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**Language** *is the key.*

**La langue,** *c'est la clef.*

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# Politicization of English for the Selection and Settlement of Citizens

Presentation by Pauline McNaughton, Executive Director  
Centre for Canadian Language Benchmarks

**11<sup>th</sup> International Metropolis Conference**  
**October 2006**

**Paths & Crossroads: Moving People, Changing Places**

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CCLB is a national, not-for-profit organization established in 1998 to support the Canadian Language Benchmarks.

## Our Vision

Canadian Language Benchmarks and Niveaux de compétence linguistique canadiens will be *the* national standards for describing, measuring and recognizing second language proficiency of adult immigrants and prospective immigrants for living and working in Canada.



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## Our Mission

To support the Canadian Language Benchmarks and Niveaux de compétence linguistique canadiens through policy, guidelines, research and development, and to promote their recognition and use as practical, fair and reliable national standards of second language proficiency, in educational, training, community and workplace settings.



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## ***A growing internationally-trained labour force for Canada***

In the future it's likely that more and more of the Canadian labour force will have been trained internationally or will have learned English as a second language.



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## *Facts and Stats*

- Canada has the second highest proportion of immigrant population in the world after Australia.
- In the United States, one out of every ten persons is an immigrant compared to Canada where one out of every 6 persons is an immigrant."
  - *Canada's Ethnocultural Portrait: The Changing Mosaic, Statistics Canada, 2001 Census: Analysis Series, January 2003.*
- Immigration now accounts for more than 50% of total growth. Given the predictions on growth, this dependency is likely to increase.
  - *Statistics Canada, A Social, Economic and Demographic Profile of Canada's Large Urban Areas, March 2004.*



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## *Facts and Stats*

- By 2011, when half of all baby boomers will be 55 years and over, new Canadians will account for virtually all of the country's new workers. The nation will soon lose a large share of its current supply of doctors, nurses, university professors and skilled construction workers to retirement. Already today, 70% of the net growth in the labour market is provided by immigrants. By 2011, this figure will rise to 100%.

*People deficit give workers upper hand by Erin Anderssen, Globe and Mail, February 12, 2003*



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## *Sadly ...*

- 6 out of 10 immigrants are forced to make a downwardly mobile shift into a career, or job other than the one they were qualified for.
- Among persons aged 25-54 with a university degree, unemployment for recent immigrants has consistently been at least triple the rate for the Canadian born



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> **Immigrate to Canada**

**Choose Canada**

- > to Immigrate
- > to Study
- > to Work
- > to Visit

After You Arrive...

Sponsor Your Family

Refugees

Citizenship

[Home](#) >> [Immigrating to Canada](#)

## Immigrating to Canada as a Skilled Worker

Skilled workers have education, work experience, knowledge of English or French and other abilities that will help them to establish themselves successfully as permanent residents in Canada.

Applying to come to Canada as a skilled worker is not difficult. Consult this section to find all the information and forms you need to make your application.

**Notice:**  
CIC has introduced a new [simplified application process](#) for federal skilled workers.

**Source: <http://www.cic.gc.ca/english/skilled/index.html>**

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## Language Proficiency

The ability to communicate and work in one or both of Canada's official languages is very important to you as a skilled worker. Proficiency in English, French or both will help you in the Canadian labour market.

Language proficiency is one of the six selection factors for skilled workers. You will be awarded up to 24 points for your basic, moderate or high proficiency in English and French. You will be given points based on your ability to:

- listen;
- speak;
- read; and
- write.

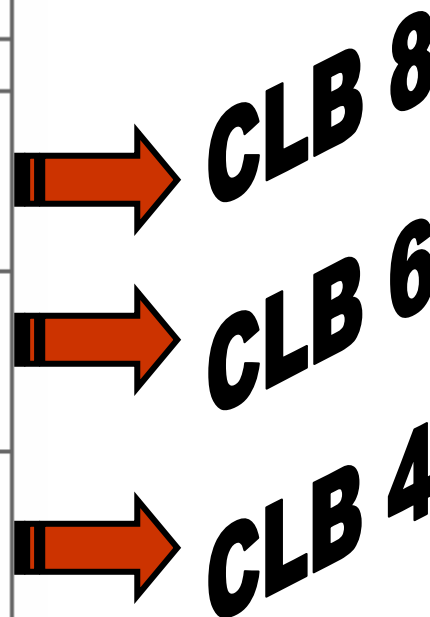
Source: <http://www.cic.gc.ca/english/skilled/index.html>

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Proficiency Level	Ability			
	Speaking	Listening	Reading	Writing
<b>HIGH:</b> You can communicate effectively in most social and work situations.	<a href="#">Speaking: High</a>	<a href="#">Listening: High</a>	<a href="#">Reading: High</a>	<a href="#">Writing: High</a>
<b>MODERATE:</b> You can communicate comfortably in familiar social and work situations.	<a href="#">Speaking: Moderate</a>	<a href="#">Listening: Moderate</a>	<a href="#">Reading: Moderate</a>	<a href="#">Writing: Moderate</a>
<b>BASIC:</b> You can communicate in predictable contexts and on familiar topics, but with some difficulty.	<a href="#">Speaking: Basic</a>	<a href="#">Listening: Basic</a>	<a href="#">Reading: Basic</a>	<a href="#">Writing: Basic</a>
<b>NO:</b> You do not meet the above criteria for basic proficiency.	Does not meet Basic Level.	Does not meet Basic Level.	Does not meet Basic Level.	Does not meet Basic Level.



