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Abstract:

The article examines the relationship between the characteristics of language programs for adult migrants and their educational effectiveness, using the OECD report "Language Training for Adult Migrants" (OECD, 2021) as a reference. The document provides conclusions from the international study on teaching practices, which has identified a series of conditions that can help governments, institutions, and program providers improve the quality of language training aimed at this group of language learners.

A mixed-methods study conducted in ten entities in the Community of Madrid that offer Spanish programs for adult migrants is presented. The work included the participation of directors, academic managers, and Spanish teachers, who were interviewed using the semi-structured interview technique, totaling 14 participants. The main objective of the study was to evaluate whether the practices of these entities are aligned with the OECD (2021) recommendations, to identify achievements in the implemented language training programs, and to detect possible aspects that need to be adjusted in the Spanish programs for adult migrants, in order to guarantee the users' right to quality language training that facilitates their integration.

Keywords:

Adult education, Language training for integration, Migrants and refugees, Mixed methods, Spanish programs

Resumen:

El artículo examina la relación entre las características de los programas de idiomas para migrantes adultos y su eficacia formativa, utilizando como referencia el informe de la OCDE Language Training for Adult Migrants (OCDE, 2021). El documento ofrece conclusiones del estudio internacional sobre prácticas en programas de enseñanza, que ha permitido identificar una serie de condiciones que pueden ayudar a gobiernos, instituciones y proveedores de programas a mejorar la calidad de la formación lingüística dirigida a este grupo de aprendientes de idiomas.

Se presenta un estudio con métodos mixtos realizado en diez entidades en la Comunidad de Madrid que ofrecen programas de español para migrantes adultos. El trabajo incluyó la participación de directores, responsables académicos y profesores de español, quienes fueron entrevistados mediante la técnica de la entrevista semiestructurada, sumando un total de 14 participantes. El objetivo principal del estudio fue evaluar si las prácticas de estas entidades están alineadas con las recomendaciones de la OCDE (2021), identificar logros en los programas de formación lingüística implementados y detectar posibles aspectos que requieran ser ajustados en los programas de español para migrantes adultos, con el fin de garantizar el derecho de los usuarios a una formación lingüística de calidad que facilite su integración.

Palabras claves:

Educación de adultos, formación lingüística para la integración, migrantes y refugiados, programas de español, técnica mixta

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1. Introduction

In Europe, the labor dynamics reveal a striking reality: 50% of non-EU European workers hold occupations considered essential by the European Commission, and 72% of their occupations are concentrated in crucial areas such as cleaning, caregiving, mining, construction, and personal care (Fanjul & Gálvez-Iniesta, 2020). These figures highlight the importance of migrant contributions to the European economy and underscore the overrepresentation of non-EU migrants in low-skilled jobs with poor job security. This situation, noted by Grünhage-Monetti and Svet (2017) in the German context but applicable to many Western countries, is compounded by the underrepresentation of this group in the educational sector. UNESCO (2018) warns that Research has highlighted the close relationship between integration and language proficiency (García, 2020; Mavrou & Bustos-López, 2018; Hammer, 2017; Moreno Fernández, 2009; Esser, 2006). The level of linguistic competence in the language of the host community significantly correlates with access to employment (regardless of educational background, previous qualifications, or migration history). Migrants with a high proficiency in the local language experience employment rates up to 30% higher compared to those with lower proficiency, and show a notable improvement (up to 50%) in their perception of social integration (Zorlu & Hartog, 2018).

Overqualification is also related to low levels of language proficiency. Adult migrants struggling to learn the host community's language have an overqualification rate 17% higher than those who do not face these barriers (Bonfati et al., 2014). The practical and symbolic importance of learning the new language is recognized by the migrants themselves, who consider it a crucial tool for their labor and social integration (García & Ambadiang, 2018). Improving proficiency in the community's language not only contributes to the autonomy of migrants in the new environment (Hammer, 2017), but also represents an essential currency in the complex institutional and linguistic setting into which they are integrating (Spotti, 2017).

UNESCO (2018), recalling the Universal Declaration of Human Rights, urges States to guarantee the educational rights of migrants and emphasizes the need to prioritize the right to quality training for learning the language of the host country.

Although attending language courses in the host country increases the likelihood of language proficiency by 8% (OECD/EU, 2018, cited in OECD, 2021), few studies to date have examined the relationship between the characteristics of language programs for integration and the effectiveness of the training (Rossner, 2008, 2014; Krumm & Plutzar, 2008). The publication *Language Training for Adult Migrants* by the OECD (2021) aimed to explore this issue in an international study that identified conditions that can enhance the effectiveness of language training programs for migrants.

This article examines the findings of the OECD's international study and presents the results of an exploratory study conducted in the Community of Madrid on Spanish programs for adult migrants. It seeks to assess whether these practices are aligned with OECD recommendations, highlight the achievements identified, and draw attention to aspects that may need to be reoriented to ensure the right to quality language training that promotes integration.

The conclusions of the international study conducted by the OECD (2021) on practices in language teaching programs to support the linguistic integration of adult migrants are summarized as follows:

1. **Universal Access to Training.** Language training, as an educational right, must be public (or subsidized by public funds) and extended over time, regardless of the legal status and condition of adult migrants as workers or beneficiaries of social benefits. There must also be centralized dissemination tools about public options for language learning to prevent potential students from missing out due to a lack of information.
2. **Early Access to Training.** Migrants with limited proficiency in the host country's language should have access to language training as early as possible, even before migration. Studies have shown that the steepest learning curve for the new language occurs within the first twelve months after settling in the community (Kosyakova et al., 2022). For individuals seeking international protection, access should be ensured from the moment the application is submitted, as asylum processing involves a lengthy administrative process. Language training should also be available during family reunification and for resettled refugees.
3. **Elimination of Economic Barriers.** The cost of language training for integration should be viewed as an investment, not an expense. In OECD countries, there is debate about the feasibility of providing free courses and how to make training accessible despite budget constraints. In some countries, this training is free and widely available either to all migrants or to job seekers. Other countries are experimenting with mechanisms to facilitate provision: symbolic fee payments, deposit systems, interest-free loans, assistance linked to training attendance or employment access, transportation subsidies, etc.
4. **Specific Training Pathways to Meet Various Learning Needs.** Heterogeneity is the most notable common feature for this group of language learners, given their varied linguistic repertoires, prior education and literacy levels, cultural backgrounds, migration histories, personal circumstances, goals, and professional prospects in the new community (OECD, 2021; Hanemann, 2018; Laimer & Wurzenrainer, 2017; Krumm & Plutzar, 2008; Rossner, 2008). It is recommended to form groups of students with shared learning needs and to design specific training pathways for non-literate migrants, those unfamiliar with the Latin alphabet, individuals with low educational levels, and those with high proficiency in the new language. The difficulty of precisely linking a certain level of linguistic competence with a specific number of instructional hours is emphasized due to the diversity of levels and learning situations.

Governments must ensure the prior assessment of migrants' linguistic competencies, initial education¹, and learning needs to direct them to the most suitable language program. Standardized language tests and needs analysis questionnaires should be used, including samples of students' spoken and written production. Program design should also consider the use of the language in professional activities to which migrants may aspire. It is crucial that teachers help each student create a personal learning plan to achieve their goals.

5. **Integrated Vocational and Language Training.** Combining linguistic and vocational training in a single program has proven to be more motivating for these learners and more useful for

¹ In the literature, students with low literacy levels and low educational backgrounds are known as LESLLA learners, which stands for *Literacy Education and Second Language Learning for Adults*.

employment access than separate, parallel, or sequential training (Delander et al., 2005). Due to the costs and design challenges, this training offer is still limited. In some OECD countries, specific integrated language and vocational training conducted in the workplace has been successfully tested. Another tool to help employed migrants continue improving their language proficiency is the “language leave,” a paid leave for up to 200 hours to attend language training.

