



Consequence of migration tests on LESLLA learners

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ALFA-rådet

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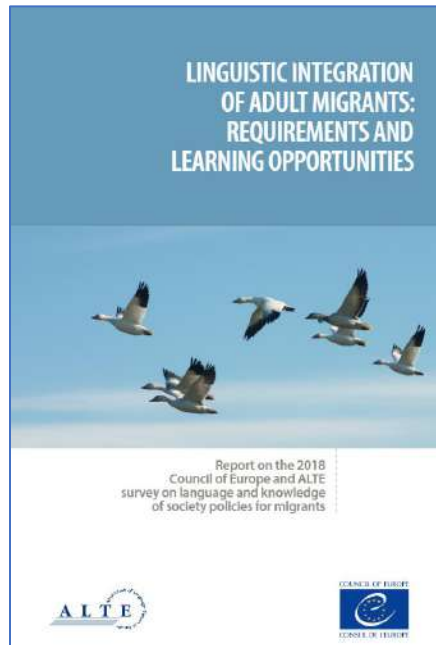
Plan

1. Background for IMPECT
2. Aims, organization & data of IMPECT
3. The international part of IMPECT (WP3)
 1. LAPIM – language policy index for migrants
 2. Teacher survey in 20 European countries
 3. Interviews with teachers in 9 countries



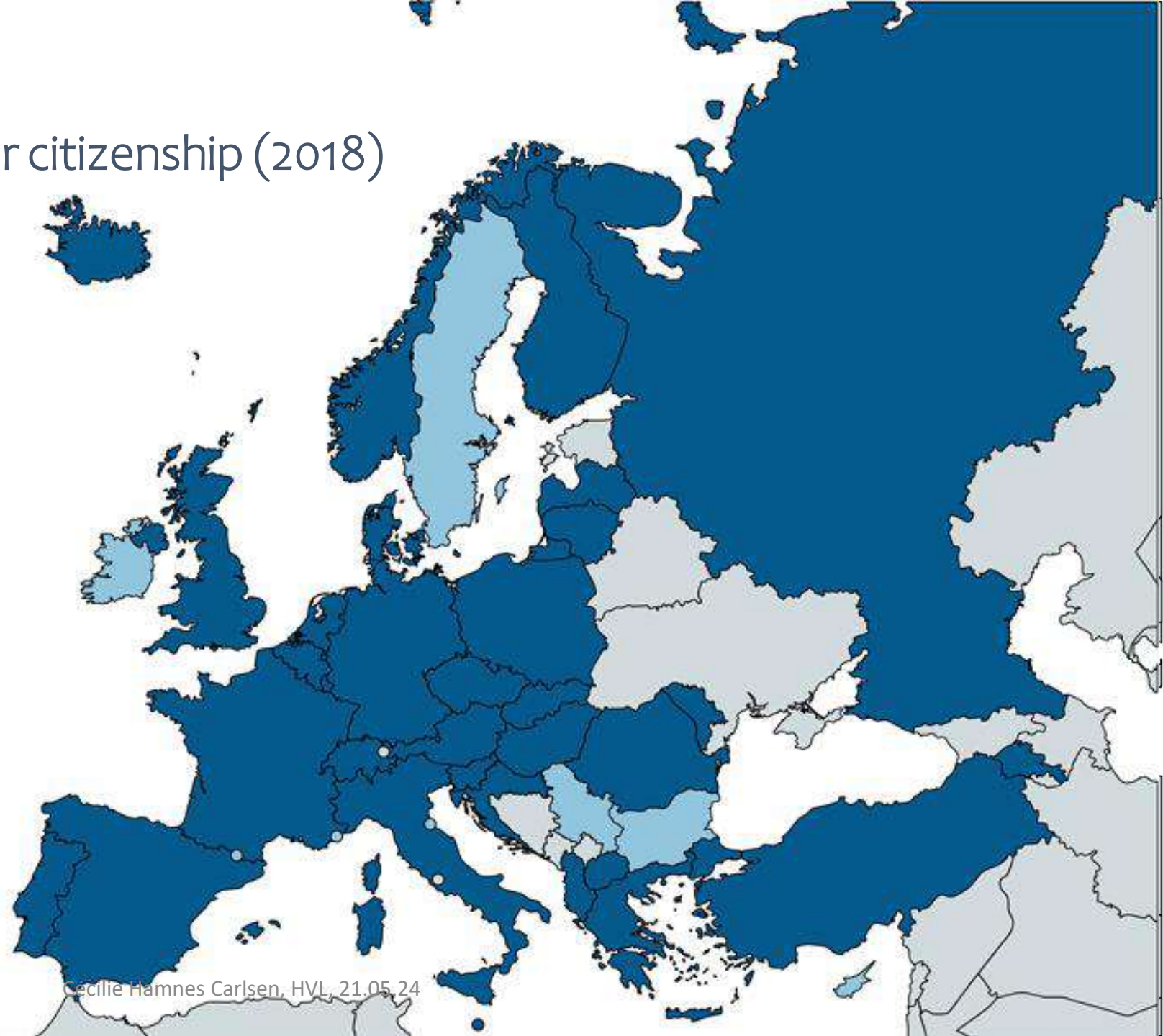
Linguistic
Integration of Adult
Migrants with
Poor
Education and the
Consequences of Migration
Tests

Language requirements for citizenship (2018)

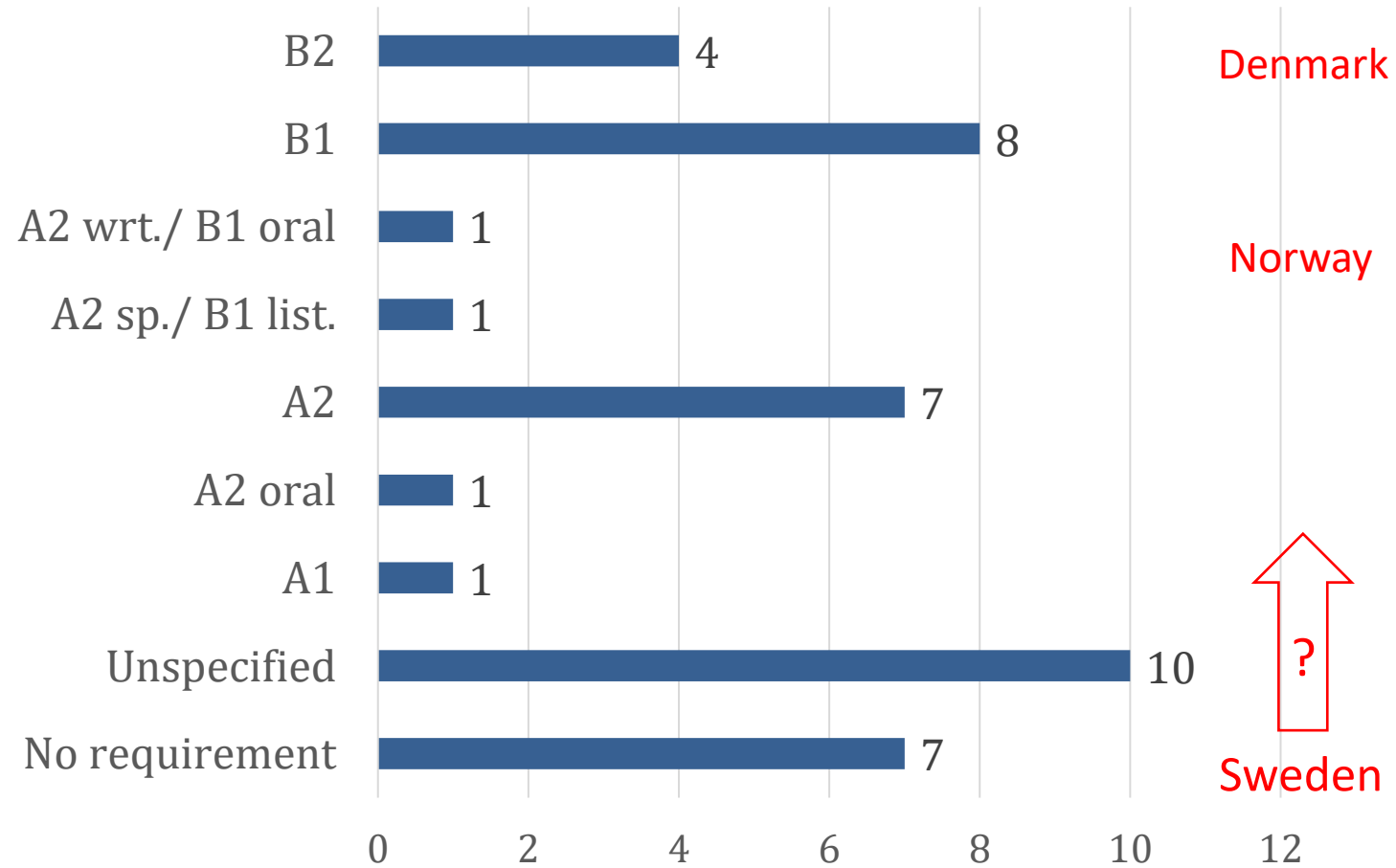


Rocca, Carlsen & Deygers, 2020

[REPORT ON THE 2018 COUNCIL OF EUROPE AND ALTE SURVEY ON LANGUAGE AND KNOWLEDGE OF SOCIETY POLICIES FOR MIGRANTS.pdf \(coe.int\)](https://coe.int)



