



European Migration Network - OECD - Council of Europe joint inform

October 2025

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EXPLANATORY NOTE

This inform was prepared on the basis of national contributions from 24 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LT, LV, LU, MT, NL, PL, SI, SK, SE and RS) collected via an AHQ developed by the EMN NCPs to ensure, to the extent possible, comparability. The information contained in this inform refers to the situation in the abovementioned EMN Member and Observer Countries up to January 2025.

PUBLISHED

October 2025

European Migration Network (EMN), Language and literacy support measures for adult beneficiaries of international protection, [Date], [URL].

FOR MORE INFORMATION

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1. KEY POINTS TO NOTE

- **Proficiency in the language of the host country is a key component for the integration of beneficiaries of international protection (BIP).**
- Twenty-three out of 24 reporting European Migration Network (EMN) Member and Observer Countries provide **targeted and/or mainstream language support measures that adult BIP can access.**
- EMN Member and Observer Countries offer a broad variety of **formal and non-formal language** learning options.
- **The actors involved in the design and implementation of language support measures differ widely.**
- Ministries or departments within ministries are the institutions most often responsible for designing language measures in reporting EMN Member and Observer Countries.
- Language support measures for adult BIP are often implemented by educational institutions. Other stakeholders include local authorities, civil society and international organisations.
- Attending language and literacy support measures is **mandatory for adult BIP** in 11 EMN Member and Observer Countries. Four countries require a certain level of attainment, while two others have an attainment requirement if BIP access certain social benefits.
- Almost all EMN Member and Observer Countries provide state-funded courses **at no cost to the participant.**
- Language support measures are **tailored to literacy levels** in 17 EMN Member and Observer Countries, including for those with little or no schooling, who are illiterate or who need support to learn a different alphabet or with digital literacy.
- Ten EMN Member Countries provide support in response to **special learning needs of adult BIP**, such as courses for people with disabilities, suitable learning environments, and individual plans.
- Key elements of **quality assurance** include quality standards, feedback mechanisms and educator qualifications.
- Twelve EMN Member Countries reported good practice examples of language measures to facilitate **access to the labour market** for adult BIP. These include: language measures accompanying labour market entry; sector-specific initiatives; workplace-based language support; and employer schemes.
- **Other good practices** highlighted are practical language courses outside the classroom, volunteering, courses for specific target groups, and digital tools.
- Additional **support measures** are provided for BIP by EMN Member and Observer Countries, such as convenient course times and locations, childcare, individual support (funding, support from a counsellor, etc.), online courses, and authorised leave from work to attend specific language classes.
- Eighteen EMN Member and Observer countries **monitor the language and literacy levels** of adult BIP before and/or after participating in language support measures.
- Four countries identified factors influencing the **effectiveness of language learning**. For individual learners, progress is often faster for those literate in their own language, while learning difficulties, health problems, and being unused to learning methods can affect learning negatively. Attending integration courses is identified as a positive factor, while circumstances such as having to relocate, precarious living conditions, living far from courses, distance learning, lack of childcare support, and behavioural problems in classes can hinder learning.

2. INTRODUCTION

Proficiency in the language of the host country is a key component for the integration of BIP^{1,2} as it facilitates social participation, social interactions and social links that can foster social cohesion, as well as education and labour market integration.³

In 2021, three in four Europeans considered speaking the official language of the host country the single most important integration factor for migrants.⁴ BIP generally face more integration challenges compared to other

immigrants for a variety of reasons, which are related to their socio-demographic profile and the conditions in which migration has occurred.⁵ Certain challenges are gender-specific, with female BIP facing additional (structural) barriers and stereotypes.⁶

BIP have diverse linguistic competencies and learning needs,⁷ influenced by factors such as the similarity between languages, educational background and previous experience with language learning, communicative

1 OECD and European Commission, 'Indicators of Immigrant Integration 2023: Settling In', 2023, p. 74, <https://doi.org/10.1787/1d5020a6-en>, accessed on 13 September 2024; Beacco, J., 'The role of languages in policies for the integration of adult migrants', Council of Europe, 2008, p. 37, <https://rm.coe.int/>, accessed 7 August 2024.

2 International protection refers to asylum and subsidiary protection.

3 OECD, 'Language Training for Adult Migrants', 2021, pp. 8-9, www.oecd-ilibrary.org, accessed 7 August 2024.

4 OECD and European Commission, 'Indicators of Immigrant Integration 2023: Settling In', 2023, <https://doi.org/10.1787/1d5020a6-en>, accessed on 13 September 2024.

5 OECD, 'Ready to Help?: Improving Resilience of Integration Systems for Refugees and other Vulnerable Migrants', 2019, www.oecd-ilibrary.org, accessed on 7 August 2024.

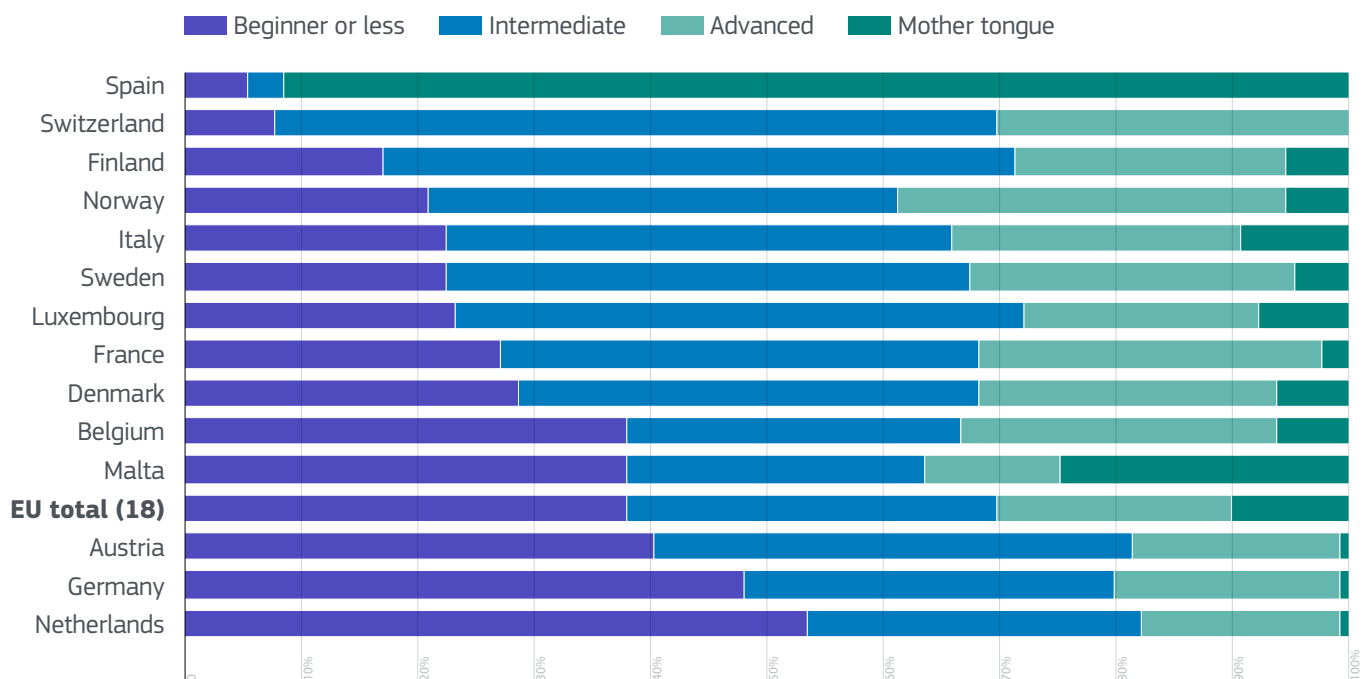
6 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Action plan on Integration and Inclusion 2021-2027, COM(2020) 758 final, https://home-affairs.ec.europa.eu/system/files_en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf, accessed 7 August 2024.

7 Krumm, H. and Plutzar, V., 'Tailoring language provision and requirements to the needs and capacities of adult migrants', 2008, p. 6, <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016802fc1c8>, accessed 7 August 2024.

repertoires, age, gender, country of origin, disabilities, (proficiency in) first languages and literacy level, as well as trauma and concerns for family members separated or left behind.⁸ Conflict and displacement also impact the educational and literacy levels of BIP.⁹ Adult BIP from countries with longstanding conflicts may have had limited or no access to education. Duration of the journey, socioeconomic background and interruptions to educational paths¹⁰ can also have an impact. The following graphs from the Organisation for Economic Co-operation and Development (OECD) show the language attainment of newly arrived refugees in the EU in 2021.