Source: <http://www.cic.gc.ca/english/skilled/index.html>

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## *Most Common Hurdles to Employment*

- Lack of Canadian work experience
- Transferability of foreign credentials
- Lack of official language skills**

*Source: CLBC Handbook, Immigration & Skill Shortages, by the Canadian Labour & Business Centre*



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## *Regulators also identify language as key barrier*

Access to Ontario's Regulated Professions by International Candidates - July 2003 - Regulators identified 4 main challenges that may prevent or delay access to professions by international candidates:

- lack of pre-immigration licensing information
- lack of knowledge of Ontario workplace practices
- lack of occupation-specific language
- the ability to read and write English does not guarantee comprehension particularly of occupation-specific language



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**A leg up for skilled newcomers. Goal of courses is to 'Canadianize' workers and help them land jobs in the fields they trained in, LAURA RAMSAY writesGlobe and Mail September 26, 2006LAURA RAMSAY**

Mohammad Yaser's story is a familiar tale of immigrant employment woe. Certified as a civil engineer in his native Pakistan, Mr. Yaser worked for six years there as a manager responsible for pricing and sourcing supplies and estimating job costs for a large construction company. But since immigrating to Toronto in January, 2004, the married father of two young children has been working as a security guard at a warehouse, unable to leverage his international education and work experience into a construction management job in Canada." The problem seems to be that I have no Canadian education or experience," he says.

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**Mr. Yaser's frustration at being unable to find work in the field he trained for is increasingly paralleled by concern among Canadian employers who are not able to find enough professionals and skilled trades people to staff their businesses ...**

Mr. Yaser is hoping a new course being launched in January by Toronto's George Brown College will give him the domestic credentials he needs to get back into the construction business. The course, Construction Management for Internationally Educated Professionals, is a three-semester, postgraduate program designed to help new immigrants who were trained elsewhere as architects and engineers to develop the language and workplace skills needed to land entry-level management jobs in the Canadian construction industry. Mr. Yaser will be one of about 27 students in the new program. "This is a great opportunity for me," he says.

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The program doesn't attempt to certify new immigrants as either architects or engineers, both of which are regulated by professional bodies that set the rules for foreign-trained professionals, says project manager Suzanne Kavanagh. **The goal is to help immigrant professionals land their first job in a construction-related field by "Canadianizing" them -- teaching them about Canadian building codes, Canadian building materials as well as labour laws, human rights legislation and health and safety requirements.** As they get closer to graduation, the students will focus on interviewing techniques and workplace skills, Ms. Kavanagh says. "These are very capable people but they need to build up their confidence and familiarity with Canadian industry," she says. **Poor English is the primary barrier preventing skilled immigrants from landing relevant construction-management jobs, she says.** Technically qualified students whose English skills are not at the level required for college admission can take a career-specific language course that begins next month. It focuses on the vocabulary and concepts specific to the construction industry, Ms. Kavanagh says.

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## *Language & Literacy*

The Learning a Living Report findings show that although many countries “actively seek to attract skilled foreign workers with high credentials ... education credentials do not necessarily translate into functional levels of literacy, numeracy and problem solving skills in the official language(s) of the host country.”

Page 210, *Learning a Living: First Results of the Adult Literacy and Life Skills Survey*, Organisation for Economic Cooperation and Development. Available at <http://www.oecd.org/dataoecd/44/7/34867438.pdf>



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# ***English language proficiency is key to success***

Language fluency is one of 7 “key determinants  
for successful integration of immigrant.

HRDC Report, Knowledge Matters:  
Skills and Learning for Canadians  
(pages 52-53) available at <http://www.innovationstrategy.gc.ca>



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“In our profession we face stiff competition for the best talent in the face of a **considerable shortage of professionals**... Finding a competitive advantage and **solving the challenges of employment shortages rests** in large part with effectively making ... Canada a welcoming place for newcomers, **providing immigrants with the assistance they need to level the playing field** as they move to use their particular and much-needed skills in our workforce.

**It is crucial for business and government to work together to do everything we can to make Ontario a welcoming environment for immigrants.**

If we are to provide an attractive place to work and live, we must be prepared to value and use the skills and training of new Canadians.

**Simply, it is imperative we recognize that immigrants can do the job.”**



***Lou Pagnutti, Chairman and CEO,  
Ernst & Young LLP, Toronto. Full  
quote Toronto Star – March 17,  
2006***



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*Employers have limited means of determining language proficiency relevant to the workplace or specific occupations.*



How much language do you need to do this job anyway?



ef.





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*“Most language assessment tools are generic or academic, and do not measure the language skills needed in a workplace context.”*



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## Standards can help create access!

*“Recognizing learning is a real-world issue for employers. For recognition to be meaningful for them, it has to be based on the demonstrated authenticity, currency, quality, relevancy, trustworthiness and transferability of the learning ... When individuals can demonstrate that their skills and knowledge meet standards for these criteria, then employers will feel comfortable in recognizing them.”* Brain Gain Report (2001) page 5

Conference Board of Canada



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## Canadian Language Benchmarks standard

*The Canadian  
Language  
Benchmarks, are  
a standard of the  
Government of  
Canada.*

**Canada**

A set of national language standards is key to the successful integration of immigrants into Canadian society, providing clear descriptors of language proficiency levels appropriate for the labour market, which are recognized and understood across the country.

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## The Canadian Language Benchmarks standard offers

- ✓ Clear descriptors of language proficiency levels appropriate for the labour market
- ✓ Recognized and understood across the country
- ✓ Reliable standards that employers [and other stakeholders] can trust