Language requirements for citizenship (2022)



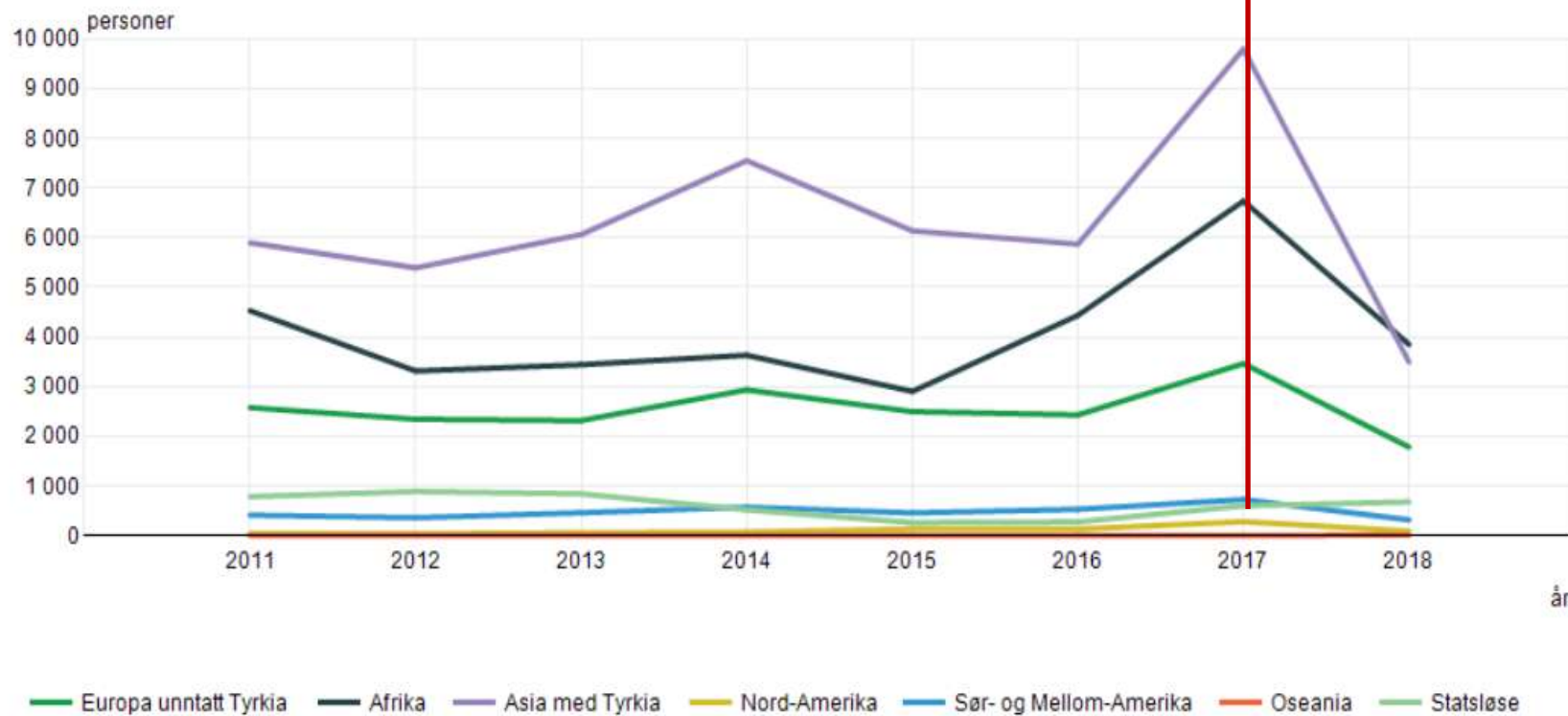
Political justification for requirements

- an **incentive** for migrants to acquire the skills needed for successful **integration** (Löwenheim & Gazit, 2009, p. 161, Strik et al., 2010, pp. 64–65)
- a way of **motivating** migrants to develop the competences believed necessary for social integration (Han et al., 2010, p. 63)
- discourses of **integration** play a key role in justifying the use of language and KoS requirements for citizenship (Khan & McNamara, 2017, p. 452)

Statistical consequences

Introduction of language requirements
(Norway)

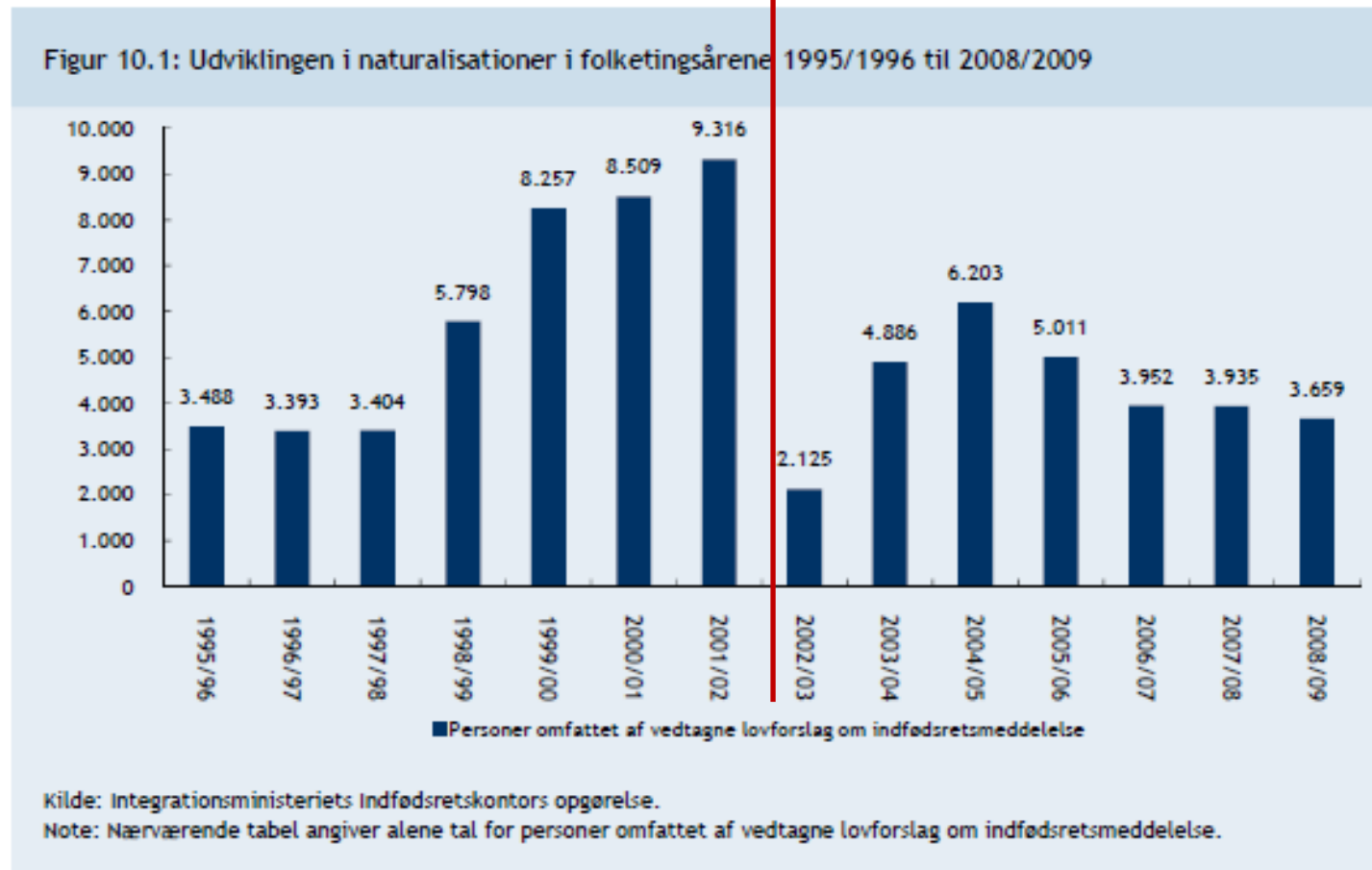
07114: Utenlandske statsborgere som har fått norsk statsborgerskap, etter tidligere statsborgerskap og år. Personer.



