STUDY

Policy Department B
Structural and Cohesion Policies

MULTILINGUALISM: BETWEEN POLICY

OBJECTIVES AND IMPLEMENTATION

CULTURE AND EDUCATION

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Multilingualism: Between Policy Objectives and Implementation

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Policy Department B: Structural and Cohesion Policies

CULTURE AND EDUCATION

Multilingualism: Between Policy Objectives and Implementation

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Content:

This document provides the results of a study on 'multilingualism and linguistic diversity'. It presents what has been done in the study with regard to its objectives and workplan, and provides key findings and recommendations. The main focus of the study is on assessing how agencies and other stakeholders of the European Union and member states have supported policies aimed at promoting language learning and cultural diversity over the period 2004 to the present within the context of the Commission Communication '*Promoting Language Learning and Linguistic Diversity: An Action Plan 2004-2006*' and the '*European Charter for Regional or Minority Languages of the Council of Europe*'

Executive summary

Scope and Objectives of the Study

The scope and objectives of the study are:

- To provide the European Parliament with a comprehensive assessment of European multilingualism and language learning policies and their outcomes, at the level of Member States or, where necessary, regions.

- To establish if relevant progress has been made towards the promotion of a Europe of languages and of a language-friendly environment, including the area of Regional or Lesser Used Languages.

- To make recommendations concerning possible improvements of both the implementation of existing policies and of the policies themselves.

Main Conclusions

The social and cultural context for language learning and minority languages

- On the surface, the indicators suggest that European citizens are responsive to the vision of a 'multilingual Europe'. However, there is a significant resistance to language learning. Only 1 in 5 Europeans can be described as an active language learner. Language skills are unevenly distributed geographically and culturally. In schools, many states pay little attention to the study of languages other than English. Teachers are reluctant to take up opportunities for improving their language teaching skills and practices.

- There is a lot of interest, support and demand for preserving minority languages and promoting linguistic diversity. There are over forty six million lesser used regional or minority language speakers in Europe, and approximately 60 minority languages in Europe and apart from Iceland, minority languages are spoken in all other European countries.

- Many areas of language learning are not well understood. Knowledge is fragmented and there is little knowledge transfer across sectors and disciplines. There is a need to integrate different sectors, disciplines and knowledge bases, drawing on cognitive science; pedagogy; anthropology and cultural studies; instructional design and knowledge-based systems, within an inter-disciplinary framework to help support innovative ways of developing and promoting multilingualism and linguistic diversity.

The political and policy context

- Multilingualism and linguistic diversity are sometimes conflicting policy agendas. Language learning policy has tended to be influenced by 'harder' priorities like economic competitiveness and labour market mobility, and linguistic diversity policies by 'softer' issues like inclusion and human rights. Multilingualism policy has been more highly prioritized than linguistic diversity policy in terms of concrete actions.

- The actions of the European Parliament reflect a consistent and persistent effort to mainstream minority language protection and linguistic diversity support. Since the late

1970's the European Parliament has issued a series of communications and resolutions that call for the Commission to take action in order to promote the use of minority languages and to review all Community legislation or practices which discriminate against minority languages. However, a major problem is that none of these initiatives are binding upon the Member States.

The key funding mechanisms

- The main EU funding mechanisms for languages are the principle 'education and training programmes' including the second phases of the Socrates and Leonardo da Vinci programmes and the new Lifelong Learning Programme. Much of the funding has supported language learning initiatives. Investment in minority languages has been much lower. EU Funding to support languages and promote linguistic diversity has shown a downward trend in recent years.

Common market principles; relationships and multiplier effects of other policies

- The biggest effect of the implementation of common market principles has been to increase the dominance of English as the European 'lingua franca'. Opinion varies considerably as to whether language policies should aim principally to reduce the influence of English, or to support English as a platform to promote mobility and competitiveness.

- It is not clear whether language skills support freedom of movement of people, goods and services, or whether policies supporting multilingualism and linguistic diversity reinforce barriers to economic, social and cultural mobility for ordinary European citizens.

- Multilingualism and language learning are not 'mainstreamed' across a spectrum of European policies. The recent introduction of multilingualism as a cross-cutting policy instrument – to support implementation of the 'Action Plan' - is likely to increase the profile of languages in relation to other policy areas. The main policy areas that have most impact on language policies are those supporting education, youth and culture.

- The Socrates and Leonardo da Vinci programmes have had most impact on supporting multilingualism and linguistic diversity. The main impacts have been in: supporting student and teacher mobility; developing training tools and courses for language teachers; developing new language learning or testing tools; bringing language learning to citizens. Overall, the impact of these programmes on proficiency in EU languages can be considered to be small, yet important. The main effects have been to: improve skills of teachers; create networks; improve mobility of teachers and students and promote awareness-raising for citizens. The impact on widening the use of languages generally has been minor, especially for less widely used languages.

- The EU research and technology development (RTD) programmes have contributed very little to the promotion of the objectives of the Action Plan and the Charter. Similarly, the contribution of the 'Culture' and 'Media' programmes to supporting minority languages and promoting linguistic diversity has been minor, although they do appear to have had a positive effect in disseminating cultural works in minority languages to a wider audience.

- The inter-relationships between language and other policies, and their multiplier effects, are complex. The evidence base is poorly developed and remains contested. More research in this field should be a priority for future policy and program development.

What member states are doing to support language learning and multilingualism

- Only a few member states are close to achieving implementation targets of the Action Plan across the board. Implementation of the Action Plan has been particularly variable with regard to Strategy Area 2 – Better Language Teaching – and Strategy Area 3 – Building a Better Language Environment.

- The main obstacles to implementing the Action Plan are as follows.

- For Lifelong Language Learning, the areas where obstacles to implementation of the Plan remain are: i) implementing 'mother tongue+2' and promoting smaller class sizes, better information for parents and teaching staff; a lack of trained teachers; shortage of specialised courses; competition for curriculum time for CLIL (content and language integrated learning) ii) secondary schools: lack of priority given to programmes like Comenius; lack of support for Language assistantships iii) higher education: the autonomy of Higher Education (HE)`institutions; no integration into curriculum development; lack of funding for study abroad iv) adult language learning: lack of partnership with individual organisations and the private sector; no concerted effort by national agencies; lack of incentivisation initiatives v) special needs: lack of proper special needs provision in place; shortage of trained teachers; no training programmes vi) range of languages: dominance of English; lack of support for world and lesser-used languages.

- For 'Better Language Teaching', the main obstacles are: wide interpretation of the provisions of the plan by member states; the low use of e-learning and information and communication technologies (ICTs); cost and mobility issues of language teacher training; variability in legal status and work conditions of teachers across Europe; lack of resources devoted to training teachers in other subjects; lack of curriculum flexibility; difficulties in getting teachers to apply testing instruments in the classroom.

- For 'Building a language-friendly environment', the main obstacles are: the lack of concrete actions to support linguistic diversity; failure by governments to recognize the highly contextualized and localized nature of languages; the lack of recognition of the factors that shape demand.

- The current 'Action Plan' is too 'over-arching'; too complex and ambitious and fails to provide adequate flexibility to reflect the influence of political realities and local culture and context. At present there are almost 50 different provisions member states need to comply with across the three key elements of the Plan. Targets set for some countries may be unachievable due to lack of resources; lack of teacher training infrastructure and effective teaching and learning tools. The elements of the Plan that are likely to be less achievable are summarised in Table 10 in this Study.

What is happening at the regional and local perspective to support language learning

- The state supports roughly a quarter of the initiatives identified by the study and a similar contribution is made by regional and local authorities, and by EU programs. Around a quarter of the initiatives are self-supported by the actors involved. The main

actors involved at regional and local levels are: European agencies and centres; regional and local authorities; educational enterprises; professional associations; academic and research institutions; NGO's; commercial organizations.

- Much of the effort and activity at the regional and local level in supporting multilingualism is in four areas: promoting inter-cultural awareness, supporting the wider use of languages, teacher training and developing innovative teaching materials. The main gaps are in curriculum development, professional development and accreditation, and using technology-enhanced language tools and eLearning.

- Most of the activities promoting multilingualism take place in the formal educational setting, particularly within the secondary school sector. Initiatives and projects at the 'grass roots' are more supportive to adult and work-based learning than state initiatives. There is also a greater emphasis at regional and local levels on language learners with special needs, including 'hard to reach' groups.

- Despite the emphasis at the regional and local level on public awareness-raising and citizen involvement, there is a need to make language learning policies, strategies and initiatives more relevant to the 'life-worlds' of citizens (in the home; at work; in everyday life).

- The real and 'opportunity costs' of learning a language are not sufficiently well-recognised and member states need to develop and apply innovative ways to deliver incentives to learn languages for these 'hard to reach' groups, in order to offset the risk of an increasing 'linguistic divide' in Europe.

How member states are implementing the Charter on minority and regional languages

- Implementation of the Charter has been limited, slow and uneven. To date only fifteen member states have ratified the Charter, and only eleven member states have fully complied with the Charter monitoring process . Less than a third of the full provisions of the Charter have been implemented. Most progress has been made in compliance with provisions covering 'Media', where around half of the provisions have been addressed, and in Cultural activities.

- In the education sector, progress has been both generally slow and uneven. Although 13 EU member states have made provision to support minority language teaching, this has been mainly in the primary and secondary sectors. The shortage of adequately trained teachers is a major problem affecting most regional or minority languages.

- The areas where least progress has been achieved in implementing the Charter are firstly the provisions for Administrative authorities, public services and Economic and Social Life. Many states have failed to push forward implementation of one of the key Charter provisions – promotion of regional and minority languages in employment contracts, technical documents and similar employment related documentation.

- However, though overall implementation of the Charter has been limited, there is significant variability in implementation across different countries. Of those countries actively engaged in implementing the Charter, where relatively good progress has been made in Finland, the Netherlands, Slovenia, Denmark and Sweden. Countries where less progress has been made include the UK, Germany., Spain and Austria. In the case particularly of Slovakia, Germany and Spain, this situation is likely to reflect the

complexity and breadth of regional and minority languages that need to be addressed, in contrast to Finland, the Netherlands, Slovenia and Denmark, where only a few languages are represented.

- The study supports recent calls for the creation of an 'Agency for Multilingualism', but the evidence suggests that there is likely to be less resistance to the promotion of an 'embryonic' Agency, based on a network of linguistic diversity, one of whose tasks could be to explore the efficacy of a more formal structure.

What the non-governmental sector is doing to support the Charter

- Most of the work at regional and local levels supports language learning rather than minority languages.

- The main actors involved at regional and grass roots levels are the trans-European agencies like the European Bureau for Lesser Used Languages[1] (EBLUL) and the Mercator Network; associations and NGOs and regional and local government agencies. Networks and Associations play a key role in promoting cooperation between minority language organizations at the political, policy and strategic levels, and preserving their national identity, their language, culture and the history of national minorities.

- Regional and local authorities support minority languages through activities like awareness-raising; promotion; events; utilizing civic 'capital' like museums, and in promoting cross-border co-operation.

- EU programs like 'e-Twinning' play a key role in supporting linguistic diversity, particularly involving the schools sector.

Recommendations

Expanding the knowledge base to support more effective policy-making

- Research actions are needed in the following areas: i) the reasons why for many citizens language learning is perceived as not relevant to their everyday lives; ii) research to develop a more targeted policy framework for multilingualism and linguistic diversity, including robust methodologies and instruments to identify the different needs and different 'scenarios of use' in which language policies can be practically applied; iii) research on policy multiplier effects and impacts assessment iv) the potential of 'Web 2.0' technologies and social networking systems to promote language learning. The research should build on what is known by including systematic reviews and meta-analysis of 'what works' in language learning and teaching.

Supporting a language-friendly culture

- Member states should review existing funding and support services for language learning to channel effort and resources to promote a 'culture' change in attitudes to languages, focusing on 'hard to reach' groups.

- The Commission should implement work to valorise the results of programmes like Lingua and other Socrates actions in order to apply what has been learned to more

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[1] http://www.eblul.org/

effective awareness and profile-raising actions, through appropriate dissemination of good practices. This should focus on reviewing how motivational barriers can be overcome.

- Member states need to make language learning policies, strategies and initiatives more relevant to the 'life-worlds' of citizens (in the home; at work; in everyday life). Member states need to recognise the validity and legitimacy of 'hybrid languages' (particularly new forms of English) and use them as platforms for language learning. They need to address the 'fear factor' of language learning by reducing the emphasis in language learning policy on citizens having to learn 'mother tongue plus 2'. They should apply innovative pedagogic models and approaches developed through 'informal learning' research specifically to language learning.

- Learning and training providers, in partnership with local authorities, NGOs and community organisations, should work to use existing community spaces and environments like youth clubs and sports clubs to embed language learning in everyday, familiar social and cultural contexts.

- Member states should support initiatives at local and regional levels where minority and "other than native language of the country" communities could develop activities in their languages.

Leveraging resources

- Member states should develop and apply innovative approaches and models to create incentives for language learning for 'hard to reach' groups. These could explore: the potential of 'language vouchers'; the use of tax incentives; leveraging levies on companies to promote a 'language learning fund'.

- European institutions, member states and regional authorities should provide support to capitalise on the resources of existing community networks in order to support language learning at the local level. For example, many immigrant communities provide an important source of volunteering and other community support to help recently arrived people to assimilate into their new communities. This resource could be used to support language learning across the community as a whole.

- The Commission should set up a dedicated action line in one of the EU funded programmes, for example the Lifelong Learning Programme, to support collaborative networking, good practice exchange and inter-disciplinary innovation in the field. This should include provision for funding a 'Language Observatory'.

- The Commission should prioritise languages in specific EU funded programmes and Actions. For example Key Action3-ICT in the Lifelong Learning Programme should prioritise languages in its action since in 2007, no language oriented projects were financed.

- The Commission should incorporate resources for support and accompanying measures in EU funded programmes and actions to promote dissemination and valorisation of the outcomes of language learning initiatives and projects to local and national policy makers in member states.

Collaborative working

- Both the European institutions and member states should provide support to promote better collaborative working between key actors and stakeholders – including associations, regional authorities and NGO's. This might take place by expanding the remit of current agencies such as the EURES[2] cross-border partnerships, and supporting agencies and associations like EBLUL and Mercator. The three principal EU institutions - the Council, the European Parliament and the Commission – should work together to develop and implement a working Forum for regular strategic review of language learning policies.