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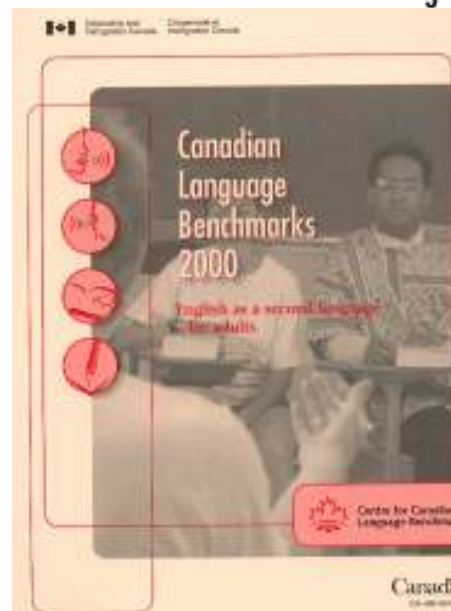
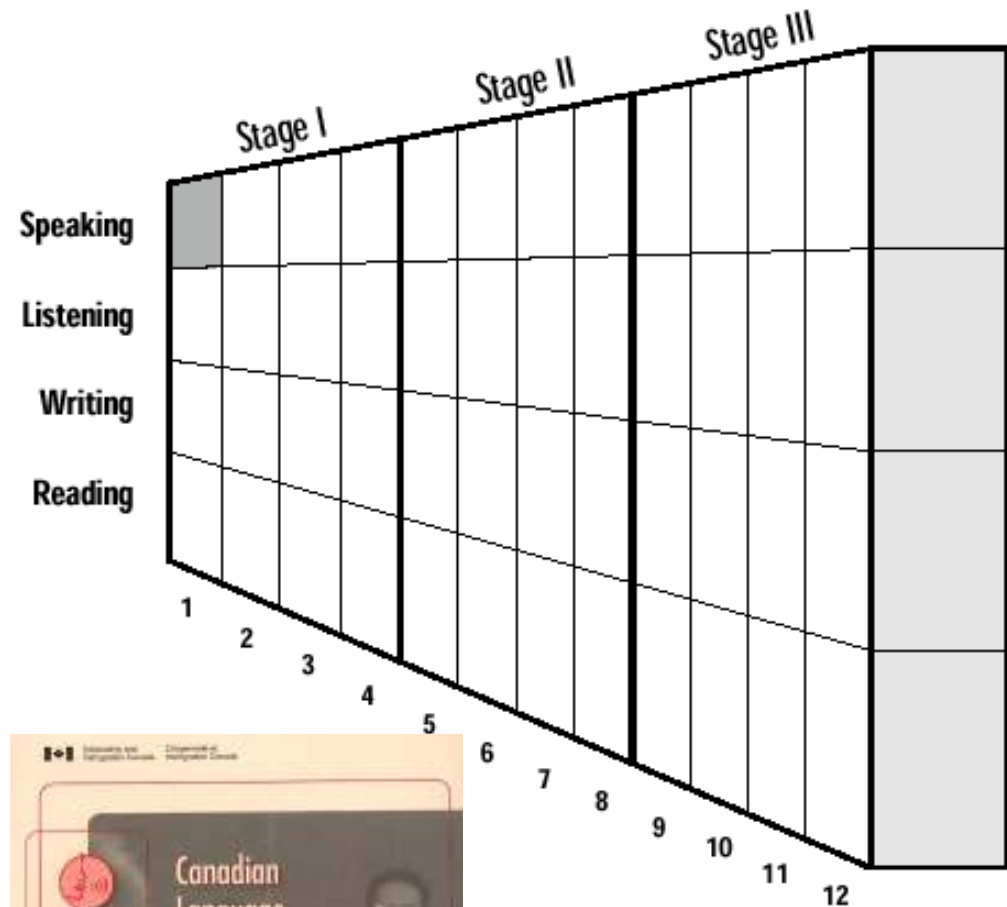
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## Schematic Structure of the Canadian Language Benchmarks

As a **national framework**, the benchmarks provide a **common professional foundation** of shared philosophical and theoretical views on language education ... and a **common yard stick for assessing the outcomes**.

*Progression is based on 3 factors:*

1. *Progressively more demanding communication tasks*
2. *Progressively more demanding contexts*
3. *Progressively higher expectations of effectiveness and quality of communicative performance*



Available at  
[www.language.ca](http://www.language.ca)





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- Provide a *practical, fair means* to determine language proficiency
- Set out proficiency levels that are *more intelligible* to the general public