6. **Flexible Modalities and Schedules.** Lack of time (limited by housing and job searches, establishing residence, administrative processes, caregiving responsibilities, or personal difficulties inherent in migration, etc.) is the main barrier preventing adult migrants from learning the host country’s language. Therefore, it is essential to incorporate tools such as flexible schedules, weekend courses, combined training modalities (in-person/part-time/online), and course development in the workplace. **Easily Accessible Locations and Environments.** Providing language courses in easily accessible places such as libraries, community centers, migrant associations, and workplaces helps users integrate language learning into their daily routines. In some countries, language courses are offered in kindergartens and schools so that mothers and children can learn together. Others, like Canada and the UK, have implemented location-based learning programs with classes held at the migrant’s home, either individually or with the family.
7. **Promotion of Intrinsic Motivation.** Besides regular course attendance, adults need time and commitment to learn the host community’s language. Promoting intrinsic motivation is crucial. Awareness campaigns and classroom activities focusing on the benefits of language learning for integration can be very valuable. Recognizing previous linguistic knowledge and encouraging linguistic interactions with members of the host community accelerate the learning process, while exclusion and negative sanctions are barriers to inclusion (Krumm & Plutzar, 2008).
8. **Use of Technology in Teaching and Learning.** ICT has enormous potential to expand the reach of language courses and simultaneously promote digital literacy among migrants with limited technological skills. Its use can enhance and diversify—instead of replacing—in-person courses. ICT-based language training for migrants is growing, with three identified uses: ICT integrated into the physical classroom, ICT for supplementary work outside the classroom, and ICT in online courses. Kluzer et al. (2011) report successful cases in the Netherlands, where since 2010, ICT-based language training packages have been offered to students preparing for the integration exam.
9. **Involvement of Hired and Specialized Teachers.** It is essential to have highly qualified language teachers. The challenges faced by language teachers in this context are greater than in others: complex classroom diversity, specific and varied learning needs of these students, absence of a common linguistic background, psychosocial support, migration-related traumas, etc. (Mavrou & Bustos-López, 2018; Krumm & Plutzar, 2008). Aware that teacher instability is a limitation, some countries have introduced financial incentives to encourage continuous training for these language teachers, while others have opted to increase their remuneration.

10. Collaboration with Education Specialists and Non-Traditional Partners. Innovation in these programs has been the result of joint efforts by educators and language teaching specialists. Third-sector entities, cultural and social associations, professional associations, and volunteer networks can make significant contributions to language training and integration in the migration context by sharing their experience in social inclusion educational programs.
11. Coordination and Regulation Mechanisms for Training Provision. Overlapping initial level language training and insufficient coverage at other levels have been identified, primarily due to a lack of coordination. Thus, national and regional mechanisms are needed to provide coherence and consistency to this training. Regulation mechanisms identified for these programs vary widely (Rocca et al, 2020). In the OECD, there are no common criteria for granting public funding and subsidies or selecting language training course providers. Regulatory experiences in some countries can serve as examples for others. In Germany, for example, the 2005 Immigration Law helped organize the various existing German as a foreign language programs for migrants into a more coherent offer. The Goethe Institute created the syllabus for the courses, established the qualification framework for teachers and the "German Test for Immigrants," and the development of the courses was taken over by the Federal Office for Migration and Refugees.
12. Evaluation of the Impact of Language Training. Ensuring the quality of additional language teaching programs is especially important when the system includes sanctions for migrants who do not reach a certain level of language proficiency and when the training is mandatory or aims at employment and integration. Evaluating publicly funded language training programs, besides being necessary for ensuring their quality and effective management, is also a duty to taxpayers. To date, except for Canada, Australia, France, Germany, and the UK, OECD language programs for migrants are not subject to systematic evaluations of their functioning.

2. Methodology

To analyze the alignment of Spanish as an additional language teaching programs for adult migrants in Spain with the recommendations in the OECD (2021) report, the Community of Madrid was chosen as the optimal sample universe. This decision was based on various factors: Madrid has a significant migrant population (15% of the total population, over one million people²), with a growth and distribution of the foreign population similar to the rest of the country, and a variety of actors offering linguistic training for integration.

For the study's development, contact was established with directors, academic leaders, and Spanish teachers from different entities offering Spanish programs for adult migrants using the "snowball" technique. Ten entities (including two centers from the same entity) agreed to participate in the study. Interviews were conducted with 14 individuals (13 women and one man), including three

² In the Immigration Plan of the Community of Madrid (2018), an upward estimate is made, and this figure was around 18%, considering that the estimated number of immigrants (13.5% in 2018) should be increased by the estimated 5%, resulting from the processes of acquiring Spanish nationality that have taken place in Madrid over the last fifteen years.

program directors, two coordinators, seven coordinators who were also course teachers, and two Spanish teachers.

This sample encompasses a wide range of institutional actors and entities involved in providing Spanish programs for adult migrants in the Community of Madrid, selected based on diversity criteria. The sample includes two Adult Education Centers (CEPA), one public and one private, located in the neighborhoods of Tetuán and Vallecas, respectively, areas with a large migrant and refugee population in the region. Additionally, two centers from the Official Schools of Languages (EEOII), which represent the official and specialized offer in teaching Spanish as a foreign language, were included. Another entity dependent on the Community of Madrid, part of the centers created to address the regional Immigration Plan, the Centers for Participation and Integration of Immigrants (CEPI), was also included.

To represent experiences promoted by associative initiatives, a popular school with decades of experience in training vulnerable groups was contacted. Furthermore, leaders and teachers from the Association for the Linguistic Integration of Immigrants in Madrid (ASILIM), which has been offering Spanish programs for migrants since 2001, were interviewed. A private religious entity that funds social Spanish programs was also included. Lastly, two organizations with experience in asylum and international reception programs, funded by the Ministry of Inclusion, Social Security, and Migration: the Spanish Commission for Refugee Assistance (CEAR) and the Red Cross, were selected.

This diverse selection ensures a comprehensive understanding of the different approaches and practices in Spanish language teaching programs for migrants in the Community of Madrid, facilitating a thorough evaluation of their alignment with OECD recommendations.

2.1. Instruments and Data Collection Tools

Two instruments were employed for this study. The first was a semi-structured interview based on a questionnaire developed by Rossner (2008) for providers of language programs for adult migrants and refugees. Divided into three sections, the interview was designed to gather information about the profile of the entities and their teams, and the characteristics of the programs, paying attention to the types of courses offered, the training paths included, the classes, the teaching materials, and the evaluation and student guidance procedures used in their development. The data collected through the semi-structured interview is mixed in nature.

The second tool was based on the online information provided by the entities on their Internet portals. This tool helped to complete the collection of qualitative data and triangulate the information gathered about the Spanish programs for migrants offered by the participating entities at the time of the study.

2.2. Organization and Data Analysis

The interviews were conducted either in person or online between April and August 2022. Online interviews were conducted using Google Meet or Microsoft Teams, recorded with the built-in tools of these platforms, and documented using TACTIQ 2022 software. In-person interviews were fully transcribed using a transcription pedal. Reviewing the transcriptions of online interviews required

listening to the complete recorded sessions. Once the transcriptions were reviewed, the data was coded with the assistance of MAXQDA 2022. The analysis led to the emergence of codes used to analyze the development of Spanish programs in the participating institutions, as follows:

Student (7 variables): age / gender / migratory status / education / languages known and used / literacy needs in Spanish / length of stay in Spain at the beginning of training

Entity (7 variables): organizational profile / mission / history / experience in developing Spanish programs / funding / agreements with other entities for developing Spanish programs for migrants and refugees / institutional support

Programs and Courses (24 variables): types of courses / levels of Spanish offered / most demanded levels and courses / training paths / training modalities / enrollment / costs and subsidies / schedules / number of students / student attendance / course curriculum / group homogeneity / teaching methodology / class ratio / level tests / training needs analysis / class planning / teaching strategies appropriate to the context / teaching materials / use of technology in learning / learning evaluation / complementary services / student satisfaction assessment / quality assurance system

Teams and People (6 variables): team profiles / relationship with the entity (employment or other) / collaborative work / continuous training / positive aspects of program development / areas for improvement

The results were analyzed in two phases. In the first phase, four key aspects affecting these programs were addressed, which are crucial for structuring the provision of linguistic training for the integration of adult migrants. These aspects include mechanisms that regulate access to programs, tools to ensure early incorporation into training from community settlement, ways to overcome economic barriers to ensure the provision of Spanish courses for integration, and available courses and training paths for this student profile. The conclusions of this phase are detailed in Vaquero and Fonseca (2022).

In the second phase, the analysis of the collected data was completed by incorporating the eight additional aspects (characteristics 5-12 described in the introduction) affecting linguistic training programs for integration, as outlined in the OECD international study (2021).