Statistical consequences

10. Naturalisationer - indfødsret

Introduction of language requirementst
(Denmark)



The stricter the requirements, the lower the number of new citizens

758

European Sociological Review, 2021, Vol. 37, No. 5

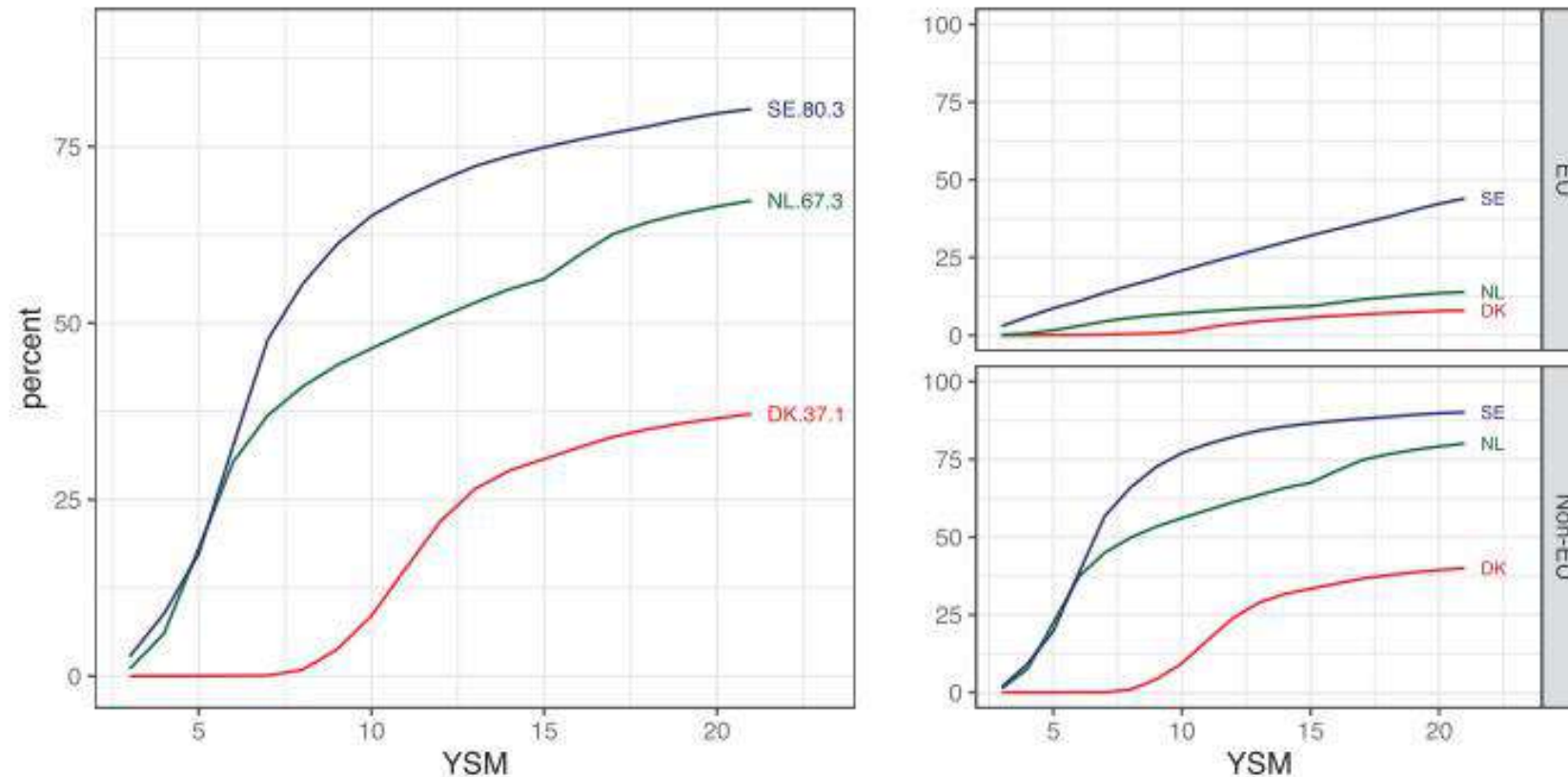


Figure 2. Cumulative percentage of naturalized immigrants in Denmark, the Netherlands, and Sweden by years since migration, total (left panel), and by migrant origin (right panels). *Note:* Kaplan-Meier failure function curves based on migration cohorts 1994–2001 with observation period 1997–2015

After 21 years, ca. 80 % of migrants in Sweden have obtained citizenship, 67 % in the Netherlands and only 37 % in Denmark

What are the consequences?

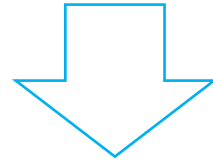
- Reduces the number of new citizens (Strik et al, 2010; Carlsen, 2011; Pochon Berger & Lenz, 2014, Blinder, 2017)
 - Excludes certain groups from democratic participation (Joppke, 2010; Slade, 2010, Ellermann, 2020; Bassel, et al. 2021)
 - Hinders integration (Strik, 2013; van Oers, 2013; Goodman, 2014)
 - Creates a feeling of exclusion (Cooke, 2009; Strik, 2013; Dansk Flygtningehjælp, 2019)
 - Affects different migrant groups differently (van Oers, 2013, Minuz, 2017; Ndhlovu, 2014)
- Call for more research into how LESLLA learners are affected (Puchon-Berger & Lenz, 2014)

LESLLA learners

Literacy Education and Second Language Learning in Adults

www.LESLLA.org

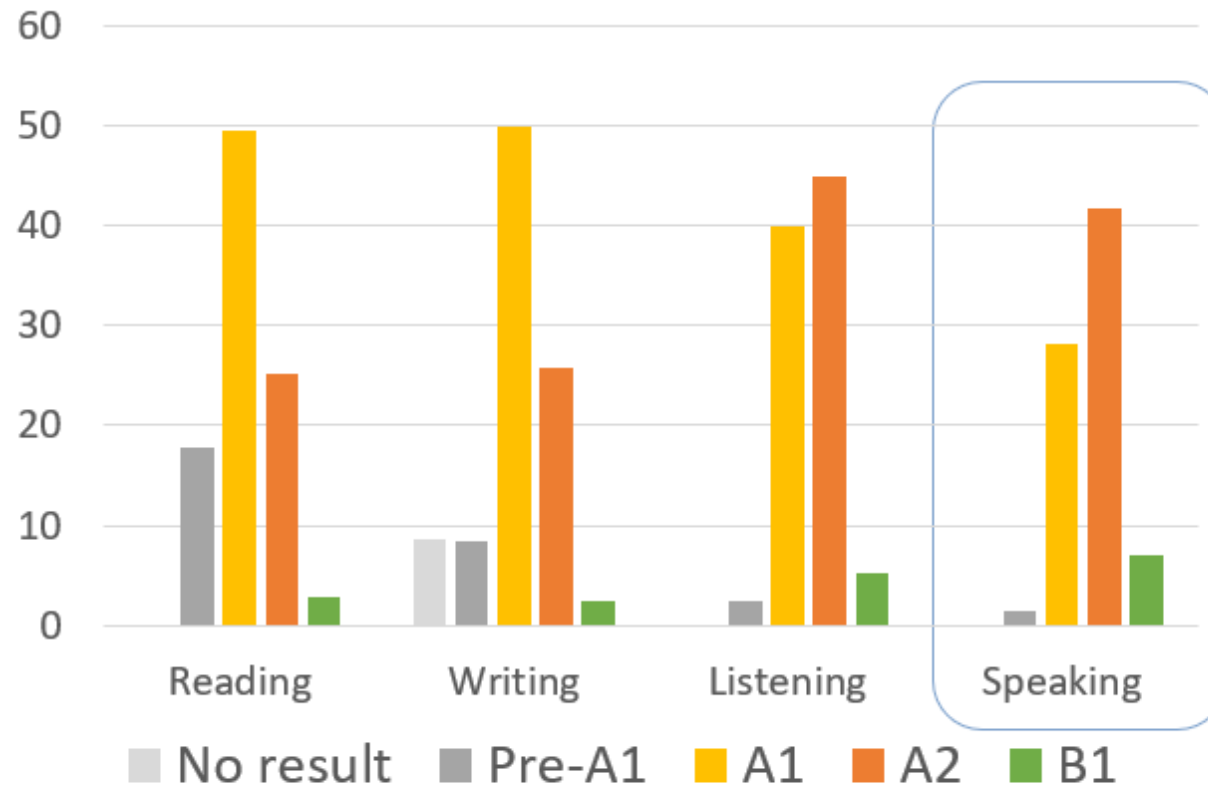
- No or limited formal schooling
- No or limited alphabetic print literacy
- No or limited experience with tests (Allemano, 2013; Carlsen, 2017; Janz, 2006)
- Additional challenges (refugee background, traumas, PTSD, worries about future, worries about family members left behind)