Figure 1 shows the host-country language proficiency of refugees (aged 15–64) who have been in the host country for less than ten years. This indicator measures refugees' language skills, only taking into account skills for spoken interaction. Language proficiency is divided into four levels: mother tongue, advanced (proficient user – CEFR level C1), intermediate (independent user – CEFR level B1), and beginner (basic user – CEFR level A1) or less (hardly any or no language skills). Mother tongue refers to the first language learned at home in childhood and still understood by the individual at the time of the survey. The figure is based on calculations by the OECD Secretariat using data from the European Union Labour Force Survey (EU-LFS) 2021.

Figure 1: Host country language proficiency of refugees, less than 10 years' presence in the host country, ages 15–64, 2021



Source: European Union (EU) Labour Force Survey (LFS) 2021.

Note: No data for refugees with <10 years of residence in the host country for: BG, EE, HR, IE, LT, PT, SK; No data for language proficiency for RO.

8 Council of Europe, 'Report on the 2018 Council of Europe and ALTE survey on language and knowledge of society policies for migrants', Council of Europe, 2020, pp. 43, 46, <https://rm.coe.int/linguistic-integration-of-adult-migrants-requirements-and-learning-opp/16809b93cb>, accessed 7 August 2024.

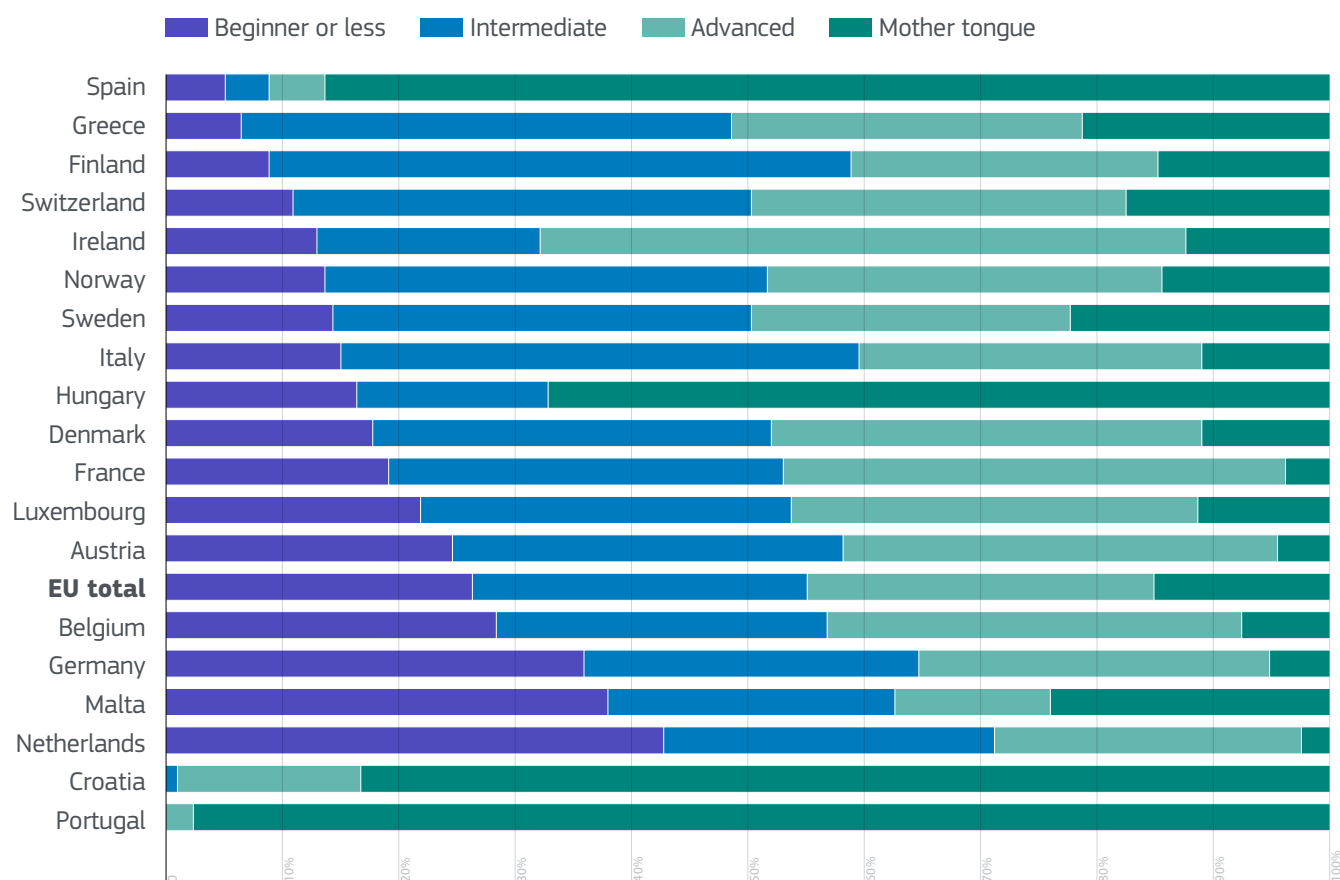
9 OECD, 'Ready to Help?: Improving Resilience of Integration Systems for Refugees and other Vulnerable Migrants', 2019, www.oecd-ilibrary.org, accessed 7 August 2024.

10 See for example, International Rescue Committee (IRC), 'Syria's education crisis: once-thriving classrooms gutted by war', 2017, <https://www.rescue.org/article/syrias-education-crisis-once-thriving-classrooms-gutted-war>, accessed 7 August 2024.

Figure 2 shows the host-country language proficiency of all refugees (aged 15-64) in 2021 irrespective of date of

arrival. It measures refugees' language skills, as above for figure 1.

Figure 2: Host country language proficiency of refugees, ages 15-64, 2021



Source: EU-LFS 2021.

Although national governments are primarily responsible for creating and implementing integration policies in the European Union (EU), the EU plays a role in supporting its Member States through funding, developing guidance and fostering relevant partnerships.¹¹ The Action Plan on Integration and Inclusion (2021-2027)¹² emphasises that language courses should be tailored to the needs of different groups. It should also be offered to intermediate and advanced learners. Combining language training with work or the development of skills, as well as accompanying measures like childcare, have proved effective.¹³ In the Pact on Migration and Asylum (the Pact), the Qualification Regulation (2024/1347)¹⁴ states that BIP shall have access to integration measures, particularly language courses, which take into account their specific needs and are considered appropriate by the competent authorities.

Box 1 Council of Europe framework for language support for migrants

The Council of Europe provides language support resources to its Member States based on three key principles:

1. Individual learners as social agents, with rights and duties.
2. Communicative purpose is prioritised above linguistic content.
3. Language education needs to be plurilingual and intercultural, nurturing a person's feeling of belonging within a multilingual environment. At the same time, there is a need to promote wider societal acceptance of linguistic diversity so that no particular communicative repertoire is treated as a marker of marginalisation.

11 European Commission, 'Refugee and migrant integration into education and training', n.d., <https://education.ec.europa.eu/focus-topics/improving-quality/inclusive-education/migrants-and-refugees>, accessed 7 August 2024.

12 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Action plan on Integration and Inclusion 2021-2027, COM(2020) 758 final, https://home-affairs.ec.europa.eu/system/files_en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf, accessed 7 August 2024.

13 Ibid.

14 Article 35, Regulation (EU) 2024/1347 of the European Parliament and of the Council of 14 May 2024 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection and for the content of the protection granted, amending Council Directive 2003/109/EC and repealing Directive 2011/95/EU of the European Parliament and of the Council, <https://eur-lex.europa.eu>, accessed 13 September 2024.

The Council of Europe has increasingly focused on three vulnerable groups of migrants: refugees, low-literate migrants, and children.¹⁵ In response to their language needs, the Council of Europe has developed resources within several projects (see Box 5) as part of the language policy and practice programme of its Education Department and the work of its European Centre for Modern Languages (ECML).

This joint EMN, Council of Europe and OECD inform focuses on language and literacy support measures for adult BIP¹⁶ in EMN Member and Observer Countries. Both formal¹⁷ and non-formal¹⁸ learning measures, as well as literacy programmes aimed at supporting BIP in learning the language of the host country, are included in its scope.

