Agreements and Voluntary Integration Programmes and Measures in Austria, France, Germany, the Netherlands and Switzerland*. Vienna: ICMPD.

International Institute of Boston, and Immigration and Refugee Services of America. n.d. *Mental Health and the ESL Classroom: A Guide for Teachers Working with Refugees*. Boston: Office of Refugee Resettlement.

IOM [International Organization for Migration]. 2002. *International Comparative Study of Migration Legislation and Practice*. Dublin: Irish Department of Justice, Equality and Law Reform.

IVEA [Irish Vocational Education Association]. 2006a. "ESOL Provision for Migrant Workers." Press Release. 10 March 2006.

———. 2005. *Pilot Framework for Educational Provision in the Vocational Education Sector for Migrant Workers with English Language Needs. Vol. IV - English Language Provision for Migrant Workers*. Dublin: IVEA Working Group.

———. 2006b Presentation at Towards an English Language Policy for Adult Newcomers, Working Seminar, May 2006.

IWGIRI [Interdepartmental Working Group on the Integration of Refugees in Ireland]. 1999. *Integration: A Two Way Process*. Dublin: Department of Justice, Equality and Law Reform.

Jedwab, J. 2003. "Social Confusion: The Decline of 'Cohesionism' in Canada and Its Lessons for the Study of Citizenship." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).

Jones, H. C., C. P. Polo, F. Pissart, T. Timmermans and S. Pittam. 2005. *Beyond the Common Basic Principles on Integration: The Next Steps*. Brussels: EPC/KBF Multicultural Europe Team: European Policy Centre & King Baudouin Foundation.

kelleherassociates. 2004. *Voices of Immigrants: The Challenges of Inclusion*. Dublin: Immigrant Council of Ireland.

Kelly, N. 2004. *Work Permits in Ireland: A Recommendation for Change, Briefing Paper 1*. Dublin: Migrant Rights Centre Ireland.

Kenny, C. 2003. *Handbook on Immigrants' Rights and Entitlements in Ireland*. Dublin: Immigrant Council of Ireland.

- Kerr, G. 2004. *Evaluation Framework for CIC's Settlement Programs*. Ottawa: CIC.
- Kheimets, N. G., and A. D. Epstein. 2005. "Adult Language Education in a Multilingual Situation: The Post-Soviet Immigrants in Israel." *Adult Education in Israel* 8 (2005): 40-65.
- King, L., ed. 2003. *Education in a Multilingual World: UNESCO Education Position Paper*. Paris: UNESCO.
- Klein, S., R. Bugarin, R. Beltranena, and E. McArthur. 2004. *Language Minorities and Their Educational and Labor Market Indicators - Recent Trends. Statistical Analysis Report*. Washington DC: National Centre for Education Statistics, US Department of Education.
- Kymlicka, Will. 2003. "Introduction." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).
- Lally, C. 2006a. "Increase in Number of Poles Availing of Repatriation Scheme." *The Irish Times*, 7 August 2006, Frontpage.
- . 2006b "Nearly 550 Brazilians Refused Entry So Far This Year." *The Irish Times*, 7 August 2006, 6.
- Laukkanen, M. E., and F. Twomey. *Open Door Information and Services Directory for Immigrants and Ethnic Minorities in the Clondalkin and Dublin Area*. Dublin: Clondalkin Partnership.
- Lentin, R., ed. 1998. *The Expanding Nation: Towards a Multi-Ethnic Ireland: Proceedings of a Conference Held in Trinity College Dublin*. Vol. I. Dublin: The Irish Times.
- Lentin, R. 2001. "Responding to the Racialisation of Irishness: Disavowed Multiculturalism and Its Discontents." *Sociological Research Online* 5, no. 4 (2001).
- Lesovitch, L. 2005. *Roma Educational Needs in Ireland: Context and Challenges*. Dublin: City of Dublin VEC, Pavee Point Travellers Centre and the Roma Support Group.
- Lindell, M., and M-L. Stenstroem. 2004. "Across Conceptual Models and Practices: Workplace Learning in Higher Vocational Education in Sweden and Finland." *bwp@*, no. 7 (2004).
- Little, D., 2000. *Meeting the Language Needs of Refugees in Ireland, RLSU Occasional Papers No. 1*. Dublin: University of Dublin Trinity College Refugee Language Support Unit.