- To kick start such collaboration, Parliament and the Commission should put forward proposals for developing and funding an exploratory 'Agency for Multilingualism, based on a network of linguistic diversity, one of whose tasks could be to explore the efficacy of a more formal structure. This could build on the network co-ordinated by EBLUL, which has just been funded under the Lifelong Learning Programme. This flexible and "soft" structure/network with some mid-term financial support from the European Commission could become the virtual laboratory for the 'linguistic vision' and one of its outputs, inter alia, could be to produce a feasibility study and business plan to develop and implement an Agency.

- Both the European institutions and member states should initiate a collaborative action to review ways of reducing legal, fiscal and administrative barriers that prevent more language professionals and students from taking advantage of mobility and training programmes.

Reviewing and modifying the Action Plan and Charter

- The European institutions and member states should review the current structure, format and monitoring and evaluation systems for the 'Action Plan' and the 'Charter', drawing on the results of relevant studies and expert opinion. Explore in particular whether a more flexible system could be developed. This could incorporate an 'audit' of strengths and weaknesses for each member state and a 'customised' Action Plan and Charter for different member states that links goals to factors like needs, social and cultural characteristics, political and policy context and resources.

- Notwithstanding any future review of the *Action Plan*, the current Plan could be improved through the following measures:

  ➢ Regarding Lifelong Language Learning, member states should be encouraged to provide more support and resources to facilitate better information for parents and teaching staff about the benefits of an early start and what criteria should inform their child's choice of language. Incentives should be provided to encourage more extensive training for teachers with the skills to teach languages to primary learners. The Higher Education sector in member states should be encouraged to provide a greater volume and range of specialised language teaching courses and provide opportunities and subsidies for study abroad programmes for subjects outside of language degrees. The Commission should devote more attention and resources to raising awareness of opportunities offered by programmes like Comenius and in particular, the support available for Language assistantships.

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[2] http://ec.europa.eu/eures/home.jsp?lang=en.

➢ National agencies in member states should be encouraged to put more effort into providing and supporting initiatives to promote adult language learning, in partnership with 'third sector' organisations and the private sector. This support should learn and build on examples of current good practice, for example Belgium's 'language vouchers' initiative[3]. National agencies should encourage companies to promote work-based language learning through training incentives, levies and awards schemes. Similarly, greater effort is needed by national agencies to address the deficiencies of 'special needs' language teaching, and in particular the shortage of trained staff, by supporting dedicated training programmes.

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[3] http://www.lsi-be.net/cheques.php?lang=en.

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CEFR	The Common European Framework of Reference for Languages: Learning, Teaching, Assessment, abbreviated as CEFR, is a guideline used to describe achievements of learners of foreign languages across Europe. It was put together by the Council of Europe as the main part of the project "Language Learning for European Citizenship" between 1989 and 1996. Its main aim is to provide a method of assessing and teaching which applies to all languages in Europe. In November 2001 a European Union Council Resolution recommended using the CEFR to set up systems of validation of language ability.
CILT	CILT, the National Centre for Languages is the UK Government's recognised centre of expertise on languages. Their mission is to promote a greater capability in languages amongst all sectors of the UK population. CILT is also the standards-setting body for languages, interpreting and translation and the recognised expert body for language and cultural skills for the UK-wide Skills for Business Network.
CLIL	Content and Language Integrated Learning (CLIL), in which pupils learn a subject through the medium of a foreign language, has a major contribution to make to the Union's language learning goals. It can provide effective opportunities for pupils to use their new language skills now, rather than learn them now for use later. It opens doors on languages for a broader range of learners, nurturing self-confidence in young learners and those who have not responded well to formal language instruction in general education. It provides exposure to the language without requiring extra time in the curriculum, which can be of particular interest in vocational settings. The introduction of CLIL approaches into an institution can be facilitated by the presence of trained teachers who are native speakers of the vehicular language.
ELP	The European Language Portfolio (ELP) is a document in which those who are learning or have learned a language - whether at school or outside school - can record and reflect on their language learning and cultural experiences.
EBLUL	The European Bureau for Lesser-Used Languages (EBLUL) is a democratically governed Non-Governmental Organisation (NGO) promoting languages and linguistic diversity. It is based on a network of Member State Committees (MSCs) in all the 'old' 15 EU Member States and many of the new Member States that joined the EU in May 2004.
FRA	The European Union Agency for Fundamental Rights (FRA) is a body of the European Union (EU), established through Council Regulation (EC) No 168/2007 of 15 February 2007. It is based in Vienna and is being built on the European Monitoring Centre on Racism and Xenophobia (EUMC). FRA carries out its tasks independently. It cooperates with national and international bodies and organisations, in particular with the Council of Europe. It also works closely with civil society organisations.
ICCPR	The International Covenant on Civil and Political Rights is a United Nations treaty based on the Universal Declaration of Human Rights, created in 1966 and entered into force on 23 March 1976. Nations that have signed this treaty are bound by it.
ISCED	The International Standard Classification of Education (ISCED) was designed by UNESCO in the early 1970s to serve 'as an instrument suitable for assembling, compiling and presenting statistics of education both within individual countries and internationally'. It was approved by the International Conference on Education (Geneva, 1975), and was subsequently endorsed by UNESCO's General Conference. The present classification, now known as ISCED 1997, was approved by the UNESCO General Conference at its 29th session in November 1997.
RTD	Research and Technology Development.
SEN	Special Education Needs.
VET	Vocational Education and Training.

Contents

1. Introduction and scope of this Study

This document presents the results of a study on 'multilingualism and linguistic diversity' which was commissioned by the European Parliament and which commenced on January 1st 2008. It covers what has been done in the study with regard to its objectives and workplan, and provides key findings and recommendations. The main focus of the study is on assessing how institutions of the European Union and member states have supported policies aimed at promoting language learning and cultural diversity over the period 2006 to the present. Two distinctive – though inter-related – strands of research are covered in this study. The first is 'multilingualism'. The second is 'minority languages and cultural diversity'. Since an introductory section is not the appropriate place to go into detailed discussion of the issues and complexities that surround these two concepts, we will simply note here that they represent many challenges of definition, philosophy, epistemology and approach [4] and remain concepts that are highly contested and politicised.[5] For the purposes of this study, we have adopted a rather practical approach to definition, one that is essentially policy-focused, and which reflects two key policy instruments: the 'Communication on multilingualism' issued by the European Commission in November 2005[6], and the 'European Charter for Regional and Minority Languages', issued by the Council of Europe in November 1992.[7] In the Commission's Communication, multilingualism is defined as "both a person's ability to use several languages and the co-existence of different language communities in one geographical area. In this document, the term is used to describe the new field of Commission policy that promotes a climate that is conducive to the full expression of all languages, in which the teaching and learning of a variety of languages can flourish". The underlying rationale of the Communication is to support geographical, economic and social mobility for European citizens. In the case of the European Charter, minority languages are defined as "languages that are: traditionally used within a given territory of a State by nationals of that State who form a group numerically smaller than the rest of the State's population; and different from the official language(s) of that State". The underlying rationale of the Charter reflects UNESCO's concept of 'endangered languages' and its emphasis is on measures and initiatives aimed at protecting and supporting European cultural heritage and diversity.

These two policy instruments both set out provisions to enable their key objectives – promoting language learning and multilingualism and supporting minority languages and linguistic diversity – to be achieved. In the case of the Commission 'framework', and its associated 'Action Plan'[8] the Commission defined three strategic areas to promote multilingualism: Lifelong language learning; Better language teaching; Building a language-friendly environment. The Charter incorporates a wider set of instrumental elements, covering: education; judicial authorities; administrative authorities and public services; media; cultural activities; economic and social life and transfrontier exchanges.

The emphasis of the study is a retrospective analysis of what has – and has not – been done with regard to the implementation of these two key policy instruments and their constituent elements in order to promote multilingualism, and minority languages and cultural diversity. On the basis

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[4] See, Wei, L and M Moyer (2008) The Blackwell Guide to Research in Multilingualism and Bilingualism, Blackwell, Oxford.
[5] See Edwards, V (2004) Multilingualism in the English-speaking world: Unity of Nations, Blackwell, Oxford.
[6] COMMUNICATION FROM THE COMMISSION TO THE COUNCIL, THE EUROPEAN PARLIAMENT, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS: A New Framework Strategy for Multilingualism. Com 2005. 596. Final.
[7] European Charter for Regional or Minority Languages, Strasbourg, 5.XI. 1992, Council of Europe.
[8] COM(2003) 449 final of 24.07.2003: Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions, Promoting Language Learning and Linguistic Diversity: An Action Plan 2004-2006.

of the assessment of what has and has not been done, a secondary aim of the study is to provide recommendations, supported by examples of 'good practices', that are drawn from initiatives implemented outside the 'official' parameters of the Action Plan and Charter, to help shape future policy and practice, for example the proposed 2008 'Commission Communication' on multilingualism.

The Study is set out as follows:

- Following this introduction, Section 2 sets out the study objectives and approach.

- In Section 3 we present an overview of the context and policy background factors that are shaping policy on multilingualism and linguistic diversity, including the effects of funding instruments; the application of common market principles, and the role of other aspects of EU policy.

- Section 4 presents the results of the study on the implementation of policies on language learning and multilingualism.

- Section 5 presents the results of the study on the implementation of policies on minority languages and linguistic diversity.

- Section 6 presents the study's key conclusions and recommendations.

- Annex 1 provides country summaries for EU member states on implementation of the ''Promoting Language Learning and Linguistic Diversity: an Action Plan 2004-2006' and the 'European Charter for Regional and Minority Languages'. It also provides a set of examples of good practice covering the key elements of the 'Action Plan' and 'Charter'.

- In Annex 2 we summarise the research methodology and research activities.

- Annex 3 provides bibliographic references.

2. Overview of the study

2.1 Background to the study

The study was called for within the context of the recent Review carried out by the European Commission of the Communication on 'Promoting Language Learning and Linguistic Diversity: an Action Plan 2004-2006'. Against this policy background, progressive reform of the educational system at both trans-national and member state level has had an impact on the way language learning is carried out. In the light of this evolution in teaching and learning, and in the context of new measures being taken to further promote language learning – reflected by the ministerial conference in February 2008 and a new Commission Communication — planned for September 2008 — the Parliament saw a need to take stock of how policy and practices are being implemented in Europe.

The study focuses on the implementation of policies and practices in multilingualism and linguistic diversity in Europe. The 'tender specification' for the study highlighted two main priorities:

- An assessment of EU policies and of their implementation. This will be carried out within the context of an evaluation of the way in which the 2003 Action Plan has been put into practice, and examine if any concrete results can be measured. The study will map which objectives of the action plan have been reached in which countries and where there are still gaps.

- A review and assessment of measures and initiatives aimed at promoting minority languages, examining whether these languages have effective access to EU funding. This will take into account the state of ratification and developments in relation to the implementation of the European Charter for Regional or Minority Languages of the Council of Europe in the EU Member States.

The study therefore predominantly deals with how member states have implemented the European Commission's Action Plan 2004-2006 and with the implementation of the European Charter for Regional or Minority Languages of the Council of Europe. However, as recognised in the tender specification to the study, it is important to take into account what is being done to promote multilingualism, minority languages and linguistic diversity at the regional and 'grass roots' levels.

2.2 Study Objectives

Against this background, the scope and objectives of the study are:

- To provide the European Parliament with a comprehensive assessment of European multilingualism and language learning policies and their outcomes, at the level of Member States or, where necessary, regions.

- To establish if relevant progress has been made towards the promotion of a Europe of languages and of a language-friendly environment, including the area of Regional or Lesser Used Languages.

- To make recommendations concerning possible improvements of both the implementation of existing policies and of the policies themselves.

2.3 Summary of key research activities and research questions addressed

The study encompasses the following research elements:

- A description of EU language policies. This gives an overview of EU language policies. It describes policy goals, outlines the recent initiatives taken and describe concrete programmes and financing measures.

- An assessment of EU policies and of their implementation. This focuses on a review of the way in which the 2003 Action Plan has been put into practice, and examine if any concrete results can be measured. The study will map which objectives of the action plan have been reached in which countries and where there are still gaps. It will identify examples of best practices in the implementation of language learning policy. It will outline any measures that still need to be taken to reach the goals of the Action Plan.

- A review of other current initiatives in the areas of language learning, multilingualism and linguistic diversity. This focuses firstly on a mapping and assessment of policy initiatives outside the Action Plan and, secondly the nature and results of relevant EU programmes, for example the former Lingua programme, as well as the call for tenders for the new Lifelong Learning programme.

- A review and assessment of measures and initiatives aimed at promoting minority languages, examining whether these languages have effective access to EU funding. This assessed the state of ratification and developments in relation to the implementation of the European Charter for Regional or Minority Languages of the Council of Europe in the EU Member States and identified present best practices in the educational field. It also explored how UNESCO's concept of endangered languages relates to measures and initiatives aimed at protecting and supporting European cultural heritage. Finally, it assessed the direct and indirect effects of the Common Market principles on national and regional language policies.

- An assessment of the inter-relationships – and multiplier effects – of other areas of EU policy on the area of language policies.

- A synthesis and integration of the results of these research activities, in order to make recommendations on possible new strategies and measures that could serve the goals of promoting language learning and linguistic diversity, and within the context of further elaboration of EU policies on the promotion of language learning and linguistic diversity.

3.   The context of EU language policies

3.1 The background to multilingualism and linguistic diversity

In order to review EU policies and funding mechanisms to promote multilingualism and linguistic diversity, it is important to review the current situation on languages spoken and language skills acquired. The data that follows were collected by Eurostat in 2005 (Data from Eurobarometer 243[9]: Europeans and their languages). One key fact emerging from this analysis is that the mother tongue of the majority of Europeans is one of the state languages of their country. For example, 100% of Hungarian and Portuguese citizens surveyed name their respective state languages as their native language. However, 56% of citizens in the EU Member States are able to hold a conversation in one language apart from their mother tongue, a 9% increase from 2001. The level and degree of multilingualism is highly variable, due to factors such as geography, cultural history, migration patterns and institutional factors. For example, in Luxembourg, 9% of citizens speak Portuguese – a fact attributable to a substantial Portuguese minority residing in the country; in Latvia and Estonia a significant share of citizens speak Russian as their mother tongue (26% and 17% respectively), and, for some EU citizens their mother tongue is the language of their country of origin outside the EU, particularly in countries with traditionally large immigrant populations such as Germany, France and the United Kingdom.