The aims of the inform are:

- To provide an overview of key (targeted/mainstream) language support measures for adult BIP in EMN Member and Observer Countries;
- To analyse the design¹⁹ of available language support measures to understand how they support adult BIP to acquire the language(s) of the host country;

- To understand how the available language support measures address literacy and special learning needs;
- To identify any good practices in facilitating labour market integration, teaching methods and specialised support;
- To analyse how the target group is supported to overcome gender-specific and/or other barriers to learning;
- To collect monitoring insights, if available, on the language and literacy levels of adult BIP before and after participating in the language support measures to gain an understanding of their efficiency.

The inform covers language and literacy support measures in place in EMN Member and Observer Countries as of October 2024. It builds on, complements and updates existing EMN informs,²⁰ EMN studies²¹ and ad hoc queries (AHQs)²² as well as other relevant publications in the field.²³ The inform was compiled using information provided by 24 EMN Member and Observer Countries,²⁴ as well as information and materials developed by the Council of Europe and OECD as part of their mandate.

3. LANGUAGE AND LITERACY SUPPORT MEASURES FOR ADULT BIP

This section looks at the main targeted or mainstream language support measures available for adult BIP, as reported by EMN Member and Observer Countries. It includes the actors responsible for designing and implementing the measures; whether participation in and/or successful completion of measures is mandatory; and who bears the costs of participation.

3.1. Overview of key language and literacy support measures

Twenty-three out of 24 reporting countries provide **targeted and/or mainstream language support measures** that adult BIP can access.²⁵ Twelve EMN and

Observer Member Countries provide targeted support for BIP,²⁶ while 16 countries provide their support through mainstream measures that BIP can access.²⁷ Five EMN Member Countries have both targeted and mainstream language support measures.²⁸ In Ireland, for example, most measures are mainstream but there is targeted support for a very small number of resettled refugees through the Irish Refugee Protection Programme (IRPP).

Of the language and literacy measures reported as important, EMN Member and Observer Countries offer a broad variety of (formal and non-formal) language learning options including: state language programmes (independent from other integration programmes),²⁹ language support

15 Council of Europe, 'Action plan on protecting vulnerable persons in the context of migration and asylum (2021-2025)', 2021, <https://www.coe.int/en/web/migration-and-refugees/implementation-ap-vulnerable-persons>, accessed 16 February 2025. Council of Europe, CM/Rec(2025)6 Recommendation on qualifications and linguistic competences of refugees in Europe, <https://go.coe.int/4AnGJ>, accessed 11 August 2025.

16 Measures specifically addressing minor BIP or applicants for international protection are not covered by this inform, nor are beneficiaries of temporary protection (BoTP). However, the National Contact Points (EMN NCPs) were invited to report any good practices in language support measures for this group that are transferrable to BIP. For language support measures for BoTP, see European Migration Network (EMN), 'Labour market integration of beneficiaries of temporary protection from Ukraine: Joint EMN-OECD inform', May 2024, www.migrant-integration.ec.europa.eu, accessed on 13 September 2024.

17 Formal language learning is understood as learning that takes place in specific institutions, is promoted by an educator, follows a pre-determined curriculum, and focuses on developing specific language skills. Formal learning is generally assessed and recognised, and attendance may be mandatory.

18 Non-formal language learning (e.g. adult literacy programmes) relies less on direct teaching behaviours and tends towards experience-based learning, is focused on the learner and their needs, involves different elements (e.g. social or emotional), takes place outside formal learning environments and the learning progress is not necessarily assessed or recognised. Johnson, M. and Majewska, D., 'Formal, non-formal, and informal learning: What are they, and how can we research them?', 2022, Cambridge University Press & Assessment Research Report, www.cambridgeassessment.org.uk, accessed 7 August 2024; Council of Europe, Formal, non-formal and informal learning - Linguistic Integration of Adult Migrants (LIAM), <https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning>, accessed 7 August 2024.

19 This analysis focuses on the assessment of learning needs, the responsible actors for designing and implementing language support measures, mandatory/voluntary participation and completion, as well as quality assurance.

20 European Migration Network (EMN), 'Implementation of measures for civic training as the main tool for integration of third-country nationals', 2024; European Migration Network (EMN), 'Social Benefits and Rights of Beneficiaries of International Protection', 2018.

21 European Migration Network (EMN), 'Study on the Integration of Migrant Women', 2022; European Migration Network, 'Study on Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices', 2015.

22 AHQ 2024.21 on Language courses as part of the integration procedure; AHQ 2020.73 and AHQ 2020.74 on integration measures regarding language courses.

23 OECD, 'Language Training for Adult Migrants', 2021, pp. 8-9, www.oecd-ilibrary.org, accessed 7 August 2024.

24 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK and RS.

25 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK and RS. HU does not currently provide either.

26 AT, BG, CZ, ES, IE, IT, LT, NL, SE, SI, SK and RS.

27 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, IT, LU, LV, MT, PL, SE.

28 AT, IE, IT, PL, SE.

29 CY, ES, IE, IT, LU, SI and RS.

measures as part of broader integration programmes,³⁰ language support measures as part of labour market integration programmes,³¹ non-formal support measures (deviating from classical language teaching methods), and/or digital tools.³² A list of the top three measures reported can be found in Annex 1.

3.2. Design and implementation of language support measures

The **actors involved in the design and implementation of language support measures differ widely.**

Ministries³³ or departments within ministries³⁴ are the institutions most often responsible for the **design** of language measures in reporting EMN Member and Observer Countries. Of the ministries involved, the Ministry for Education is most frequently reported,³⁵ but responsibility may also lie with the Ministries for Labour,³⁶ Justice and Security/the Interior,³⁷ Integration,³⁸ Family,³⁹ and Culture.⁴⁰ France, Poland and Spain specified a department of a ministry responsible for the design of language support measures, typically the Ministry of Immigration and/or Integration offices.

Other governmental bodies may also be responsible for the design of language and literacy measures. In Germany, the Federal Office for Migration and Refugees is responsible, while in Serbia, the Commissariat for Refugees and Migration is the competent body for language measures. In Malta, the Human Rights Directorate (HRD) within the Office of the Prime Minister designs language and literacy measures, while in both Austria and Estonia, it is a state integration body, the Austrian Integration Fund⁴¹ and the Integration Foundation, respectively.

Other solutions include local authorities or municipalities, as is the case in Finland, Italy and Sweden. In Lithuania, private companies are mainly responsible.

Language support measures for adult BIP are implemented by multiple actors. Educational institutions implement measures in 13 EMN Member Countries,⁴²

either at public universities or adult education institutions,⁴³ or at private language schools or associations.⁴⁴ Other actors include local authorities or municipalities,⁴⁵ civil society organisations,⁴⁶ international organisations,⁴⁷ the public employment service (PES),⁴⁸ training institutions,⁴⁹ reception centres⁵⁰ and integration authorities.⁵¹ Five EMN Member Countries reported procurement or similar procedures for assigning this work.⁵² Individual language support is offered by the municipalities through adult education or the introduction programme in Sweden, through employers and the Estonian Unemployment Insurance Fund for foreigners who work in Estonia, and through the Individual Integration Programme (IIP) in Poland. IIP are organised by District Family Support Centres, which operate within the structure of self-government at the district level.

Multi-stakeholder approaches are evident for both language and literacy support design and implementation, with variations in the structures reported.

Italy highlights its multi-level public governance structure, where local authorities, the Ministry of the Interior and third-sector organisations play a role in implementing language support measures in a decentralised manner. France has a standard offer for language through its main integration programme (the contract for republican integration, CIR), with further language support offers available, such as the 'Opening up schools to parents for children's success' (OEPRE). It has a multi-level structure of national and regional steering committees and coordination at departmental level by the prefectural and academic authorities, in conjunction with the French Office for Immigration and Integration (OFII) to provide a harmonised offer.

In Belgium and Ireland, language support design is decentralised. In Belgium, it is organised through the three language communities (Flemish Community, French Community, German-speaking Community), with different approaches in each. Ireland does not have a coordinated national strategy regulating language provision for BIP. Instead, both design and implementation of language programmes are primarily organised through the 16 regional Education and Training Boards (ETBs), resulting in a relatively localised approach (see Box 2).

30 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LT, LU, LV, NL, PL, SE, SK.

31 BE, BG, CY, DE, EE, EL, ES, FR, IE, LT, PL, SE.

32 AT, BE, CZ, DE (administered by the Federal Association of *Volkshochschulen*, private institutions or local governments), EE, ES, FR, IE, LT, LU, LV (includes those EMN Member Countries who included practical language measures outside the classroom).

