Language requirements for adult migrants in Italy: a jigsaw of skills

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Outlines

- LAMI Posters: trends and access in EU
- From macro level to micro level: a LAMI Poster related to a single country
- The situation in Italy:
  - Overview
  - Language courses
  - Compulsory tests
language
assessment
migration
integration

Posters
Describe the scenario
LAMI Posters: structure and contents

- 5 main areas investigated:
  1. Overview (migrant population)
  2. Policy
  3. Teaching and Learning
  4. Testing
  5. Impact
Test for migration purposes: a macro trend in UE

- 2010: 75%
- 2007: 61%
- 2002: 29%
Access in a migrants’ “journey”

Host country
Society
Employ
Visa
Long
Citizen
Welfare
Literacy
Higher
Language and KoS course
Language test

4 domains
<table>
<thead>
<tr>
<th>Country</th>
<th>Entry</th>
<th>Permanent residence</th>
<th>Citizenship</th>
<th>Official courses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Germany*</td>
<td>A1 only for family reunion (exceptions for certain nationalities and for highly qualified persons, where there is NR)</td>
<td>B1 + KoS test</td>
<td>B1 + KoS test</td>
<td>Compulsory or optional (depending on country of origin and other criteria)</td>
</tr>
<tr>
<td>Italy*</td>
<td>A2 (only speaking) + KoS (both to be demonstrated by the first 2 years after the first entry) for all the ex EU citizen (age≥ 16 years), with the exception of particular cases of refugee:</td>
<td>A2 (listening, reading and writing, not speaking)</td>
<td>NR</td>
<td>Language courses: optional and free of charge</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>KoS course: compulsory (10 hours) and free of charge</td>
</tr>
<tr>
<td>Czech Republic*</td>
<td>NR</td>
<td>A1</td>
<td>B1 level + KoS test</td>
<td>Optional, paid by the candidates</td>
</tr>
</tbody>
</table>

KoS = Knowledge of Society
NR = No Requirements
*For more information see the SINGLE COUNTRY POSTER
Italy: general information

- Around 5 million foreigners
- 7.4%: percentage of migrants in relation to the overall population (≈ 59 million)
- In the recent past immigration experienced exponential growth:
  - a 20 fold increase in 20 years
  - another 3 million in the last decade
Every day ...

- 150,000 arrivals
- 70 marriages
- 200 births
Distribution of the migrant population

Largest communities:
1. Romanian (≈ 1 million)
2. Moroccan (≈ 500,000)
3. Albanian (≈ 500,000)
4. Chinese (≈ 300,000)
5. Ukrainian (≈ 220,000)
A changed scenario

- Recently a new trend is emerging, particularly because of the economic crisis:
  - on the one hand there are fewer refugees and fewer fluctuations in entrance numbers (-44% versus the boom in 2007)
  - on the other hand the number of foreigners who decided to leave Italy is growing, as well as the numbers of Italian emigrants
Natural balance* and Migrants’ balance* across centuries

* Difference between births and deaths
* Difference between emigrants and immigrants
Less polarization

- **France** - 40% in the Paris area
- **UK** – over one third in the London area
- **Spain** – about half settled in Madrid and Barcelona.

**Italy** - Rome + Milan accommodate only one fifth of the overall number of migrants: the distribution over all the country is more pronounced (historical and geographical legacy)
Both public and private institutions provide language courses, optional and free of charge

Main rule have the so called CTPs:

- a network of State schools for adults’ permanent tuition, founded in 1997
- 2013: 512 CTPs overall the country, employing more than 4,000 teachers
Teaching and Learning

- In addition, some charitable organizations and private intercultural associations provide language tuition, with around 2,000 teachers involved on voluntary basis.
3 lacks in language tuition

1. Law percentage of adult migrants involved: **5.3%** of the overall foreign population (only 230,388 people)

2. Not consistent attendance: **33% drop – out** (average)

3. Scarce homogeneity in terms of contents (syllabus, teachers’ materials, etc.), despite the fact that in 2012 the Ministry of instruction (MIUR) published guidelines concerning band A. In these guidelines (not prescriptive) a duration of 80 hours of lesson per level is suggested. No specifications are provided both for the bands B - C or for people with no literacy skills
Policies: first entry

Law by decree called *Integration Agreement* (2012)

- Newcomers have to reach 3 goals over 2 years (with the possibility of 1 year extension):
  1. Collect **30 credits** recognized to various activities reflecting their efforts towards integration
  2. Attain the **A2 CEFR level** (only speaking)
  3. Demonstrate **KoS**, after attending a **compulsory KoS course** (10 hours, during their first 3 months in Italy)
Accordo di Integrazione
Decreto 14/9/11

Circolare Interno – Cooperazione
3/3/12

Circolare Interno
5/3/12

Accordo Quadro Interno - MIUR
7/8/12

Testo Unico
Immigrazione 286

Istruzioni operative MIUR
Circolare 30/10/12

Linee Guida MIUR
31/1/12

Circolare Interno
10/2/14
Policies:
long term residence permit (CE chart)