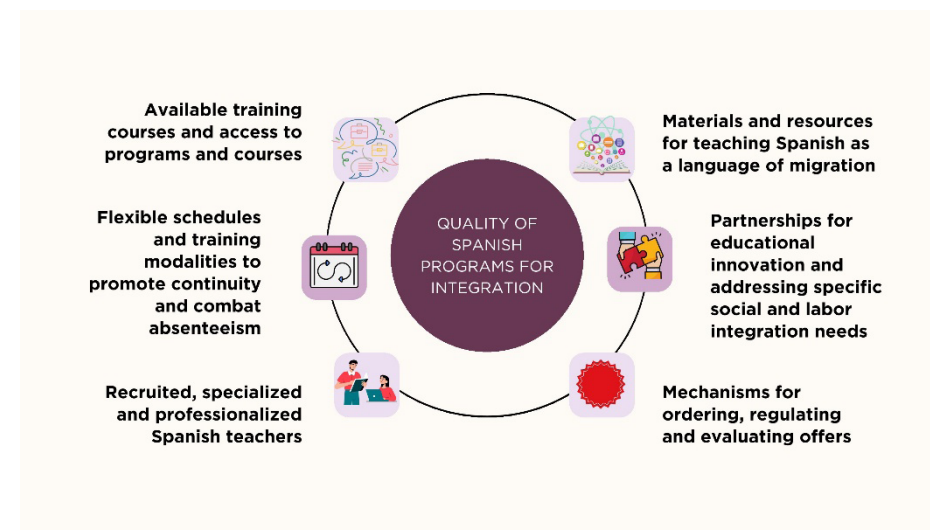
The results are presented below. The conclusions from the first phase of the study are summarized and incorporated as they are crucial for providing an overall view of the Spanish programs for adult migrants offered in the Community of Madrid.

3. Results

The findings of the analysis are presented in two ways. The first (Table 1, appendix) is the result of a detailed analysis of the collected data, organized according to the aspects proposed by the OECD (2021) as key elements to ensure the quality of linguistic training offerings aimed at the integration of adult migrants.

The second (Image 1), which corresponds to the narrative description of the results presented below, is organized into six sections: 1) Available training offerings and access to programs and courses; 2) Flexible training schedules and modalities to facilitate continuity and combat absenteeism; 3) Hired Spanish teachers, specialized and professionalized; 4) Materials and resources for teaching Spanish as a language of migration; 5) Partnerships for educational innovation and response to specific social and labor integration needs; 6) Mechanisms of regulation and evaluation of the offerings. The research has allowed these categories to emerge as key elements to ensure the educational quality of Spanish programs for adult migrants. Subsequent studies should confirm the presence of these categories in a quality assurance model that serves for the development and self-assessment of Spanish linguistic training programs for integration being developed in our country.

Figure 1. Graph representing the emerging categories in the study that have been revealed as key to the quality of Spanish programs for integration.



Source: own elaboration

3.1. Available Educational Offerings and Access to Programs and Courses

Most of the entities in the study have continuously open programs and allow the enrollment of adult migrants in Spanish courses, regardless of their immigration status, place of residence, or the administrative documentation they can provide. Courses offered to beneficiaries of the asylum program are not accessible to those who have not been accepted into the program.

All entities refer students to other centers if they do not have available spots in their programs. Access to Spanish courses leading to official recognition (EEOII) is difficult for adult migrants due to the required enrollment periods and deadlines, the inability to join courses already in progress, and the need for special authorizations for courses specifically tailored to these learners, which are only marginally available.

Only beneficiaries of the asylum program are guaranteed access to language training for integration, as attendance in Spanish courses is mandatory. This guarantee covers a period of 9 to 12 months for asylum applicants and up to 24 months for those who eventually obtain refugee status.

The overall offer of Spanish courses for adult migrants shows a lack of structure, with different regulatory frameworks coexisting, alongside official and non-formal education programs, and both public and private offerings involving various actors: from EEOII, public and private CEPA, CEPI, third-sector entities, social-purpose associations, and private entities linked to the Catholic Church. Additionally, the study found no centralized mechanisms for disseminating course offerings.

Some entities offer free programs, funded either by public or private funds, while others charge enrollment fees, and some have nominal fees to ensure attendance, continuity, and commitment to the training. Economic barriers to accessing the only official Spanish education, provided by EEOII, are high for this group of learners, which is reflected in the low percentage of migrant students in their classes (no more than 10% in A1-B1 courses). Most entities target individuals over 18 years old, although some accept young migrants over 16. Few entities (those in the asylum program and two private entities) have resources to offer financial aid (for transportation or food) to facilitate course attendance.

All entities in the sample indicate a wide variety of situations regarding the time between migrants' arrival in Spain and their enrollment in Spanish programs. Generally, two situations are observed: young, newly arrived individuals who usually join programs immediately - more men than women - and long-settled migrants in Spain - primarily women - who begin training after their children start school and gain relative autonomy. Among the latter group are political migrants who did not initially seek asylum and start Spanish programs when they realize their options to return to their country are limited.

Early access to training is only guaranteed for students in the asylum program. For other migrants, joining a language training program is voluntary and the decision to participate is influenced by multiple factors, including their personal, social, administrative, and employment situation in the new community.

The course offerings of the Spanish programs analyzed are very homogeneous, showing overlap and lack of diversity in the programs. The entities offer general Spanish courses for levels A1-B1, with the existence of programs for level B2 or higher being marginal. In the asylum program, vouchers covering up to €600 may be granted to help cover B2 courses at external entities.

Most analyzed entities offer literacy courses for adult migrants. Only 30% offer preparation courses for DELE exams, mainly for level A2, which is linked to nationality tests.

Only one entity offers Spanish courses for specific groups, such as women from Bangladesh and people from sub-Saharan Africa. No courses were found for adult migrants from large linguistic family groups or for highly educated migrant students who may require a fast-paced learning environment.

Only one entity, CEPI, has developed a course integrating digital literacy with linguistic literacy for migrant students.

In the analyzed sample, most entities (except EEOII and a private school that has developed a proposal) have not related language proficiency levels with the necessary instruction hours in the courses students must take to achieve them.

Regarding literacy courses, there are differences in how they are integrated with Spanish courses. Some entities consider them complementary and offer them parallel to oral Spanish courses, while others, more numerous, see them as consecutive stages and require literacy as a preliminary phase for accessing A1-level Spanish programs. Most entities have adopted a traditional literacy approach, focusing on reading and writing. Generally, entities face the challenge of combining literacy and Spanish teaching, for which they have developed their own materials and programs. Additionally, they recognize the urgent need to train their teachers to meet the needs of LESLLA learners.

Only one entity offers a course integrating Spanish learning objectives with professional objectives. Only one course for labor integration, offered by ASILIM, integrates job search-related objectives and content with linguistic objectives and content. Another entity mentioned having developed a course in the past for Spanish vocabulary related to a profession.

Entities developing the asylum program and CEPA offer professional training courses in Spanish, though this training is not integrated with Spanish courses but considered a continuation of non-linguistic training. These professionalizing courses are part of complementary itineraries accessible to students who have reached at least an A2 level of Spanish. The professional offerings of the two CEPA in the sample are particularly notable. In one, migrant students can access free Basic Vocational Training in areas such as electronics and electricity, as well as auxiliary operations of general administrative services. The other CEPA offers a wide range of courses in hospitality, personal image, and electricity/electronics, along with opportunities to obtain professional certifications in various fields.

No entity in the sample offers specific Spanish courses for a particular profession taught in the workplace. However, a private entity linked to the Catholic Church is developing a workplace-based hospitality training course in collaboration with an NGO.

For entities offering Spanish in the asylum program, students take job orientation or training courses once they reach an A2 level and are referred to the employment service. Although the asylum program does not offer combined (linguistic-labor) programs, students have access to a specialized service with social workers and integration technicians who help design personalized training paths for employment.

3.2. Flexible Schedules and Training Modalities to Facilitate Continuity and Combat Absenteeism

All Spanish programs of the analyzed entities are offered in person. During the pandemic, all entities, except one that suspended activities, provided online training to their students. After this period, only two have continued with online training as a complement to in-person classes.

Most entities (except EEOII) allow students to enroll in their programs at any time of the year, either because they offer short-term courses (monthly or quarterly) or because they allow enrollment in on-going courses. One entity reported organizing “Welcome Courses” where students stay until there are available spots in courses at their level.

Regarding schedules, most entities offer training in the morning and afternoon. Only two centers in the sample have Saturday classes, though only for DELE A2 preparation courses. The private school offers supplementary activities and cultural outings on Saturdays.

Whenever possible, entities allow students to change courses if personal or employment situations prevent them from continuing in their reference group, but this possibility is limited to the availability of courses and spots (not all programs at the same levels are available in entities with morning and afternoon schedules). If they cannot offer this possibility, they help students identify where to continue their Spanish training.

In this regard, among all entities in the sample, the EEOII stands out for allowing students to request the transfer of their records to any other official language school at any time, a suitable measure to ensure the continuity of Spanish training, especially when they access or change jobs or residence and province, which is especially common in asylum processes. The EEOII does not require mandatory attendance to take the official end-of-course certification exams and allows non-enrolled students to take these certification exams as well.