With respect to the 'Action Plan' goal for every EU citizen to have knowledge of two languages in addition to their mother tongue, 28% of the respondents state that they speak two foreign languages well enough to have a conversation. However, almost half of the respondents, 44%, admit not knowing any other language than their mother tongue. In six Member States, the majority of citizens belong to this group, the countries being Ireland (66%), the United Kingdom (62%), Italy (59%), Hungary (58%), Portugal (58%) and Spain (56%).

English remains the most widely spoken foreign language throughout Europe, with over a half of the respondents (51%) speaking it either as their mother tongue or as a foreign language. 38% of EU citizens state that they have sufficient skills in English to have a conversation. In 19 out of 29 countries polled, English is the most widely known language apart from the mother tongue, this being particularly the case in Sweden (89%), Malta (88%) and the Netherlands (87%). 14% of Europeans indicate that they know either French or German along with their mother tongue. French is the most spoken foreign language in the United Kingdom (23%) and Ireland (20%) whereas citizens of the Czech Republic (28%) and Hungary (25%) are the most likely to be proficient in German. Spanish and Russian complete the group of the five most widely known languages apart from the mother tongue, with a 6% share of European citizens knowing each of them.

However, language skills are unevenly distributed both over the geographical area of Europe and over socio-demographic groups. Reasonably good language competences are perceived in relatively small Member States with several state languages, lesser used native languages or "language exchange" with neighbouring countries. This is the case for example in Luxembourg where 92% speak at least two languages. Those who live in Southern European countries or countries where one of the major European languages is a state language appear to have moderate language skills. Only 5% of Turkish, 13% of Irish and 16% Italians master at least two languages apart from their mother tongue.

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[9] http://ec.europa.eu/education/languages/pdf/doc629_en.pdf.

A "multilingual" European is likely to be young, well-educated or still studying, born in a country other than the country of residence, who uses foreign languages for professional reasons and is motivated to learn. Consequently, it seems that a large part of European society is not enjoying the advantages of multilingualism. Finally, the level of motivation of EU citizens to learn languages is moderate. During the last two years, 18% of EU citizens report learning or improving their foreign language skills and 21% indicate that they have the intention to do so over the coming year. Based on these results, approximately 1 in 5 Europeans can be describe as an active language learner. Only 12% of the respondents have improved their language skills in the past and also intend to do so in the coming year, thereby earning the status of very active language learner. The three factors mentioned the most often for discouraging language learning are: lack of time (34%), motivation (30%), and expense of language classes (22%). The perceived incentives that would improve language skills reflect these findings: free language courses receive a 26% score, followed by flexible lessons suiting one's schedule with an 18% share. At a more general level, the reasons for learning languages are becoming more and more tied to practical benefits such as opportunities to use the skills at work (32%) or to work abroad (27%) compared to the results four years before.

Nonetheless, "softer" motives such as using foreign languages on holidays (35%) or for personal satisfaction (27%) still remain in evidence.

This current situation poses considerable challenges for the future in relation to policy instruments and the targets set for a European multilingual society. Among these are the challenges of responding to citizens' willingness to learn languages, meeting the aims at the policy level and reaching the target of "mother tongue + two". On the one hand, a notable consensus among Europeans prevails about the benefits of knowing several languages. 83% of citizens of the Member States consider that knowing foreign languages is or could be useful for them personally, over half (53%) appreciating language skills as very useful. But the target of "mother tongue + two" receives cautious support from Europeans, since only 50% of Europeans agree with the view that everyone in the EU should be able to speak two languages in addition to their mother tongue.

The "mother tongue + two" aim was first brought to the fore in Barcelona in March 2002 by a call from Heads of State for at least two foreign languages to be taught from a very early age. As the Commissioner Ján Figeľ responsible for Education, Training, Culture and Multilingualism, put it "today's young generation will fully contribute to enriching Europe's multilingual society". This puts considerable emphasis on the school – and particularly the primary school – as the main 'engine' for multilingualism. A large majority, 65% of EU citizens, name language lessons at school as a way they have used to learn foreign languages. The majority of Europeans think that the best age to start to teach both the first and the second foreign language to children is from the age of six onwards (55% and 64% respectively), in other words, at primary school. Referring to the challenge of an early start to learn two foreign languages, 39% of EU citizens would accept that children begin to learn the first language in addition to their mother tongue before the age of 6. However, English dominates the language learning landscape in terms of motivation. 77% of the EU citizens consider that children should learn English as their first foreign language.

The research also identifies other mechanisms for language learning apart form the school system. For example, research shows that using sub-titles can encourage and facilitate language learning. In those countries where sub-titles are commonly in use, support for watching foreign films and programmes in the original language is significantly high. This is the case for 94% of Swedes and Danes and 93% of Finnish respondents. It can be noted that these countries are among the Member States where citizens tend to be proficient in several languages.

In the light of the targets set for a multilingual Europe, the situation can be assessed as promising. Compared to the results of the Eurobarometer surveys carried out in 2001 the developments over four years are positive:

- The number of EU citizens who know at least one foreign language increased from 47% in 2001 to 56% in 2005.

- The self-evaluated level of language skills of Europeans is improving. Compared with the results in 2001, the share of those mastering English and Spanish increases by 4 points and the proportion of those speaking French and German very well rises by 3 and 2 points respectively.

- Today more Europeans find that knowing foreign languages is useful compared with four years ago (83% in 2005 compared to 72% in 2001).

The language landscape of European citizens, as indicated by Eurostat studies, is broadly reinforced by the results of research focusing on specific target groups. Studies of the current situation in language learning in schools, for example, reinforce the view that English is dominant, and progress in both expanding the number of languages taught, and the number of pupils studying languages, has largely focused on the teaching of English. Many states pay little attention to the study of languages other than English. In very few states do substantial numbers of pupils study foreign languages other than the linguae francae (English, French, German and Spanish). Statistics derived from Eurostat between 1999 and 2005 on language teaching in EU schools, analysed by the Euridyce Unit, showed, for example, that at ISCED-1 level, Luxembourg was the only EU country in which the majority of pupils study a language other than English.(ISCED means the "International Standard Classification of Education 1997" adopted by the Unesco General Conference. Level 1 is primary school; level 2 is lower secondary and Level 3 upper secondary). In 1999, only 5 countries had 10% or more of their primary school student studying English. By 2005, this figure had slightly decreased, and a number of countries had shown an increase in the numbers studying English. ISCED-2 and ISCED-3 levels present similar pictures and although in most countries the level of language learning has increased, the increase is mainly due to more widespread teaching of English[10]. Other research shows that considerable obstacles militate against the more active involvement of professionals in promoting language learning. A survey of language teachers revealed general support for linguistic diversity, but also concern about competition between languages, and between subjects for timetable time and between schools for pupils. There is also concern that teachers are obliged to pay in-service training costs; that mobility could interfere with domestic responsibilities, and with job security, social security and pension rights, and promotion prospects[11].

The foregoing brief synopsis of the current 'multilingualism landscape' in Europe is intended to provide some refernces towards understanding the potential demand for language learning, and the receptivity of European citizens, communities and organisations towards language learning policies. It has to be emphasised that this is just the tip of the iceberg. Language learning is not a matter of simple demand factors, nor of supply – for example the provision of sufficient

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[10] Strubel, M et al (2007) The diversity of language teaching in the European Union. A Report to the European Commission Directorate General for Education & Culture.

[11] Detecting and Removing Obstacles to the Mobility of Foreign Language Teachers.
Final Report to the European Commission Directorate General for Education & Cultur, Strubel, M et al (2007) The diversity of language teaching in the European Union. A Report to the European Commission Directorate General for Education & Culture.
Detecting and Removing Obstacles to the Mobility of Foreign Language Teachers e.
Contract No. 2005-270/001-001 SO2 88EPAL, July 2006.

numbers of suitably qualified language teachers. What even the briefest review of the research and scientific literature on language learning makes clear is that its complexity makes for a limited knowledge base. There are many branches to language learning. Theory and practice are evolving and contested, and there is little transfer across different disciplines and boundaries. Understandings of the cognitive processes that govern language acquisition and use are poorly developed. For example, it is not clear whether the systems that govern the brain structures that make language intelligible in bilinguals are separate systems or partially combined[12]. In turn, linguistic research focuses mainly on the 'abstractions' we describe as languages, whereas in reality, language acquisition and use is defined through complex and intricate cultural rules. The linguist Peter Matthews cites the story of the Italian linguist, Giulio Lepschy, who was sheltering from the rain in his home city of Venice when he overheard two girls speaking a language he simply could not make out. When he asked them where they were from they replied in Italian that they were from a region half way down the Italian Adriatic coast and were speaking the 'dialect' of Roseto degli Abruzzi. What this anecdote illustrates is the extent to which multilingualism and linguistic diversity policy under-estimate the realities of culture, power and geopolitics. As Max Weinreich put it: "A language is a dialect with an army and a navy"[13]. There is a strong case, therefore, for arguing that multilingualism policy needs to be far better informed both by a recognition of political and socio-cultural dynamics and by a synthesis of current research across the different disciplines and knowledge bases – sociology, psychology, anthropology, neurolinguistics – that have something to say about language, and by new research in areas that remain poorly developed.

The most striking thing about the cultural, political and policy context around minority languages and linguistic diversity is its marked contrast to that of multilingualism. According to the European Bureau for Lesser Used Languages, there are over forty six million lesser used regional or minority language speakers in Europe. There are approximately 60 minority languages in Europe and apart from Iceland, minority languages are spoken in all other European countries, according to Mercator Education. Amongst the better known linguistic minorities are the native Welsh speakers in the United Kingdom and the native Catalan speakers in Spain. Whereas it could be argued that the main political impetus underpinning policy agendas and initiatives to support multilingualism have been based on the 'harder' priorities of Lisbon themes like economic competitiveness and labour market mobility, the political drivers for minority languages and linguistic diversity focus on 'softer' issues like inclusion and human rights. The argument for protection of minority languages typically focuses on two main considerations. Firstly, from a human rights perspective, to safeguard the rights of linguistic minority communities it is necessary to protect and preserve native languages. The notion of 'endangered languages' that underpins UNESCO's approach is explicitly based on human rights principles. Article I of its Constitution mandates UNESCO to collaborate in the work of advancing the mutual knowledge and understanding of peoples, through all means of mass communication. This compels the Organization to protect certain ethical principles concerning the languages, i.e. all languages are equal in their dignity; each language should be considered as part of the universal human heritage; linguistic diversity should be preserved and promoted; and, as some languages are more vulnerable than others, safeguarding of these languages is an obligation".

International law has promoted the protection of the rights of minorities, including that of linguistic minorities, by requiring States to provide a legislative framework so as to avoid assimilation of such groups as well as non-discrimination measures. Increasingly, the EU, in cooperation with the Council of Europe, has committed itself to develop instruments to support

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[12]   Obler, Loraine K. and Gjerlow, Kris (1999), "Language and the Brain", Cambridge University Press, Cambridge.
[13]   Quoted in Matthews, P (2003) Linguistics: a very short introduction. University Press, Oxford.

this. Secondly, from a cultural policy perspective, language is part of the cultural identity of a community and helps to understand its history and values. As Mouthaan argues "The disappearance of minority languages would leave us culturally diminished and considerably affect the principle of equality of all European citizens. This is even more so with the dominance of the English language which is increasingly apparent in the workings of the institutions".[14]

3.2 The political and policy agendas

3.2.1 Introduction

The economic, social and cultural dynamics shaping the evolution and use of languages in Europe, as outlined in the preceding sections, are presenting big challenges for policy-makers and other stakeholders. Although the indicators suggest that European citizens are responsive to the vision of a 'multilingual Europe', there is still a significant resistance to language learning – and only 1 in 5 Europeans can be described as an active language learner. In turn, measures aimed at the preservation of minority languages have to take note of the fact that 'English language imperialism' is a fact of life for many people – including citizens in the EU, since it pervades business, scientific and educational life. Indeed, some, more radical, commentators argue that this fact reflects a need for a shift in language teaching pedagogy, including an increased teaching of English as a global language, and a move away from teaching based on 'nationalist' approaches to language learning. [15] In this section we look at how policy agendas and measures are responding to these challenges.

3.2.2 Policies promoting multilingualism

Multilingualism as an integrative policy concept was created on January 1st 2007 as a separate portfolio to reflect its political dimension in the EU given its importance for initial education, lifelong learning, economic competitiveness, employment, justice, liberty and security. Linguistic diversity is a daily reality of the European Union. The European Commission is committed to preserving and promoting this key feature. The Commissioner's mandate will have as main objectives defining the contribution of multilingualism to:

- Economic competitiveness, growth and better jobs.
- Lifelong learning and intercultural dialogue.
- Nurturing a space for European political dialogue through multilingual communication with the citizens.

Multilingualism makes a real contribution to the competitiveness of the European economy, for reaching the targets of the Lisbon strategy. A study on the "Effects on the European Economy of Shortages of Foreign Language Skills in Enterprise" made by CILT (UK National Centre for Languages) suggests real lost business opportunities due to the lack of language skills in enterprises. It is also important to remember that multilingualism in itself constitutes an important industry and creates a large number of jobs. This perception was recently re-iterated in a recent Report, presented by EU Multilingualism Commissioner Leonard Orban and Business Forum chair Viscount Etienne Davignon, which concluded that European business risks losing competitiveness as other countries start outperforming the EU in terms of language skills. It argues that as much as 11% of European SMEs lose business every year as a direct result of linguistic and intercultural weaknesses, while they could considerably improve their

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[14] Mouthaan, S (2007). WebJnl of Current Legal issues, http://webjcli.ncl.ac.uk/2007/issue5/mouthaan5.html.
[15] Erling, E (2004) Dissertation, University of Edinburgh.

export performance if languages are used "strategically". "Languages are not only needed to boost sales and marketing. Upstream supply chains cross borders to the same extent as international services and finished goods for export. Labour markets are just as global. Integration of multilingual and multicultural workers is crucial"[16]

The European Commission itself[17] and other policy initiatives focus on the role of interpreters in promoting cross-border trade; the role of languages in promoting intercultural awareness and diversity, and the role of languages in supporting European democracy and active citizenship. To support these ends, a number of practical actions have been implemented at trans-national level including:

- Supporting post-graduate programmes for interpreters and translators in Member States.