- Define proficiency in terms of *common human situations and behaviours* where language is used
- Describe clearly *what a person is capable of* accomplishing through language



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## CCLB believes that ...



improving the official language skills of immigrants and newcomers for labour market purposes will improve their success in finding and keeping employment suited to their training and abilities, and thereby address the inequity in employment for internationally-educated Canadians.

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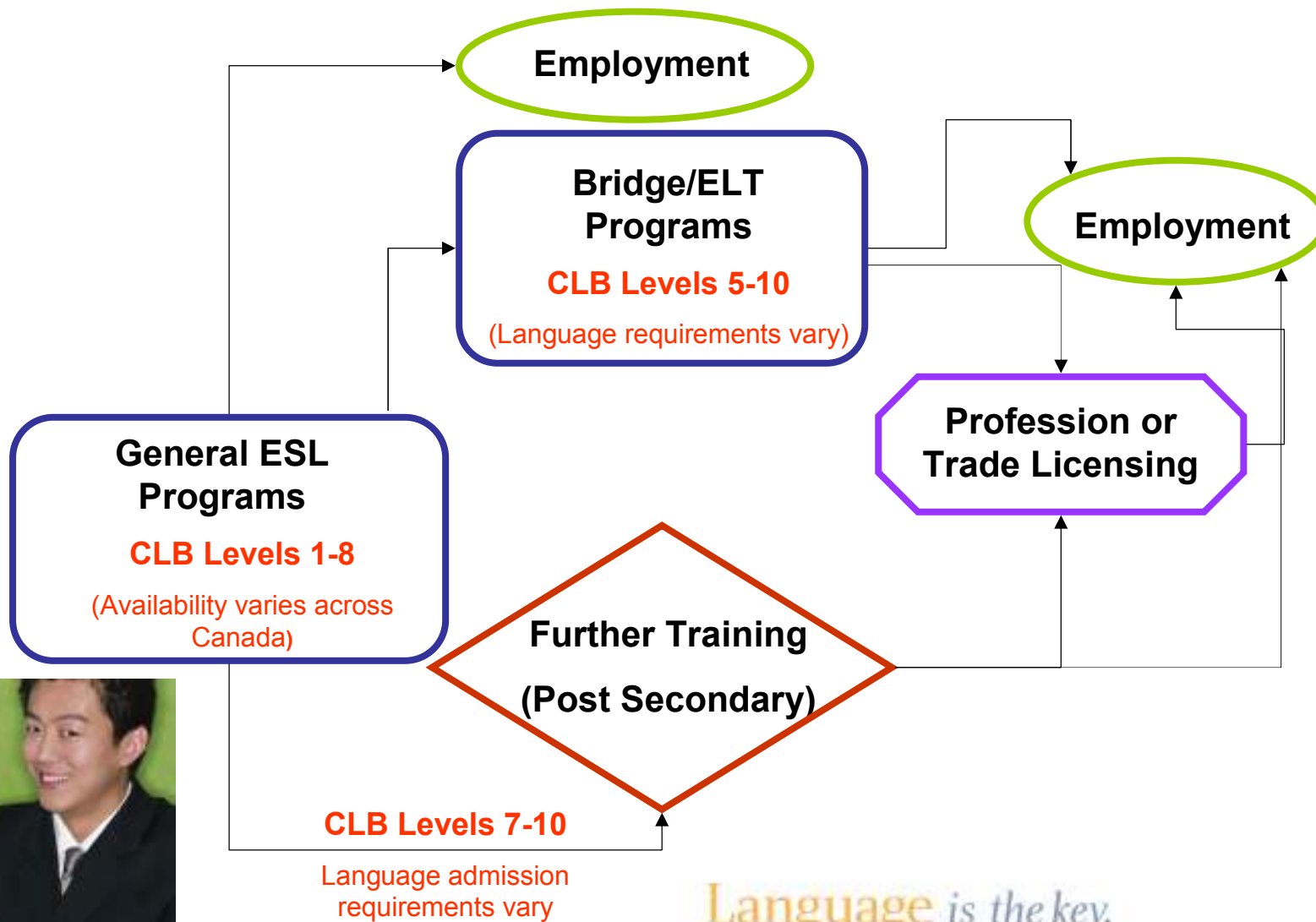
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- **The CLB provide the basis for a national assessment system for use in adult ESL/FSL community, education, training, and labour market, including a system of recognition of CLB/NCLC assessors and assessment service providers.**