All entities reported having measures to promote regular student attendance, which is highly compromised in these programs due to the various situations mentioned earlier. Irregular attendance occurs in all of them, to a greater or lesser extent, both in Spanish and literacy courses, although in asylum programs, attendance is more regular because it is mandatory, and students cannot work during the first six months in the reception phase.

To encourage class attendance, all entities have opted for supportive rather than punitive measures, although some drop students from the program if they do not attend to free up spots for people on the waiting list. All entities have also established attendance requirements for issuing certificates.

In addition to issuing certificates, entities promote intrinsic motivation and student commitment through various measures, especially through methodological choices: communicative and task-based approach, student-centered learning, experiential, participatory and facilitating methodology, inclusive and emancipatory, and recognizing their plurilingual repertoires and knowledge capital.

Other reward measures to encourage student engagement in their learning and foster intrinsic motivation include: cultural outings, participation in center activities with the rest of the educational community and individualized support and follow-up tutorials (carried out by all entities), access to social services (60% of entities), access to job boards and translation services (30%), access to employment services, issuance of progress reports (20%), signing a contract outlining their training commitment, breakfasts included in the program, childcare while parents are in class, Spanish as a Foreign Language (ELE) classes based on the arts, and a sense of participation and belonging to a community (10%).

3.3. Hired, Specialized, and Professionalized Spanish Teachers

Although all entities in the sample report providing resources to their language course teachers, including schedules, proprietary manuals, or suggested Spanish manuals for use in classes, one of the urgent challenges in Spanish programs for adult migrants in the Community of Madrid is the search for strategies to incorporate specialized teachers with extensive accumulated experience in other teaching contexts into teaching Spanish for adult migrants.

In 40% of the analyzed sample, teachers do not necessarily have specialized training in Spanish. In 50%, they also do not necessarily have contracts and remuneration that can guarantee the continuity of their dedication, as they may be linked to these programs as volunteer teachers. In 50% of the entities in the sample, teachers have not received specialized training in migration contexts.

The data collected in the study highlights the urgent need for the professionalization of Spanish teachers working in programs for migrants in the Community of Madrid.

In public offerings and those funded with public funds, the situations vary greatly depending on whether the Spanish teaching is official or not. In the analyzed sample, highly specialized ELE (Spanish as a Foreign Language) teachers (from EEOII) coexist with teachers who teach literacy or Spanish courses without having any training as Spanish teachers (from CEPA); civil servant teachers (from EEOII and CEPA) coexist with teachers hired by private entities that develop asylum programs through tenders, and even in these latter cases, volunteer teachers are involved.

The head of studies of the public CEPA in the analyzed sample insisted on the requirement of Spanish teacher specialization to be able to meet the needs of migrant students who come to the classrooms of centers like hers. Currently, primary school teachers (for literacy) or secondary school teachers of any specialty (for Spanish courses) work with them.

In the CEPI Spanish course offerings, a similar situation occurs: Spanish teachers are hired by companies or associations that win the bidding processes and assume the development of the programs, or they are volunteer supporters.

In the asylum programs in the sample, funded with public funds, the coordinators of the Spanish project are linguistic integration technicians hired by their entities. They have specialized training in Spanish teaching and previous experience in migration contexts. However, the teachers, except in rare cases, are either Spanish teachers from non-regulated training schools that bid to take on the teaching of these programs or volunteers.

The modalities of hiring teachers through bidding processes can hardly guarantee Spanish teachers continuity in teams, full-time contracts, or remuneration consistent with their specialized training.

Regarding the private offer represented in the sample, the participation of the Spanish teacher as a volunteer collaborator also occurs in 66.6% of the reviewed programs, and specialized training as a Spanish teacher and experience in migration contexts is only a requirement in 50% of the entities. Among the private offerings, only one center has tenured Spanish teachers with training and experience in ELE, who are supported in classes by volunteers and interns. Additionally, if hired, the remuneration of Spanish teachers in non-regulated education is far from that of civil servants in the

3.4. *Materials and Resources for Teaching Spanish as a Migration Language*

EEOII and public CEPA, and the non-regulated education agreement does not ensure that these teachers have work time for class preparation and participation in the center's pedagogical activities.

Notably, three of the entities in the sample have experience in organizing workshops and seminars for training Spanish teachers who want to work in the migration context or are collaborating with external institutions to share their experiences in attending to migrant students. One school offers initial training courses to its volunteer teachers on Paulo Freire's framework of emancipatory pedagogy.

All entities are aware of the importance of didactic materials adapted to the needs of this educational context to foster student motivation and engagement in learning. Therefore, some of these entities have created and edited their own materials (20%).

In recent years, the creation and publication of classroom materials have been more frequent for literacy courses than for Spanish courses, due to the smaller market offering of literacy methods for migrants. Some entities have created their own literacy methods and organized them into Literacy Notebooks. Other entities reported working in literacy courses with unpublished proprietary materials and with other materials such as the "Cartillas" from Palau and Rico publishers and literacy materials used in primary education for native learners. A publication of materials for oral Spanish courses for illiterate learners was also identified.

To share the materials created with other entities working with this student profile and in this teaching context, most organizations in the sample share the didactic materials they create through their internet portals.

Regarding the publication of materials, two entities stand out: the Red Cross, which has its own manuals in collaboration with partners (Aprendiendo un idioma para trabajar, Manéjate en español, and Horizontes), and CEAR, which besides their self-created materials Conectar, for literacy, reading and writing, and oral Spanish, has an adapted edition of a commercial manual for the users of their programs, Español en marcha. For class preparation, the entities reported working with specific manuals aimed at migrants, such as ¿Cómo se dice...? Manual de español para inmigrantes (Fundación Montemadrid), Tejiendo el español (A1) (La Rueca), as well as commercial Spanish manuals not specific to this teaching context, such as Aula Internacional (Difusión), ELE Curso de español para extranjeros (Ediciones SM), Sueña (Anaya), Lengua viva (Santillana), Bitácora, Abanico and Socios (Difusión), Prisma (Edinumen), along with materials available on the internet and others created by the teaching team of each entity.

The use of ICT in the face-to-face Spanish courses analyzed in the sample is standardized, although it is not common in literacy courses because the latter students have limited digital skills. All entities reported having projectors for classroom work (some with one or more digital whiteboards) and that the use of mobile phones in classroom tasks is highly motivating for students. The most used applications in face-to-face Spanish classes are WhatsApp, Telegram, and YouTube, with the first being the only one reported used in literacy courses.

3.5. Alliances for Educational Innovation and Response to Specific Social and Labor Integration Needs

The use of virtual platforms with great potential to integrate flipped classroom strategies is still limited. Only 40% have the possibility of using their own virtual classroom as a complement to face-to-face training, and its use is still limited and largely depends on the digital competence of the teachers who teach the courses and the time they can dedicate to developing materials to share with students through these platforms.

As mentioned in the teaching modalities, the possibility of offering online courses as a complement to face-to-face work is only available for Spanish courses and only in four entities. Additionally, the online programs available are not their own but general ELE courses accessed by agreements with entities and institutions and only for a very specific student profile³. Therefore, in the sample, online courses specifically developed for adult migrants are anecdotal (only one entity has one).

Entities reported having teachers heterogeneously trained in digital tools applicable to teaching processes and consider it essential that they have specialized training to successfully and systematically integrate ICT in Spanish classes for adult migrants and that the teaching materials they create and/or publish reflect this integration.

The study identified promising collaboration initiatives with third-sector organizations for developing programs that combine Spanish learning, social and community integration, and access to employment.

One public center, CEPI, stands out for offering its own programs (Programa Integra and Programa Algarabía) and developing others in collaboration with third-sector entities to address the Spanish learning needs of specific groups and work on gender equality, women's empowerment, and social inclusion of young migrants from specific communities.

Among private offerings, a noteworthy initiative is from a private entity linked to the Catholic Church that has successfully incorporated integration objectives into its Spanish project by combining the accumulated experience of NGOs, social-purpose entities (Psychologists Without Borders, Caritas, CESAL, etc.), and even international corporations with corporate social responsibility projects (creating a job bank for migrants in the school).

Collaboration agreements with universities have also been identified for training ELE teachers to host trainee teachers and develop intercultural sensitivity.

In the field of research on Spanish teaching and migration context, one entity, ASILIM, has participated in numerous projects for migrants promoted by the Cervantes Institute (piloting DELE A2 exam tests for migrants), UNED (developing MOOCs for social inclusion and employability), and Nebrija University (Inmigra2007 project and the Friends Network of the Nebrija Chair of Spanish as a Language for Migrants and Refugees).