- The European year of intercultural dialogue in 2008.

- The setting up of a High Level Group of intellectuals and practitioners of multilingualism in 2007.

Key political and policy milestones supporting multilingualism include the following.

Lisbon Treaty Article 2:3 states that the EU "shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced." The Treaty is awaiting ratification, and should it be ratified, it will give respect for linguistic diversity and the adjunct Charter a legal base.

Charter of Fundamental Rights Article 21 clearly embeds linguistic rights in the EU and gives grounds for appeal in cases of discrimination on the grounds of language and XX being a "member of a national minority". Appeals will go to the European Court of Justice in Luxembourg. Article 21.1 states that, "Any discrimination based on any ground such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation shall be prohibited." Furthermore, Article 22 states that, "The Union shall respect cultural, religious and linguistic diversity." If the Lisbon Treaty is ratified by all member states the Charter comprises part of it (except for the UK and Poland who have opted out).

Fundamental Rights Agency (FRA)
Europe's new agency, the Fundamental Rights Agency (FRA), is one result of the Charter of Fundamental Rights. The original remit in the proposed Commission multiannual framework was intended to cover 'minorities,' lobbying in the EP resulted in an explicit inclusion of linguistic and national minorities, a clause subsequently ignored by EU Council. However, it is important not to overestimate the influence of the new Agency. Like its predecessor the EUMC, it will mainly be a monitoring organisation, issuing reports and possibly giving advice to member states if they transgress Fundamental Rights. To this end, built into the FRA's framework, the FRA has a platform for organisations to advise and monitor their work.

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[16] 'Languages mean business: companies work better with languages'. European Commission, Education and Culture DG, Brussels, 2008.

3.2.3 Policies to promote minority languages and linguistic diversity

Preservation of minority languages is supported by Article 314 of the Union Treaty which provides for the equality of all language versions of the Treaty. Language rights granted by a Member State to its nationals must be extended to other Community nationals where appropriate. In the field of education and vocational training, the EC Treaty also gives the EU the task of supporting and supplementing action by the Member States aimed at developing the European dimension in education, particularly through the teaching and dissemination of EU languages (Article 149(2)), while fully respecting cultural and linguistic diversity (Article 149(1)).

The Reform Treaty, adopted by the European Council in October 2007, further enhanced the respect for language diversity. Hence Article 2(3) of the EU Treaty on the tasks of the Union reads: "It shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced." The Charter of Fundamental Rights shall also become legally binding with the entry into force of the Reform Treaty (see Article 6 of the EU Treaty in the draft Treaty). However, since the treaty was rejected by Irish voters in a referendum on 12 June 2008 and, under EU rules, it cannot enter into force if any of the 27 member states fails to ratify it, uncertainty surrounds its implementation. Although International law does not give members of linguistic minorities the right to use their minority language (De Varennes 1991, 117), a mechanism exists for protecting the rights of linguistic minorities. Article 27 ICCPR states that

"in those States in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right, in community with the other members of their group, to enjoy their own culture, to profess and practice their own religion, or to use their own language" (Article 27 of the UN International Covenant on Civil and Political Rights (ICCPR), 16 December 1966, U.N.T.S. No. 14668, vol. 999 (1976), p. 171.)

At present, however, the evidence suggests that, beyond the rhetoric of legislation, minority languages are not recognised within Community language policy to any material extent. In general, the official languages of each Member State are also the official languages of the EU (Council Regulation n. 1, O.J. 017/385, 15 April 1958 and article 314 EC). However, a number of authorities argue that despite a significant increase in the EU's minority languages in 2004, the EU has been relatively uninvolved in practically supporting how linguistic minorities and minority languages incorporate EU policies. So far, the EU has been reluctant to interfere in a sphere that is seen primarily as of the competence of each Member State, an attitude highlighted by Leonard Orban's recent comments when the Multilingualism Commissioner Designate at his hearing by the European Parliament stated that "[t]he protection of language rights was a matter for the Member States'. At present, the EU acknowledges, to a limited extent, its minority languages through the contribution of funds to the European Bureau of Lesser Used Languages (EBLUL) which is an independent non-governmental organisation with a European interest representing the regional and minority language communities and Mercator which is an information and research network for minority languages. However, no additional significant additional provisions have been developed.

In contrast, the actions of the European Parliament reflect a consistent and persistent effort to mainstream minority language protection and linguistic diversity support. Since the late 1970's the European Parliament has issued a series of communications and resolutions, including (EP Resolutions: 1981, OJ C 287, p.1006; 1983, OJ, C68, p.103; 1987, OJ C 318). These resolutions called for the Commission to take action in order to promote the use of minority languages and to review all Community legislation or practices which discriminate against minority languages

(EP Resolution 1981, 6; EP Resolution 1983, 1(2)). They also urged Member States to officially recognise their minority languages if they or their Constitutions do not already do so. The European Parliament envisaged a division of labour with the Member States being responsible for policy realisation, and the Community having a coordinating role. However, a major problem is that none of these initiatives were binding upon the Member States. As Mouthaan points out, without a clear Treaty-based competence concerning cultural and educational policies upon which to act, no further action was taken by the Commission, especially since it is reluctant to interfere in an area where Member States have very different political circumstances.

The evidence therefore suggests that, compared with multilingualism, minority languages and linguistic diversity have consistently been 'short changed' with regard to concrete actions. An example to support this view is the relative lack of response at the level of the European Commission and in member states of the recommendations recently developed by the European Parliament via the 'Ebner Report' (European Parliament resolution with recommendations to the Commission on European regional and lesser-used languages – the languages of minorities in the EU – in the context of enlargement and cultural diversity), which, inter alia, called for practical measures like a legal act to establish a multi-annual programme for linguistic diversity and the establishment of concrete financial measures to promote projects in the field, and the 'Joan I Mari' Report – Report on a new framework strategy for multilingualism - which noted the tendency towards an increasing use of English at the expense of all other languages and included proposals for things like new Network for Linguistic Diversity, and dedicated funding for minority languages from the Lifelong learning budget.

The Ebner and Joan I Mari Reports are only two of an extensive range of key policy statements and resolutions put forward by the three EU institutions – and mainly the European Parliament – over the last two decades. The main ones are:

- 1981 European Parliament Arfé report (Report drawn up on behalf of the Committee on Youth, Culture, Education, Information and Sport on a policy commensurate with new trends in European Television. Working Documents 1983-1984, Document 1-1541/83, 16 March 1984).

- Community Charter of Rights of Ethnic Minorities (16 October 1981).

- The European Parliament has issued a series of communications and resolutions, including (EP Resolutions: 1981, OJ C 287, p. 1006; 1983, OJ, C68, p. 103; 1987, OJ C 318). These resolutions called for the Commission to take action in order to promote the use of minority languages and to review all Community legislation or practices which discriminate against minority languages (EP Resolution 1981, 6; EP Resolution 1983, 1(2)).

- Measures in favour of minority languages and cultures (11 February 1983).

- 1987 European Parliament Kuijpers report (Resolution on the languages and cultures of regional and ethnic minorities).

- The situation of languages in the Community and the Catalan language (11 December 1990).

- 1991 European Parliament Reding report.

- 1994 European Parliament Killilea report (Resolution on Linguistic and Cultural Minorities in the *European* Community (*1994*), [*1994*] OJ C061/110.

- Linguistic minorities in the European Community (9 February 1994).

- Decision No 1934/2000/EC of the European Parliament and the Council of 17 July 2000, establishing the European Year of Languages 2001.

- 2001 European Parliament Morgan resolution (European Parliament Resolution on minority languages, having regard to the oral question to the Commission tabled on 6 December 2001 by Eluned Morgan and Barbara O'Toole on behalf of the PSE Group (B5-0537/2001.

- Council Resolution of 23 November 2001 on Linguistic Diversity and Language Learning.

- 2003 European Parliament Ebner report.

- September 2003 : European Parliament Resolution with recommendations to EC on European regional and lesser-used languages in the context of the enlargement and cultural Diversity (2003/2057 (INI))

- 2006 European Parliament Bernat Joan i Marì report.

- 1 Jan. 2007: Multilingualism portfolio created.

- Early 2007: Study on new technologies and linguistic diversity launched.

- 2007: Member states reported on the actions they had taken towards the objectives of the 'Promoting Language Learning and Linguistic Diversity' Action Plan, adopted on 27 July 2003.

- 26 Sept. 2007: High Level Group on Multilingualism presented its initial conclusions on its 'European Day of Languages 2007'.

- La diversité de l'enseignement des langues dans l'Union européenne Rapport pour la Commission européenne DGEAC September 2007.

- Sept-Nov 2007: Public consultation.

- 15 Feb. 2008: EU-level ministerial conference on multilingualism entitled 'Promoting multilingualism: A shared commitment'.

- 21 Feb. 2008: Council of Europe/UNESCO workshop on multilingualism in Paris.

- 15 April 2008: Public hearing on multilingualism.

- 21-22 May 2008: Education, Youth and Culture Council to adopt conclusions on multilingualism.

- September 2008: Commission to present its Communication outlining actions on multilingualism.

It is worth noting here recent communications between the Parliament and the Commission that have explored ways of taking forward the various resolutions and recommendations of the Parliament by setting up a European Agency for Linguistic Diversity and Language Learning. The Commission undertook to study that possibility by commissioning a feasibility study on the possible setting up of an Agency, and produced a report on the study in 2005. One of the main conclusions of the study was that the case for setting up an autonomous EU Agency in the broad domain of linguistic diversity and language learning is strong, mainly because it would have legal authority; would bring together expertise and promote synergies; support mainstreaming and ensure visibility of the issues. However, the report also concluded that setting up an autonomous Agency is not the only potential solution to help cover the gaps and needs, mainly because of the cost; the long decision-making process involved and concerns that an Agency would divert attention from work carried out in other EU institutions, and would not produce

'real action'. The Report therefore proposed an alternative based on "a networking model that could federate and enhance efforts of various types of organisations active in the field."[18]

Looking at the evidence – including interviews with experts and Commission officials – the study suggests that this second alternative would be more appropriate. As suggested above (and outlined in more detail below in Sections 3.4 and 4.1) multilingualism and linguistic diversity have to some extent contrasting and conflicting agendas - not only from 'sectoral' points of view like economics and inclusion but more intrinsic issues like when the 'Mother tongue plus two' policy should refer to a State mother tongue and not take any account of minority languages/dialects often spoken as mother tongue. In turn, if we look at executive agencies as they are designed by the Council regulation (EC) 58/2003 of 19th of December 2002, the evidence suggests that in practical terms, power conflicts between the Commission and the Institutions tend to reduce the flow and impact of collaboration. A network that would solve the issues and disadvantages listed in the Commission study (overlap and duplication, costs, time and flexibility) would therefore be the safest mid term option allowing careful review and reflection on the best future options.

3.3 Funding mechanisms

Multilingualism and linguistic diversity are themes that are represented across a wide range of research and development programmes supported by the EU and its institutions and agencies. Whilst much of the effort has been concentrated in programmes that are the province of education, training and learning priorities, language issues are also covered in other programme areas, for example the research and technology development (RTD) initiatives that have constituted the focus of successive Framework Programmes (FP's). These different programmes should not be seen simply as discrete entities. They also reflect successive evolutions of policy and political priorities that are shaped and bounded by particular time-frames. For the purposes of situating the contribution of EU programmes within the context of their contribution to the spirit and objectives of the Action Plan and Charter we have assessed the following programmes:

- The principle 'education and training programmes' implemented between 2000 and 2006, and represented primarily by the second phases of the Socrates and Leonardo da Vinci programmes.

- The new Lifelong Learning Programme (LLP), scheduled to take place over the period 2007-2013 and which integrates in a single, unitary program the sectors represented by its predecessors like Socrates and Leonardo.

- RTD programs focusing on ICTs that have a specific 'language' component, including the Sixth Framework Programme (FP6); the eTEN program; the Seventh Framework Programme (FP7); the e-Learning Programme; the eContent Programme and the eContent Plus Programme.

- Other programs with a 'language' component, including Tempus and Erasmus Mundus.

A more detailed summary of these programs, together with a detailed analysis of their contribution to the Action Plan and Charter, is provided Sections 4 and 5.

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[18] Final Report: a proposal for a legal act, setting up a European Agency for Linguistic Diversity and Language Learning, taking due account of regional and minority European languages. EC May 2005.

3.4 Common Market principles, inter-relationships and multiplier effects of other areas of EU policy on the area of language policies.

3.4.1 The effects of common market principles on language learning and minority languages

The Treaty of Rome on which the European Union was founded in 1957 established the fundamental principle that people, goods and services should be able to move around freely between the member states, with no checks carried out at the borders and no customs duties paid. Subsequent amendments and additions to the original 1957 treaty, notably the 1993 Maastricht treaty, have further refined and re-inforced the common market principles to enable a 'Single Market' to be established. The Treaty lays down four fundamental freedoms: free movement of goods (Arts 23-31), persons (Arts 39-48), services (Arts 49-55), and capital (Arts 56-60). It has long been felt that the establishment of the Single Market and the implementation of these key principles poses problems and risks for the promotion of language learning and the protection of minority languages.[19] Our review of the literature identified three key issues and questions that the study then addressed:

- Are the common market principles diametrically opposed to those of promoting multilingualism and linguistic diversity?

- What effect has the implementation of the single market had on multilingualism and linguistic diversity?

- In what ways does multilingualism and minority languages contribute to promoting the common market principles and the single market?