Little, D. and B. Lazenby Simpson. 2004. *Annual Activities Report*. Dublin: Integrate Ireland Language and Training, 2005.

Lowry, H. 2006. *Realising Integration: Creating the Conditions for Economic, Social, Political and Cultural Inclusion of Migrant Workers and their Families in Ireland*. Dublin: Migrant Rights Centre Ireland.

Lucassen, L. 2002. "Paths of Integration: Similarities and Differences in the Settlement Process of Immigrants in Europe, 1880-2000." Position Paper: Centrum voor de Geschiedenis van Migranten, Internationaal Instituut voor Sociale Geschiedenis.

Maas, U., and U. Mehlem. 2003. "Qualitätsanforderungen für die Sprachförderung im Rahmen der Integration von Zuwanderern." *IMIS-Beiträge 21*. Osnabrück: Institut für Migrationsforschung und Interkulturelle Studien der Universität Osnabrück.

Mac Éinrí, P. 2002. "Beyond Tolerance: Towards Irish Models of Multiculturalism?" Paper presented at the Merriman Summer School, Clare, Ireland.

———. 2003. "International and National Migration." Paper presented at the Immigrant Council of Ireland Conference: Immigration, Ireland's Future, Dublin, 11 December 2003.

Mac Éinrí, P., and P. Walley. 2003. *Labour Migration into Ireland: Study and Recommendations on Employment Permits, Working Conditions, Family Reunification and the Integration of Migrant Workers in Ireland*. Dublin: Immigrant Council of Ireland.

Marlowe, L. 2006. "The 'Social Lift' That Never Arrived for France's Minorities." *The Irish Times*, 13 March 2006.

Martin, S. 1999. *New Life New Language: The History of the Adult Migrant English Program*. Sydney: NCELTR, Macquarie University.

Masters, J., D. E. Murray, and R. Lloyd. 2005. *Recruitment of Volunteer Home Tutors for the AMEP Home Tutor Scheme: Strategies to Improve Recruitment. A Report for the Department of Immigration and Multicultural and Indigenous Affairs, Based on Recommendation 50 of the Report of the Review of Settlement Services for Migrants and Humanitarian Entrants*. Sydney: NCELTR, Macquarie University.

Mavrommatis M. 2006. Report for the creation of a European Indicator of Language Competence adopted in Plenary, 27 April 2006.

Mayo Citizens Information Service. 2005. *Coming to Live in Mayo*. Mayo: Mayo Citizens Information Service.

Michalowski, I. 2004a. *An Overview on Introduction Programmes for Immigrants in Seven European Member States*. The Hague: Adviescommissie voor Vreemdelingenzaken.

———. 2004b “Integration Programmes for Newcomers - a Dutch Model for Europe?” *IMIS-Beiträge*, no. 24 (2004): 163-76.

Millbank, A., J. Phillips, and C. Bohm. 2006. *Australia's Settlement Services for Refugees and Migrants*. Canberra: Parliament of Australia Parliamentary Library.

Ministry of Foreign Affairs of Denmark. 2006 *Integration in Denmark*. Copenhagen: Ministry of Foreign Affairs.

Minns, C. 2005. “Immigration Policy and the Skills of Irish Immigrants: Evidence and Implications.” Paper presented at the Statistical and Social Inquiry Society of Ireland, 24 February 2005.

Moriarty, M. 2006. “One Chance to Get It Right for Foreign Pupils in Irish Schools.” *The Irish Independent*, 02 May 2006.

Morris, K., and D. Speirs. 2006. *Changing Ireland*. Dublin: NCCRI and Equality Commission for Northern Ireland.

Morrison, B. A. 2003. “Immigration to Ireland - Learning from America's Experience.” Paper presented at the Immigrant Council of Ireland Conference: Immigration, Ireland's Future, Dublin, 11 December 2003.