³ The Red Cross and the private school associated with the Catholic Church have signed collaboration agreements with the Cervantes Institute to offer Ukrainian students the Institution's online Spanish courses, AVE Global. For its part, CEAR has signed an agreement with a company specialized in online language training for the creation of online courses.

Interviewees from the EEOII expressed the need for greater ministerial coordination to facilitate the collective participation of ELE specialist teachers in educational projects with other entities working on linguistic training for adult migrants.

Although these collaboration initiatives with non-traditional educational partners are very promising for incorporating social integration services into Spanish programs, the study has shown that public initiatives are needed to promote and support these collaborations to maintain their continuity over time.

3.6. Mechanisms for Regulation and Evaluation of Offerings

The study has shown that there are no common academic regulation mechanisms (affecting program development, methodology, learning evaluation, or student orientation) for Spanish programs aimed at migrant integration in the Community of Madrid. Since there is no specific Spanish curriculum for teaching (regulated or not) that considers the learning context imposed by migration or refuge, the entities in the sample reported using the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR) (2001) (100%), the Cervantes Institute's Curriculum Plan. Spanish Reference Levels (PCIC) (2006) (70%), the publication Spanish as a New Language. Cervantes Institute Guidelines for an Emergency Course for Immigrants (40%) or the manuals used in these courses (40%) as references for developing their Spanish course programs. The interviewed EEOII use the official Spanish curriculum of the EEOII for their programs, although they are aware that adaptation is required for this student profile. The EEOII, as the only official Spanish teaching offering, is the only one with its own academic regulation mechanisms for language teaching.

For literacy course programming, 50% report having their own programs and methods, published or not, created by their teams, based on research and experimentation with literacy methods for non-migrant adults. In the case of the sample's CEPA (20%), both entities have programs referenced to the initial education curriculum. The rest of the entities have programs developed either by the teachers who teach the courses or by an organized team from the center. None of the interviewees mentioned consulting the pre-A1 level scales published in June 2022 by the Council of Europe in the LASLIAM project when referring to the references used for literacy and reading-writing course programming. None expressed awareness of the materials developed by the Council of Europe for the linguistic integration of migrants, the Toolbox of the LIAM project (Council of Europe, 2023).

Regarding student learning evaluation, all entities reported having specific evaluation procedures: continuous evaluation (100%), objective oral and written final evaluation tests in Spanish courses (40%), written tests in literacy courses (30% of the entities offering literacy courses).

The sample entities have procedures for assessing the development of their programs: through teacher meetings (100%), student satisfaction questionnaires (80%), reports for responsible and/or funding institutions (50%), class observations by program coordinators (30%), peer feedback in co-teaching classes (20%), student evaluations published on Google, and assemblies with students and teachers of the courses (10%).

Only entities developing public or publicly funded programs prepare course reports to be submitted to the corresponding program monitoring unit and receive feedback on their development, which may include improvement suggestions. In the case of entities specializing in refuge and receiving public funding from the Ministry of Inclusion, Social Security, and Migration, they must also present program reports.

Public entities dependent on the respective Education Councils (CEPA and EEOII) have the support of the inspection body. Only the private school has a quality evaluation procedure by an external entity, in this case, the Cervantes ⁴Institute, due to its status as an accredited center.

It can be stated that evaluating the quality of Spanish program offerings for the entities in the sample is a pending challenge for all of them. Having evaluation and improvement mechanisms for Spanish programs for adult migrants is an unfinished task for language training course providers for integration in the Community of Madrid. None of the interviewees mentioned referring to the 2014 Council of Europe guide for evaluating language programs for migrants and refugees (Rossner, 2014) or using its criteria for program development when discussing program quality issues.

4. Discussion

As noted by Vaquero & Fonseca (2022) in their previous work, the “Adult Education and Training in Europe” (2021) report by EACEA highlights the high risk of social exclusion faced by migrants in Europe due to their low educational levels, limited proficiency in the host community’s language, and poor digital skills. Although some countries have implemented mandatory language programs to address this issue, Spain still lacks a similar program at the national or regional level.

4.1. Access to Spanish Language Training for Migrants

In Spain, early access to Spanish language training is mandatory and incompatible with employment during the first six months for refugees. However, as the data shows, other migrants, especially migrant women with dependents, do not have sufficient social protection mechanisms to balance new employment, childcare, and personal instability with language training. Adult migrants who are not accepted as asylum seekers have the right to participate in programs offered by public or private centers but cannot benefit from training programs specifically designed to meet their needs related to learning and using Spanish.

Similarly, access to Spanish courses above the B2 level is guaranteed, and only partially, for refugees. This access is always tied to the duration of their benefits and a maximum cost of €600 (the assistance provided by asylum programs for continuing education after reaching B1 level). Additionally, the combined offer of language training and job training in sequenced or parallel courses is primarily accessible to refugees and those completing their education at CEPA.

4 The Instituto Cervantes has a quality seal for centers teaching Spanish as a foreign language, which is regulated by the standards of the Instituto Cervantes Accreditation System for Centers (SACIC). More information: https://acreditacion.cervantes.es/centros/verificacion_criterios.htm

4.2. Educational Rights for Refugees and Migrants

While international agreements are prescriptive for refugees (Refugee Status, UN Convention, 1951), as Sosinski (2018) recalls, Article 26 of the Universal Declaration of Human Rights is unequivocally clear in stating that “everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory.” If we understand “elementary instruction” for migrants as learning the language of the host community, UNESCO’s (2018) recommendation makes sense when it emphasizes that “governments must protect the right to education for migrants and refugees, regardless of their identity documents or residency status, and apply the laws without exception.” Therefore, the conclusions drawn from our study’s analysis point to a discriminatory situation in Spain regarding access to Spanish language training for economic adult migrants compared to refugees.

Moreover, it is notable that the only offer leading to official Spanish proficiency certifications, that of EEOII, presents significant access barriers for the migrant population, such as restrictive schedules, limited enrollment periods, and high costs. Additionally, the curriculum of these programs does not address the specific needs of LESLLA migrants.

In contrast, the available Spanish programs accessible to migrants fall under non-regulated education, implying the lack of an official curriculum, professionalized teacher profiles, official certificate validity, and public educational regulation. This highlights the urgent need for a more inclusive and accessible structure to guarantee Spanish learning for the migrant population in Spain.

4.3. Need for National or Regional Coordination

Given the current regulatory situation in Spanish language teaching in the context of migration, our study’s findings emphasize the urgency of establishing coordination mechanisms at the national or regional level for language training offerings aimed at adult migrants. This includes the imperative need to develop a specific curriculum for Spanish as a language for integration, which can serve as a reference in both formal and non-formal education programs. This need has been demanded by professionals in the field for nearly two decades. This curriculum should consider both the needs of language learners with prior literacy in their L1, levels A1-C2 of the CEFR (Council of Europe, 2001; 2018), and those who were unable to develop literacy in their L1 due to little or no prior schooling, levels Pre A1, of LASLLIAM (Minuz, 2022).

Our study has evidenced the existence of a diverse range of Spanish programs for adult migrants, often with a long history and accumulated experience, developed by public entities, third sector organizations, or private entities of an associative nature or linked to the Catholic Church, which finance their activities with public funds or self-financing tools. Most ensure free access to their Spanish programs for adult migrants, which represents a significant effort and social responsibility exercise, especially by entities that do not have access to subsidies or public funds. These findings are consistent with those of Bednarz (2017), who identifies a mixed system of language training for adult migrants throughout Europe, with both public and private offerings whose policy, resources, and funding are determined by competent authorities. Bednarz insists that the scope and coverage of language training programs for integration vary significantly between countries, and in Mediterranean Europe, especially, there is an unstructured mix of actors and funds, which undermines program continuity.

This study also highlighted that, despite the necessity and positive outcomes of the actions taken by entities developing Spanish programs for adult migrants, greater coordination is needed, necessarily conducted by the public sector, affecting course offerings, curricular, programmatic and didactic aspects, resources, activity regulation, teacher training, and program information and dissemination. This need for coordination and regulation was identified almost two decades ago as a conclusion of Villarreal's (2009) international study. Its absence "prevents the efficient use of resources, efforts, and know-how in key areas such as the development and publication of materials" in this educational context. Specialists in Spanish teaching who endorsed the Santander Manifesto (2004) and the Alicante Proposals (Cifuentes, 2006) argued similarly.