33 AT, BG, CY, CZ, EE, IE, IT, LU, LV, NL, SI, SK.

34 ES, FR, PL.

35 BG, CY, CZ, LU (supervises the Department of Adult Education (*Service de la formation des adultes*, SFA), MT, SI, SK.

36 BG.

37 DE (Interior), NL.

38 LU (Ministry of Family Affairs, Solidarity, Living together and Reception).

39 Ibid.

40 EE (the Ministry of Culture is the main institution responsible, but one measure is provided by the Estonian Unemployment Insurance Fund, designed in cooperation with the Ministry of Economy and Communication), LV.

41 The content of German courses (A1, A2, B1) is based on framework curricula established in the Regulation on the Implementation of the Integration Act. Additionally, there are framework curricula from the Austrian Integration Fund for literacy courses, as well as German courses at language levels A1–C1, which support teachers and organisers in planning and implementing German courses.

42 AT, BE, CY, CZ, DE, ES, FI, IE, IT, LT, LU, SE, SI.

43 AT, BE, CY, DE, ES, FI, IE, IT, LT, LU, MT, SE.

44 BE, CZ, DE, ES, LT, LU, SI.

45 BE, DE (adult education centres), EL, ES, FI, FR, IT, LT, NL, PL, SE.

46 BE, BG, CY, DE, ES, IE, IT, LT, LV, PL, SK.

47 EL (International Organization for Migration (IOM)), LT.

48 BE, LT, PL.

49 BG, FR.

50 EE, IT (if there is no adequate external offer), LT.

51 AT, EE.

52 AT, LT, LV, SE, SI.

Box 2: Ireland's provision of English for Speakers of Other Languages (ESOL)

Ireland's 16 Education and Training Boards (ETBs) are the official service providers of formal ESOL training, represented at the national level through Education and Training Boards Ireland (ETBI). As ETBs operate in a highly localised manner, the content, duration and format of language support can differ across the country, depending on the ability and needs of each centre. Typically, ETB-led ESOL programmes are delivered as part of ETBs' wider Adult Literacy Services, coordinated by ESOL coordinators and ETB Adult Literacy Organisers, who manage all aspects of Adult Literacy Services. Funding and oversight are provided by the Department for Further and Higher Education, Research, Innovation and Science, the Further Education and Training Authority (SOLAS), as well as by Quality and Qualifications Ireland. SOLAS is currently conducting a national review of ESOL provision in Ireland with the view to standardise delivery across the ETB network. ETB-led ESOL classes are complemented by formal and informal language training provided through numerous civil society organisations across Ireland.

3.3. Requirement to attend courses

Attending language and literacy support measures **is mandatory for adult BIP in 11 EMN Member and Observer Countries**.⁵³ Some exceptions exist in France⁵⁴ and Finland.⁵⁵ In Sweden, course attendance is only mandatory for those receiving social security assistance or participating in programmes such as the Introduction Programme for BIP, or the Job and Development programme. In Greece, the HELIOS+ integration programme⁵⁶ language course is mandatory for BIP receiving accommodation support (a monthly rent subsidy). Social benefits can be reduced or stopped at a certain level of non-attendance in Finland⁵⁷ and Lithuania if a BIP's attendance falls below a certain level. Sometimes the difference between mandatory or non-mandatory attendance is less clear, as there can be sanctions for non-attendance (i.e. benefit cuts) or positive incentives such as higher benefits for attendance. For example, although not mandatory, in Slovenia, reaching 80% attendance brings additional assistance, in the form of the right to continued housing benefits after the first year of international protection, as well as a free bus pass for any month following a month with an 80% participation rate in courses.

Six EMN Member Countries require the attainment of a certain level of language competence: A1 (France); A2 (Belgium (French Community, German-speaking Community); and Estonia (within two years)); B1 (Estonia (within five years), Flemish Community in Belgium, for spoken Dutch). The Netherlands has mandatory language criteria but they differ between different learning pathways for integration. To study or work in the Netherlands, the B1 level pathway is most suitable. In Austria and Greece, BIP who receive certain social assistance benefits have to complete levels B1 and A2, respectively.

3.4. Costs

In all EMN Member and Observer Countries that provide language support measures for adult BIP,⁵⁸ **courses are state-funded and participation is free** for BIP, except in the Flemish Region of Belgium and in Germany. Residents in Flanders have to pay for courses and exams (including resits) for the Dutch as a second language (NT2) module. People with a socioeconomically vulnerable profile can benefit from exemptions, reductions, or refunds of these fees. In Germany, courses are provided free-of-charge for BIP who are benefit-dependent or have a low income.

In 10 countries, costs are covered through a mix of national and EU funding,⁵⁹ primarily the Asylum, Migration and Integration Fund (AMIF). Nevertheless, participants may be required to pay (small) registration fees, as reported by Cyprus and Italy. In Italy, the fee covers administrative costs for some courses leading to a qualification within adult education. Ireland notes that there may also be hidden costs, such as travel to training sites, childcare and study materials, that could be a barrier to participation for some learners. In Germany, participants are required to pay 50% of the costs for integration courses unless this would cause undue hardship.

Both France and Luxembourg reported that there are courses paid for by participants, in addition to those provided for free. In France, for example, part or all of the PES courses may be funded by regional aid or Individual Training Aid Funds. However, if courses do not attain the required minimum quality level they do not qualify for state funding. In Luxembourg, recipients of the social inclusion income, jobseekers, and those recognised as in need by municipal or regional social offices can attend fee-paying language courses using specially issued vouchers. In Spain, registration for courses offered within the Spanish education system at the Official Schools of Languages is paid, although participants may have access to public funding.

53 AT, BE, BG, DE, EE, ES, FI, FR, LT, NL and RS.

54 OEPRE and France Travail programmes are voluntary.

55 In Finland, attending these measures is only mandatory if the BIP is an unemployed jobseeker or receives basic social assistance.

56 HELIOS+, IOM Greece, <https://greece.iom.int/helios>, accessed 27 June 2025.

57 From 1 January 2025 for unemployed jobseekers or those receiving basic social assistance.

58 AT, BE, BG, CY, CZ, EE, EL, ES, FI, FR, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK and RS.

59 BG, CY, EE, ES, IE, IT, LT, LV, SI, SK.

4. TAILORED LANGUAGE AND LITERACY SUPPORT MEASURES

Tailored language and literacy support measures respond to the individual learning and literacy needs of BIP. They provide learners with the skills they need for the different forms of communication in which they will engage in the short and medium term.⁶⁰ Tailored measures are determined through a needs analysis.⁶¹ In the context of this inform, special learning needs refer to learners who experience learning difficulties that make it harder for them to learn, such as concentration problems (e.g. due to trauma), psychological issues, sensory impairments, dyslexia, or any other cognitive impairment. Literacy needs differ depending on the learner's profile (e.g. non-literate learners who cannot read or write in their first language have different needs to learners who are literate in a different writing system). This section focuses on procedures for assessing BIP learning and literacy needs and how EMN Member and Observer Countries' language support programmes respond to those needs.

4.1. Assessing individual learning and literacy needs of adult BIP

Twenty-two EMN Member and Observer Countries⁶² (out of the 23 countries that offer language support measures) have procedures in place to assess the individual learning and literacy needs of adult BIP before they start a language course. This typically involves a test to determine the initial language level. Methods of assessment include initial interviews,⁶³ oral and written tests,⁶⁴ and digital tools.⁶⁵ In Estonia, it is possible to book an appointment with a counsellor who will help to assess individual needs and experiences, pinpoint the actual language level, and design a suitable language learning plan. The Integration Foundation will then offer a place on a free Estonian language course if this is deemed to be the most appropriate form of learning. In the Netherlands, depending on the course, the personalised Civic Integration and Participation Plan (PIP) is drawn up by the municipality together with the BIP before civic training begins. Language level is an important factor in determining the design of the PIP and learning pathway, as well as tailored guidance and support.

4.2. Responding to the literacy needs of adult BIP

Language support measures are tailored to literacy levels in 18 EMN Member and Observer Countries,⁶⁶ including for those with little or no schooling, who are illiterate or who need support to learn a different alphabet, or who require support with digital literacy. For example, in Austria, there are two types of literacy courses, the basic literacy course and the alpha standard course, targeting different literacy levels.⁶⁷ France offers 600 hours of teaching adapted for people who do not read or write and who have little or no schooling in their country of origin, as part of its main integration programme. Training provided by the French PES and the Opening up schools to parents for children's success programme also provide several levels of training, including specific courses tailored to literacy needs.