Murphy, S., and J. Forde. 2005. *Assessing Best Practice in Immigrant Visa Processing*. Dublin: Chambers Ireland.

Mutwarasibo, F. and M. McCarthy. 2002. *Making Connections: A Community Directory for the Canal Communities Partnership Area*. Edited by Know Racism and the National Development Plan. Dublin: Canal Communities Partnership.

———. 2002. *Step by Step: An Information Resource for Members of the New Communities*. Dublin: Canal Communities Partnership.

MWB Educational Consultants Inc. n.d. *Best Practice Features of Quality LINC Programs*. Ottawa: The Ontario Region LINC Advisory Committee.

NALA [National Adult Literacy Agency]. 2003. *English for Speakers of Other Languages: Policy Guidelines and Supports for V.E.C. Adult Literacy Schemes*. Dublin: NALA.

NALA and ESOL. 2006. Building Skills Conference. Dublin, May 2006.

National Center for ESL Literacy Education. 2001. “Proceedings of the National Symposium on Adult ESL Research and Practice.” Paper presented at the

National Symposium on Adult ESL Research and Practice, S. Dillon Ripley Center, Washington DC, September 4-7 2001.

National Council for Curriculum and Assessment. 2005a. *Intercultural Education in the Post-Primary School*. Dublin: National Council for Curriculum and Assessment.

———. 2005b. *Intercultural Education in the Primary School*. Dublin: National Council for Curriculum and Assessment.

National Council for Vocational Awards. 2001. "Module Descriptor: Appreciation of Irish Culture. Level [5], D20173." Dublin: National Council for Vocational Awards.

NESC [National Economic and Social Council]. 2003. *An Investment in Quality: Services, Inclusion and Enterprise*. Dublin: The National Economic and Social Council.

———. 2006a. *NESC Strategy 2006: People, Productivity and Purpose*. Dublin: The National Economic and Social Council.

———. 2006b *Migration Policy: NESC Report No. 115*. Dublin: National Economic & Social Development Office.

NESC [National Economic and Social Council] and IOM [International Organization for Migration]. 2006. *Managing Migration in Ireland: A Social and Economic Analysis: NESC Report No. 116*. Dublin: NESC and IOM.

National Immigration Forum, Community Resource Bank. 2005 "Success Stories: Illinois Takes Leadership Role on Immigrant Integration." Washington DC: National Immigration Forum.

National Institute for Literacy. 2006. "English as a Second Language Literacy Facts 2006." Online. Available: www.nifl.gov/nifl/facts/esl.html. 7 September 2006.

National Working Group on Small Centre Strategies. 2005 *Attracting and Retaining Immigrants: Toolbox of Ideas for Smaller Centres*. 1st ed. Victoria, BC: The Government of Canada.

NCB Stockbrokers. 2006. *2020 Vision: Ireland's Demographic Dividend*. Dublin: NCB Stockbrokers.

NCCRI, the Equality Commission for Northern Ireland and the National Action Plan against Racism. 2005. *Seeking Advice and Redress against Racism in Ireland: An Information Handbook*. Dublin: NCCRI.

New Zealand Department of Immigration. 2004. *A Future Together: The New Zealand Settlement Strategy in Outline*. Auckland: New Zealand Department of Immigration.

New Zealand Federation of Voluntary Welfare Organisations & PriceWaterhouseCoopers. 2004. *Counting for Something: Value Added by Voluntary Agencies, the VAVA Project*. Wellington: New Zealand Federation of Voluntary Welfare Organisations & PriceWaterhouseCoopers.

New Zealand Government. 2004. *New Zealand Settlement Strategy: Feedback from the Initial Dialogue with Stakeholders*. Auckland: New Zealand Government.

New Zealand Immigration Service. n.d. *English Language Information*. Auckland: New Zealand Immigration Service.

Nicola, S. 2006. "Europe Struggles with Migration." Online. Available: <http://www.upi.com/InternationalIntelligence/view.php?StoryID=20060323-054149-7956r>. 23 March 2006.

Niessen, J., and Yongmi S. 2004. *Handbook on Integration for Policy-Makers and Practitioners*. Brussels: European Commission Directorate-General for Justice, Freedom and Security.