With regard to the first question, there is a prevailing view that 'harmonisation' and 'diversity' constitute opposing policy visions, and that this has led to both confusion and negative effects in policy implementation. Empirical research suggests that agencies of the Union like working groups of the European Parliament and member states themselves have interpreted and implemented both the 'common market' principles and the language promotion and protection instruments in widely different ways, because of the contradictions between the two visions of Europe (van Els, 2002)[20]. Indeed, van Els provocatively argues that the inherent conflict between the 'vision of Europe' as reflected in the common market principles (and more recently in policy instruments like the Lisbon agenda) and the vision of 'diversity' reflected in the Action Plan and Charter not only will inevitably result in the 'victory' of the single market over linguistic diversity but also serves to create the myth that 'the great diversity of languages and cultures as such is a treasure that should be defended at all costs'(van Els, 2001, p, 349).

Van Els and other commentators (see, for example, Williams, 2002) argue that the notions of 'inclusive citizenship' reflected in language policies are breaking down in the face of market segmentation and consumer empowerment, both real and imagined [21] and in the face of tensions between commitment to multilingualism and linguistic diversity and commitment to the market. Within the Commission itself, when Bulgaria and Romania joined the EU, their official

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[19] For example the European Bureau for Lesser Used Languages (EBLUL) submitted a statement calling for an instrument to balance harmonisation and integration with respect for linguistic and cultural diversity in its evidence to support adoption of the 'Charter of Fundamental Rights of the European Union.

[20] Van Els, T.J.M. (2001) The European Union, its Institutions and its Languages: Some Language Political Observations. Current Issues in Language Planning, vol. 2, no. 4. 311-60.

[21] Williams, C (2002) Language policy issues within the European Union: applied geography perspectives, Dela, 18.

languages were added to the EU 'language roster'. In addition, moves by member states to promote their minority languages increased the resources needed to support language policies. Currently, the EU's three main institutions employ approximately 4,000 interpreters and translators. Another 1,500 freelancers are also used. This costs EU taxpayers close to 1 billion euros ($1.3 billion) each year and, although this is less than one percent of the total budget of the institutions, language costs are a major part of the institutional administrative expenditure. However, the EU is short of linguistic human resources, particularly those who are fluent in less frequently spoken languages. Ironically, this situation reinforces the dominance of English. With so many languages entering conversations, English often becomes dominant by default. Most of the 2.8 million pages of documents produced by the EU in 2005 were written in English. The number of interpreters cannot keep pace with the growing number of languages and language combinations. This means the "smaller" tongues are often translated only at big meetings. As a result, officials tend to speak English themselves or listen to English translations of remarks and questions[22].

This reflects a broader picture – the effects of the 'globalisation of language' as a result of the growing influence of the common market principles on European economic, social and cultural life. Many experts refer to the phenomenon of 'English language imperialism' and the increasing prominence and dominance of English as the main beneficiary of the single market and of the globalization of trade. It is not difficult to find evidence to support this view. As Figure 1 shows, although the number of 'first language' English speakers worldwide – around 370 million – is broadly similar to the number of Spanish speakers and is significantly less than the 1.1 billion Chinese speakers globally, English is still well on the way to becoming the global 'lingua franca'[23]. "Non-native English-speakers" worldwide now outnumber native ones by a ratio of 3 to 1. In Asia alone, the number of English users has topped 350 million - roughly the combined populations of the United States, the UK and Canada. There are twice as many Chinese children studying English - about 100 million - than there are Britons[24]. It is estimated that around 400 million people worldwide speak fluent 'English as a second language' (ESL) and around 1 billion are learning ESL[25].

Figure 1: Global spread of English language
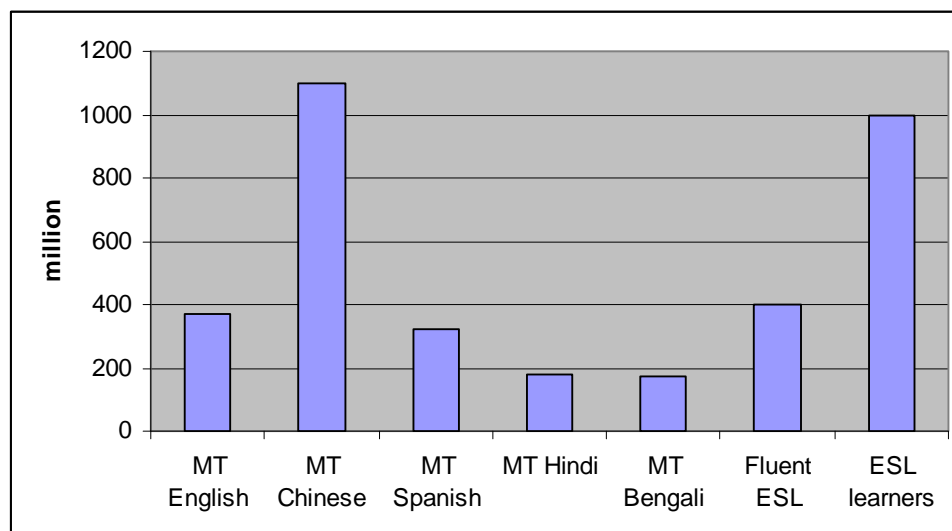
Source: World Almanac, 2007

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[22] http://www.dw-world.de/dw/article/0,2144,2293171,00.html
[23] World Almanac, 2007.
[24] Newsweek, 7th March 2005.
[25] GlobalEnglishCorp, 2008.

This is underpinned by processes associated with the production of knowledge, innovation and culture. Since World War II, scientific journals in many countries have shifted from publishing in their national languages to publishing in English. According to the linguist Viereck, all contributions to the journal, Zeitschrift fur Tierpsychologie, were in German in 1950 but 44 years later 95% were in English.[26] GlobalEnglishCorp's research suggests that 91 percent of employees of global corporations require English in their jobs, and 76 percent of employees use English on the job at least once a week, and nearly half use it daily. In the last five years, the world's top business schools and universities have been pushing to make English the teaching tongue in a calculated strategy to raise revenues, overcome declining birthrates and respond to globalization. Over the last three years, the number of master's programs offered in English in schools with another host language has more than doubled to 3,300 programs in 1,700 universities.[27]

This situation has been linked to the equally inexorable process of globalization itself, the pivotal role played by US companies in shaping the post-war economy, and the effects of the common market principles. Far from being immune to the processes of globalization, and the rise of 'English language imperialism', EU countries have been affected more than any others. The KOF index measures the degree of globalization affecting different countries across the world. It measures the incidence of globalization on the basis of three main dimensions: economic; social and political. Using this model, the 2008 KOF index shows that every one of the 'top ten' globalised countries in the world were EU member states, with Belgium achieving the highest globalization index.[28] Against this background, it is perhaps not surprising that the EU exhibits similar patterns of 'English language imperialism' to its international neighbours. Studies suggest that around 45% of EU citizens overall speak English as a second language, although the proportion varies markedly from country to country, from 90% in Sweden and Malta to 20% in Hungary.[29] Other research suggests that English is the first foreign language in education in all EU Member States (excluding the UK, Ireland and Malta). It is learnt by 26% of primary pupils and 89% of secondary school pupils. To take another example, Figure 2 shows the results of an analysis of just under 1,000 projects awarded the European 'Language Label' award for innovation in promoting multilingualism and linguistic diversity over the period 2000 to 2007. As the Figure shows, the 'target language' covered in these projects has consistently been dominated by English. In turn, Figure 3 shows the results of an analysis of 8,265 school 'e-Twinning' projects registered by July 2008 (covering over 40,000 schools in the EU), according to the language teachers say they use in the projects. eTwinning is the main action of the European Union's eLearning program. It promotes school collaboration in Europe through the use of Information and Communication Technologies (ICT) by providing support, tools and services to make it easy for schools to form short or long term partnerships in any subject area, and one of its primary objectives is to foster multi-lingualism and inter-cultural exchange. However, as Figure 3 shows, the dominant language used across the program – involving some 64% of projects – is English.

The evidence to support the view that English has become the global language seems unassailable. Yet this view itself remains contested, and it is by no means clear what implications it has for the policy objectives supported by the 'Action Plan' and the 'Charter'. Some experts take the position that unlike previously dominant languages like Latin, there has never been a situation historically where one language – English - has achieved a truly global

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[26] English Language and Globalization, Yang, Sung Chul, Korea University, 2005.
[27] Doreen Carvajal, New York Times, April 2007.
[28] Dreher, Axel, Noel Gaston and Pim Martens (2008), Measuring Globalization – Gauging its Consequences (New York: Springer).
[29] Wikipedia, 2008; EBLUL, 2008.

domination (Crystal, 2004)[30]. This, it is argued has an inevitably detrimental effect on lesser known and minority languages. As Zuckermann (2006) points out, the number of spoken languages (about 6,000) is diminishing every year, whereas English is used as a second language in more and more countries, so that the world will become by and large bilingual, with people mastering both English and their native/national language: "in time, English will achieve complete dominance and the native/national language will become obsolete—with the decline of national boundaries and the emergence of non-geographical economic affiliations; someone working for Walmart in Jamaica will feel closer to a Walmart worker in Slovenia than to a Jamaican artist, and so forth"[31]. Others see an evolutionary process where English becomes the linguistic 'bedrock' globally, but the 'Queen's English', with its current structure and grammatical and procedural rules, will be replaced by localized versions, mixing indigenous languages with English[32]. New English speakers are rapidly shaping this 'new English', producing local hybrids such as Englog, spoken in the Philippines, Japlish and Hinglish, the mix of Hindi and English[33]. However, 'localised' hybrids can themselves become global – for example the 'somalyaan' language spoken by displaced Somalians the world over[34].

Figure 2: Target Language of Language Label Award Projects
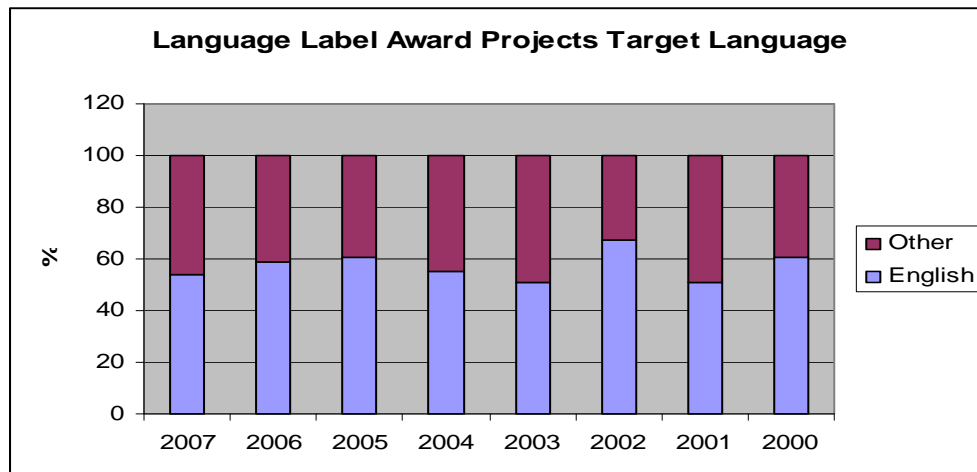
Source: European Commission

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[30] Crystal, D (2004) Stories of English, Cambridge University Press.

[31] Zuckermann, G (2006) Influence of English on the world's languages, *Cambridge Review of International Affairs,* Volume 16, Number 2, July 2003.

[32] See Graddol, D (2006) English Next, British Council.

[33] See Jenkins, J (2006) 'Global intelligibility and local diversity: Possibility or paradox?' in *English in the World: Global Rules, Global Roles* (eds. R. Rubdy & M. Saraceni, 2006), pp.32-39 (London: Continuum).

[34] Mark Liberman, 'Language Log', Univeristy of Pennsylvania, 2008.

Figure 3: Languages Used in e-Twinning Programme
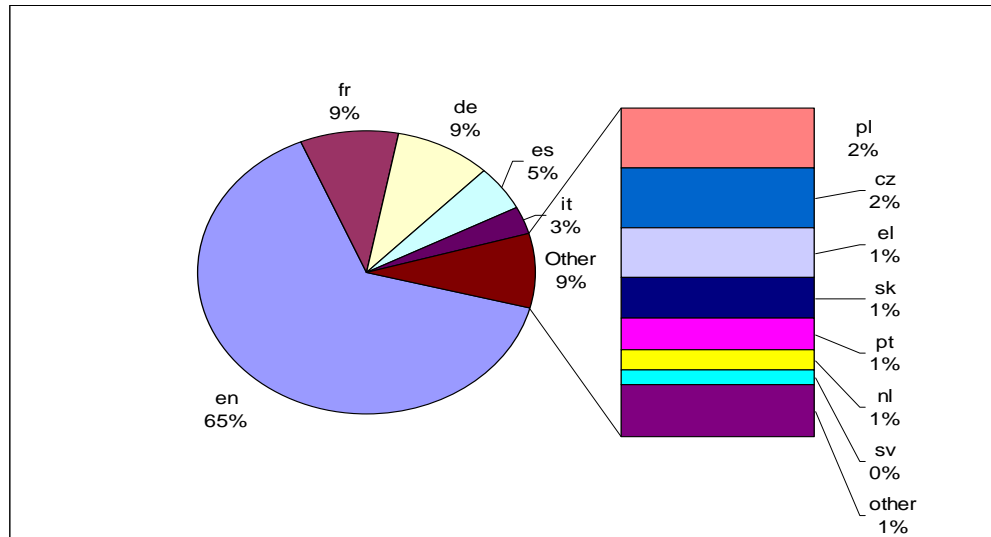
Source: European Commission

Conversely, the evolution of such hybrids is seen by some commentators as evidence that 'English language imperialism' is a passing phase, and English will eventually die out[35]. It reflects, it is argued, a combination of falling birth rates in English-speaking countries, a corresponding increase in birth rates in countries like India, China and in Arabic-speaking countries; the perceived 'backlash' against western culture and values and the growing economic and cultural influence of countries like China and India – factors which will contribute to promoting linguistic diversity globally. For example, there is evidence that domination of the Internet by English – which accounts according to some surveys for as much as 80% of current content – is likely to be challenged by the emergence of local internet addresses and scripts (IDNs) and there is an argument that China and Russia will shortly insist, through the Internet Corporation for Assigned Names and Numbers (ICANN) on requiring companies that wish to do business in China and Russia to register IDNs[36]. In turn, globalization of language sets in motion complex dynamics that can have the effect of supporting minority languages. Mark Libermann argues for example that in Iraq, Kurdish officials resist being forced to do business with the central government in Arabic, and sometimes insist on English, even if their command of Arabic is excellent.