With regards to more advanced language support, in Austria, support is provided for BIP up to level C1 and the Alpha Standard Courses cater for second-language learners who have higher learning skills. Training courses offered in Italy correspond to seven levels of language learning up to level B2. In Sweden language courses are split into three study options, including Course C-D, which is aimed at those who can study quickly, have very good study skills and the ability to work independently.

Among the countries without specially tailored programmes, the Slovak Republic and Slovenia can still partially adapt lessons to individual needs, while Lithuania makes efforts to organise in-person group or individual tutoring.

4.3. Responding to the special learning needs of BIP

Ten EMN Member Countries provide support in response to the special learning needs of adult BIP,⁶⁸ such as options for individual or online tuition,⁶⁹ courses for people with disabilities,⁷⁰ visual or hearing impairments.⁷¹ It includes providing suitable learning environments,⁷² smaller classes,⁷³ individual plans,⁷⁴ and special learning materials and measures, including for traumatised adult learners.⁷⁵ Although Ireland has no specific measures in place, there is some local evidence of practices relevant to the special

60 Council of Europe, Language needs - Linguistic Integration of Adult Migrants (LIAM), <https://www.coe.int/en/web/lang-migrants/language-needs-analysis-of->, accessed 7 August 2024.

61 Mouti A., Maligkoudi, C. and Gogonas, N., 'Language needs analysis of adult refugees and migrants through the CoE - LIAM Toolkit: The context of language use in tailor-made L2 material design', *Selected papers on theoretical and applied linguistics*, Vol. 24, 2022, pp. 600-617, <https://ejournals.lib.auth.gr/thal/article/view/9210/8659>, accessed 7 August 2024.

62 AT, BE, BG, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LT, LU, LV, MT, NL, PL, SK, SE, SI and RS.

63 BE, FI, LT, LU.

64 CZ, EL, FR, LU, NL.

65 AT, NL.

66 AT, BE, BG, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LU, LV, MT, NL, SE, and RS.

67 The basic literacy course targets primary illiterates and second-language learners with low learning socialisation, while the alpha standard course targets second-language learners with high learning socialisation, primary illiterates who have completed the basic literacy course, and functionally literate adults who are unpractised in reading and writing (possibly secondary illiterates).

68 AT, CZ, DE, EE, ES, IT, LT, LU, LV, SE.

69 AT, CZ, LV, SE.

70 DE (equipment provided during the course), SE.

71 AT, LV, SE.

72 EE.

73 DE, EE, LV, SE.

74 IT, LT, SE.

75 DE, LU, SE.

learning needs of BIP, such as trauma-informed design of learning spaces, online modules and the inclusion of cultural elements such as cooking in language classes. In

the Netherlands, municipalities can ask schools for support, such as programmes in braille, depending on availability.

5. QUALITY ASSURANCE OF LANGUAGE SUPPORT MEASURES

Quality assurance for language support measures is provided in various ways in 18 EMN Member and Observer Countries.⁷⁶ For instance, courses⁷⁷ or course providers⁷⁸ have to be certified or approved and/or specific qualifications are required for teachers.⁷⁹ Quality assurance guidelines or standards are also in place, including by independent bodies,⁸⁰ and course providers are required to use specific framework curricula.⁸¹ Audits, evaluations or inspections are also used.⁸² EMN Member Countries commission reports by service providers,⁸³ scientific research reports,⁸⁴ external advisory, supervisory and evaluation committees⁸⁵ and feedback from participants⁸⁶ to monitor and control quality. In Italy, each territorial project must develop a tool to assess the Italian language skills acquired and prepare a language skills and learning progress booklet for each BIP, where attendance and the level of learning achieved can be recorded. Lithuania assesses quality based on exam results. The Netherlands uses several quality assurance measures that illustrate some of the main approaches (see Box 3).

Box 3: Quality assurance of language measures for adult BIP in the Netherlands

The quality of formal language and integration measures is ensured through several mechanisms designed to maintain high standards and address the specific needs of BIP. Key elements include:

Independent quality assurance: The organisation *Blik op Werk* is responsible for monitoring and ensuring the quality of language courses. It conducts independent quality assessments and awards quality checkmarks to schools that meet the requirements. Municipalities only refer BIP to language courses offered by schools certified by *Blik op Werk*, which allow municipalities to use the results for analytical purposes only.

Quality standards: Providers must meet specific quality benchmarks set by *Blik op Werk*, including criteria related to educational effectiveness, participant satisfaction, and outcomes such as exam success rates.

Feedback mechanisms: Participant feedback is an integral part of the quality assurance process and is gathered through surveys and evaluations.

Educator qualifications: Educators teaching language courses are required to have qualifications in language education, such as certifications in teaching Dutch as a second language (NT2). Schools with the *Blik op Werk* certification must have at least one certified NT2 teacher.

6. GOOD PRACTICES

Box 4: Good practices for language support: experiences from OECD countries

The OECD, with support from the German Federal Ministry of the Interior, Building and Community, has compiled a number of good practices for language learning for adult migrants based on the experiences of its member countries.⁸⁷

Defining **eligibility** to participate in language programmes **as broadly as possible** allows governments to reach a greater number of migrants. The timing of access is also important: new arrivals should have access to language training **as early**

as possible so that they can effectively navigate their life in the host country. To motivate migrant participation, countries should design incentives rather than relying on sanctions. While **incentive-based** policies can enhance migrants' intrinsic motivation to learn, sanctions may have unintended negative effects. **Affordability** is an important consideration, as cost should not be an obstacle to language learning. Countries have taken a variety of approaches to this challenge, from providing language courses free-of-charge to using a deposit model in which migrants are reimbursed upon successful completion of a course. Language training should be **flexible**

⁷⁶ AT, BE, BG, CZ, DE, EE, EL, FI, FR, IE, IT, LU, LV, MT, NL, SE, SK (when the course is provided by a language school) and RS.

⁷⁷ CY, LV, and RS (national education mechanism).

⁷⁸ AT, BE (Brussels-Capital Region, German-speaking Community), CY, DE, EE, FR (France Travail by Qualiopi), IE, LV, NL, SK (language schools) and RS (national education mechanism).

⁷⁹ AT, BE (German-speaking Community), CY, DE, IE, LU, LV, NL and RS (national education mechanism).

⁸⁰ CY, DE, FR, IE, IT, NL, SE.

⁸¹ AT.

⁸² AT, BE (Flemish Region), CZ, DE, EE, FR, MT, SE.

⁸³ BE (Walloon Region), EE, LT, NL.

⁸⁴ DE.

⁸⁵ DE.

⁸⁶ BG, EE, LV, NL.

⁸⁷ OECD, 'Language Training for Adult Migrants', Making Integration Work, OECD Publishing, Paris, 2021, <https://doi.org/10.1787/02199d7f-en>, accessed 9 May 2025.

and **compatible with other life constraints**. Adult migrants must be able to fit language training into their day alongside job and caring obligations. Policy decisions such as provision of childcare during classes can make this easier.

Language courses should be **integrated with vocational training** or designed in **cooperation with employers** where feasible. Before assigning migrants to a course, it is important to assess each learner's level of education and capacity to learn. **Involve-ment of a broad range of stakeholders**, such as educators and private-sector partners, improves quality and agility in developing new programmes. Where several stakeholders – within and across levels of government – play a role, it is particularly important to ensure **coordination** between all relevant stakeholders and define common standards. While questions of equality of access must be considered, it is clear there is untapped potential in the trend toward **digitalisation and the use of artificial intelligence (AI)**, particularly how it allows governments to expand their course offerings and increase flexibility. To capitalise on these innovations, governments need to invest in **teacher preparation and recruitment**. Teacher shortages remain a barrier to ensuring that all migrants have access to the language courses they need. To attract and retain competent teachers, it is important to provide them with the preparation and support they require to succeed, particularly in an increasingly high-tech environment. Finally, it is vital to **evaluate the impact** of language training on migrant integration, both for questions of access and course quality. Given the substantial investment in language programmes for adult migrants in many countries, there is significant interest in knowing which practices achieve the best results.

6.1. Labour market integration

Fourteen EMN Member Countries⁸⁸ reported good practice examples of language measures to facilitate adult BIP access to the labour market.