Nolan, G. 1997 "The Education of Refugee Children." Unpublished M.Ed. thesis. Dublin: University College Dublin.

Norwegian Ministry of Labour and Social Inclusion. "The Government's Integration and Diversity Policies 2005." Online. Available: www.dep.no/krd/english/doc/handbooks/016101-120005/dok-bn.html. 24 March 2006.

Norwegian Ministry of Local Government and Regional Development. 2003. *Information on Norwegian Refugee and Immigration Policies*. no. 1 (2003).

———. 2004. *Report No. 49 to the Storting (2003-2004): Diversity through Inclusion and Participation - Responsibility and Freedom*. Oslo: Norwegian Ministry of Local Government and Regional Development.

Noy, S. 2001. *The Special PREP Program: Its Evolution and Its Future: A Descriptive Report and Evaluation of the Special Preparatory Program*. Edited by AMEP Research Centre. Sydney: NCELTR, Macquarie University.

NQAI. 2004. *National Policy Approach to the Recognition of International Awards in Ireland*. Dublin: NQAI.

O'Brien, C. 2004. "All This Will Enrich the Culture'." *The Irish Times*, 10 May 2004, 15.

———. 2006. "Rise in East European Migrants." *The Irish Times*, 13 March 2006.

O'Donoghue, S. 2004. *Private Homes: A Public Concern. The Experience of Twenty Migrant Women Employed in the Private Home in Ireland*. Dublin: Migrant Rights Centre Ireland.

Oasis Information on Public Services. "Moving to Ireland." Online. Available: http://www.oasis.gov.ie/moving_country/moving_to_ireland/, 12 April 2006.

OFMDFM [Office of the First Minister and Deputy First Minister]. 2005. *A Racial Equality Strategy for Northern Ireland, 2005-10*. Belfast: OFMDFM.

Olayisade, F. A.. 2002. *Black Immigrant Churches in the Republic of Ireland*. Belfast: Irish Council of Churches.

ORAC [Office of the Refugee Applications Commissioner]. 2005. *Annual Statistics*. Dublin: ORAC.

———. 2006. *Monthly Statistics*. Dublin: ORAC.

Österreichischer IntegrationsFonds. 2006. *Integration Agreement*. Vienna: Österreichischer IntegrationsFonds.

Palmer, D. L. 2000. *Canadian Attitudes and Perceptions Regarding Immigration: Relations with Regional Per Capita Immigration and Other Contextual Factors* Edited by Planning and Research Strategic Policy. Ottawa: Minister for Public Works and Government Services Canada.

Parekh, B. 2000. *Report of the Commission on the Future of Multi-Ethnic Britain*. London: The Runnymede Trust.

Pavlidis, M., and E. Poulelli. 2002. *Report of Visit to London in the Framework of the European Project "EU Networks on Reception, Integration and Voluntary Repatriation"*.

Pawlikowska-Smith, G. 2000. *Canadian Language Benchmarks 2000: English as a Second Language - for Adults*. Ottawa: Centre for Canadian Language Benchmarks.

Penninx, R. 2004. "The Logic of Integration Policies: An Exercise in Policy Thinking." Paper presented at the CEDEM, University of Liège, 29 January 2004.

Penninx, R. 2005. "Integration of Migrants: Economic, Social, Cultural and Political Dimensions." In *The New Demographic Regime: Population Challenges and Policy Responses*, edited by Miroslav Macura, Alphonse MacDonald and Werner Haug, 137-51. Geneva: United Nations.