- Perform less well on tests in general and on verbal tests in particular (Ostrosky-Solis et al. 1998; Gujord, 2021; Carlsen & Hamidi, 2023, Vanbuel, Bugge & Carlsen, in progress)
- Risk of exclusion when residence rights linked to test scores (Huddleston, 2016; Rocca et al., 2020)



LESLLA learners with *no prior schooling* (n=287)



New requirements for citizenship (B1) from October 1st, 2022.



The IMPECT project

Overarching aim:

- *What are the consequences of language and knowledge of society (KoS) requirements for permanent residency and citizenship on low-literate adult migrants (LESLLA learners)?*

The IMPECT project

- Ongoing (2021-2025)
- Anchored at the Western Norway University of Applied Sciences (HVL)
- Project leader: Professor Edit Bugge, HVL
- Financed by the Norwegian Research Council & HVL
- International collaboration (Italy, the Netherlands, Greece, UK, Sweden)
- Three PhD students
- One post-doctoral research fellow

IMPECT

- Høgskulen på Vestlandet(HVL) (2021-2025), finansiert av Norges forskningsråd og HVL



Edit Bugge



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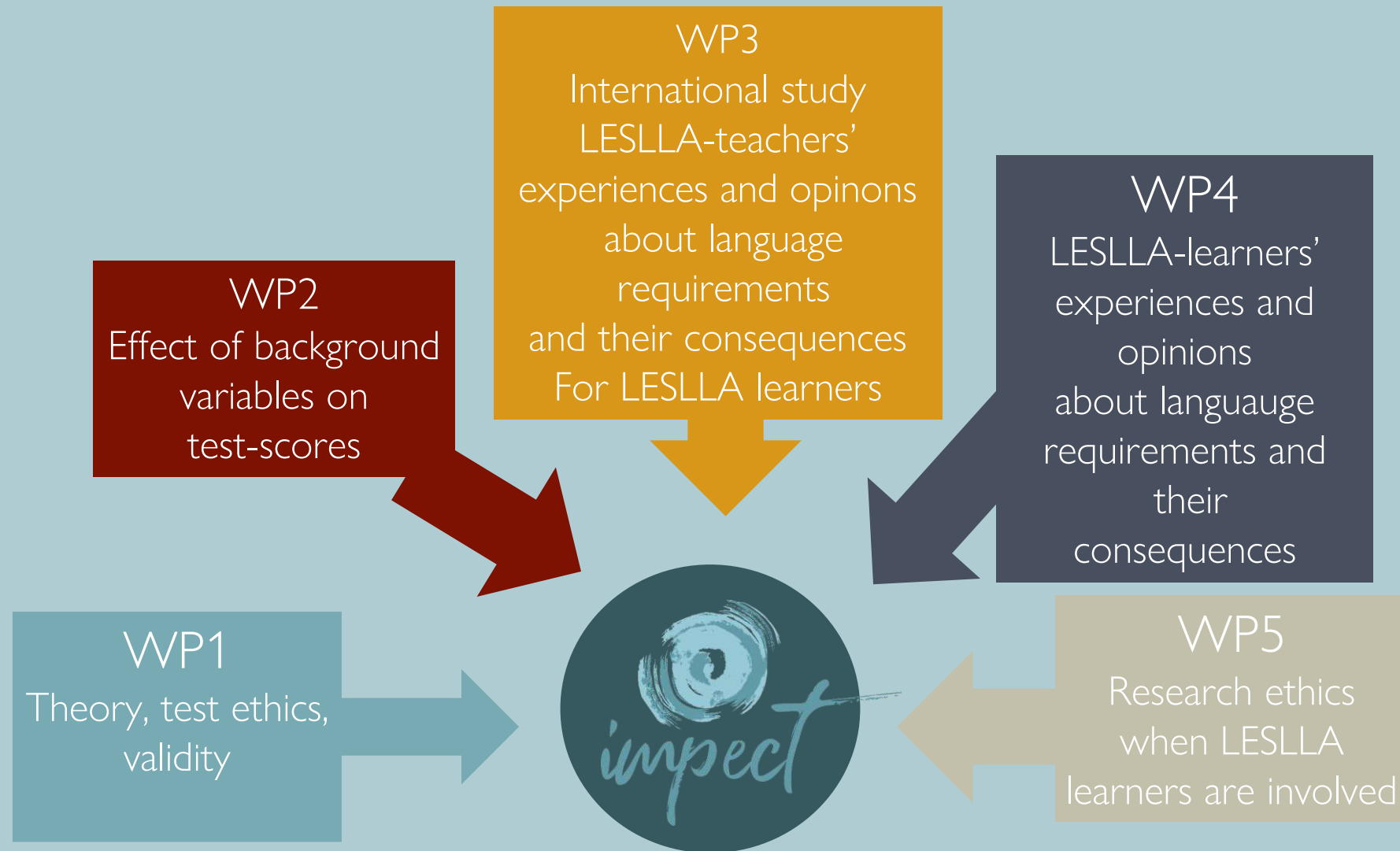
Scientific Advisory Board