Language measures accompanying labour market entry:⁸⁹ The Hope programme⁹⁰ in France comprised Accommodation Guidance Pathways to Employment for BIP. The programme provided adults with vocational training for a period of eight months, including accommodation, meals, and an intensive French language course. The Experiences without Borders programme in France aimed to combat the social and professional downgrading of newly-arrived foreign nationals by improving their access to employment while enhancing the value of their

previous professional experience via the Recognition of Prior Learning programme.⁹¹ Germany has a broad range of occupational language courses ('Job-BSK'⁹²) to enable people learning German to acquire terms and expressions directly relevant to their working life. The courses are short and can be tailored to the needs of employees and specific companies. Specialised courses are available for apprentices. In Greece, as part of the action, 'Promoting the integration of the refugee population into the labour market', language learning courses include teaching specific vocabulary and terminology for specific professions and sectors. Spain provides socio-labour advice and support in access to training programmes in a pre-training phase to guarantee the linguistic autonomy of trainees to enhance their social integration and autonomous development. Cyprus highlights its comprehensive offer of free Greek language courses to adult non-Cypriot beneficiaries of the Minimum Guaranteed Income to facilitate their integration into the labour market.

Sector/profession-specific initiatives: Seven EMN Member Countries⁹³ reported several good practices that focus on specific sectors or professions, particularly the care sector. Finland uses a bilingual nursing education model (TOKASA,⁹⁴ by the University of Applied Sciences) in Finnish and English, which targets participants' acquisition of a professional level of Finnish upon graduation. Austria offers subject-specific online self-learning courses for individuals entering the care sector, as well as a picture dictionary. Similarly, Belgium and France developed the First Aid Communication Tool (FACT) app,⁹⁵ a digital tool with images in 11 languages, covering several business sectors (maintenance trades, agriculture, horticulture and industry). FACT can be used without internet access. In Greece, language learning courses include teaching vocabulary, related to specific professional and sectoral terminology, such as for the agricultural sector, construction sector, tourism sector, employment of women, care and assistance of vulnerable groups, prevention and fight against human trafficking, protection of the environment, and political protection.

Workplace-based language support: Good practices include lessons in the workplace,⁹⁶ internships,⁹⁷ and job trials.⁹⁸ In Austria, the Austrian Integration Fund supports individuals' German learning needs, as identified by their employers, within the framework of the Promotion of German Courses for Employed and Potentially Employed Persons funding programme. Courses take place either directly at the workplace or in a nearby institute. In Belgium, the German-speaking community organises the Start2day participatory programme for employers and migrants. Migrants can discover the work of a company, for example by working in catering, motor vehicles, or gardening, giving them an opportunity to showcase their skills and become

88 AT, BE, BG, CY, DE, EL, ES, FI, FR, IE, IT, LU, NL, SE.

89 AT, BG, CY, DE, EL, FR, IE, IT, LU, NL, SE.

90 Prefect of Isère, 'Hope Programme: Shelter, Orientation, Pathways to Employment for Refugees', <https://www.isere.gouv.fr/Demarches/Accueil-des-etrangeurs/Sejour/Programme-HOPE-Hebergement-Orientation-Parcours-vers-l-Emploi-des-personnes-refugiees#:~:text=Le%20programme%20HOPE%2C%20H%C3%A9bergement%20Orientation,entreprises%20qui%20peinent%20%C3%A0%20recruter>, accessed 27 June 2025.

91 Both programmes stopped at the end of 2024.

92 BAMF, 'Job-BSK: Tailored Language Acquisition in the Workplace', <https://www.bamf.de/EN/Themen/Integration/ZugewanderteTeilnehmende/JobBSK/job-bsk-node.html>, accessed 27 June 2025.

93 AT, BE, EL, FI, FR, IE (varies dependent on local provider), SE.

94 TOKASA, <https://www.tokasa.fi/in-english/>, accessed 27 June 2025.

95 Wallonie, 'FACT: a translation app, now available in the construction sector', <https://wallonie.be/fr/actualites/fact-une-application-de-traduction-desormais-disponible-dans-le-secteur-de-la-construction>, accessed 27 June 2025.

96 AT, BE, IE.

97 FR, IE, SE.

98 BE, NL.

familiar to companies. In the Netherlands, the Starting Jobs Trials is a pilot in 39 municipalities that offer paid employment to BIP learning the Dutch language directly in the workplace.

Employer schemes: The Netherlands has a subsidy scheme to support employers of BIP, with grants available for up to four adult BIP, to a maximum of € 24 000. In France, employers are required to contribute to language training for their non-French speaking employees. This can include allowing BIP to attend training within the main integration programme during working hours without loss of pay, automatic leave of absence for the integration programme's participants on training, and/or including French language training in company training plans. Other Member States might offer training, but not specifically for BIP. For example, the Estonian Unemployment Insurance Fund also offers services for language learning, including a training grant to develop employees' Estonian language proficiency for which employers can apply.

6.2. Other good practices

Good practices for language support measures beyond the labour market include:

- **Practical language courses outside the classroom**, such as shopping, transport and leisure events, as well as lessons focused on daily life and parent-hood;⁹⁹
- **Learning a language through volunteering** for BIP and buddy systems;¹⁰⁰
- **Specialised language support**, such as for the citizenship test, for communicating with schools, or for facilitating access to public services such as health, education and social services.¹⁰¹ In 2025, Luxembourg is adapting and introducing LieLa (Liechtenstein Languages)¹⁰² or the Moving Languages method. This is a unique, interactive method for acquiring basic knowledge of a new language in just a few weeks, focusing on oral fluency;
- **Language support for specific target groups**, such as women¹⁰³ or people working in higher education;¹⁰⁴
- **Digital tools**, such as apps, websites and digital learning materials to provide individual learning support;¹⁰⁵
- **A counsellor/consultations** to support integration and inclusion, including language support measures.¹⁰⁶ For example, in the Netherlands, different learning pathways are adapted to the BIP's learning abilities and needs as part of the Civic Integration and Participation Plan drawn up together with the municipality

integration counsellor. In Latvia, language learning consultations are provided as part of language courses.

Looking at digital forms of language support, France operates a wide range of tools, such as the *J'apprends* mobile app,¹⁰⁷ the Virtual classroom by the Office for Immigration and Integration. The *Bonjourbonjour* mobile app is a national online map showing a geo-localised listing of language training and certification available to newly arrived foreigners.¹⁰⁸ Karibu,¹⁰⁹ a free mobile app by the non-governmental organisation (NGO) Libraries Without Borders, that gives language support to navigate everyday topics such as health, leisure and working life, is available mainly in France and to some extent in Belgium. In Kerry, Ireland, a website¹¹⁰ has been developed as a safe space for BIP who have experienced trauma in order to learn about Irish life, language, and culture. It provides listings of local in-person and online language classes, as well as tools for self-assessment and improving language skills.

Austria and the Netherlands highlight the importance of an early start for language lessons after status recognition, as did Germany, even prior to recognition. Luxembourg emphasises that linguistic integration courses should focus on spoken language. The Czech Republic notes that grouping learners by their knowledge and abilities benefits their progress. Estonia and the Slovak Republic note that smaller groups of students allow for informal flexibility for students to move classes to a more suitable level. Ireland stresses that mixed-nationality classrooms can aid language acquisition, as learners are automatically required to speak in English. It may also further community cohesion. Both Ireland and the Netherlands consider a single, accessible point of contact for information and guidance to be helpful.

Box 5: Council of Europe Guides and Tools for inclusive learning– the Literacy and Second Language Learning for the Linguistic Integration of Adult Migrants (LASLLIAM) 2022 Guide,¹¹¹ Language Support for Migrants (LSM) Toolkit 2024,¹¹² and the Language Support for Adult Migrants (LIAM) Toolkit 2017¹¹³

In response to the growing demand for practical instruments to sustain language learning within the migration context, the Council of Europe has developed several resources: the LIAM Toolkit, the LSM Toolkit and LASLLIAM reference guide and tools.

The LIAM Toolkit (2017) provides 57 practical tools in eight languages. The tools target migrants, including BIP, as a set of resources that can be used according to the specific needs of learners and the nature of their learning environment.

99 BE (Flemish Community, German-speaking Community), CZ, EE, FR, IE, LT.

100 BE (Walloon Region, Brussels-Capital Region).

101 BG, FR.

102 Liechtenstein Languages, <https://21.liela.li/>, accessed 16 April 2025.

103 BG, DE, FI, IE (varies dependent on local provider).

104 DE, FR, IT, LU.

105 AT, DE, EE, FR, IE (varies dependent on local provider), LU, LV.

106 EE, LV, NL.

107 Réfugiés.info, 'J'apprends', n.d., <https://refugies.info/en/program/5df8bdc21431b004e13a806>, accessed on 27 June 2025.

108 Available in seven languages: English, Arabic, Dari, Mandarin, Pashto, Ukrainian, Russian on Google and Apple stores and via the internet, www.bonjourbonjour.fr, accessed 15 April 2025.