- Perrault, G. 2006. "Pour François Bayrou, «l'immigration choisie est un leurre»." *Le Figaro*, 23 February 2006.
- Piola, C. 2005. "L'immigration Européenne en Irlande, 1973-2002." *Études Irlandaises: L'Irlande et L'Europe* 30, no. 2 (2005): 107-24.
- Pluymen, M. 2004. "Exclusion from Social Benefits as an Instrument of Migration Policy in the Netherlands." *IMIS-Beiträge*, no. 24 (2004): 75-85.
- Portuguese Refugee Council. 2001. *Update on Language Tuition Activities*. Lisbon: Portuguese Refugee Council.
- QE5 Ltd. 2004. *Training Needs Assessment of Adult Resettled Refugees in Ireland*. Dublin: MORE Project.
- Qualifications Recognition - Ireland. 2004. *National Policy Approach to the Recognition of International Awards in Ireland*. Dublin: Qualifications Recognition - Ireland.
- Quinn, E. 2005. *Migration and Asylum in Ireland: Summary of Legislation, Case Law and Policy Measures and Directory of Organisations, Researchers and Research*. Dublin: Economic and Social Research Institute & European Migration Network.
- . 2006a *Policy Analysis Report on Asylum and Migration: Ireland Mid-2004 to 2005*. Edited by European Migration Network. Dublin: European Commission DGJFS and DJELR Ireland.
- . 2006b. "Managed Migration and the Labour Market - the Health Sector in Ireland." Edited by European Migration Network. Dublin: Economic and Social Research Institute.
- Ramboell Management. 2003. *Integration - Var God Droej*. Stockholm: Ramboell Management.
- Reception and Integration Agency, Irish Department of Justice, Equality and Law Reform. "Integration 2006" Online. Available: <http://www.ria.gov.ie/integration/>. 27 March 2006.
- Reception and Integration Agency, Irish Department of Justice, Equality and Law Reform & MORE project. 2005. *The Beginner's Guide to Ireland*. Dublin: RIA.
- Redmond, D., and P. Butler. 2003. *Promoting an Intercultural Workplace: Building on Diversity: Report on the Experience of Irish and Migrant Workers*. Edited by Interact Project. Dublin: Nexus Research Cooperative.
- Refugee Resettlement Advisory Council. 1999. *Community Input Guide*. Canberra: Refugee Resettlement Advisory Council.

Reid, L. 2006. "Taoiseach Calls on Citizens to Do More for Society." *The Irish Times*, 10 April 2006, 1.

Rhode Island Practitioner Inquiry Projects. "Final Project Reports 2001/2002" Online. Available: www.brown.edu/Departments/Swearer_Center/Literacy_Resources/. 7 September 2006.

Rieder, M. 2004. "Die Grenzen von Zwangskursen und Standardisierten Tests: Sprachen- und Integrationspolitik in Österreich." *Navigar*. 2004.

Robinson, M. 2003. "Immigrants: Valuing Diversity." Paper presented at the Immigrant Council of Ireland Conference: Immigration, Ireland's Future, Dublin, 11 December 2003.

Rohsmann, K. 2003. "Die "Integrationsvereinbarung" der FremdenGesetzNovelle 2002: Integrationsförderung durch Sprach(Kurs)Zwang?" Diplomarbeit Masters Level, Universität Wien.

Roma Support Group. n.d "Roma Employment Agency." Online. Available: <http://www.romasupport.ie/>. 7 July 2006.

Ruddick, E. 2000 *Measuring Performance*. Ottawa: Minister for Public Works and Government Services Canada.

Ruddock, P. 1999. Paper presented at The AMEP: 50 Years of Nation Building Conference, Melbourne, 10 February 1999.

Ruhs, M. 2004. *Ireland: A Crash Course in Immigration Policy*. Oxford: Centre on Migration, Policy and Society.

———. *Managing the Immigration and Employment of Non-EU Nationals in Ireland: Studies in Public Policy*. 2005. Dublin: Policy Institute, Trinity College in association with COMPAS.

Rummens, J. A. 2003. "Transcending Diversity: Envisioning Shared Citizenship." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).

Saloojee, A 2003. "Social Inclusion and Democratic Citizenship." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).

Sassen, S. 2004. "The Migration Fallacy." *The Financial Times*, 27 December 2004.

Schugurensky, D. 2003. "Civic Participation: On Active Citizenship, Social Capital and Public Policy." *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).

Scottish Refugee Integration Forum. 2003. *Action Plan* Glasgow: Stationery Office.

Seiler, M., ed. 2006. *Blickpunkt Integration, 01/2006*. Nuremberg: Bundesamt für Migration und Flüchtlinge.