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CLB Levels 1-8

**CLB tools for placement into ESL classes**



CLB Levels 7-10

Employment

**Bridge/ELT Programs**

**CLB Levels 5-10**

(Language requirements vary)

Employment

**Profession or Trade Licensing**

**General ESL Programs**

**CLB Levels 1-8**

(Availability varies across Canada)

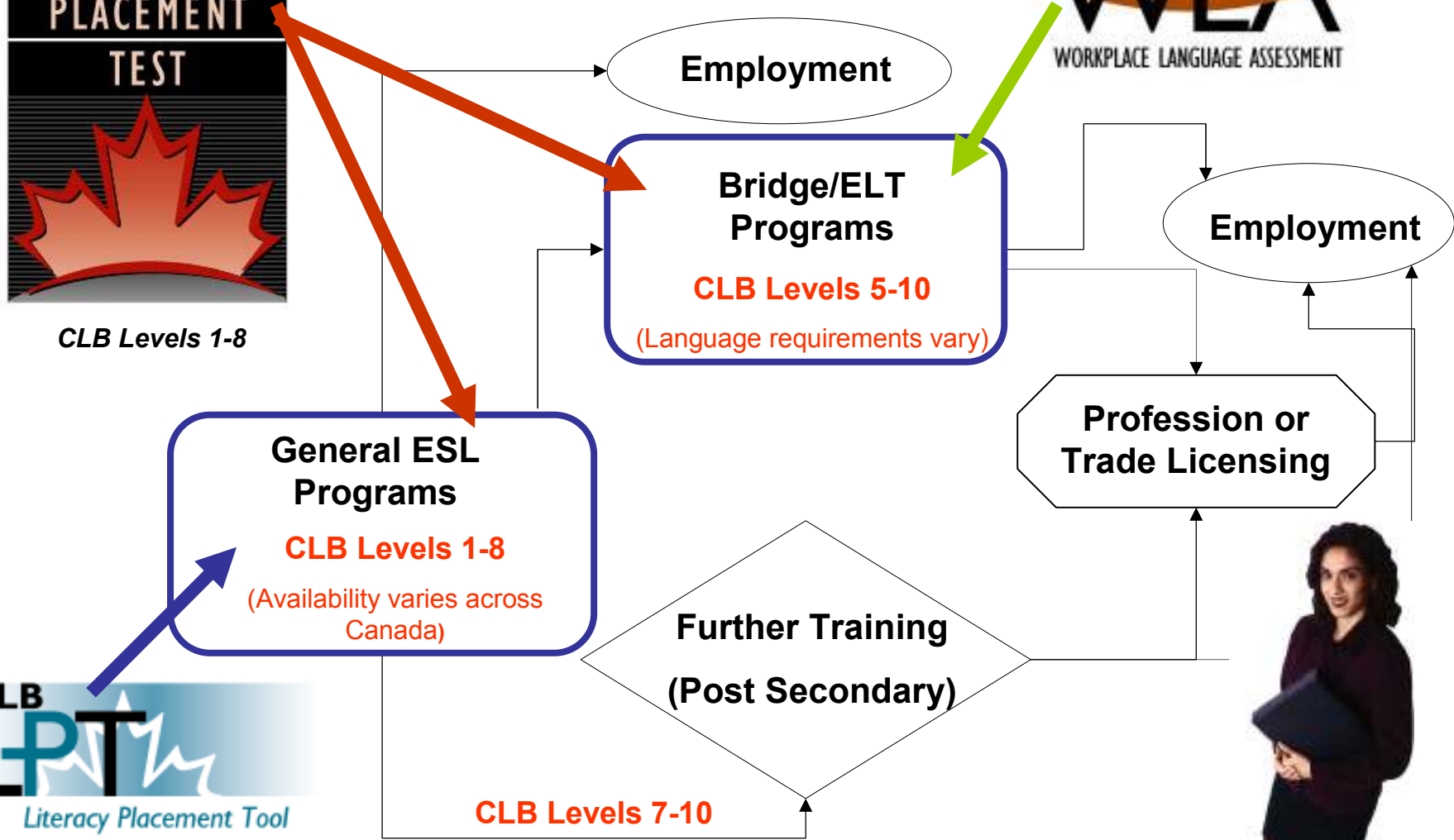
**Further Training (Post Secondary)**

**CLB Levels 7-10**

Language admission requirements vary



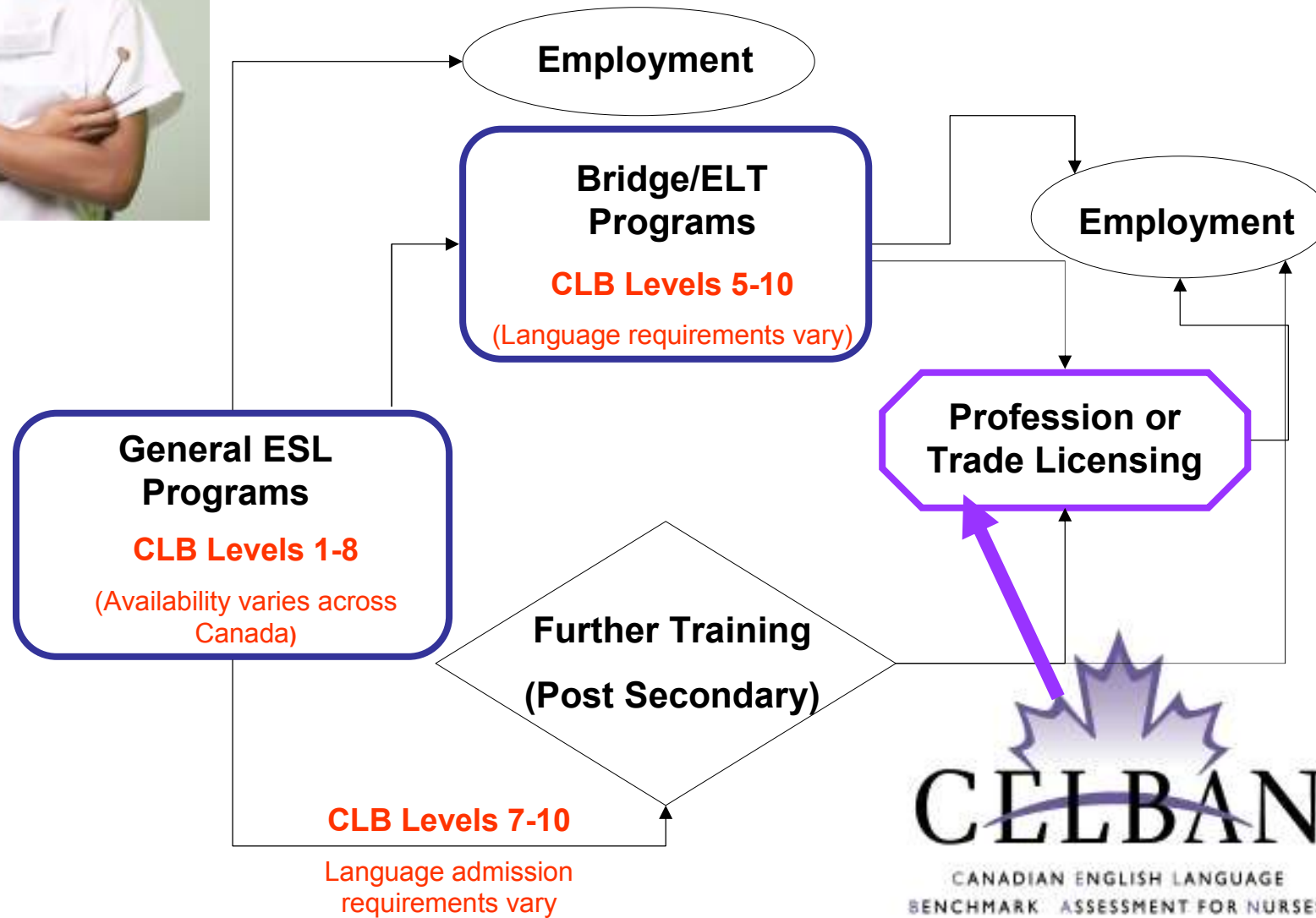
Literacy Placement Tool  
CLB Literacy Levels  
Foundation Phase 1, 2, 3