109 Karibu – the free app to learn Dutch and French, n.d., <https://www.bibliosansfrontieres.be/en-karibu/>, accessed on 27 June 2025.

110 Kels.IE, n.d., <https://www.kels.ie/>, accessed 15 April 2025.

111 Council of Europe, 'Literacy and Second Language Learning for the Linguistic Integration of Adult Migrants: Guide', *LASLLIAM Tools – Language policy*, accessed 28 March 2024.

112 Council of Europe, '80 Language Support for Migrants (LSM) tools to download', n.d., <https://www.coe.int/en/web/language-policy/download-lsm-toolkit>, accessed 9 October 2024.

113 Council of Europe, 'Language Support for Adult Refugees – List of all tools', 2017, <https://www.coe.int/en/web/language-policy/toolkit-2017>, accessed 7 August 2024.

The LSM Toolkit (2024) is an extension of the LIAM Toolkit, providing 80 practical tools. It is accompanied by a guide, 'Providing Language Support to Migrants', which offers a framework for teacher education and training initiatives to help educators to develop their awareness and skills to support migrants learning the language of their new host community.

The LSM Toolkit is divided into three main categories:

1. Background tools, designed to raise awareness about the nature of language support for migrants and providing general information about language learning and its cultural and intercultural dimensions.
2. Tools designed to help teachers and volunteers to plan a series of language support sessions, providing guidance on organising the learning environment and the resources needed, as well as describing procedures to identify language needs and suggesting reflective activities.
3. Tools designed to prepare practical language support activities, mostly in the form of scenarios, with concrete activities ready to be used within formal and non-formal learning environments.

LASLLIAM (2022) is a reference guide built on the Common European Framework of Reference for

Languages (CEFR) Companion volume. It aims to facilitate the design, production and improvement of curricula, syllabi and teaching materials tailored to the specific needs of migrants learning a language while learning to read and write for the first time. Considering the mobility of asylum seekers and refugees, LASLLIAM can support the mutual recognition of segments within the ongoing learning process through different providers and in different countries. The reference guide thus represents a bridge, linking a drop out of one learning environment with entry into another by assuming that there are skills a learner only needs to learn once, that are applicable to all languages (e.g. phonemic awareness, technical literacy skills such as copying).

LASLLIAM Tools (2025) complement the LSM toolkit and target adult migrants with a low literacy level. They are based on LASLLIAM descriptors or the 'Can-dos' of the learner (e.g. the learner can write numbers 1-10 in digits) and aim to support teaching literacy and a second language contextually. The tools come in eight languages, with a portfolio for learners, a series of teaching tools addressing the four main skills (reading, listening, writing, speaking), and an additional section dedicated to digital skills.

7. ADDITIONAL SUPPORT MEASURES

Some BIP can face barriers to accessing language and literacy programmes, e.g. security, mobility issues, gender-related barriers, care obligations, high levels of stress and trauma, a lack of awareness of learning opportunities, or barriers related to residence status.¹¹⁴ These people, particularly vulnerable learners, may not be reached by standard programmes or may not be able

to complete a course despite being motivated (so-called course blocking).¹¹⁵ Seventeen EMN Member and Observer Countries¹¹⁶ provide additional support measures for specific groups of adult BIP to enable attendance and successful completion of available language measures (see Table 1).

Table 1: Additional measures to support learners

Flexible course times/part-time options	AT, BE, DE, EE, EL, FI, FR, IE, LT, LV, NL, SE (parental leave), SI
Convenient course location (e.g. at school or reception centre)	AT, BE (Flemish Region, Brussels-Capital Region), EE, IE (varies dependent on local provider), LT, SE
Childcare arrangements (e.g. provision of childcare, vouchers or extension of access to preschool)	AT, BE (German-speaking Community), CZ, DE, EL, ES, FI, FR, IE (varies dependent on local provider), LT, LU, LV, MT, NL, SE
Individual support (e.g. funding, support from a counsellor or team of specialists, individual classes)	AT, BE, BG, EE, IT, LV, SE (City of Uppsala project) and RS
Online/hybrid course options, including self-study modules	AT, CZ, DE, EE, IE (varies dependent on local provider), LT, LU, LV, NL, SE and RS

¹¹⁴ Hanemann, U., 'Language and literacy programmes for migrants and refugees: Challenges and ways forward', Paper commissioned for the 2019 Global Education Monitoring Report, Migration, displacement and education: Building bridges, not walls, 2018, pp. 12-21, www.unesdoc.unesco.org, accessed 7 August 2024; OECD, 'Language Training for Adult Migrants', 2021, pp. 8-9, www.oecd-ilibrary.org, accessed on 7 August 2024.

¹¹⁵ Nieuwboer, C. and van't Rood, R., 'Learning language that matters: A pedagogical method to support migrant mothers without formal education experience in their social integration in Western countries', *International Journal of Intercultural Relations*, Vol. 51, 2022, www.sciencedirect.com, accessed 7 August 2024.

¹¹⁶ AT, BE, BG, CZ, DE, EE, EL, FI, FR, IE, IT, LT, LU, LV, NL, SE, and RS.

Covering transport costs	BE (Walloon Region), BG, DE (under certain conditions), ES, IE (varies dependent on local provider)
Special courses for women or mothers and children	ES, FI, FR (local NGOs), IE (varies dependent on local provider), SE
Authorised leave from work to attend specific language classes	FR, LU, SE

The Netherlands reported an approach termed ‘financial unburdening’. For the first six months, municipalities only pay BIP part of the total amount of social assistance granted and use the rest to pay the BIP’s rent, utilities and health insurance. This may help BIP to focus on integration, rather than administrative or financial stress. In Italian law and the National Integration Plan for BIP, local authorities may implement additional support measures for civic and linguistic education, funded in different ways, including through AMIF. Local authorities may provide additional support measures for learners, e.g. to cover transport costs or introduce courses for women, mothers, and children.

7.1. Monitoring language and literacy levels of adult BIP

Box 6: Evaluation and monitoring of language support measures

Monitoring tracks the outcomes of language support. Predetermined target levels of language for participants are typically used as key reference points to assess progress. **Evaluation** moves beyond this to form judgments about the effect of language training. Despite countries’ significant investment in language training, its impact and effectiveness are not always evaluated. Evaluation enables countries to understand whether migrants are learning the host country language(s) and whether higher language proficiency facilitates other aspects, such as labour market integration. To measure the effect of language training, it is important to recognise that new arrivals will also enhance their proficiency in the host country language(s) in the absence of formal training. At the same time, especially where courses are lengthy, there is also a cost for the BIP who attend. Any time spent on language training is time that is not available for other things. Measuring the impact of language training thus requires an adequate comparison group that did not participate in the training. This can be difficult, especially where participation is expected to be near-universal. Even where this is not the case, there is the challenge of accounting for self-selection of language training participants in the evaluation.

It is essential to develop the right benchmarks. Although a convenient benchmark for monitoring

results, language level targets measured by successful exam results say little about the actual effectiveness of the programme, especially with respect to other outcomes, such as labour market integration.

Embedding effective evaluation rather than monitoring results into language programmes has been rare to date for numerous reasons: a comprehensive impact evaluation is costly; data constraints are often a further obstacle, particularly given privacy law issues, which may prohibit the collection of biographical information that may impact learning outcomes; insufficient participant numbers in smaller-scale programmes; rigorous evaluations require the selection of an adequate control group to compare outcomes (usually attendance rates and test scores) before, during, and after the programme; and limited evaluation periods and the short duration of individual course types make it difficult to evaluate long-term successes. France and Germany are among the countries that have undertaken in-depth evaluations of their language courses.

Source: Adapted from OECD (2021).

Twelve EMN Member Countries¹¹⁷ reported monitoring the language and literacy levels of adult BIP before and after participating in language support measures. Another seven EMN Member and Observer Countries¹¹⁸ monitor language and literacy levels only after participation. Monitoring following the completion of a language course is often done via exams (i.e. participant needs to pass a test to move on to the next level)¹¹⁹ or by certification or assessment of language level on completion of the course.¹²⁰ Sweden audits its language provision services, while both Germany and Sweden collect regular statistics nationally.

Four EMN Member Countries reported findings on effectiveness or challenges in respect of language support measures.¹²¹ In Germany, the latest reports show that attending an integration course has a significant positive effect on language proficiency and labour market integration. Austria and France reported that progress is much faster for those who do not have literacy needs or who had more schooling previously. This also depends on the age of the learner. In Austria, the completion rate for courses tends to increase at higher language levels.