Another finding of our study pertains to the overlap in the existing Spanish course offerings within the sample entities, which mainly consist of general Spanish courses (A-B1/B2), literacy courses, and DELE preparation courses—with particular focus on level A2, due to its link to the nationality exam. The offering of courses tailored to homogeneous groups with similar linguistic needs is minimal. The OECD (2021) report warns of the risks associated with highly heterogeneous language courses (different origins, motivations, and learning objectives, varying educational levels and professional training, as well as different linguistic repertoires). Sarraj (2017) explains the situation in Switzerland as follows:

"Institutions organize classes with the maximum number of students possible, without always considering the differences between the levels of migrant students [...] who do not have the same relationship with the target language/culture, the same educational background, the same family context, or the same expectations. This creates difficulties for both students and teachers. Individual and cultural differences hinder those with a good level and demotivate those with an intermediate level. Since languages do not have the same phonetic and morphological systems, this leads to grammatical, semantic, and phonological interferences (Sarraj, 2015) that are difficult to address in heterogeneous classes." (Sarraj, 2017)

4.4. Intercultural Approach in Spanish Language Teaching Programs for Migrants

An additional challenge presented by general language courses aimed at heterogeneous groups is their tendency to prioritize the development of language competencies without systematically incorporating intercultural objectives. The need for an intercultural approach in language programs for migrants has been advocated by Spanish teaching specialists (Propuestas de Alicante, 2006) and highlighted in research (Amery, 2021; Bruneau, 2017; Nieuwboer & Rood 2017; Rossner, 2008). This approach aims not only to address communication practices but also to ensure that learners integrate *savoir être*—practices and linguistic uses that help them relate to others and empathize. This includes developing attitudes that help accept and manage the strange and unpredictable, the unstable, and what might initially seem culturally inappropriate (Bruneau, 2017).

Programs for teaching Spanish to migrants should consider preventing cultural shock and addressing migration-related stress. Fernández (2018) emphasizes the stress involved in migration, as described by Achotegui (2009), through the seven migration griefs a migrant faces: the loss of family, language, culture, homeland, social status, group belonging, and physical risks. This sustained stress requires psychoeducational attention from teachers and psychological counseling services.

4.5. Literacy and Teacher Training Needs in Programs for Migrants in the Community of Madrid

Fritz and Donat (2017) interviewed young migrants in Sweden, Austria, and Germany to identify the main psychosocial aspects affecting the learning of a new additional language. The youth reported stress affecting various areas (security and stability; family and friends; education; job prospects). Their conclusions indicate that integration is closely linked to the stability migrants achieve in the new community.

The UNESCO report (2018) on migration, displacement, and education emphasizes the need to train teachers to identify stress and trauma among migrant students and refer them to appropriate specialists. Some authors (Sarraj, 2017) advocate for language teachers of culturally homogeneous groups to be educators with the same cultural background as the learners or those with migration experience (Fritz & Donat, 2017), so they can assist in navigating the different phases of migration grief. The literature reports success stories on the contribution of foreign-born teachers to education, language acquisition, and developing the learner's profile as an intercultural speaker (Larrotta & Chung, 2020).

Furthermore, the literature has highlighted the need for intercultural mediators in Spanish language programs to facilitate and promote contact between different cultural communities, as seen in *Propuestas de Alicante* (Cifuentes, 2006). This initiative has already been implemented by some entities that participated in the presented research.

On the other hand, the findings of our study suggest that the majority of entities in the Community of Madrid include programs in their offerings to address the needs of migrants related to literacy. Some of them consider literacy processes and attendance to Spanish courses simultaneously, while others do not. The *Proposals of Alicante* (Cifuentes, 2006) recommend that, whenever possible, the literacy of adult migrants be conducted in their L1 and that it be done "in parallel" with the teaching of Spanish, and that literacy "be understood as a global process" that goes far beyond reading and writing" (Cifuentes, 2006). Additionally, there is a demand for specific initial assessment tools for students to establish their literacy level. In interviews, program managers and teachers did not report having standardized tests to identify the literacy level of migrant individuals, indicating that this could be an improvement to the analyzed programs. For this purpose, for example, tools designed by the Council of Europe ALTE (2023), in the LAMI-LASLLIAM project, and the proposed multi-level oral test, POEM, from the working group linked to the Chair of Spanish for Migrants at Nebrija University (Urueña et al., 2023), could be utilized.

The findings of our study also point to the need to consider in the programs that, once students with literacy needs join Spanish courses along with students who do not have that need, they receive some additional reinforcement to compensate for their learning pace. Studies indicate that, with few exceptions, LESLLA learners do not receive additional hours to help them reach the required level, and this complementary adaptation should be included in the programs and courses free of charge (Rocca et al., 2020).

On the other hand, the testimonies provided by the interviewees coincide with the research results in highlighting the lack of experience, limited training, and sometimes the practice of teaching wi-

thin the framework of volunteering, as one of the major challenges that entities developing Spanish and literacy courses for migrant individuals have to address. Specific training is required for teachers working with LESLLA adult migrant students (Sosinski, 2018). The specific difficulties of this group of students in learning the new additional language (they can take up to eight times longer than educated adults to reach level A1 of the CEFR) (Naeb & Young-Scholten, 2017) necessitate a specific instruction process for their teachers.

Therefore, it seems essential for teachers working with LESLLA learners, one of the most vulnerable groups within the migration context, to urgently undergo training so that they can familiarize themselves with the specific knowledge and skills they need to develop as teachers of these groups (Sosinski, 2018; Naeb & Young-Scholten, 2017). Disseminating among the teams of entities offering literacy courses, training materials created by research groups on LESLLA students (Sosinski et al., 2018), and working on the guidelines they present would be a well-received measure.

It is worth noting that innovative initiatives have been identified in the sample when it comes to understanding the literacy process from the perspective of multiple literacies. As mentioned, one of the entities reported having a course that focuses on linguistic and digital literacy. This practice is consistent with Springer's (2017) reflection, which insists on the need to consider "multimodal media literacy" in schools and that the training of migrants should also take this aspect into account.

4.6. Emerging Strategies in Linguistic Training for Employment of Migrants in Europe

Our study has also found evidence that, although Spanish courses for employment purposes still have minimal representation (only one entity reported offering such a course), around 50% of the entities in the sample provide their students with pathways to combine their Spanish training with job training courses. Various approaches to learning the new additional language to facilitate access to employment are emerging in Europe. The work of Grünhage-Monetti and Braddell (2017) has identified four different modalities in linguistic training for employment purposes: a) learning the new language prior to employment (traditional model); b) learning the new language in vocational training schools; c) learning the new language for specific professional areas and qualifications; d) learning the language in the workplace. The latter modality was not identified in the analyzed sample. According to research, conducting language courses in the workplace is very promising (Grünhage-Monetti & Svet, 2017; Sahradyan, 2017; Sjösvärd & Braddell, 2017) and is supported by over a decade of experience in Sweden with good results. The Language for Work Network (LfW) has managed to involve policymakers, researchers, and professionals from different sectors to promote projects for learning the new additional language in the workplace. Their materials and activities, including the guide "Language for work, How to help adult migrants develop work-related language skill⁵," published by the Council of Europe and the European Centre for Modern Languages, which includes specific recommendations, can be accessed on their website⁶.

5 <https://languageforwork.ecml.at/Portals/48/documents/LFW-quick-guide-EN.pdf?timestamp=1554984122695>

6 <http://languageforwork.ecml.at>

4.7. Incentives to Promote Immigrant Attendance in Courses

Another developmental path highlighted by this study concerns creating a catalog of Spanish programs for adult migrants with different employment purposes, as already suggested in the Proposals of Alicante (Cifuentes, 2006).

Another finding of our study relates to the fact that, in line with the recommendations outlined by the OECD (2021), all entities in the analyzed sample, aware of the value of linguistic training for migrants, have incorporated mechanisms to promote their intrinsic motivation and encourage regular attendance in courses. All programs, to the best of their abilities, have open courses to incorporate new students who regularly come to their facilities and offer courses with flexible schedules to facilitate continuity in the programs, which, as noted by Minuz and Borri (2017), is one of the critical elements of these programs.

In the analyzed sample, the coexistence of annual courses with quarterly or semester-based modules has been identified. To facilitate motivation and goal orientation, specialists point to the convenience of prioritizing intensive quarterly or semester-based courses, as “annual courses [...] are inadequate due to the excessive mobility of students” (Cifuentes, 2006).