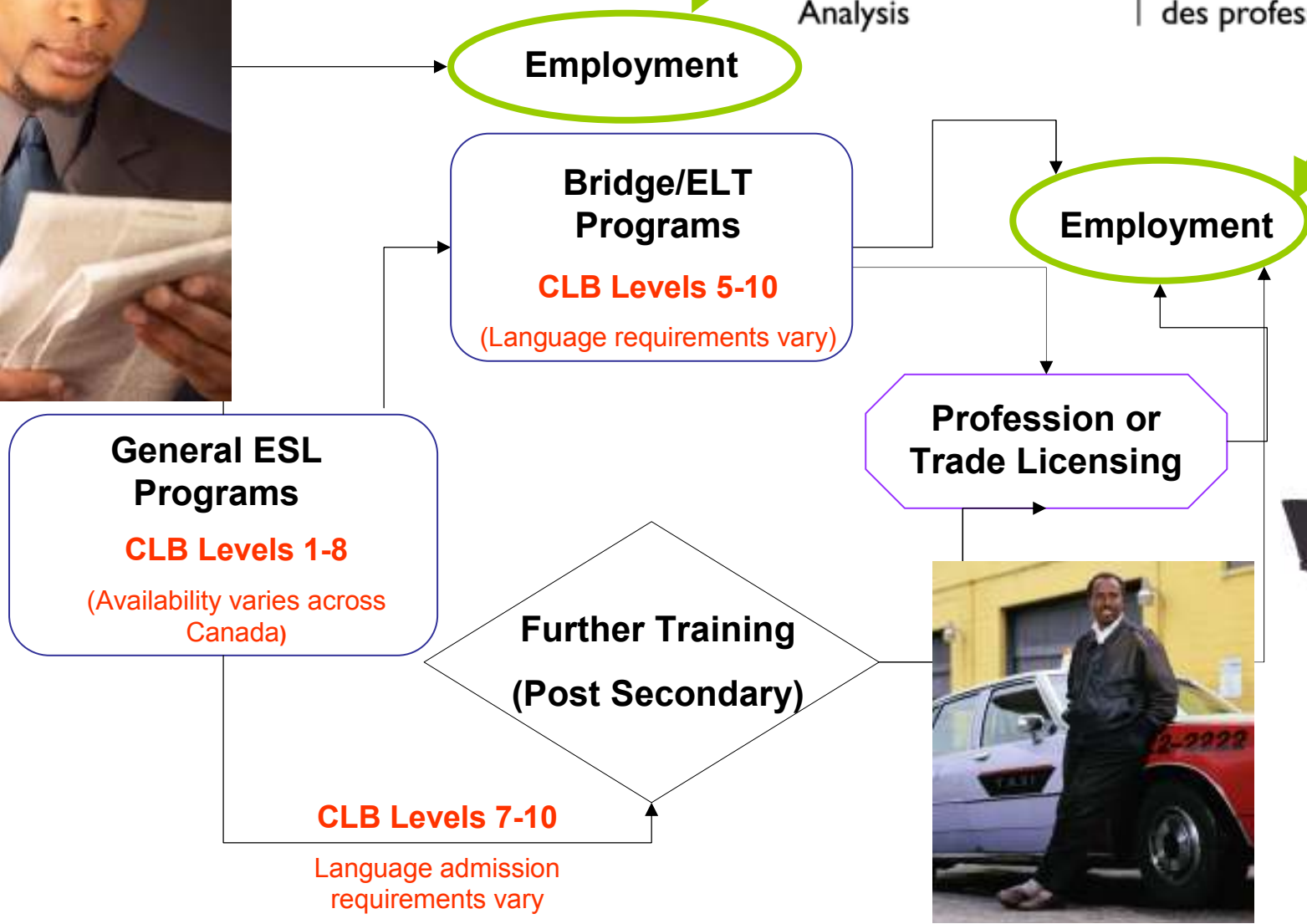




## Model for CLB for Professional Licensing



*For information about language needed for success in specific occupations*



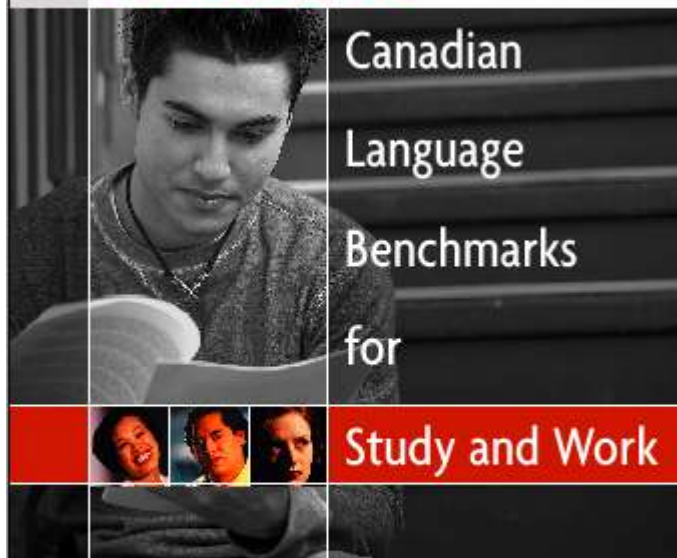


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## For Learners



Understanding the language proficiency levels  
required to work and study in Canada.



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## For Practitioners



Understanding the language proficiency levels  
required to work and study in Canada.



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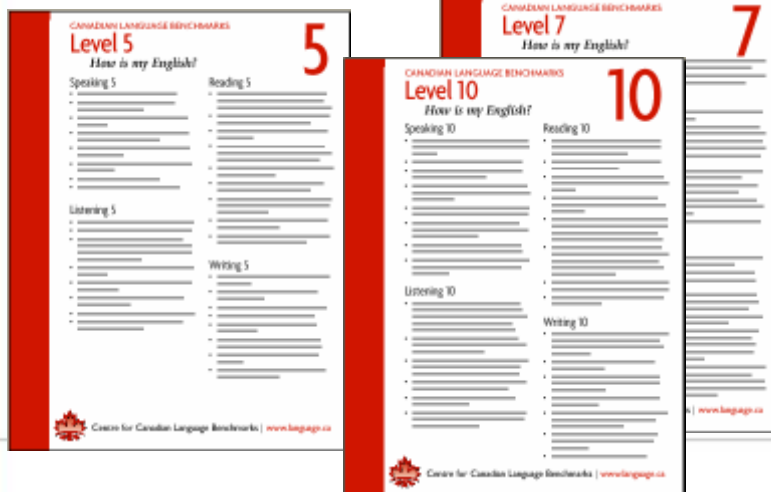
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**CLB Posters** [www.language.ca](http://www.language.ca)



## CLB Wall Sized Posters

- One poster for each CLB level 1 to 10
- Summary statements of what learners “can do”
- Useful for learner self-assessment and goal setting
- Ideal for employment preparation classrooms



## & Mini Posters

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**CELBAN** Canadian English Language Benchmark Assessment for Nurses

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[CELBAN test locations and dates](#)

## Welcome

If you are an internationally-educated nurse who wants to work in your profession in Canada, **CELBAN** may help you.

**CELBAN** is the only English language assessment designed specifically for the nursing profession.

**CELBAN** provides a fair and reliable assessment of an internationally-educated nurse's English language proficiency in four skills: listening, speaking, writing and reading.

**CELBAN** is has been recognized by nursing licensing bodies across Canada.

**CELBAN** is based on the Canadian Language Benchmarks, Canada's







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## National Benchmarking of Occupations



An OLA is a description of language competencies linked to success in one occupation. Referenced to the CLB, it outlines in a standardized format, speaking, listening, reading and writing competencies and related sample tasks for a given occupation.