Cecilie Hammes Carlsen, HVL, 21.05.24

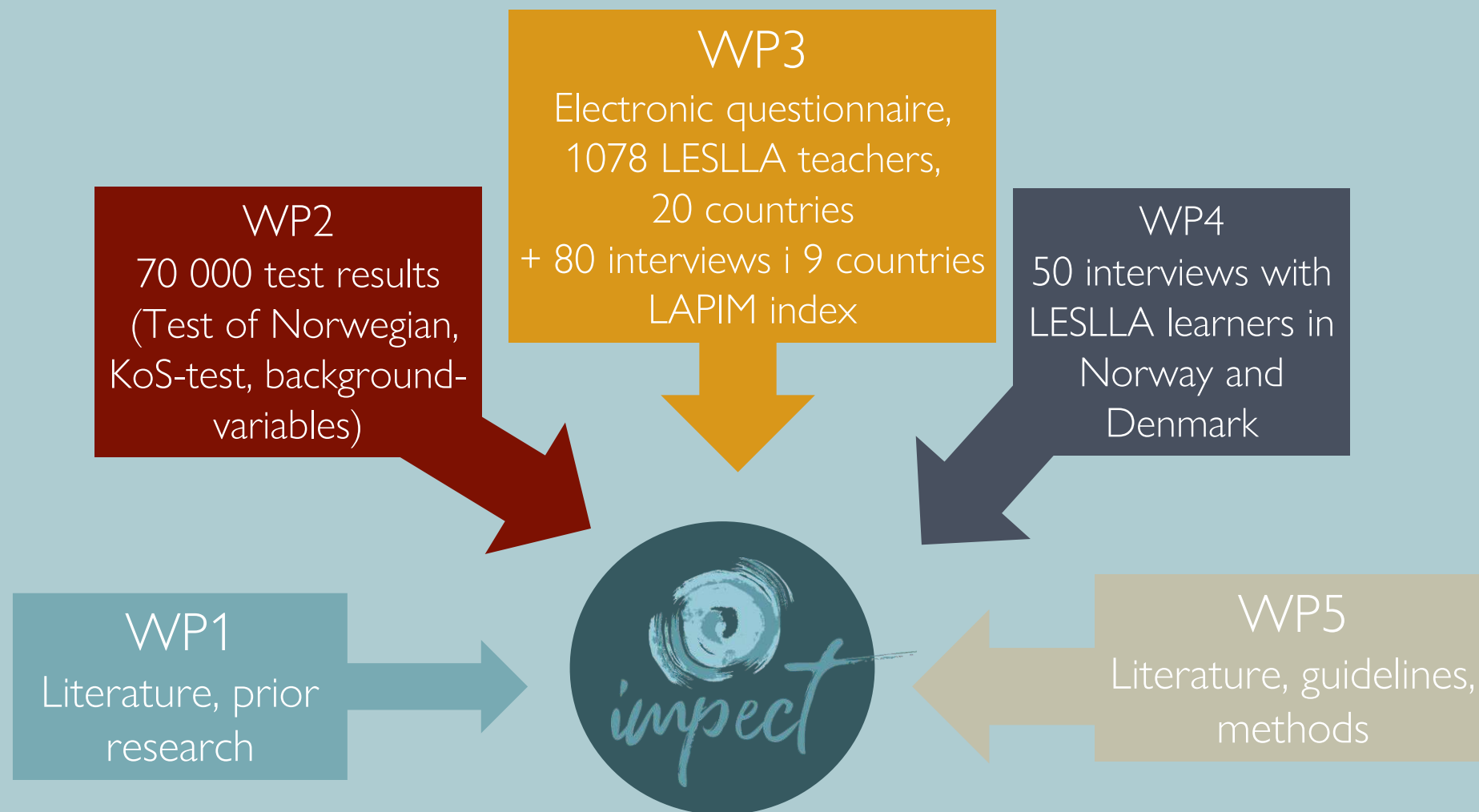
Reference group, teachers of
LESLLA learners in Norway, test
developers, HK-dir

<https://www.hvl.no/impect>

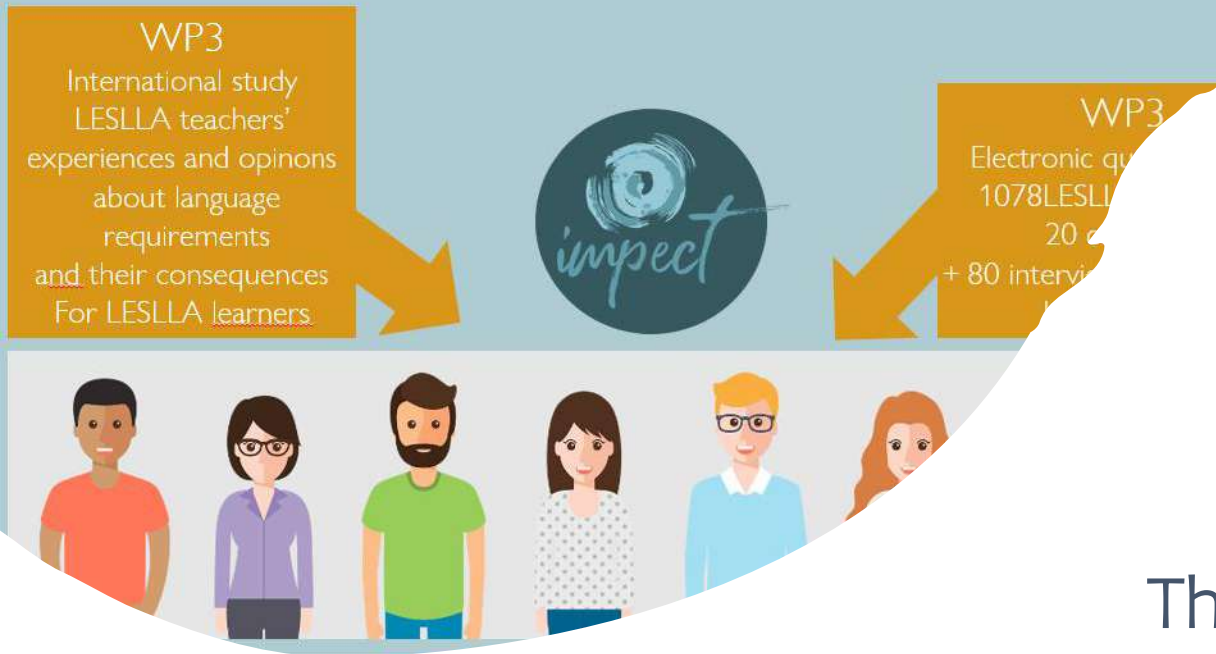
FORSKNINGSFOKUS OG ARBEIDSPAKKER



DATA



INTERNATIONAL TEACHER STUDY



The international part of the project (WP3)

1. LAPIM – policy index for migrants
2. Teacher survey in 20 countries
3. Interviews with teachers in 9 countries

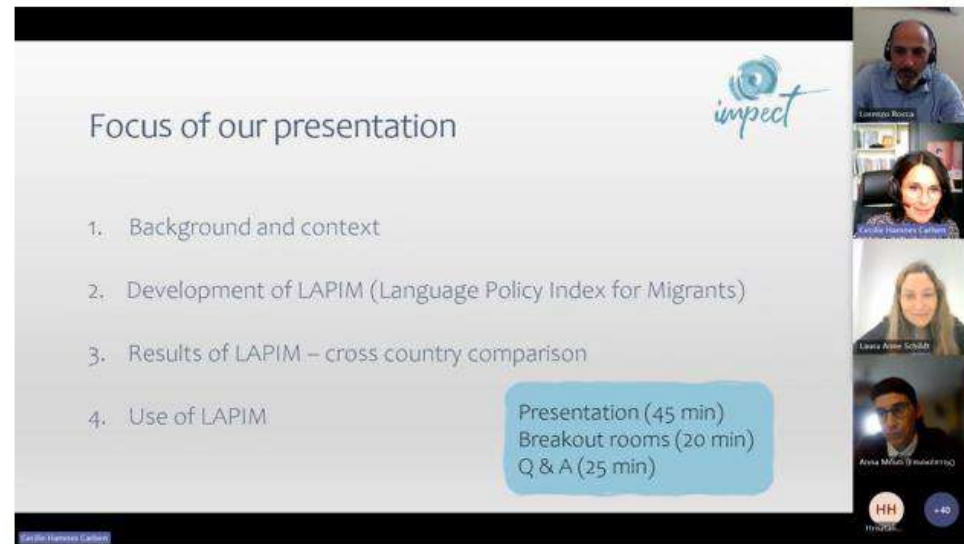
TWO RESEARCH QUESTIONS (WP3)

RQ1) How do language requirements for residency and citizenship impact LESLLA-learners in CoE member states, according to their teachers?

RQ2) To what extent do LESLLA teachers' perceptions reflect the relative severity of language requirements in different countries?

Language Policy Index for Migrants (LAPIM) - digital event October 18th

Joint EALTA and ALTE event on Migration



Focus of our presentation

1. Background and context
2. Development of LAPIM (Language Policy Index for Migrants)
3. Results of LAPIM – cross country comparison
4. Use of LAPIM

Presentation (45 min)
Breakout rooms (20 min)
Q & A (25 min)

Participants: Lorenzo Rocca, Cecile Hammes Carlsen, Lisara Anne Schmidt, Anna Mouni (moderator)

On October 18th, the EALTA and ALTE Special Interest Groups on Migration and Integration co-organised an online event taking place on **the Language Policy Index for Migrants (LAPIM)**.

