

## System crash and reboot of the German integration system

Providing basic skills for 1 million immigrants

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## Situation in 2015 – Facts and figures

- Almost 1 million new asylum seekers
- + 400% compared to 2014
- 8.000 daily arrivals
- Peak in autumn: almost 10.000 daily arrivals
- Main nationalities:
  - Syria
  - Afghanistan
  - Iraq
  - Albania
  - Kosovo



Source: Bundesamt für Migration und Flüchtlinge

## The crash – example 1: Standards and criteria (1)

### From

- A formally structured and quality-assured system of language courses



### To

- „A bad language course is better than no language course“



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## The crash – example 1: Standards and criteria (2)

### From

- Integration courses – administered by the Federal Office for Migration and Refugees (BAMF)
- Standardised criteria for teacher's qualification and for appointment of course providers
- System of further education for teachers who don't meet that qualification
- Standardised criteria for teaching material
- Course controls
- Permanent commission established to accompany the conception and implementation of Integration Courses
- Final test for the language course after 600 lessons: Scaled language test „Deutsch-Test für Zuwanderer“ (DTZ: German Test for Immigrants)
- Final test for the Orientation Course after 60 lessons (in 2005): Test „Living in Germany“



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### The crash – example 1: Standards and criteria (3)

#### To

- Special emergency programme set up by the Federal Employment Agency (Bundesagentur für Arbeit - BA) in October 2015 to provide language courses for asylum seekers.
- No curriculum for the 320 lessons
- No criteria for educational content, methods, teaching material
- No criteria for teacher's qualification
- No course controls
- No final tests
- Neither formal nor informal goals of the courses
- Far better financial support than with the integration courses
- 14.000 courses between autumn 2015 and spring 2016 for about 194 000 asylum seekers
- Hardly any criteria for appointment of course providers



**Head of the driving schools' association in Hesse, Germany in November 2015:**  
 „This programme is an outstanding opportunity for driving schools to use free room capacities in the mornings and afternoons for language courses.“  
(Gießener Anzeiger, 24.11.2015)

### The crash – example 2: Teacher's qualification (1)

#### From

- Standardised criteria



#### To

- „The exception is the rule!“



## The crash – example 2: Teacher’s qualification (2)

### From

- Integration course teachers must have completed a degree in "German as a foreign language" or "German as a second language" ...

or

- ... have acquired the qualification through special further training.
- Teachers are only authorised after special further training + teaching experience with adults (1.000 or 500 lessons depending on the type of qualification).



## The crash – example 2: Teacher’s qualification (3)

### To

- Teachers without a degree in "German as a foreign language" / "German as a second language" can teach in integration courses that start before 31<sup>st</sup> December 2017 devoid of qualification through a special further training (2 year exception!).
- Primary school and secondary school teachers of German or foreign languages are authorised without special further training and even without a single lesson teaching experience with adults.
- The special further training for teachers in the special courses "basic skills" is no longer mandatory.



## Conclusion: Crash of the claim “Equal opportunities for all” (1)

### From

- A nationwide system of language courses for immigrants who are “newcomers” in Germany

### To

- „A hotchpotch of countless regional and local types of German courses for refugees all over Germany“



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## Conclusion: Crash of the claim “Equal opportunities for all” (2)

- All over Germany thousands of refugees arrive day by day.
- They want to learn German immediately.
- Access to the integration course is only allowed for asylum applicants with good prospects to remain or with a residence permit holding a “certificate of eligibility for the integration course” (Berechtigungsschein).
- This asylum procedure may last 2 years.
- In the counties, cities, towns and villages politics, administration and adult education centers have to react on the spot and start offering German courses.



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## Conclusion: Crash of the claim “Equal opportunities for all” (3)

- **The hotchpotch of countless types of German courses – some facts and figures (Dec. 2015):**
- Courses with either 40, 100, 300 or more lessons
- Either level A1 CEF or leading to level C1 CEF
- Focus either on language or on orientation
- With and without final tests
- Volunteer helpers or qualified teachers
- Only 9 of the 16 federal states provide statewide language programmes.
- Only in Rhineland-Palatinate almost 120 different language programmes, funding-mechanisms and structures



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## Comprehensive Language Programme (Gesamtprogramm Sprache)

### Comprising 3 phases

1. Everyday language and orientation (A1/A2/B1): Integration and orientation course
2. Work-related language and qualification (B2/C1/C2)
3. „Permanent settlement in the working world“
  - Aiming for flexible, accessible, and modular language courses.
  - Learning German systematically from A1 to C2 including alphabetisation courses, optimising transition between courses. Online courses are feasible.
  - Coordinated by the Federal Office for Migration and Refugees, which is responsible for quality assurance.



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## Phase 1: “Improving” the integration course system

- Target: joining a course within 6 weeks of being granted eligibility
- Maximum number of participants increased to 25 (previously: 20)
- More transparency of the courses offered
- Minimum fee for teachers raised to 35 Euros (previously: 23 Euros)
- Lessons for the orientation course increased to 100 (previously: 60)
- New courses considering demands of learners of a new writing system



Federal funding 559 million Euros in 2016  
 Aiming for 550.000 participants  
 340.000 participants reached in 2016

## Phase 2: Regulation concerning work-oriented German courses Effective since 1<sup>st</sup> July 2016

- General business courses of 300 lessons per level
- Special business courses for certain professions, e.g. medical professions
- Different thematic fields of communication: e.g. at the workplace, job search, vocational training, labour law, products and marketing, companies, learning with digital tools, cooperation and networking
- Target group: asylum seekers with good prospects of being recognised (from Syria, Eritrea, Iran, Iraq, Somalia) and recognised refugees, who are unemployment benefit claimants, jobseekers, apprentices



Federal funding 179 mil. Euros in 2016  
 Aiming for 100.000 participants in 2016 and  
 200.000 per year from 2017 on

### Phase 3: „Permanently arriving in the working world“

Chances of integration in the labour market are limited:

- Focussing on segments of the labour market lacking skilled labour: e.g. medical professions, engineers, kindergarten teachers, application developers
- Most of the refugees have low school education and low level vocational training
- Long way to go from zero to hundred: up to 2 years and more
  - Waiting time for first course start: 12 weeks
  - Up to 900-1200 lessons to B1
  - A further 450 to B2
  - Possibly school education
  - And vocational training



### Phase 3: „Permanently arriving in the working world“

- Recent studies expect no positive economic effects as a direct result of refugee immigration – despite prognoses in 2015.
- In the midterm, negative economic effects considering lower gross national product and higher unemployment rate are possible.
- In the long run, positive effects depend on the investment in qualification, language courses, labour market access and residential prospects.
- The crucial factor: successful integration in labour market and society.
- March 2017: about 500.000 job-seeking refugees – 83.000 in employability measures, 166.000 in integration courses, 177.000 registered as unemployed, most of them looking for low-skilled jobs  
(Frankfurter Allgemeine Zeitung, 15.04.2017, Nr. 89, S. 21)





## Conclusion

- In Germany the migrant integration system is currently being restructured
- Providing language courses throughout all levels of the CEFR
- Linking integration and employment system
- Too much focus on employability
- Successful integration in labour market and in society are both crucial factors for positive effects of immigration