On the other hand, although it is true that the findings of this study have shown that refugee programs have greater measures to promote regular attendance at courses (mandatory training, signing individual commitment contracts in learning, and a comprehensive coverage program – language training and accommodation, maintenance, other types of training, as well as social, legal, and psychological support and access to employment), the programs of other entities have managed to incorporate various tools to encourage student motivation and participation through other mechanisms, such as issuing certificates, using participatory and collaborative methodologies, inclusive humanistic, emancipatory pedagogies, and recognizing multilingual repertoires and the knowledge capital of migrants. This latter aspect has been highlighted (Hamurcu, 2017; Laimer & Wurzenrainer, 2017) as an essential element to achieve “the integration of multilingualism in classrooms,” which involves valuing and utilizing students’ own linguistic repertoires (Laimer & Wurzenrainer, 2017). Among the design principles that Nieuwboer and Rood (2017) collect for language courses to facilitate the social integration of immigrants, there is an emphasis on encouraging participants to express themselves and resort to the use of L1 in the classroom. Similarly, Young-Scholten and Peyton (2018) report the creation by the LESLLA association of an online portal with resources “in the native languages of migrants and refugees, for example, with texts that students can read and that teachers and tutors can use when working with students.”

4.8. Innovative Partnerships in Language Training: Collaborative Experiences in the Community of Madrid

As the research data have also shown, in the Community of Madrid, the strategy of collaboration with non-traditional partners and entities in language training has been successfully explored to add the experience of specialized entities in social and community intervention to programs. In line with the good practice reported by the CEPI in the sample, Gout (2017) reports good results in programs that combine the language training of migrant women with civic training and empowerment, through intensive and long-term courses, focused on developing leadership and linguistic skills for debate,

negotiation, expressing opinions, and argumentation. On the other hand, the practices identified in the popular school of the sample, framed within the principles of Paulo Freire's emancipatory pedagogy, are consistent with the works of Springer (2017) which highlight the need for this training to be understood within the framework of social and community pedagogy, as it makes sense in a broader personal or collective life project. This author also insists that institutional offerings are too rigid and prescriptive and do not usually consider this pedagogy of accompaniment and solidarity.

4.9. Challenges and Opportunities: Integration of ICT in Language Training for Migrants in the Community of Madrid

On another level, the findings of the study indicate that a pending challenge for language training programs for migrants in the Community of Madrid is related to the integration of ICT. Although it is true that all entities report having incorporated digital tools in face-to-face training and that during the pandemic, most of them offered online training, the possibility of conducting courses in other training modalities (online, blended) is in a very early phase. To help entities integrate ICT into their programs, it is essential to disseminate among entities the online platforms that have already been developed for adult migrant students. Successful experiences in other countries can be of interest: Nedbox (a learning environment for Dutch-learning migrants to create learning opportunities for leisure time) (Schiepers et al., 2017), the MASELTOV project (mobile assistance for social inclusion and empowerment of immigrants with persuasive learning technologies and social network services), and SALSA (sensors and applications for languages in smart areas) as reported by Kukulska-Hulme et al. (2017).

4.10. Challenges and Needs in Teacher Training

Our findings regarding the situation of some of the teachers from the sample entities coincide with situations reported by teaching specialists, researchers (Sarraj, 2017; Rossner, 2008), as well as by UNESCO (2018), which insists that "teachers are the key to successful inclusion," that they require "equitable remuneration," that "volunteer teachers are frequently relied upon," and that "they need training to handle overcrowded, multilingual classrooms or those with students of different ages." In particular, the training of LESLLA teachers has been demanded (Sosinski, 2018). The creation of the LESLLA association has shown the strength of communities of specialists in language teacher training and the capacity of digital media for its dissemination. Another essential aspect in the training of Spanish teachers in migration contexts, as pointed out by García and Ambadiang (2018), should focus on translanguaging practices, essential for valuing and recognizing and incorporating the multilingual repertoires of migrant students into classroom work.

4.11. Development of Processes with Quality Systems in Spanish Programs for Migrants: Perspectives and Tools

Based on the findings of the study, we can conclude that many of the challenges that Spanish program providers for migrants will have to face in the coming years could be articulated through a single central axis, which refers to incorporating systematic mechanisms for self-evaluation and improvement of their Spanish programs, which they currently lack, as inferred from the data reported in the interviews conducted as part of this study. For this task, there are two reference works that have existed for more than a decade. The first is the project of the Language Policy Unit of the Council of Europe, which consisted of adapting, for the teaching of additional languages to adult migrants,

the scheme that the EAQUALS organization uses for evaluating entities that apply for its quality seal. This work was published under the title Providers of courses for adult migrants Self-Assessment Handbook adapted by Richard Rossner from the Self-Assessment Handbook developed by EAQUALS (Rossner, 2014). The document, in the form of a checklist, offers course providers for adult migrants 142 descriptors, organized into ten sections⁷. These descriptors specify the conditions that must be met by the courses of a language training program for adult migrants. Among all of them, critical factors include those related to course design and methodological and didactic choices, as well as those referring to the competencies, training, and experience of the teachers who conduct the courses.

The other tool that can be used for the self-evaluation and improvement of the value of these courses and services is the Français Langue d'Intégration (FLI⁸) quality seal framework. Its content can be consulted on the European Commission's pages. Although it is obviously contextualized to the French environment, it offers a comprehensive set of descriptors of the competencies that teachers and coordinators of a French program for adult migrants should use as a reference for the effective exercise of their functions. In this sense, it can be helpful for entities in our context.

5. Conclusions

The improvement of education has proven to be an effective tool for promoting civic participation and is especially important in the language training of adult migrants due to their "vulnerability [...] and the urgency of their learning needs" (Rossner, 2008). This study has helped identify the achievements of entities in the Community of Madrid that offer Spanish programs with Spanish and literacy courses for adult migrants, as well as aspects that, according to the conclusions of the OECD study (2021) and research in the field, need to be strengthened.

Collaborative work between entities and the practice of self-evaluation could be a positive initiative in the initial phase for improving these programs. However, in the medium and long term, quality assurance mechanisms will be required, as already exist in other OECD countries (Villarreal, 2009), to ensure the improvement of Spanish teaching in these entities. Our study points to the need to direct efforts towards six key aspects: 1) diversification of course offerings and orientation of language training towards labor, social, and community purposes; 2) linking course programs to a reference and common educational curriculum for teaching Spanish to adult migrants that includes Pre-A1 levels; 3) an intercultural and multilingual approach that starts from recognizing the knowledge capital of these students and their multilingual repertoires as resources for learning Spanish and developing their own identity in the new community; 4) recognition, professionalization, continuous training (especially for LESLLA students) of teachers as critical factors for the quality and effectiveness of training; 5) integration of official linguistic proficiency certification into the training pathways of adult

⁷ Sections: Identification of the learning needs of migrant students, Planning of teaching and learning, Teaching resources and materials, Teaching and learning support, Assessment of learning, Internal quality assurance, Other services in addition to the courses offered by the program, Training, experience, training plans and management of the teams participating in the program, and Internal communication and information.

⁸ The *Français Langue d'Intégration* (FLI) framework can be accessed at: https://ec.europa.eu/migrant-integration/library-document/referentiel-fli-francais-langue-dintegration_en

migrants; 6) introduction by administrations of tools to rebalance the existing offer and ensure equal opportunities in access to language training for all adult migrants.

Our study has some limitations. It is a research with a heavy qualitative data component, with a limited and non-randomly selected sample, so the findings cannot be generalized to all entities, to all teams of Spanish programs for adult migrants in the Community of Madrid. These findings need to be complemented with regional and national level research using other tools, beyond the semi-structured interview, with a large-scale random sample, where direct responses from program managers, as well as Spanish teachers for adult migrants who do not have managerial roles in their entities, can be obtained. Semi-structured interviews have proven in our study to be a strong instrument for in-depth understanding of the context and reality analyzed. However, a fieldwork of direct observation in the facilities where entities develop their Spanish programs is needed, including class observations, and analysis of samples of teachers' and students' work.

This study is part of a broader research project aimed at identifying descriptors of good practices in Spanish programs for adult migrant students to help guide the development and improvement of these programs. Lastly, we want to highlight the work and contribution of each of the entities that participated in the study to the training, development of basic skills, and lives of the people they serve and support in their programs. Without the commitment and high involvement of their teams, this response would not be possible. The necessary improvements to be incorporated into their programs will result from coordinated work that we can carry out, among other things, from institutional action, research in the teaching of Spanish to adult migrants, the activity and social commitment of entities, and above all, from the actions and involvement of teachers, who are, after all, the critical and key factors, and those who provide a daily response to the language training needs of migrants, thus contributing to their integration.

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Appendix 1. Study Results.