OLAs are based on 3 national sources:

- Canadian Language Benchmarks
- Essential Skills Profiles
- National Occupational Standards

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## Relating Canadian Language Benchmarks to Essential Skills:

A Comparative Framework



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Essential Skills

Compétences essentielles



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# OCCUPATIONAL LANGUAGE ANALYSIS

October 13, 2005

## Overview of the Methodology

### What is an Occupational Language Analysis?

An Occupational Language Analysis (OLA) is a description of language competencies linked to success in one occupation. Referenced to the Canadian Language Benchmarks, it outlines, in a standardized format, speaking, listening, reading and writing competencies and related sample tasks for a given occupation. An OLA is:

- > focused on language skills;
- > a generic description of a broad occupational category;
- > representative, not definitive (that is, it suggests what may be required of a person in this occupation, not what should be expected); and
- > mastery-level – describing language requirements of a worker who is fully competent and has had the opportunity to experience the full range of tasks and to demonstrate successful performance.

### What is the purpose of an Occupational Language Analysis?

#### Who might use this?

ESL teachers, trainers, course developers, instructional designers

job analysts

sector councils, industry associations, unions

employers

learners, potential job applicants, job incumbents

career counsellors, guidance counsellors  
governments

#### For what purpose?

- > to develop occupation-specific language training curriculum, course materials or assessment tools
- > to understand language complexity
- > to modify non-language training (e.g., technical, soft skills training) to accommodate a broader range of language proficiency

> to analyse language competencies of the job

- > to define occupational requirements
- > to evaluate, facilitate and/or support occupation-specific learning opportunities
- > to inform the development of HR tools and products

- > to understand and identify communication requirements of an occupation
- > to accommodate or bridge communication gaps
- > to inform the development of workplace training plans
- > to inform policy development
- > to assist in performance management

- > to understand occupational language requirements
- > to plan for personal/professional development to meet occupational language requirements
- > to identify career paths
- > to build resumes

- > to advise individuals on career options and educational routes
- > to inform labour market policies and programs







## How is an OLA developed?

An OLA is developed by individuals with expertise in the Canadian Language Benchmarks (CLB) and Essential Skills using three pre-existing, well-documented Canadian sources:

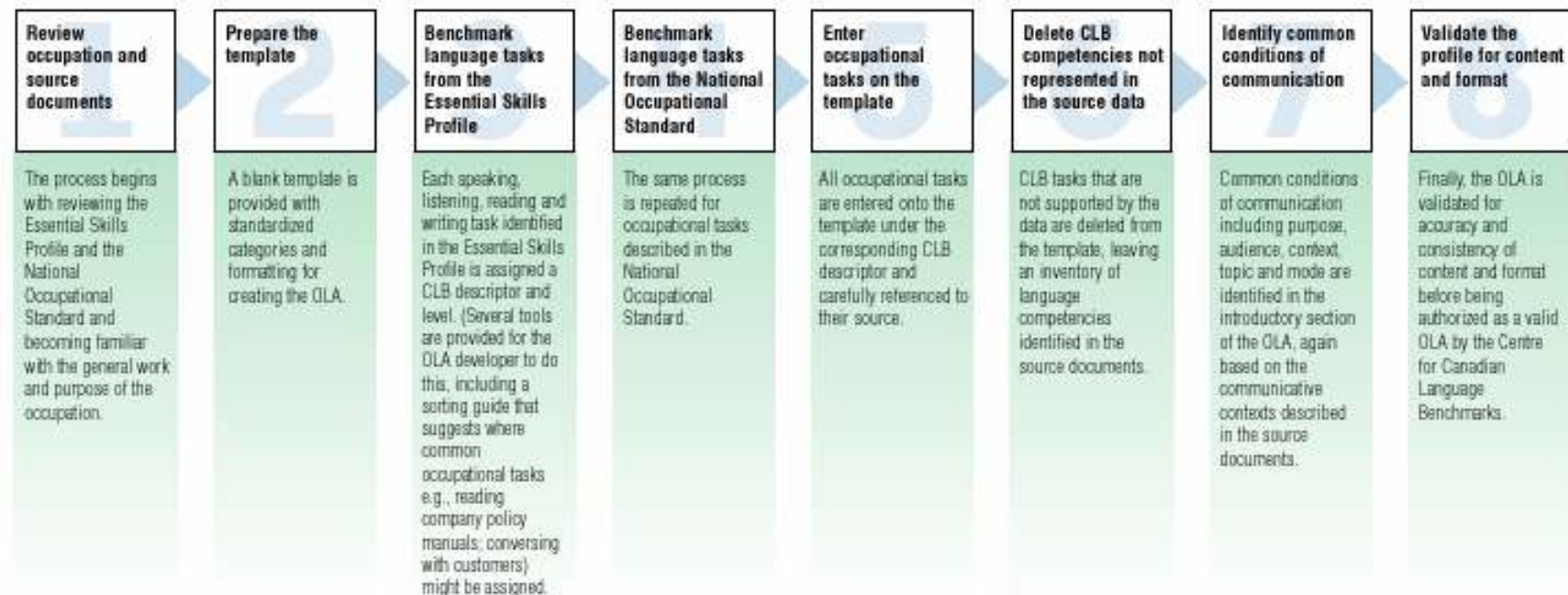
- > *Canadian Language Benchmarks 2000: English as a second language for adults*<sup>1</sup> developed by Citizenship and Immigration Canada, a descriptive scale of communicative proficiency in English and French as a second language expressed as 12 benchmarks or reference points in 4 skill areas: reading, writing, speaking and listening.
- > an *Essential Skills Profile*<sup>2</sup> – developed by Human Resources and Skills Development Canada, describing how nine essential skills (e.g., reading text, document use, numeracy, writing and computer use) are used by workers in one specific occupation.
- > a *National Occupational Standard*<sup>3</sup> – a description of skills and knowledge needed to perform competently in the workplace developed by employers and employees, and nationally validated and endorsed by the related industry.