It is difficult to provide a clear answer to the third of our key questions - in what ways does multilingualism and minority languages contribute to promoting the common market principles and the single market? On the one hand, the 'official' view, as illustrated in a recent speech by Leonard Orban, European Commissioner for Multilingualism, is that languages are the key to promoting free movement of goods, people and services and to supporting the Lisbon goal of economic competitiveness[37].

Other evidence suggests that the acquisition of diverse language skills expands people's horizons and opens them up more to economic, geographical, social and cultural mobility. For example Anderson (2008), using public opinion data from the 2001, 2005 and 2006 Eurobarometer surveys, finds that multilingual individuals are more likely to support European integration than individuals who speak only one language. Her results suggest that as EU

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[35] Ostler, N (2006) Empires of the World, Harper Collins, London.
[36] Junker, J (2007).
[37] European Voice debate on "What do Languages Mean for Business", Bruxelles, 6, December 2007.

member states mandate increased teaching of foreign languages, future generations may show greater support for integration policies[38].

Yet these positions are by no means universally accepted, and there is a strong counter-argument that mobility can only be achieved through the acceptance and use by ordinary European citizens of a single European lingua franca – English. A key argument here is that the systematic promotion of multilingualism excludes ordinary people from gaining control over life opportunities, because 'Europeanisation, and beyond it globalisation, is the exclusive preserve of the wealthy and the powerful who can afford quality interpretation'[39].

To summarise, our review of the evidence on the relationship between the common market principles and language learning suggests the following conclusions:

- There is an inherent tension between the vision of a 'single market' Europe and a Europe of cultural and linguistic diversity. The realisation of these two visions through policy actions can generate negative and unforeseen effects that paradoxically reduce the impact of policies promoting multilingualism and linguistic diversity.

- The biggest effect of the implementation of common market principles with regard to language learning and linguistic diversity has been to increase the dominance of English as the European 'lingua franca'.

- The effects of the domination of English are complex and evidence and opinion varies considerably as to whether language policies should aim principally to reduce the influence of English, or to support English – and its evolving 'hybrid' forms – as a platform to promote mobility and competitiveness.

- Equally, evidence and opinion vary considerably on the impact of language policies on promoting the common market principles. On the one hand, the position is that langue skills are key to promoting these principles. On the other, the position is that supporting multilingualism and linguistic diversity reinforces barriers to economic, social and cultural mobility for ordinary European citizens.

3.4.2 Inter-relationships and multiplier effects of other areas of EU policy on the area of language policies

In this section we consider the inter-relationships and multiplier effects of EU policies on the two key instruments currently used to promote policies on language learning and minority languages – the 'Action Plan' and the 'Charter'. Table 1 provides a summary of the EU policy areas that currently have an influence on language learning and minority languages. Table 1 also provides a basic indication of the 'multiplier effects' of the different policy areas on language learning and minority languages. It should be emphasised that the terms of reference and the resources available for this study have precluded the use of robust and systematic measures of 'additionality'. Rather, our analysis reflects an interpretative assessment based on a review of the literature and research results together with statistical analysis of funding instruments.

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[38] Anderson, J (2008), "The Effect of Multilingualism on Citizens' Support for Integration in the European Union" Paper presented at the annual meeting of the Southern Political Science Association, Hotel Intercontinental, New Orleans, LA, Jan 09, 2008.

[39] Van Parijs, P (2004), Europe's three language problems. Multilingualism in Law and Politics, R. Bellamy, D. Castiglione & C. Longman eds., Oxford.

Table 1: Relationship between language and other EU policies

Policy Area	Theme	Specific measures	Additionality	Impacts
Cross-cutting	Multilingualism	Framework Strategy. Action Plan.	*****	Over-arching strategic direction and integration of major programmes including Comenius, Erasmus, Leonardo, Grundtvig, ICT. Supports EBLUL and Mercator
Culture, Education and Youth	Audiovisual & Media	Media Programme	***	Preservation and enhancement of European cultural diversity . Promote intercultural dialogue. Big awareness-raising impact.
	Culture	Culture Programme	**	Intercultural dialogue;Cultural heritage; minority language books. Mixed results
	Education and Training	Comenius Socrates Leonardo Erasmus Lingua Lifelong Learning Tempus	*****	Significant cross-fertilisation and funding to support language policies. Variability in impact across the various programmes
	Sport	White Paper	*	Supports inter-cultural dialogue and integration of migrants
	Europe for Citizens	Town Twinning Children projects	**	'Action 1' supports town twinning. Action 3 support cultural awareness
	Youth	Youth Action Programme	**	Action support youth exchanges and voluntary work
Employment and Social Rights	Employment, social affairs and equal opportunities	Working abroad social inclusion	*	In principle promotes mobility and integration but no provision for language learning
Justice and Citizens Rights	Freedom, Security and Justice	Policy Plan on Legal Migration'	*	Language and civic orientation courses
Regions and local development	Regional Policy	ESF EQUAL Inter-Reg Leader	**	Labour market programmes for immigrants. Cross-border programmes for employment and inclusion
Science and technology	Information Society	e-Learning e-TEN Information Society Technology e-Content	**	Limited. Only small % of projects devoted to language learning

Additionality score:
* Minimal impact ** Limited impact *** Moderate impact **** Significant impact ***** High Impact

As Table 1 shows, Multilingualism and language learning have not been fully embedded as cross-cutting themes across the spectrum of European policies – although the recent introduction of multilingualism as a cross-cutting policy instrument – to support implementation of the 'Action Plan' - is likely to increase the profile of languages in relation to other policy areas. The main policy areas that most directly connect with policies on multilingualism and linguistic diversity are those supporting education, youth and culture. The key instruments supporting language policies in this policy environment are the principle 'education and training programmes' implemented between 2000 and 2006, and represented primarily by the second phases of the Socrates and Leonardo da Vinci programmes and the new Lifelong Learning Programme (LLP), scheduled to take place over the period 2007-2013. Less significant policy areas and funding instruments include RTD programmes focusing on ICTs that have a specific 'language' component, including the Sixth Framework Programme (FP6); the eTEN programme; the Seventh Framework Programme (FP7); the e-Learning Programme; the

eContent Programme and the eContent Plus Programme, and other programmes with a 'language' component, including Tempus and Erasmus Mundus. The contribution of these 'non language' focused policy instruments has benefited the objectives of language learning and multilingualism, and the Action Plan, more than the objectives of protecting minority languages, and the 'Charter' .As the Report for the High Level Group on Multilingualism – the 'Palomero Report' – points out, from the late 1990's to 2006, "the support given by the Commission to "regional or minority" languages has been reduced to EBLUL and the Mercator network".[40] The main policy areas linking to minority language policies are the 'Culture' and 'Media' policies and their associated programmes. We look at these relationships and their impact on language policy implementation in more detail below.

Table 2 presents a summary of the contribution of the key policy areas identified in Table 1 and their associated measures to supporting multilingualism and linguistic diversity over the period 2002-2006. A more detailed analysis is provided in Section 4 below.

As Table 2 shows, the main mechanisms supporting language learning have been the principle 'education and training programmes' implemented between 2000 and 2006, and represented primarily by the second phases of the Socrates and Leonardo da Vinci programmes and the new Lifelong Learning Programme (LLP), scheduled to take place over the period 2007-2013. Less significant funding instruments have included RTD programmes focusing on ICTs that have a specific 'language' component, including the Sixth Framework Programme (FP6); the eTEN programme; the Seventh Framework Programme (FP7); the e-Learning Programme; the eContent Programme and the eContent Plus Programme, and other programmes with a 'language' component, including Tempus and Erasmus Mundus. Overall, the impact of these programmes on proficiency in EU languages can be considered to be small, yet important. Impacts for VET staff focus on improved skills (especially project management and foreign languages) and networks with colleagues abroad). Mobility and language projects contributed the most to increased teaching and learning of EU languages.

Table 2: Summary of contribution of key EU programs to multilingualism and linguistic diversity, 2002-2006

Programme	Language components	Estimated spend on language elements (euro)	Contribution to multilingualism and linguistic diversity
Comenius	Schools. Support for linguistic preparation for Language Assistants In-service training grants for language related course Training of language teachers	32 million	15,445 in service training grants 2951 joint language projects involving 58,118 pupils and 8,853 staff 3857 Language assistants in over 3000 schools 15 Comenius 2.1 projects and networks aimed mainly at developing training materials and modules to promote multilingual comprehension . Total funding amounts to 10% of total projects
Erasmus	Higher Education. Exchanges Joint courses Programme intensive courses Thematic networks	3.2 million	Erasmus Intensive Language Course – 9,434 students from 23 countries to 2006. 3,854 2006-2008
Grundtvig	Adult education. In-service training Grants for language related course Learning partnerships	20 million	765 in service training grants 14 projects and 2 networks) developed training tools and courses for language teachers

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[40]   Palamero, J (2006) Report for the High Level Group on Multilingualism, Brussels, CEC.

Programme	Language components	Estimated spend on language elements (euro)	Contribution to multilingualism and linguistic diversity
	Networks		300 learning partnerships promoted languages in adult education
Minerva	Developing information and communication technologies in education	5 million	2 projects. *Network for teachers of Finnish as a second or foreign language* *e-Taster - short, free on-line courses - "tasters" - for multilingual, international delivery*
Lingua	Language learning for teachers and students. Informing European citizens about language learning. Developing technical tools to facilitate language learning.	5 million	28 language learning projects 29 language tools projects
Arion	Supports Study Visits on language teaching		36 study visits 400 participants
Leonardo	Special grants for linguistic, cultural and pedagogical preparation. Grants for Language Instructors Multilateral projects in the area of Language Competencies Information provision Europass Language portfolio	42.3 million	208.000 transnational placements and exchanges 1.820 periods of in-service training abroad 50,000 online Europass passports
FP6	RTD projects on technology-enhanced learning and access to cultural heritage Research projects on cultural dialogue and the European society	12 million	3 projects of 16 in total LeActiveMath – Multilingual eLearning system for high school and college or university level classrooms ALLES – home-based system to learn languages DILING - Dimensions of Linguistic Otherness - prospects of Maintenance and Revitalization of Minority Languages Within the New Europe
eTEN	Validation projects on e-learning and e-inclusion	3.2 million	2 projects of 16 in total 'MICHAEL' -electronic system to access, manage and update existing digital records of Europe's collections, offering multilingual online service Multilingual Vocal Browing - navigates the World Wide Web using natural language commands and receive back the content of the selected pages read by voice synthesizer or pre-coded messages.
e-Learning	e-twinning: Inter-school pedagogical partnerships to foster language learning and intercultural dialogue, and promoting awareness of the multilingual and multicultural European model of society.	16 million	2,661 e-twinning projects (60% of total funded); 4,500 schools
eContent	Developing digital material in relation to: Strengthening the linguistic infrastructure; Improving the effectiveness of e-content	2.3 m	2 projects CITIZEN OF EUROPE- interactive on-line edutainment environment based on a "knowledge quiz" paradigm to

Programme	Language components	Estimated spend on language elements (euro)	Contribution to multilingualism and linguistic diversity
	customization; Broadening the knowledge base; Networking of language data centres and Fostering the development of new multilingual resources		promote European intercultural education and cross-national cooperation INTERA - integrated European language resource area by connecting international, national and regional data centres, and producing new multilingual language resources
eContent Plus	Promote take up of leading-edge technical solutions focusing on multicultural and multilingual aspects of digital content	1.2 million	1 project eWater- Multilingual cross-border access to ground water databases
Tempus	Restructuring of higher education systems in Eastern Europe	2 million	2 projects on language training
Erasmus Mundus	Placements and scholarships on 103 Masters Courses LATER: Language Technology Erasmus Mundus Programme	5.7 m	2700 students on Masters courses 2004-2006

Mobility projects provide young people in Vocational Education and Training (VET) the opportunity to put their language skills into practice, thus improving those skills. Culture-themed projects allowed learners to gain experience and develop interest in speaking a second language. There appeared to be only a minor impact on more people speaking foreign languages, especially less widely used ones.

The RTD programmes have contributed very little to the promotion of the objectives of the Action Plan and the Charter, with only 8 projects devoted to linguistic themes in the combined programmes of FP6, eTen, eContent and eContentPlus.

Overall, the vast proportion of investment in funding programmes has been concentrated in supporting multilingualism. School exchanges; in-service training for professionals; support for language assistants; higher education scholarships, teaching programmes and exchanges all reflect a focus on supporting language learning. This investment has clearly been of benefit to delivering the objectives and provisions of the 'Action Plan'. In contrast, investment in resources to support minority languages and promote linguistic diversity has been minimal.

It is also noticeable that investment in funding instruments deployed to support languages and promote linguistic diversity has shown a downward trend in recent years. The total budget for language focused initiatives in LLP is just over 7 million euro, or 13% of the combined funding available for the programme as a whole. This can be set against a broad figure of 30 million euro per year available for language focused initiatives for Socrates and Leonardo over the previous years.

In the end, our analysis of the impacts on language learning, multilingualism and promoting minority languages of the various policy frameworks and instruments outlined above can only be partial – firstly because of the limited data available and, secondly, because a detailed analysis would require the application of a more sophisticated model, involving multivariate statistical analysis, to assess multiplier, substitution, displacement and unforeseen effects than is possible within the scope and limitations of this study. Conversely, it is difficult to assess the effects that multilingualism and linguistic diversity policies have on other key EU policy agendas and objectives. The study did identify some 'pointers' to the ways in which these

effects can occur. For example, a study carried out by Francois Grin (2006)[41] suggests that public support for minority languages, in addition to its direct effect, gives rise to knock-on effects. The study suggests that there are four broad 'multiplier paradigms' that are associated with supporting minority languages. These are: i) Diversity generates creativity and increases effectiveness in production ii) The use of minority languages stimulates regional economies iii) The use of minority languages stimulates the economy as a whole iv) Linguistic diversity is a public good that contributes to overall welfare.