Shameen, N., K. McDermott, J. Martin Blaker, and J. Carryer 2002. *Through Language to Literacy: A Report on the Literacy Gains of Low-Level and Pre-Literate Adult ESOL Learners in Literacy Classes*. Auckland: National Association of ESOL Home Tutor Schemes Inc, School of English and Applied Linguistics UNITEC Institute of Technology, and Centre for Refugee Education Auckland University of Technology.

Sheridan, K. 2004a. "Grateful to God and Roscommon." *The Irish Times*, 10 May 2004, 15.

———. 2004b. "What They Have They Share." *The Irish Times*, 11 May 2004, 15.

———. 2004c. "Why Beg? It's So Embarrassing'." *The Irish Times*, 13 May 2004, 17.

Smith, C., K. Harris, and S. Reder. 2005. *Applying Research Findings to Instruction for Adult English Language Students*. National Center for the Study of Adult Learning and Literacy.

Smyth, K., and J. Whyte. 2005. *Making a New Life in Ireland: Lone Refugee and Asylum-Seeking Mothers and their Children*. Dublin: Trinity College Dublin Children's Research Centre and Vincentian Refugee Centre.

SOPEMI. 2005. *Report to the OECD on Migration and Integration – Denmark*. SOPEMI

Spanish Council of Ministers 2001. *Programa Global de Regulación y Coordinación de la Extranjería y la Inmigración*. Madrid: Spanish Council of Ministers.

Spencer, S. 2004 "Achieving the Social Inclusion of Migrants." Paper presented at the Irish Presidency Conference on Reconciling Mobility and Social Inclusion - the Role of Employment and Social Policy, Dublin 2004.

Spencer, S., and A. di Mattia. 2004 "Introductory Programmes and Initiatives for New Migrants in Europe." *Policy Briefs for the Ministerial Integration Conference on "Turning Principles into Actions."* Groningen: The Netherlands' Ministry of Justice and the Migration Policy Institute.

Spolsky, B. and E. Shohamy. 1996. *National Profiles of Languages in Education: Israel: Language Policy*. Ramat Gan: Language Policy Research Center.

———. 1997 “Language in Israeli Society and Education.” (Draft version of paper to appear in the *International Journal of the Sociology of Language*) (1997).

Spruck W. H., and J. Strawn. 2003. “A Chance to Earn, a Chance to Learn: Linking Employment and English Training for Immigrants and Refugees New to English.” *Focus on Basics* 8 (2003).

Sriskandarajah, D., L. Cooley, and H. Reed. 2005 *Paying Their Way: The Fiscal Contribution of Immigrants in the UK*. London: Institute for Public Policy Research.

State of Illinois, Illinois Coalition for Immigrant and Refugee Rights, National Immigration Forum and Migration Policy Institute. 2005. *Illinois New Americans Immigrant Policy Executive Order: From Newcomers to New Americans: A Proactive Illinois Response to Our Changing Demographics*. Chicago: State of Illinois.

Statistics Canada, Special Surveys Division. 2005. *Longitudinal Survey of Immigrants to Canada: A Portrait of Early Settlement Experiences*. Ottawa: Minister of Industry.

Stevens, D. *Research Project into Aspects of the Religious Life of Refugees, Asylum Seekers and Immigrants in the Republic of Ireland*. Belfast: Irish Council of Churches.

Stewart, J. 2006. *CDVEC Education Plan, 2006-2011*. Dublin: City of Dublin Vocation Education Committee.

Süssmuth, R. and W. Weidenfeld, eds. 2005. *Managing Integration: The European Union's Responsibilities Towards Immigrants*. Washington: Migration Policy Institute and the Bertelsmann Foundation.

Terrill, L. 2001., *Activities for Integrating Civics into Adult English Language Learning*. National Center for ESL Literacy Education.

Tertiary Education Commission. 2006. *English for Migrants Course Information for the Auckland Region*. Auckland: Tertiary Education Commission.

Irish Equality Authority. 2002. *Building an Intercultural Society: Submission for the Preparation of a National Action Plan*. Dublin: The Irish Equality Authority.