**Note:** The rationale behind this methodology is that the rich data in these nationally validated occupational profiles can be used to derive a broad inventory of language tasks. This methodology is suitable for the purposes stated on the table on the previous page. Other occupational contexts in high stakes situations (e.g., occupations where risks of miscommunication are very high) or occupations which do not have well developed standards or Essential Skills Profiles may warrant different methods to develop or validate the analysis, including:

- > direct observation/job shadowing
- > structured interviews
- > focus groups
- > review of authentic materials
- > written questionnaires and
- > expert reviews.

For more information about this and other CLB/Essential Skills initiatives, go to [www.itsessential.ca](http://www.itsessential.ca)

## PROCESS STEPS





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## **GOLF CLUB GENERAL MANAGER (NOC # 0721)**

### **Job Definition<sup>1</sup>:**

Golf Club General Managers are related to the group “Facility Operation Managers”. Facility operation managers plan, organize, direct and control the operations of commercial, transportation and recreational facilities. Facility operation managers are employed by a wide range of establishments, such as airports, harbors, canals, shopping centers, convention centers, warehouses and recreation facilities.

### **Additional Occupational Information<sup>2</sup>:**

Golf club general managers report to a board or owners and are responsible for all management functions, operating procedures, practices and results of a golf club. Golf club general managers have fiscal responsibilities and responsibility for their operations. They are becoming more bottom-line oriented and as a result there is a fine line between service and profit in this occupation. Good internal and external communication is important in order for golf club general managers to successfully market their operations. Finally, there is a movement toward job combinations and golf club general managers are being required to develop a broad perspective of their operations and as a result are not specialists in one particular job.

### **Overview:**

This Occupational Language Analysis (OLA) presents Canadian Language Benchmarks (CLB) competencies and typical listening, speaking, reading and writing tasks performed at a competent level by golf club general managers. The tasks are illustrative only, and do not provide a complete sample of what a golf club general manager does on the job. Other essential skills such as numeracy and computer skills are beyond the scope of the OLA. The OLA was validated by a panel of people employed in the occupation and by CLB experts. It was developed by CLB experts using three key resources:

- the *Canadian Language Benchmarks 2000*, Centre for Canadian Language Benchmarks and Citizenship and Immigration Canada
- the *National Occupational Standards for Golf Club General Manager*, Canadian Tourism Human Resource Council
- the *Essential Skills Profile for Golf Club General Manager*, Canadian Tourism Human Resource





## Skill: Speaking

### I. Social Interaction

#### Interpersonal Competencies

Greet, introduce self and ask about the other person. (CLB 3)

- *greet [job] applicant: be friendly; put applicant at ease (NOS-C3.2)*

Express and respond to gratitude, appreciation, complaint, disappointment, dissatisfaction, satisfaction and hope. (CLB 7)

- *close [job] interviews: ask if applicant has questions; thank applicant (NOS-C3.2)*

Respond to a minor conflict or complaint. (CLB 8)

- *resolve member/user conflicts: listen to complaint; empathize; assure member/user of willingness to address complaint; follow up, referring to appropriate staff as necessary, e.g., discuss complaints relating to pin placements with greens superintendent (NOS-D4.3)*

#### Conversation Management

Manage conversation. Check comprehension. (CLB 8)

- *communicate with other departments; follow up on information, for example: acknowledge reports [and] ask for clarification, if necessary (NOS-A4.2)*
- *conduct [job] interviews: ensure applicant understands position (NOS-C3.2)*
- *determine results of advertising and promotions; solicit feedback from members/users, for example: ask questions, e.g., where members/users are from, how they heard of the club (NOS-A4.5)*
- *ensure members/users are aware of policies, rules and regulations (NOS-F2.1)*

Use a variety of strategies to keep conversation going. (CLB 8) Encourage others to participate. (CLB 8)

- *encourage staff input and feedback, for example: ask for questions and comments; maintain 'open door' policy; be approachable (NOS-C5.2)*
- *engage [job] applicant in conversation: ask open-ended questions; develop scenarios; invite dialogue (NOS-C3.2)*

Contribute to/co-manage a discussion or debate in a small formal group (work meeting, seminar). (CLB 9)

- *motivate staff [and] hold regular staff meetings: encourage staff to ask questions and make recommendations for improvement; address problems and concerns (NOS-C5.1)*

## Skill: Listening

### I. Social Interaction

Identify specific factual details and inferred meanings in dialogues of casual small talk, introductions, leave-taking, and in short phone calls. (CLB 4)

- *listen to take messages (ES-OC)*

Identify stated and unspecified details, facts and opinions about situation and relationship of participants containing expression of and response to gratitude and appreciation, complaint, hope, disappointment, satisfaction, dissatisfaction, approval and disapproval. (CLB 7)

- *resolve member/user conflicts: listen to complaint; empathize; assure member/user of willingness to address complaint (NOS-D4.3); respond to customer complaints, e.g., when tee times are double booked resulting in slow play. The golf club general manager listens to the complaint and accommodates or compensates the customers, sometimes following a set policy (ES-TS)*
- *may have to deal with board or members' complaints, soothing feelings and negotiating in order to resolve the issue (ES-TS)*
- *conduct [job applicant] screening interviews to: determine applicant's interest level; identify strengths and limitations of applicant in comparison to job requirements; identify suitability of applicant to club and membership (NOS-C3.1)*
- *ensure communications with suppliers are open and honest; inform suppliers of needs and concerns; listen to feedback (NOS-F3.4)*

Identify stated and unspecified details about mood, attitude, situation and formality in discourse containing expression of and response to formal welcomes, farewells, toasts, congratulations on achievements and awards, sympathy and condolences. (CLB 8)

- *maintain communication with management and staff to share achievements, issues, problems and solutions (NOS-D3.1)*

### II. Instructions

No communication tasks for this category were found in the source documents. These tasks may, in fact, exist for this occupation and will require individual assessment in each work context.

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La langue, c'est la clef.



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