The **Language Policy Index for Migrants (LAPIM)** measures the linguistic requirements in integration and citizenship policy as well as learning opportunities for migrants across Europe. It is the first index of its kind to be designed specifically for this purpose. It was designed within the IMPECT Research Project at the Western Norway University of Applied Sciences with the purpose of ranking countries according to their relative strictness in language policy. LAPIM has been piloted in 6 European countries and data have been collected from 20 countries to date. The index describes both explicit language

[News and events - Western Norway University of Applied Sciences \(hvl.no\)](https://www.hvl.no)

1. LAPIM (Language Policy Index for Migrants)

Language requirements

- Pre-entry
- Temporary residence
- Permanent residence
- Citizenship
- Skills required
- Levels required
- Exemptions offered

Knowledge of society requirements

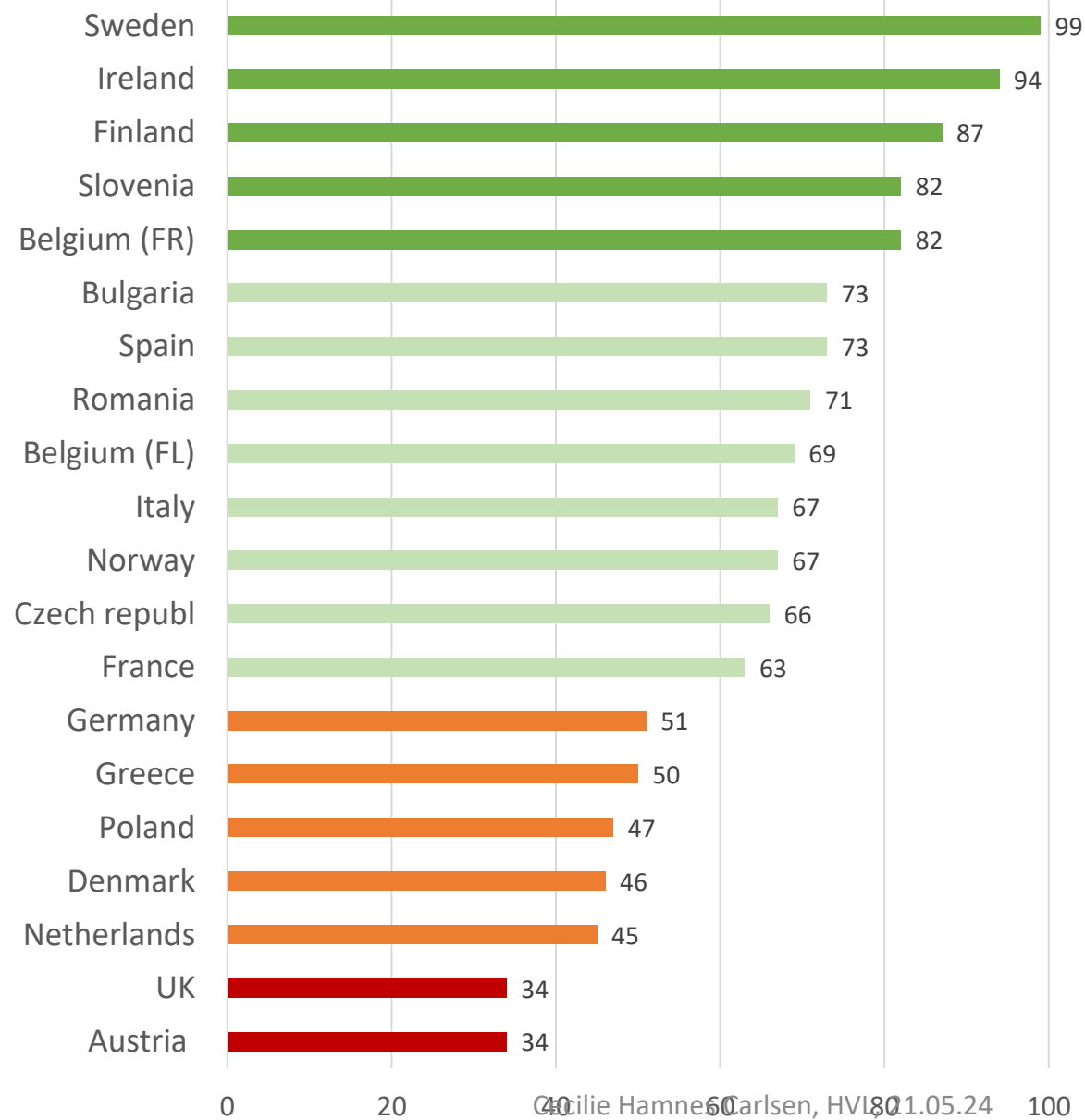
- Pre-entry
- Temporary residence
- Permanent residence
- Citizenship
- Skills required
- Language required
- Exemptions offered

Cecilie Hamnes Carlsen, HVL, 21.05.24

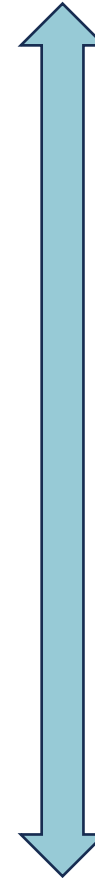
Learning opportunities free of charge

- What groups
- Number of hours
- Benefits of fulfilling course

LAPIM



LENIENT

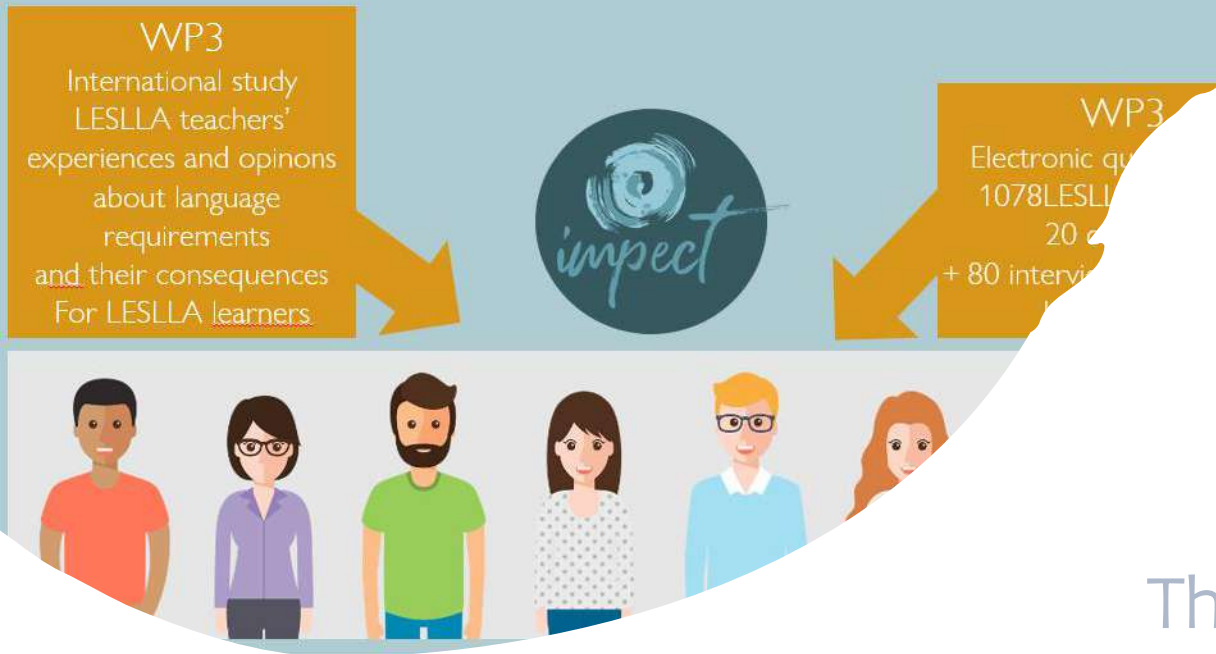


STRICT

Publication under review

Carlsen, Cecilie Hamnes & Rocca, Lorenzo. (under review). Measuring language policy in the migration context- background, development & use of the LAPIM scale. Submitted to *Language Policy* (March 2024)

INTERNATIONAL TEACHER STUDY



The international part of the project (WP3)

1. LAPIM – policy index for migrants
2. **Teacher survey in 20 countries**
3. Interviews with teachers in 9 countries

TWO RESEARCH QUESTIONS (WP3)

RQ1) How do language requirements for residency and citizenship impact LESLLA-learners in CoE member states, according to their teachers?

RQ2) To what extent do LESLLA teachers' perceptions reflect the relative severity of language requirements in different countries?