Netherlands' Ministry of Justice and the Migration Policy Institute. 2004. *Policy Briefs for the Ministerial Integration Conference on "Turning Principles into Actions*. Groningen: Netherlands' Ministry of Justice and the Migration Policy Institute.

Ugba, A. 2005 “Active Civic Participation of Immigrants in Ireland.” *POLITIS*. Oldenburg: Carl von Ossietzky Universität Oldenburg, 2005.

Ullman, C. 1997. *Social Identity and the Adult ESL Classroom*. Tucson: University of Arizona.

United Nations General Assembly. 1985. *Declaration on the Human Rights of Individuals Who Are Not Nationals of the Country in Which They Live*. Resolution 40/144, 1985.

United Nations General Assembly. 2006. *International Migration and Development: Report of the Secretary-General*. New York: United Nations.

Verdonk, R. 2004 Opening Speech at the Integration Conference, Turning Principles into Action, Groningen, 2004.

Voluntary Sector Task Force. 2001. *An Accord between the Government of Canada and the Voluntary Sector*. Ottawa: Government of Canada.

Voyer, J. P. 2003. "Diversity without Divisiveness: A Role for Social Capital?" *Canadian Diversity/Diversité Canadienne* 2, no. 1 (2003).

Walls, P. 2005. *Still Leaving: Recent, Vulnerable Irish Emigrants to the UK: Profile, Experiences & Pre-Departure Solutions*. Dublin: Emigrant Advice.

Wanzenböck, J. and L. Michael. 2006. *Proposal to the Department of Education re Development of ESOL for Adult and Further Education*. Dublin: CDVEC.

Ward, T. 2001. *Immigration and Residency in Ireland*. Dublin: City of Dublin VEC.

———. 2002. *Asylum Seekers in Adult Education: A Study of Language and Literacy Needs*. Dublin: City of Dublin VEC and County Dublin VEC.

———. 2003a *Immigration and Residency in Ireland: An Overview for Education Providers*. Dublin: City of Dublin VEC in association with County Dublin VEC.

———. 2003b *City of Dublin VEC, County Dublin VEC, Dún Laoghaire VEC, the British Refugee Council and London Language and Literacy Unit International Seminar on ESOL for Asylum Seekers*. Dublin: CDVEC.

Watt, P., and F. McGaughey (eds.). 2006. *How Public Authorities Provide Services to Minority Ethnic Groups: Northern Ireland, Republic of Ireland, Scotland. Emerging Findings Discussion Paper*. Dublin: NCCRI.

Wayland, S. V. 2006. *Unsettled: Legal and Policy Barriers for Newcomers to Canada, Building Capacity for Social Justice*. Winnipeg: Law Commission of Canada and Community Foundations of Canada.

Wilton, S. 2004. "Constructing the Boundaries of the Nation: Canada and Sweden Compared." Paper presented at the Canadian Political Science Association Conference, Winnipeg, Manitoba, 3 June 2004.

US Government. 1998. *Workforce Investment Act, Title II - Adult Education and Family Literacy Sec. 201*. 112 Stat. 936, 1998. Washington DC: US Government.

Non-Author-Date References in Text

<http://www.ria.gov.ie/integration/>
<http://www.fas.ie>
<http://www.spirasi.ie>
<http://www.multikulti.org.uk>
http://www.dfes.gov.uk/curriculum_esol
<http://www.tie.ie>
<http://www.europass.ie>
<http://www.ielts.org/>

Bilingual Community Newsletter/Jornal Bilingue da Comunidade for Gort and surrounding parishes. Issues 1 (February 2006), 2 (March 2006) and 3 (April 2006).

Editor. "Immigration Policy Needed." *The Sunday Business Post*, 14 March 2004.

Frontpage. "Census in 13 Languages Aims to Tell Full Multicultural Story." *The Irish Times*, 30 March 2006, 1.

APPENDIX D: ENDNOTES

ⁱ Please note that this report was written prior to the dissolution of the 29th Dáil, 29 April 2007.

ⁱⁱ Spain reached its migration turning point in 1991 and Portugal two years later in 1993.