Earlier work by Grin found significant cost-benefits associated with implementation of language protection policies, and that the cost of minority language protection and promotion is much less than is commonly believed. For example, Basque- language television produced south of the border has become available to viewers in France through the installation of masts and transmitters at a total cost of less than 2.5 cents per viewer and per day. The multipliers associated with such investment range from regional economic growth – for example by stimulating investment and production in indigenous cultural products like TV programmes, through to more 'intangible' multipliers associated with developing social capital and community cohesion. To take another example, the Euroschool initiative brings together children from various regional minority language communities for joint summer camps; its main effect is to reinforce, over the long- term, feelings of self-confidence among RML children.[42], Yet, as noted above, there is some evidence that promoting multilingualism and linguistic diversity even within the European Commission itself has, on the one hand, significant real costs and, secondly is associated with 'negative' and unforeseen effects – in this case the reinforcement of English as the dominant 'lingua franca' within the European Commission. What seems clear is that the inter-relationships between language and other policies, and their multiplier effects, are complex. The evidence base is poorly developed and remains contested. Therefore, more research in this field should be a priority for future policy and program development.

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[41] Grin, F (2006) Promoting language through the economy: competing paradigms. Paper presented at the 6th Language and Politics Symposium "Economic Development and Language in Scotland and Ireland", Queen's University, Belfast.

[42] Grin, F and T Moring (2002), Support for Minority Languages in Europe, EC, Brussels.

4. Promoting language learning and multilingualism in Europe: results of the study

4.1 Introduction

As discussed in Section 2 above, this part of the study focuses on the extent to which and in what ways the vision and objectives of the 2003 Action Plan have been put into practice, and an examination of the concrete results that can be measured. It maps which objectives of the action plan have been reached in which countries and where there are still gaps. The analysis entailed a multi-methodological approach to collect and analyse data derived from a range of activities and using a number of sources. These covered the following:

- A systematic review of National reports on the implementation of the Action Plan, submitted in response to a Commission Call in late 2006. These are available for the following countries: Austria, Belgium (Flemish Community), Bulgaria, Czech Republic, Finland, France, Greece, Hungary, Ireland, Italy, Lithuania, Netherlands, Poland, Slovakia, Slovenia, Sweden, UK.

- An analysis of relevant reports and documentation, for example the overview of implementation of Action Plan, published in the Commission Working Paper, *Report on the implementation of the Action Plan "Promoting language learning and linguistic diversity 2004-2006", published in November 2007; report of* the Working Group on Languages, produced by an independent consultant, Professor Jean-Claude Beacco (New Sorbonne University, Paris); database and library searches of initiatives carried out within the scope of the Action Plan for those member states not submitting a National Report.

- Interviews with key stakeholders (including associations and agencies like 'Mercator[43]; EBLUL; officials from the European Commission; academics and other experts).

- Statistical analysis of relevant databases (including European Commission data on utilisation of EU funding programmes).

4.2 Actions and initiatives carried out by member states

As noted above, one element of our review of the implementation of the 'Action Plan' is based on a systematic review of National reports on the implementation of the Action Plan, submitted in response to a Commission Call in late 2006. These are available for the following countries: Austria, Belgium (Flemish Community), Bulgaria, Czech Republic, Finland, France, Greece, Hungary, Ireland, Italy, Lithuania, Netherlands, Poland, Slovakia, Slovenia, Sweden, UK. We supplemented this review with an assessment of the activities of countries who have not submitted a formal Action Plan report. This was based on extensive searches of bibliographic databases and interviews with key stakeholders.

The bibliographic and interview material collected was assessed using content analysis. This involved developing an analytical framework and content constructs to reflect the provisions of the Action Plan, and then applying the framework to inspect and analyse the collected content. An Action Plan Analysis template was used to provide a synthesis and summary of the implementation status for each member state. The second part of the assessment process

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[43] http://www.mercator-central.org/.

involved developing and applying a scoring system to provide a measure of the implementation status for each member state. This entails a relatively simple approach based on calculating a score to illustrate the degree of implementation of the Action Plan with regard to its provisions across the three key three dimensions of: Lifelong Language Learning; Better Language Teaching; Building a Language-Friendly Environment. It should be emphasised that the scoring system reflects to some extent factors like: the degree of understanding of national representatives of the Action Plan provisions and familiarity and expertise in the language of monitoring and Reporting (English). These factors will inevitably bias reporting on implementation recording and results. We have therefore set these 'official' reports against additional data drawn from bibliographic searches of databases, and interviews with stakeholders. The scoring system is based on calculating individual scores for each country for each of the sub-elements of the three main objectives of the Action Plan, as follows:

- Lifelong Language Learning (25 sub-elements, covering primary; secondary; higher education; vocational learning; adult ;learning and range of languages).

- Better Language Teaching (12 sub-elements covering things like teacher training; supply of language teachers; assessment).

- Building a Language-Friendly Environment (10 sub-elements, covering things like supporting linguistic diversity; use of technologies; improving supply and take up).

Each sub-element is scored as follows:
0 = nothing has been done
1 = the idea is supported
2 = some schemes have been developed
3 = many schemes have been developed and implemented

4.2.1 Implementation of Objective 1: Lifelong Language Learning

Figure 4 shows the distribution of scores on the implementation of the 'Lifelong Language Learning' objective of the Action Plan, for those countries on which an analysis has been completed.

Figure 4 : Action Plan Implementation Scores, Lifelong Language Learning
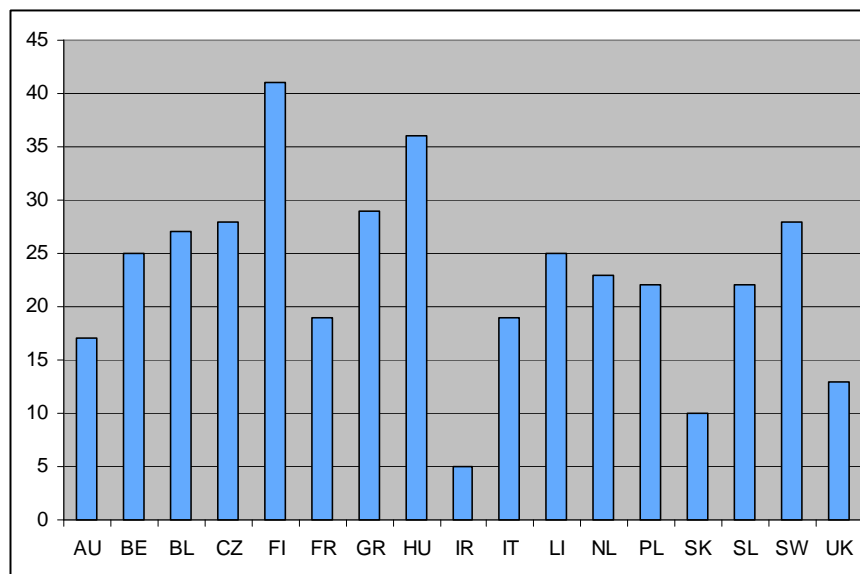
Source: Action Plan National Reports

As Figure 4 shows, implementation of the 'Lifelong Learning Objective' has been uneven across member states. Whereas Finland, Hungary and Sweden show a high level of implementation, a number of countries – notably Ireland, Solvakia, and the UK show relatively low levels of implementation. The variability in implementation scores across member states reflects a number of factors. With regard to relatively *low implementation scores:*

UK: (12) The UK has recently removed languages from compulsory education at upper secondary level but has set an optional target for schools. Due to the unpopularity of languages and students poor performance in languages in examination levels, many schools do not keep languages as a compulsory subject at GCSE level as it reflects badly on league tables. Modern languages are also not compulsory at primary level and many teachers are not trained specifically to teach languages to young learners. The UK has, however, set many targets to fulfil the objectives of the Action Plan by 2010 and has implemented a Languages Ladder scheme which aims to raise language awareness for young learners, recognise new or existing language skills and bridge the gap between primary and secondary language learning and beyond.

Slovakia: (10) Whilst Slovakia certainly has a very positive attitude to languages and the teaching of foreign languages in primary and secondary education are held in high regard, the lack of resources, funding and training opportunities means that it is unable to fulfil many of the objectives outlined in the Action Plan.

Ireland: (5) The unpopularity of languages in Ireland is reflected in the government's inability to instigate real change in light of the Action Plan. The dominance of English and poor language awareness are further hindered by the education system's recognition of Irish as 'a true experience of learning a foreign language'. Many pupils learn Irish through literature and are not able to speak the language functionally. There is not enough curriculum time to teach other foreign languages but in some schools optional foreign languages such as French may be taught. Pupils have expressed confusion and frustration at learning a romance language alongside a Celtic language.
With regard to *relatively high scores*:

Finland: (41) Finland has an incredibly positive attitude to foreign language learning as well as the resources to implement a successful and effective LLL system for its citizens. The importance of multilingualism is recognised and strategies are put in place at every level to achieve this. Finland is a good practice example to all EU member states.

Hungary: (36) Hungary particularly recognises the importance of specialised teacher training for primary language teachers and has sent a good practice DVD to all schools. Equally, Hungary has initiated an optional YILL programme for secondary schools which dedicates more curriculum time to language learning, introducing a year of intensive language learning which allocates 40% of curriculum time to languages. This high regard for language learning is continued after school. For adults, language programmes, learning packages and foreign TV and films are broadcast and funding is made available for courses.

Table 3 shows how the component provisions of the 'Lifelong Language Learning' objective have been implemented.

Mother tongue plus two other languages: Making an early start

There are a few major gaps in fulfilling Action Plan objectives in primary education, chiefly:

- **CLASS SIZE**

- **c) Class sizes are small enough for language learning to be effective**: No country recognises this objective or even supports the idea of reducing language class sizes. Logistically this is difficult to implement.

- **PARENTAL SUPPORT:**

- **g) Parents and teaching staff need better information about the benefits of an early start and what criteria should inform their child's choice of language:** Whilst informative material on early language learning and choosing a language is relatively easy to produce and distribute, it appears that very few countries recognise this as an important way of boosting the status of languages and language awareness. Only Czech Republic, Lithuania and Finland support the idea, but it has only been included in policies and plans and no programmes or initiatives have actually been implemented.

- **TRAINING:**

- **b) Teachers are trained specifically to teach languages to very young children and d) appropriate training materials are available:** Most countries cite the lack of trained teachers with the skills to teach languages to primary learners as the main obstacle to fulfilling MT+2. Whilst some countries, such as Poland and Hungary, have put in place training initiatives to combat this, most countries struggle to resolve the shortage of trained teachers. In many cases this is a result of the shortage of specialised courses at HE level as universities in the majority of countries are entirely autonomous.

- Apart from Ireland, all of the countries support the idea of mother tongue+2 to varying degrees. Many have partially fulfilled the objective and already insist on compulsory learning of at least one other foreign language, or ensure that foreign languages are offered in some form, whether as an optional subject or in smaller doses, such as 'language showers', to increase language awareness. It is clearly a crucial stage for receptiveness to languages but two foreign languages is perhaps an unattainable target for many countries.

Example 1: Mother tongue+2
The model adopted in the Val d'Aosta region of Italy brings together the regional language policy of promoting balanced bilingualism in Italian and French with Italy's language policy, and EU and CoE recommendations. It covers the entire school population at all three levels of schooling. It designates tailor-made methods linked with the respective languages, and networks schools on both vertical and horizontal principles. This reconception of the classification should apply equally to autochthonous and other languages. This has several advantages: it ensures the learning of languages without labelling them hierarchically; it articulates regional and broader policies; and it addresses technical issues such as continuity of curricula and language across educational levels through the networking principle.

Language learning in secondary education and training

- **a) Students should master at least two languages:** The majority of pupils in all countries have the option of learning at least one foreign language at secondary level. In countries where at least one language is compulsory, the objective of mastering two languages is clearly more attainable. In countries where languages are optional subjects, in the UK for example, the study of foreign languages is in decline. Bulgaria, Czech Republic, Finland, Poland, Slovakia and Slovenia all require their secondary students to study two languages.

- **d) CLIL[44] –** Whilst CLIL is more popular in vocational programmes, many schools struggle to incorporate CLIL into normal curricula due to the negative impact on learning of other subjects when taught in a foreign language. In the UK and countries with lower language ability, students do not have sufficient skill in foreign languages to learn other subjects successfully in that language.

- **c) Socrates/Comenius:** This is not mentioned as a priority by any country at secondary level, although Bulgaria, Czech Republic and Hungary acknowledge support for the idea. Many schools in many countries regularly organise exchanges as part of their language programmes but this is done on a school by school basis.

- **b) Language assistantships:** No country mentions this objective in their report. Whilst many schools regularly employ foreign language assistants to aid learning, it is not seen as a priority.

Good practice example 2: Language learning in Estonia
Legislation can be the simplest way of increasing the number and range of languages taught in schools. In Estonia, the National Curriculum for Basic Schools and Gymnasia (2002) stipulates that all students have to study at least two foreign languages: FL A starting in primary school (in Year 3 at the latest), and FL B starting in lower secondary school (in Year 6, at the age of 12, at the latest). Students can choose English, German, Russian or French as their two foreign languages. The proportion of primary schoolchildren learning more than one foreign language thus began increasing: 19% in 2002/2001, and 28% by 2004/2005. At lower and upper secondary levels, it increased from 72% and 74% respectively, in 1999/2000 to 87% and 86% in 2004/2005. However, this assumes that all the political and policy components are in place to deliver legislation.

Language learning in higher education

- **a) Coherent language policies:** The majority of universities are completely autonomous and the governments have little say over curricula requirements. This needs to be considered by the Action Plan, as for many countries the objectives are completely unattainable, especially ensuring that universities develop a coherent language policy.

- **b) University language policies promote explicit actions to promote the national or regional language:** As most universities don't have coherent language policies this is a non-starter. However, Finnish and particularly Greek universities have made extensive efforts to promote their national languages.

- **c) ERASMUS:** On the HE front, the main success is the ERASMUS programme, which is offered by many universities and is increasingly popular, although lack of funding is often cited as an obstacle.

Adult language learning

The success of adult language learning objectives is obviously much more difficult to quantify and many of the reports are vague about their country's achievements in this area. For the main part, adult language learning is the domain of individual organisations and the private sector.