117 AT, BE, CZ, DE, FR, IE, IT, LU, LV, MT, SE, SI.

118 BG, CY, EE, EL, FI (an initial language test is not obligatory but may be arranged), LT, and RS.

119 CY, EE, LU, NL (indirectly).

120 BG, FI, IE, IT, LT, LV, and RS.

121 AT, DE, FR, SE.

Box 7: Uppsala Project in Sweden increases achievement level

Uppsala's successful Swedish for Immigrants (Sfi)-BAS concept is aimed at BIP with limited education who are obliged to participate in activities of the Integration Programme. It is based on a holistic approach, where a team of teachers, native language coaches, special education teachers, counsellors, and study and career counsellors work together to offer students full-time studies that stimulate the individual language progress. The staff support students towards improved integration and a shorter path to work. The concept builds on students' previous experiences and focuses on authentic everyday situations, working life and society. In addition to Sfi, students take courses in career skills, digital skills, maths, and health. Sfi-BAS has had positive results, such as quicker completion of courses and higher achievements in classes.

Austria reported that successful course completion rarely occurs after course dropouts and multiple course

repetitions, which can be due to starting employment, relocation, health reasons, pregnancy, care responsibilities, precarious living and income conditions, or a lack of motivation. Sweden notes that distance learning can hinder BIP from learning to speak the language. France states that BIP often have to move once they obtain residency permits, which can mean inconsistent training. Even where there were traditional learning methods in their home country, students may not be used to being at the centre of their own learning or may experience difficulties in relation to how to behave or to assimilate the course content. Learning difficulties can also be discovered, such as dyslexia or dysphasia, which can disrupt progress. Ireland highlights challenges such as the lack of childcare support, long waiting lists (particularly at more advanced course levels), transport to and from course sites, and frequent disruption of learning trajectories due to relocation.

In a minority of cases, France and Sweden reported fragile mental health, aggressive behaviour or interruptions by students as challenges. Sweden also notes that students in municipal areas are very heterogeneous, which can be a challenge for educators.

ANNEX 1 – OVERVIEW OF TOP THREE LANGUAGE AND LITERACY SUPPORT MEASURES, BY EMN MEMBER AND OBSERVER COUNTRY

Country	Three most important language and literacy measures
Austria	- Starting package 'German and Integration' - Individual support for courses from the Austrian Integration Fund - Online German courses on the language portal
Belgium ¹²²	- Language classes in the framework of the civic integration programme - Online resources for different languages: Nedbox, ikdoemee, Patatii, Wallangues, Brulingua, Dutch language in Brussels webpage - Dutch Language House conversation classes, French conversation tables in the Brussels-Capital Region and Wallonia
Bulgaria	- Compulsory course as part of the integration agreement with the municipality mayor - Employment Agency course for the National Employment and Training Programme, 'Multilingual competence - Bulgarian language' - NGO and international organisation courses and resources
Cyprus	- State Institutes of Further Education (SIFE) free Greek language courses for non-Cypriots - Greek language learning programme for adult third-country nationals, 'Greek for Me' - Free Greek language courses to adult non-Cypriots who are beneficiaries of the Minimum Guaranteed Income
Czech Republic	State integration programme free language course
Estonia	- Settle in Estonia programme - Integration Foundation - Estonian language studies for adults, alongside other language learning measures - Estonian Unemployment Insurance Fund services for language learning, including a training grant
Finland	- Finnish or Swedish language studies provided as integration training - Teaching of literacy in adult education institutions and as part of basic education for adults

¹²² Belgium has more than three top language and literacy measures, as they are organised according to the three language-based communities (Flemish Region, Walloon Region, German-speaking Community).

Country	Three most important language and literacy measures
France	- Language training as part of the main integration programme ('CIR') - Language training provided by the French PES (France Travail) - Opening up schools to parents for children's success programme training courses, for foreign non-French-speaking parents
Germany	- General integration courses as per the Integration Course Regulation - Special integration courses as per the Integration Course Regulation - Vocational language courses as per the German Language Promotion Regulation
Greece	- Language courses are provided to BIP, implemented by IOM and include basic vocabulary and grammar rules (HELIOS+ integration programme) - Language courses are provided and implemented by IOM related to professional training, including information and examples on the socio-cultural context in Greece and Europe - Language support is offered by Migrant Integration Centres. 'Community Centres' operate at the local level in different municipalities, which may provide services to third-country nationals legally residing in Greece
Ireland	- Formal ESOL training across Ireland by locally operating ETBs - A range of NGOs and voluntary groups provide formal and informal ESOL language training accessible to BIP - Targeted language support for BIP resettled to Ireland under the IRPP
Italy	- Provincial Centres for Adult Education offer free literacy and Italian language learning programmes for foreign adults - Reception projects must ensure the provision and monitoring of language and literacy programmes for BIP - More advanced public courses (above A1 and A2 levels) with support from AMIF
Latvia	Language courses and conversational language clubs for third-country nationals, BIP and asylum seekers implemented within the framework of AMIF activities
Lithuania	- Language and literacy provisions available during the state integration support period at reception centres - Programmes provided by the employment service - Non-formal language learning courses provided by municipal institutions (social service and education centres, etc.) or NGOs
Luxembourg	- Language Integration Course provided by the SFA - Several modules for language learning in the framework of the Citizen's Pact - Basic education courses for adults who would like to acquire literacy in German, French or Portuguese
Malta	- Maltese or English as a Foreign Language courses from the Directorate for Lifelong Learning and Employability - Modular courses for adult learners at risk offered by the Directorate for Lifelong Learning and Employability - Tailored programmes from the Malta College of Arts, Science and Technology
The Netherlands	- Formal language learning through the civic integration course - Non-formal learning through NGOs, such as 'language buddy' programmes
Poland	- Cash allowance for language support measures as part of the IIP - Polish language courses financed by the mayor (<i>staroste</i>) of the county for persons registered as unemployed or job seeking (including BIP)
Slovak Republic	- Integration agreements with an NGO include Slovak language courses (AMIF-funded project). - Enrolling in a language school with part of the costs reimbursed by the NGO above
Slovenia	Tailored specialised courses for adult BIP
Spain	- Free language training within the cross-cutting actions of the international protection reception system - Formal language learning through the Instituto Cervantes and Official Language Schools - Non-formal language learning through NGOs, universities or local authorities
Sweden	- Tuition in Swedish for immigrants (SFI) for basic proficiency - Introduction Programme for BIP run by the Swedish Public Employment Service and other stakeholders - Combination programmes, where adults learn Swedish (SFI) while in vocational training at upper secondary school level (includes vocational language learning and internships to facilitate labour market entry)
Serbia	- Free Serbian language classes in the first year after a positive decision on asylum - Language classes provided in asylum centres for asylum seekers, in cooperation with civil society organisations, as part of social cohesion measures



FOR MORE INFORMATION

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN X account: <https://x.com/emnmigration>

EMN YouTube channel: <https://www.youtube.com/@EMNMigration>

EMN NATIONAL CONTACT POINTS

Austria www.emn.at/en/

Belgium www.emnbelgium.be/

Bulgaria www.emn-bg.com/

Croatia emn.gov.hr/

Cyprus www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument

The Czech Republic www.emncz.eu/

Estonia www.emn.ee/

Finland emn.fi/en/

France www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2

Germany www.bamf.de/EN/Themen/EMN/emn-node.html

Greece <https://migration.gov.gr/emn/>

Hungary www.emnhungary.hu/en

Ireland www.emn.ie/

Italy www.emnitalyncp.it/

Latvia www.emn.lv

Lithuania www.emn.lt/

Luxembourg emnluxembourg.uni.lu/

Malta emn.gov.mt/

The Netherlands www.emnnetherlands.nl/

Poland www.gov.pl/web/european-migration-network

Portugal rem.sef.pt/en/

Romania www.mai.gov.ro/

Spain www.emnspain.gob.es/en/home

The Slovak Republic www.emn.sk/en

Slovenia emnslovenia.si

Sweden www.emnsweden.se/

Norway www.udi.no/en/statistics-and-analysis/european-migration-network---norway#

Georgia migration.commission.ge/

The Republic of Moldova bma.gov.md/en

Ukraine dmsu.gov.ua/en-home.html

Montenegro www.gov.me/mup

Armenia migration.am/?lang=en

Serbia kirs.gov.rs/eng

The Republic of North Macedonia <https://mvr.gov.mk/>

Albania