2. LESLLA teacher survey in 20 countries



QUESTIONNAIRE (SurveyXact)

- 35 questions about LESLLA teachers' opinions about:
 - *language requirements for permanent residence and citizenship*
 - *KoS requirements for permanent residence and citizenship*
 - *the effect of language requirements on LESLLA learners*
 - *the effect of KoS requirements on LESLLA learners*
 - *the effect of language and KoS requirements on teachers' roles*

	Disagree	Agree	N
1.a Language requirements for permanent residence and citizenship cause anxiety for LESLLA learners	6 %	79 %	935
1.b Many LESLLA learners worry that they will not be able to meet the language requirements for permanent residence and citizenship	9 %	77 %	931
1.c KoS requirements for permanent residence and citizenship cause anxiety for LESLLA learners	14 %	62 %	806
1.d Many LESLLA learners worry that they will not be able to meet the KoS requirements for permanent residence and citizenship	12 %	65 %	780
2.a Language requirements for permanent residence and citizenship are beneficial for the integration of LESLLA learners	22 %	65 %	944
2.c Knowledge of society (KoS) requirements for permanent residence and/or citizenship are beneficial for the integration of LESLLA learners	17 %	66 %	861
4.It should be possible to obtain permanent residence without having to pass a language test.	54 %	34 %	821
4.b It should be possible to obtain citizenship without having to pass a language test.	60 %	27 %	825

TWO RESEARCH QUESTIONS (WP3)

RQ1) How do language requirements for residency and citizenship impact LESLLA-learners in CoE member states, according to their teachers?

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> *correlation between survey results and LAPIM scores (strictness)*

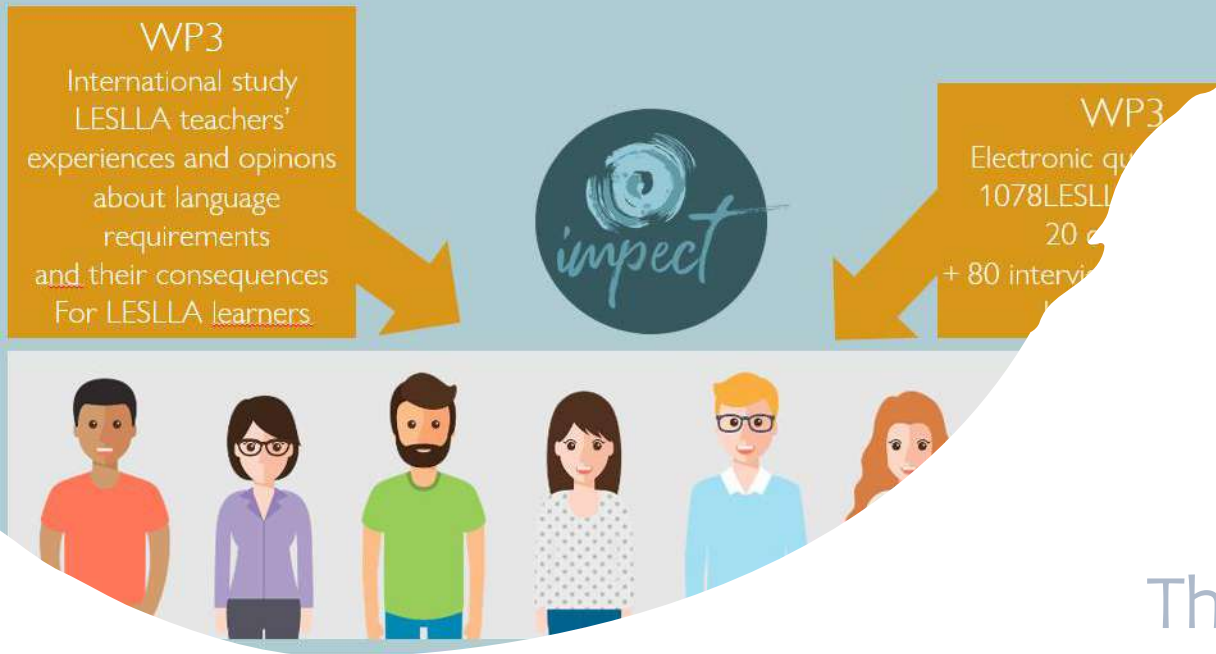
Spearman's rank correlations of LESLLA teacher survey responses and LAPIM score categories	Spearman's Correlation ρ	Significance P
Topic 1: A perceived negative effect of language and KoS requirements on LESLLA learners		
1.e Language requirements for permanent residence and/or citizenship are an obstacle to the integration of LESLLA learners	0.17	0.000
1.f KoS requirements for permanent residence and/or citizenship are an obstacle to the integration of LESLLA learners	0.17	0.000
Topic 2: a perceived positive effect of language and KoS requirements on LESLLA learners		
2.a Language requirements for permanent residence and/or citizenship are beneficial for the integration of LESLLA learners	-0.19	0.000
2.c Knowledge of society (KoS) requirements for permanent residence and/or citizenship are beneficial for the integration of LESLLA learners	-0.21	0.000
Topic 3: Opinions about strictness of and exemptions from requirements		
3.a The current language requirements for permanent residence in my country are too strict for LESLLA learners	0.37	0.000
3.b The current language requirements for citizenship in my country are too strict for LESLLA learners	0.33	0.000
Topic 4: Opinions about the ethicality and legitimacy of using language and KoS tests as requirements for permanent residence and citizenship		
4.c It should be possible to obtain permanent residence without having to pass a KoS test	0.21	0.000
4.f It is ethically problematic that permanent residence and/or citizenship depend on passing a KoS test	0.17	0.000

Publications

Carlsen, Cecilie H., Deygers, Bart, Rocca, Lorenzo & Van Oers, Ricky. (2023) The consequences of migration tests on low-literate adult migrants – a survey of teachers' opinions in 20 European countries. *AERA online repository*.

Carlsen, Cecilie H., Rocca, Lorenzo & Van Oers, Ricky (under review). Language and knowledge of society requirements in the migration context – a cross-national study of language policy effects on low-literate adult migrants

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Publication

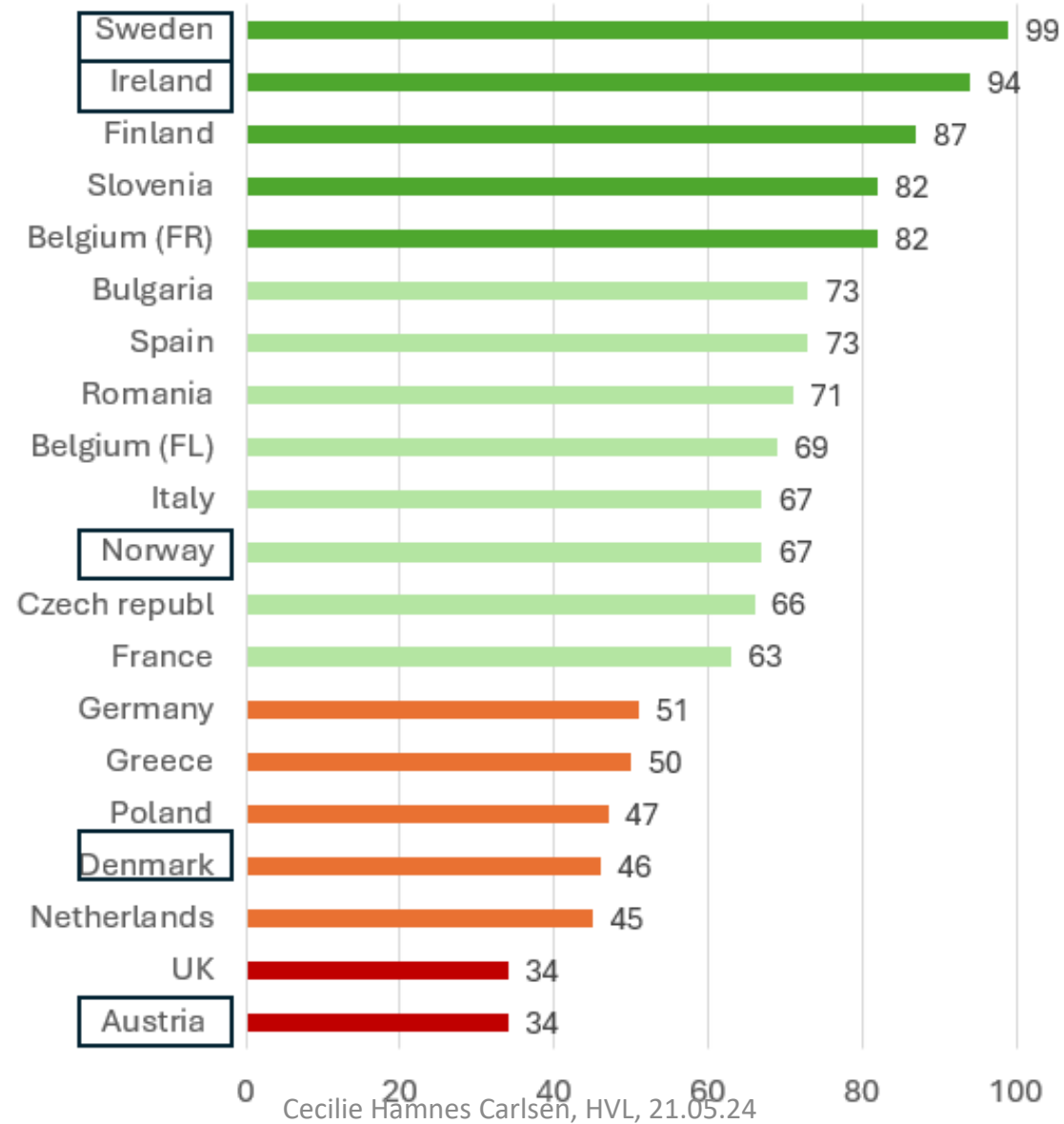
Carlsen, Cecilie H., Rocca, Lorenzo, Shohamy, Elana & Kurvers, Jeanne (under review, 2024). “They are right to worry” – the **emotional impact** of language requirements for permanent residence and citizenship on **LESLLA learners**. In Schramm, Karen, Czinglar, Christine & Perry, Kirsten (Eds.) *Adult Migrants Acquiring Basic Literacy Skills in a Second Language*. De Gruyter