Table 1. Study Results: Achievements, Innovative Practices, and Difficulties Identified in Spanish Programs for Adult Migrants in the Community of Madrid

OECD Recommendations (2021) for the Development of Language Programs for Migrants	Identified Achievements	Identified Innovative Practices	Identified Difficulties
Ensure Language Training	Except for entities specialized in asylum, enrollment in the courses is allowed for any migrant, regardless of their legal or migratory status.	The entities specializing in asylum guarantee the right to language training for individuals enrolled in the asylum program (the programs establish the mandatory nature of the language learning courses)	Unstructured offerings with different regulatory frameworks for Spanish programs (both formal and informal education), with public and private offerings Only individuals enrolled in the asylum program are guaranteed the right to language training There are no centralized mechanisms for disseminating information about Spanish program offerings
Eliminate economic barriers to access	All entities, except the EEOII, offer free Spanish programs for adult migrants	In one entity, nominal participation fees have been established to ensure the student's commitment to their training and involvement in their educational project. In the case of another entity, Spanish program funding comes from the profits of ELE (Spanish as a Foreign Language) programs marketed to international students for language stays in Spain	The EEOII, the only institutions authorized to offer official ELE (Spanish as a Foreign Language) education, have high economic barriers for their courses. Their programs are not specifically designed for migrants (except for those offered as special courses, which require authorization that is not always granted). Consequently, in the sample, migrants in their A1-B1 courses are underrepresented (10%)

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OECD Recommendations (2021) for the Development of Language Programs for Migrants	Identified Achievements	Identified Innovative Practices	Identified Difficulties
Attend language courses as soon as possible	All entities, except for those providing formal education (EEOII and CEPA), offer courses year-round to facilitate access as soon as migrants wish to begin their training	In one entity, "Welcome Courses" have been organized, allowing students to join as long as there are available spots in a course that suits their needs. In another entity, there are co-teaching practices and classroom support provided by volunteers and trainee teachers to facilitate the immediate entry of students into the courses	Among migrants, only one group (beneficiaries of the asylum program) is guaranteed the right to early language training. There are groups (especially women) who enroll in courses after having already resided in Spain for several years
Have specific training itineraries	All entities offer general Spanish courses (levels A1-B1). The majority of entities (70%) offer literacy course	One entity offers general Spanish courses at the B2 level specifically for migrants. Some entities offer DELE preparation courses (mainly A2). The CEPI offers Spanish courses for specific group	Excessive homogeneity in the offerings and a lack of courses for specific groups and specific purposes. Traditional conception of literacy. Except in the Official Language Schools (EEOII), the vast majority of entities have not linked courses of different levels (literacy, A1-B1) with instructional hour
Integrate linguistic and professional training	More than half of the entities offer linguistic and professional training itineraries, either in parallel or sequentially. Students who reach an A2 level can join the latter	One entity regularly offers a Spanish course for work purposes. In the CEPA, there is a wide range of professional training courses. The private entity linked to the Catholic Church is integrating professional training into its Spanish offerings. Entities specializing in asylum offer their program beneficiaries access to employment services with individualized advice and training	No entity offers Spanish courses for specific professions. Only one course in the sample has been identified as Spanish for professional or work purposes. High cost of integrated linguistic and professional training and the requirement for designers and teachers with dual specialization (language and the professional field)
Having flexible modalities and schedules	All entities allow students to change schedules to encourage attendance and only drop them after prolonged absences and when there are people on the waiting list.	In the EEOII, attendance is not mandatory, and students do not lose the right to take the official proficiency certification exam independently. The certification is also available to students who are not enrolled in the EEOII. In the EEOII, there is the possibility of transferring records to other centers. The entities are involved in finding alternative training options if a student cannot continue studying in the program. Two entities offer weekend course	The offering of courses in modalities other than in-person is minimal. Only one entity offers A1 level courses online. The EEOII have the possibility of offering four-month Spanish courses specifically for migrants, but they need authorization from the Ministry of Education, which they do not always obtain. The EEOII have the possibility of offering blended-learning ELE (Spanish as a Foreign Language) courses

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OECD Recommendations (2021) for the Development of Language Programs for Migrants	Identified Achievements	Identified Innovative Practices	Identified Difficulties
Foster intrinsic motivation	<p>All entities use participatory, experiential, and inclusive methodologies, task-based approaches, and student-centered teaching to foster their motivation.</p> <p>All entities offer certificates to their students.</p> <p>All entities provide cultural outings, participation in center activities, individualized support, and tutoring.</p> <p>Slightly more than half of the entities offer their students access to social services</p>	<p>The entities specialized in refuge include language learning services in a comprehensive support program (employment, inclusion, housing, care, etc.). One of the asylum entities requires students to sign a learning contract.</p> <p>Some entities have created and published their own literacy and Spanish manuals.</p> <p>One entity has integrated Spanish classes based on dancing. The same entity offers free breakfasts to students.</p> <p>One entity provides a childcare service during parents' classes.</p> <p>In one entity, migrant students are part of its cultural association</p>	<p>Only in asylum programs do students access social benefits (assistance, housing, maintenance) during the initial six months, which helps them attend classes regularly. They receive individualized social, psychological, legal, and welfare support.</p> <p>Only the certificates from the EEOII have official validity</p>
Hire specialized teachers	<p>Awareness of the need for specific training for teachers of these courses in:</p> <ul style="list-style-type: none"> Teaching Spanish, specifically Spanish in migration contexts Teaching and supporting LESLLA students <p>Continuous professional development initiatives for teachers have been identified</p>	<p>Several entities offer training courses for Spanish teachers in migration contexts (both in-person and online) for future teachers within their organizations.</p> <p>Only the EEOIIs have professional profiles for Spanish teachers: career and interim civil servants from the specific body of ELE teachers.</p> <p>70% of the entities have hired teachers, but the practice of teaching within the framework of volunteer work is very prominent (50%), even in programs funded with public funds (asylum program and private CEPI and CEPA), and it coexists with paid employment</p>	<p>Coexistence of very disparate situations in hiring, recognition, specialized training as a Spanish teacher, distribution of teaching and non-teaching hours, employment, remuneration, and even volunteer status.</p> <p>Lack of recognition for Spanish teachers in general, and for Spanish teachers for migrants in particular.</p> <p>There are teachers without ELE training or with little to no training working with LESLLA students</p>
Integrate the use of ICT in training	<p>Widespread use of some ICT tools (mobile phones or apps) in A1-B1 in-person courses, and more limited use in literacy courses (only WhatsApp)</p>	<p>Slightly less than a third of the entities have the possibility of using virtual classrooms to support the courses.</p> <p>One entity offers courses in both linguistic and digital literacy</p>	<p>Heterogeneous digital competence profile among teachers.</p> <p>Training is required for teachers in these entities to integrate ICT into Spanish programs, along with time to create materials and resources.</p> <p>There are access barriers for migrant students to ICT (usage and digital literacy)</p>

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OECD Recommendations (2021) for the Development of Language Programs for Migrants	Identified Achievements	Identified Innovative Practices	Identified Difficulties
Collaborate with education specialists and non-traditional partners	Collaboration initiated with both educational specialists and non-traditional partners.	Some entities include social workers, psychologists, and intercultural mediators in their Spanish programs. Some entities provide their students with access to legal and translation services	The heads of departments at Official Schools of Languages (EOOI) cannot initiate collaborations with other entities without authorization from the Regional Ministry. Collaborations between entities and institutions initiated privately have been identified, not directed or driven by public policies, but without support, it is very difficult to maintain their continuity
Incorporate mechanisms for the organization and regulation of the offerings	The mechanisms for regulating the public provision of Spanish are not specific to teaching migrants. In non-formal education, there are no mechanisms for organizing the offerings	Excellent educational organization in the Official Schools of Languages (EOOI), although the presence of migrant students in their programs is minimal due to high barriers and the lack of specific offerings for these students. Self-regulation of the offerings in non-formal Spanish teaching programs: the common references are the CEFR, the PCIC, and the publication "Guidelines from the Cervantes Institute for an Emergency Course for Immigrants." Currently, there is no collaboration with the Council of Europe's specific projects for migrant language learners: LIAM and LL	There is no Spanish curriculum for adult migrants that can be used as a reference in either private or public education. Official Spanish teaching (EOOI) does not have specific guidelines for adapting the curriculum and teaching to migrant students. In non-formal education, there are no regional or national initiatives to help design Spanish programs for migrant students or to regulate and harmonize the existing offerings
Evaluate the quality and outcome of language training	All entities have mechanisms for collecting information from teachers and students to evaluate the courses.	Official education is supported by educational inspection. In entities, programs are monitored through: teachers' meetings; the preparation of reports (although only when reporting to external entities); class observations by program coordinators; co-teaching; program evaluations by students, student and teacher assemblies, public student evaluations conducted via Google; and the use of the SACIC quality criteria from the Instituto Cervantes for the development of Spanish programs	There are no self-assessment descriptors for the specific context of teaching Spanish to adult migrants. There are no institutional mechanisms for the review and improvement of Spanish programs for migrants

Source: own elaboration