ⁱⁱⁱ Throughout this report, the term 'migrant' will be used to denote all newcomers to a country, whether forced or voluntary, temporary or permanent. Where the report refers specifically to people seeking asylum or refugees, these terms will be used.

^{iv} (Department of the Taoiseach, 2006: 48, 55, 97). *Towards 2016's* predecessor for 2003-2005, *Sustaining Progress*, did not attach high priority to this provision, stating that 'Literacy and language training for adult minority linguistic groups will also be expanded as resources become available.' (Department of the Taoiseach, 2003: 26).

^v DES (2002: 18); Mac Éinrí & Walley (2003: 60); *kelleherassociates* (2004: 92); Smyth & Whyte (2005: 66); Lowry (2006: 147); NESC (2006a: 140); NESC (2006b: 190); Deasy 2006: 27); EGFSN (2007: 105-6).

^{vi} Social contract theorists include: Thomas Hobbes, John Locke, Emanuel Kant and Jean-Jacques Rousseau. See Cudd (2003).

^{vii} On 27 April 2007, the *Immigration, Residence and Protection Bill* was published. The contents of the Bill largely mirrored those of the *Scheme for an Immigration, Residence and Protection Bill*, which was published in September 2006. However, due to the dissolution of the Dáil, 29 April 2007, this Bill could not be progressed during the remaining period of office of the government. Therefore, for the purposes of this publication, reference shall be made to the *Scheme for an Immigration, Residence and Protection Bill*.

^{viii} Danish Ministry of Refugee, Immigration and Integration Affairs (2004: 17). The countries analysed by the Think Tank were: Italy, Sweden, Denmark, the Netherlands, Germany, Great Britain, Canada and Finland.

^{ix} 'The boat is full.' Rohsmann 2003: 38, 42).

^x Stamp 4 implies some form of residence based on the acquisition of refugee status, humanitarian leave to remain, marriage to an Irish/EU national, parentage of an Irish citizen child, long-term residence, etc. It grants entitlement to work without the requirement to acquire an employment permit.

^{xi} Note: These percentages are based on net migration in the absence of regional figures for overall migration. (See CSO, 2006: 86-7).

^{xii} Bruce Morrison echoed this warning at a conference in Ireland in 2003, stating that '[i]nadequate immigration policies will lead to attacks on immigrants for not integrating into the society' (Morrison, 2003: 4).

^{xiii} The number of undocumented migrants in Ireland is estimated at between 15,000 and 50,000 (NESC & IOM, 2006: 20).

^{xiv} See Interact II.

^{xv} 'It is important, for example, that both the people of this country and learners understand that the Irish language is useful for life in this era and for the cultural diversity of life in Ireland in the 21st century.' (Department of Education and Science, 2006).

^{xvi} For example: Laukkanen & Twomey (n.d.), Mutwarasibo & McCarthy (2002a), Mutwarasibo & McCarthy (2002b), Cork City Council *et al* (2005), and Mayo Citizens Information Service (2005). The Community Links Integration Project in Dublin 1 also provides a community newsletter for the migrant and Irish community entitled *Communities Reaching Out*.

^{xvii} The current situation, which is under review and due to be improved upon, is that schools with 14 or more pupils from outside Ireland with 'English language deficits' are entitled to one temporary teacher for two years. Schools with 28 or more such pupils are entitled a maximum of two temporary teachers.

^{xviii} *Bilingual Community Newsletter/Jornal Bilingue da Comunidade for Gort and surrounding parishes*. Issues 1 (February 2006), 2 (March 2006) and 3 (April 2006).

^{xix} Handbooks for migrants on life in Ireland include: Kenny (2003), Oasis (2006), Reception and Integration Agency *et al.*(2005), DETE (n.y), Ellis (2005), FÁS & EURES, 2006), and Emigrant Advice (2006).

^{xx} The International English Language Testing System has been in existence since 1992, providing an indicator of competency for the purposes of education, immigration and accreditation. Cambridge ESOL, the British Council and IDP Education Australia jointly manage it. About 1.5 million people take the IELTS exams per annum. See <http://www.ielts.org/>