Law by decree (2010)

- It is possible to ask for the CE chart for migrants who have lived in Italy at least 5 years. After the application, migrants have two months to attain the A2 (reading, listening and writing)
Citizenship and professional domain

- **Criteria for citizenship**
  No language requirement

- **Criteria for employment**
  Starting from 2010, many employers request the A2 (in all the 4 main skills) from migrants seeking employment. There are specific regional laws (not national) in different sectors: public transport, health, building, and the food and beverage industries.
Testing related to the Integration Agreement

- **Language requirement: 2 options**

1. Pass an official language certification ≥ A2 (four main skills) produced by one of the 4 Institutions recognized by the State: University for Foreigners of Perugia (CELI exams); University for Foreigners of Siena (CILS exams); University of Roma 3 and Dante Alighieri Society (PLIDA exams). Only the first two provide specific tests for migrants, with a special rate of around €30.

2. Pass an A2 oral exam at the end of a language course attended in a CTPs and structured following the MIUR guidelines. The speaking test is free of charge and it is developed, as is the evaluation criteria, by the CTPs teachers. No uniformity in terms of test format (tasks type, contents, assessment) is provided.
Testing related to the Integration Agreement

- The CTPs will be the only providers authorized to the administration of the KoS test for those who will not attend the language course

Guidelines for the KoS test

NEWS

Ministero dell’Istruzione, dell’Università e della Ricerca
Dipartimento per l’istruzione
Direzione generale per l’istruzione e formazione tecnica superiore
e per i rapporti con i sistemi formativi delle Regioni
Uff. IV

Prot. 451/A00D6PS

Roma,

3 APR 2014

Ai Direttori Generali
degli Uffici Scolastici Regionali
Testing related to the CE chart

- Language requirement, also in this case: 2 options
  1. Pass an official language certification \( \geq A2 \)
  2. Pass a specific A2 test produced, administered and marked locally by the CTPs following a *Vademecum* elaborated by MIUR related to listening, reading and writing
Impact

- **Integration Agreement**: if migrants are not able to attain all the 3 goals they are deported from Italy (with the exception of family reunion, refugees, asylum)

- **CE chart**: if migrants do not reach A2 level, they will not obtain a long-term residency permit, losing the rights to many public services
Impact study?

- Because of the Integration Agreement is a recent law, no statistics about candidates are available up to now.

- In contrast, in relation to the A2 tests for the CE chart, the Ministry collected data:
  - 93,793 tests have been administered since 2011.
  - The percentage related to who pass the test is not at all homogeneous: from 100% to 36% with unfair and macroscopic differences between CTPs.
Lack of comparability

- Caused by the correlation of 4 factors:
  1. Scarce application of the *Vademecum*
  2. Little practicality, in terms of exam conditions
  3. Presence of **low literacy** skills among test takers (an unexpressed demand that is emerging as indirect consequence of compulsory test)
  4. Changing **political perspectives** in the different regions

- Moreover, the Government does **not provide compulsory courses for exam preparation before the test administration**
Lack of monitoring

- No formal monitoring and no research on the consequences has been officially commissioned.

- An impact study is not part of structured action, but is limited to case studies promoted by single Institutions.
A2 required: a jigsaw of skills

Long term residence permit:
listening, reading and writing (not speaking)

First entry:
(only) speaking

... but not for all ...
2014 – 2016: 929,070 ex EU citizens will have to sit compulsory tests

Migrants not involved
- EU citizens: 27%
- ex EU that just have citizenship or CE chart: 39%
- ex EU < 16 years old: 14%
- ex EU (particular cases of refugees/ family reunion etc.): 3%
- Migrants really involved: 17%
Testing related to employment

- In this case there is only one option: pass an official language certification ≥ A2

In fact
Italian language knowledge

- CELI certification

Residence permit
LT residence permit
Citizenship
Employment requirements
CTP: courses and tests for migrants

<table>
<thead>
<tr>
<th>Certificazioni/Attestazioni:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Certificati/Attestati rilasciati nei CILS, di cui:</td>
<td>50.564</td>
</tr>
<tr>
<td>Pari al livello A2</td>
<td>26.769</td>
</tr>
<tr>
<td>Superiori al livello A2</td>
<td>7.060</td>
</tr>
<tr>
<td>Inferiori al livello A2</td>
<td>16.735</td>
</tr>
<tr>
<td>Certificati/Attestati rilasciati nei CBM:</td>
<td>89.775</td>
</tr>
</tbody>
</table>

*Totale Certificati/Attestati* 140.339
Summarizing:

deep reflection on 2 percentages

17% VERSUS 5.3%

- Instrumental use of the target language vs linguistic integration: pass the exam is more important than attending a course
- CEFR: not 6 levels but one
- A2? It’s enough
Conclusion
Grazie