Interviews with LESLLA teachers in 5 countries

- Follow up on the survey
- More in-depth analyses
- Semi-structured
- Common interview guide
- Transcription & translation
- Coded and analysed thematically
- Both inductive & deductive approach



LAPIM



RQ1 How do language requirements for permanent residence and citizenship affect LESLLA learners' emotions and motivation for language learning?

Formal language requirements are a source of anxiety, stress and fear

It may affect them more than we realise. It's frustrating. There are expectations that they're afraid they'll never be able to fulfil, and that affects their quality of life, I think. It's another thing to worry about, in addition to many other things in their lives. (Marit, Norway)

RQ1 How do language requirements for permanent residence and citizenship affect LESLLA learners' emotions and motivation for language learning?

Requirements creates a feeling of failure, of not being good enough

There was one who said: 'I manage everything, I manage my job, but (pause) I just can't manage that requirement [...] they struggle to reach an A2 level, but then they still manage to fulfil job obligations, they manage to participate in social life, they manage to look after their children in a very adequate way, [...] and when it then becomes a problem if you don't manage to reach a B1 level, then it feels like 'okay, now I'm doing everything you want me to do, and we think we have a good life here, BUT I'm not good enough to become a citizen'. (Kari, Norway)

RQ1 How do language requirements for permanent residence and citizenship affect LESLLA learners' emotions and motivation for language learning?

Requirements leading to mental illness

In the case of a residence permit, I'm thinking of many families here in Sweden where the children were born in Sweden and have lived their entire lives in Sweden. But if you have a temporary residence permit, it's an uncertain existence. Should I stay here? Will I be allowed to move? I never know. I can't build my life. It becomes a worry. We get mental illness. That's bad for society as a whole. I think that if there were to be a requirement for Swedish citizenship, mental health problems would increase significantly in Sweden. (Inga, Sweden)

RQ1 How do language requirements for permanent residence and citizenship affect LESLLA learners' emotions and motivation for language learning?

Language test anxiety

They're very stressed about it because they know that the [test] task they're about to do has an impact on whether they can stay in Denmark or not, so I think I experience it a lot in those test situations where they're EXTREMELY stressed and probably because it's too HARD for them [...]. I've also seen several cases of test participants who have simply had ANXIETY ATTACKS during the tests because it's so IMPORTANT to them and I can't go through with it because their whole body simply shuts down and it's AWFUL to watch because it's so important. (Silje, Denmark)

RQ1 How do language requirements for permanent residence and citizenship affect LESLLA learners' emotions and motivation for language learning?

Uncertainty related to rules and regulations

“They wonder how quickly they can take the test and how much it costs, and they're really stressed about it, and then it spreads at school and in the communities, right, that ‘this is how it is, and how can we apply for an exemption and how can we get out of this and...” (Kristine, Norway)

RQ1 How do language requirements for permanent residence and citizenship affect LESLLA learners' emotions and motivation for language learning?

Level set too high

*It's very despairing for both me and them, because even though some of them might (-) pass an A2 test now, and many of them have been attending course for many years, B1 is a long way off. [...] Students who want to apply for citizenship who have lived here for seven years, ten years, twelve years, and who feel that time is running out. I think it's difficult [...] I think **they are right to worry**, because a lot of them WILL not make it. (Norway, Kristine)*

RQ2 To what extent do teachers' perceptions of the emotional impact of requirements on LESLLA learners reflect the relative severity of language requirements of the countries in which they work?

- Teachers in all five countries report that LESLLA learners are **already highly motivated** to learn the language and knowledge of society
- **Worry and anxiety** seems to be the result regardless of the relative strictness (teachers in Norway are just as concerned as teachers in Denmark and Austria)
- Teachers in Sweden are worried about the potential effects if requirements are introduced
- Teachers in Ireland wonder if requirement might have a positive effect on motivation

RQ3 How do language requirements for permanent residence and citizenship affect teachers and teaching?

Requirements are a source of frustration also for teachers

Well, the psychological strain that these learners experience is obvious, right, those who won't make it, I mean. [...] The consequence is also a lot of frustrated teachers who can't teach, because we know that some students will never be able to do this - if they attend class for twenty years, they won't be able to get B1. (Kristine, Norway)

RQ3 How do language requirements for permanent residence and citizenship affect teachers and teaching?

Teachers are drawn between teaching for learning and teaching for the test

[...] I don't get to realise their potential as often as I should, because getting them prepared for the test and practising for the test and passing that test can sometimes become a straitjacket that can actually prevent us from having good teaching and learning. I'm not saying that this is necessarily always the case, but that it can happen (Marit, Norway).

RQ3 How do language requirements for permanent residence and citizenship affect teachers and teaching?

Teachers' roles as advocates speaking up against requirement policies

I feel the need to say that I do feel that those who set these requirements have too little knowledge about those who have little or no school background and are not already literate. [...] It could be that it's not because of unwillingness – you can choose to interpret it that way - but that it's ignorance that underlies some of these political decisions that have been made. And if it's ignorance, then it is our role as individuals who know both the subject matter and the groups to address this, I think. (Marit, Norway)

Summing up

- Policy makers' claim that formal language and KoS requirements are necessary for motivation and integration – **little support in our data**
 - LESLLA learners are already motivated
 - Requirement cause anxiety, worry, feeling of failure – not motivation
- Requirements seems to cause anxiety regardless of the level of strictness
- Teachers are generally less positive to requirements in countries where requirements are set high

Norsk som andrespråk

- voksne innvandrere
som utvikler skriftkyndighet på
et andrespråk

Edit Bugge og Cecilie Hamnes Carlsen (red.)

IMPECT

Linguistic Integration of Adult Migrants with Poor Education and the Consequences of Migration Tests



International collaboration >

People >

Publications >

Project information >

News and events >

Project summary

Since the turn of the millennium, a number of European countries have introduced language and knowledge of society requirements for citizenship. In 2017, Norway followed the lead of other countries, by introducing a requirement to pass an oral language test, as well as a knowledge of society test in Norwegian for those applying for Norwegian citizenship. The requirement of Norwegian proficiency was increased in 2021, from A2 to B1. The Norwegian government argued that augmenting the language requirement was done in order to strengthen migrants' motivation for language learning and integration. Whether or not such positive effects exist, is not yet known, and this question forms the basis for IMPECT's research scope.

Cecilie Hamnes Carlsen, HVL, 21.05.24

<https://www.hvl.no/impect>