Language learners with special needs

This is the most neglected area of the LLLL section. Several countries, such as Belgium, Ireland, Poland, Slovakia, have not addressed any of the issues raised by the action plan for learners with special needs. The main issue here is that many education systems do not have proper Special Education Needs (SEN) provision in place anyway, let alone for language learning. Equally, just as there are a shortage of teachers trained specifically to teach languages

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[44] http://ec.europa.eu/education/policies/lang/teach/clil_en.html.

to young learners, there are very few SEN teachers who have the necessary language competencies to teach languages to SEN pupils and there are virtually no training programmes or initiatives in any country to overcome this.

In countries such as Austria, Czech Republic, Finland and Sweden where SEN pupils are acknowledged, they are normally only integrated into normal lessons and no specialised provision for language learning is provided. In Bulgaria, language classes are compulsory but this does not specify whether specialised provision is made.

Consequently, this is mirrored in the development of new methods, approaches and materials and the dissemination of good practice. Due to the lack of development of initiatives and knowledge of teaching languages to SEN pupils, this is certainly an area where communication between member states and dissemination of ideas, good practice and new methods is essential and should be encouraged in future action plans.

Range of languages

The majority of countries successfully fulfil the objective of ensuring that citizens have the opportunity to study the major European languages. Where languages in primary or secondary education are compulsory, the language specified is normally a major European language and in the majority of cases, is English.

The teaching of smaller European languages varies but is held in higher regard in smaller European countries. Often schools will offer optional languages based on student demand and language skills of the teachers at their schools.

Minority and regional languages are widely supported but there are very few programmes dedicated to the teaching and learning of these languages. In Greece and Slovenia some programmes are in place.

Of languages of the major trading partners, Chinese, Japanese and Arabic are popular choices but these are always optional languages.

Example 3: Range of languages
In Spain, language diversification takes place mainly through the network of over 200 extracurricular state-maintained language schools, or Escuelas Oficiales de Idiomas (EOI). They offer the general public, including secondary school students, a variety of European and non-European languages: from the age of 14 pupils can learn a new foreign language, and from the age of 16 they can continue to learn a language started at school.

**Table 3: Action Plan Implementation Scores by country: Lifelong Language Learning**

	AU	BE	BL	CZ	FI	FR	GR	HU	IR	IT	LI	NL	PL	SK	SL	SW	UK
1.1 Mother tongue plus two other languages: Making an early start (TOTAL)	**5**	**4**	**4**	**11**	**14**	**3**	**5**	**10**	**0**	**9**	**4**	**3**	**8**	**2**	**8**	**4**	**5**
a) Pupils learn at least two foreign languages	2	2	4	3	4	2	2	2	0	2	1	2	3	2	4	2	1
b) Teachers are trained specifically to teach languages to very young children	0	2	0	1	2	0	0	3	0	1	0	1	3	0	2	0	2
c) Class sizes are small enough for language learning to be effective	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
d) Appropriate training materials are available	1	0	0	1	3	0	0	4	0	1	1	0	2	0	2	0	2
e) More curriculum time has been devoted to languages	0	0	0	4	0	0	2	0	0	2	1	0	0	0	0	1	0
f) A wide range of languages should be available to eary learners	2	0	0	1	4	1	1	1	0	3	0	0	0	0	0	1	0
g) Parents and teaching staff need better info about benefits of early start and the criteria that should inform the choice of children's first foreign language	0	0	0	1	1	0	0	0	0	0	1	0	0	0	0	0	0
1.2 Language learning in secondary education and training (TOTAL)	**2**	**3**	**5**	**6**	**6**	**1**	**2**	**4**	**0**	**2**	**4**	**6**	**4**	**4**	**5**	**5**	**1**
a) Pupils should master at least two foreign languages with emphasis on effective communicative ability	2	2	4	4	4	1	2	2	0	2	3	3	4	4	4	3	0
b) Language assistantships - all secondary schools should be encouraged to host staff from other language communities	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
c) All pupils should have the experience of taking part in Socrates/Comenius school language projects and class exchanges	0	0	1	1	0	0	0	1	0	0	0	0	0	0	0	0	0
d) Content and Language Integrated Learning (CLIL) - pupils learn a subject through the medium of a foreign language	0	1	0	1	2	0	0	1	0	0	1	3	0	0	1	2	1
1.3 Language learning in higher education (TOTAL)	**0**	**0**	**2**	**0**	**7**	**0**	**6**	**1**	**0**	**0**	**2**	**2**	**3**	**2**	**0**	**3**	**0**
a) Each university implement a coherent language policy clarifying its role in promoting language learning and linguistic diversity	0	0	0	0	2	0	0	0	0	0	0	0	0	1	0	1	0
b) University language policies include explicit actions to promote the national or regional language	0	0	0	0	4	0	4	0	0	0	0	0	0	0	0	0	0
c) All students should be given the option to study abroad, preferably in a foreign language, for at least one term	0	0	2	0	1	0	2	1	0	0	2	2	2	2	0	2	0
1.4 Adult language learning	**0**	**5**	**7**	**2**	**7**	**4**	**7**	**8**	**1**	**2**	**3**	**2**	**0**	**0**	**2**	**5**	**2**
a) Facilities should be made readily available for adults to carry on learning foreign languages.	0	2	4	1	4	4	4	4	1	2	2	2	0	0	2	4	1
b) Workers can improve	0	3	3	1	2	0	3	0	0	0	0	0	0	0	0	0	1

	AU	BE	BL	CZ	FI	FR	GR	HU	IR	IT	LI	NL	PL	SK	SL	SW	UK
language skills relevant to their working life																	
b) Cultural activities are promoted, i.e. town twinning, foreign music, literature, films, VSO, etc	0	0	0	0	1	0	0	4	0	0	1	0	0	0	0	1	0
1.5 Language learners with special needs	**4**	**0**	**2**	**4**	**4**	**3**	**1**	**2**	**0**	**0**	**6**	**3**	**0**	**0**	**1**	**2**	**1**
a) Provision has been made for language learners with special needs	2	0	2	2	2	1	1	2	0	0	4	2	0	0	1	2	1
b) Development of good practice in teaching	1	0	0	0	0	1	0	0	0	0	2	0	0	0	0	0	0
c) New methods, approaches or materials have been developed	1	0	0	2	2	1	0	0	0	0	0	1	0	0	0	0	0
1.6 Range of languages	**6**	**13**	**7**	**5**	**3**	**8**	**8**	**11**	**4**	**6**	**6**	**7**	**7**	**2**	**6**	**9**	**4**
a) Range on offer includes larger European languages	4	4	4	4	2	4	4	4	2	4	4	4	4	2	4	4	4
a) Range on offer includes smaller European languages	1	4	2	1	1	4	2	4	0	0	1	0	2	0	0	2	0
b) Regional, minority and migrant languages should be included	1	1	0	0	0	0	2	1	0	0	1	1	1	0	2	1	0
c) Languages of our major trading partners around the world	0	4	1	0	0	0	0	2	2	2	0	2	0	0	0	2	0
LIFE-LONG LANGUAGE LEARNING TOTAL	**17**	**25**	**27**	**28**	**41**	**19**	**29**	**36**	**5**	**19**	**25**	**23**	**22**	**10**	**22**	**28**	**13**

4.2.2. Objective 2: Better Language Teaching

Figure 5 and Table 4 show the distribution of scores for those member states on which data were collected in relation to implementation of 'Better Language Teaching'.

Figure 5: Action Plan Implementation Scores, Better Language Teaching
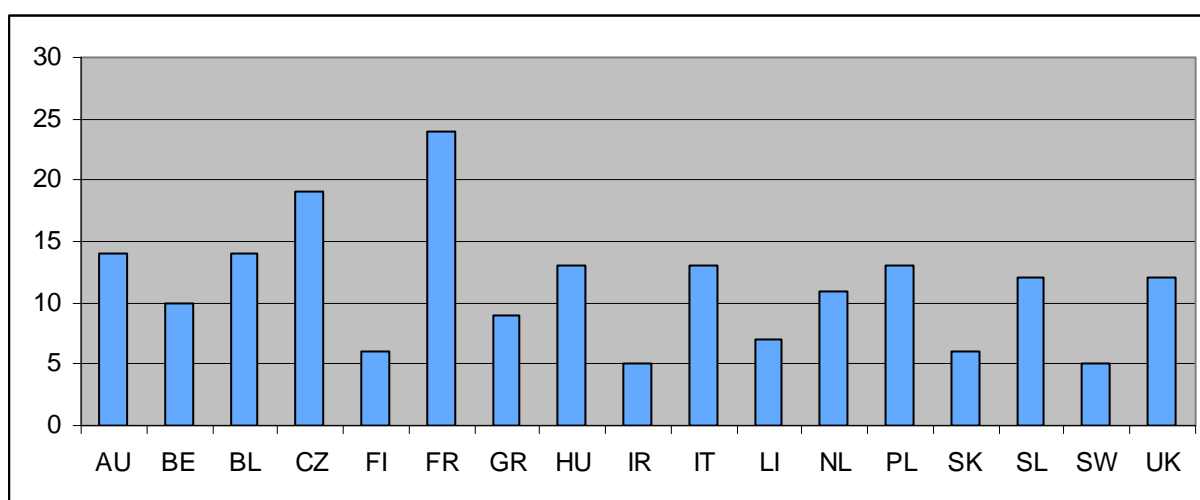
Source: Action Plan National Reports

The response to this section of the Action Plan clearly indicates that much further investigation into this field is required. Several sections have been left blank contributing to low scores for countries who have otherwise demonstrated clear and substantially advanced progress in other areas, for example, Finland, who have left three of the five sections blank. In other cases, for example Sweden, insufficient evidence has been supplied to effectively gauge progress. At this

stage, the scoring system serves predominantly to highlight the gaps in the fulfilment of objectives, and also identify key areas of good practice.

The Language Friendly School

The 'holistic approach to languages' was interpreted entirely differently by each member state and requires further investigation. Some countries such as Hungary and Austria focussed on 'multilingual comprehension' and the broadening of language choice, whilst Sweden gave greater flexibility for cross-curricula language learning. In particular, Finland's approach of integrating the languages and cultures of migrant pupils into its foreign languages programme should be noticed as an example of good practice.

The Languages Classroom

The main focus of this provision relates to the diffusion of the results of Socrates and Leonardo programmes and results; the use of language tools and the utilisation of e-learning methods and tools. Virtually no data were provided by member states to support an assessment of this element of the Action Plan. However, the results of other analysis carried out in the study suggests that, on the whole most member states have been active in promoting access to the funding opportunities available to support language teaching via the main financial instruments. The results suggest a relatively low level of application of technology-enhanced learning overall, and variability across member states. There is little evidence of the widespread diffusion and use of innovation in non-ICT tools – for example innovative pedagogic models and tools – that aim to support a 'holistic' approach.

Language Teacher Training

The Action Plan stipulates that all teachers of a foreign language should have spent an extended period in a country where that language is spoken.

Table 4: Scores on 'Better Language Teaching' by country

	AU	BE	BL	CZ	FI	FR	GR	HU	IR	IT	LI	NL	PL	SK	SL	SW	UK
1. The language friendly school (TOTAL)	**2**	**2**	**1**	**1**	**4**	**2**	**2**	**1**	**1**	**1**	**0**	**0**	**1**	**1**	**1**	**1**	**2**
Schools adopt a holistic approach to the teaching of languages	2	2	1	1	4	2	2	1	1	1	0	0	1	1	1	1	2
2. The languages classroom (TOTAL)	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**
a) Widespread dissemination of useful tools for teaching and learning of foreign languages																	
b) Use of eLearning for a wide variety of languages																	
3. Language teacher training (TOTAL) a) All teachers of a foreign language should have spent an extended period in a country where that language is spoken	**6** 0	**5** 2	**4** 2	**5** 1	**0**	**9** 3	**5** 0	**5** 1	**2** 0	**8** 0	**4** 0	**5** 0	**3** 0	**0**	**8** 0	**1** 1	**6** 4
b) Teachers should have regular opportunities to update their training (eLearning, distance learning)	0	2	0	2		2	2	2	0	4	2	1	1		2	0	2

	AU	BE	BL	CZ	FI	FR	GR	HU	IR	IT	LI	NL	PL	SK	SL	SW	UK
c) Facilitate contacts and effective networks between them at a regional, national and European level	4	0	2	1		0	1	2	2	2	1	2	1		4	0	0
d) Results of research into language pedagogy and evidence of good practice are disseminated	2	1	0	1		4	2	0	0	2	1	2	1		2	0	0
4. Supply of language teachers (TOTAL)	**2**	**0**	**4**	**3**	**0**	**4**	**2**	**2**	**1**	**0**	**1**	**2**	**2**	**1**	**2**	**0**	**0**
a) Teacher exchanges should be encouraged	2	0	0	0		2	2	0	0	0	0	2	1	0	2	0	0
b) Member states have been recommended to remove legal and administrative obstacles to the mobility of teachers	0	0	4	3		2	0	2	1	0	1	0	1	1	0	0	0
5. Training teachers of other subjects (TOTAL)	**2**	**1**	**1**	**2**	**0**	**1**	**0**	**1**	**0**	**1**	**1**	**0**	**3**	**0**	**1**	**2**	**0**
Trainee teachers should study languages alongside their area of specialisation and undertake part of their teaching studies abroad	2	1	1	2		1		1	0	1	1		3	0	1	2	0
6. Testing language skills (TOTAL)	**2**	**2**	**4**	**8**	**2**	**8**	**0**	**4**	**1**	**3**	**1**	**4**	**4**	**4**	**0**	**1**	**4**
a) CEFR/ELP are incorporated into testing	2	2	4	4	2	4	0	4	1	2	1	2	2	4	0	1	4
b) Teachers and others involved in testing language skills need adequate training in the practical application of CEFR	0	0	0	4	0	4	0	0	0	1	0	2	2	0	0	0	0
TOTAL	**14**	**10**	**14**	**19**	**6**	**24**	**9**	**13**	**5**	**13**	**7**	**11**	**13**	**6**	**12**	**5**	**12**

Source: Action Plan National Reports

The training of language teachers is an area where the dissemination of good practice between member states is vital. Currently, whilst every country has a dedicated teacher training programme, there is not enough specialised language teacher training with focus on language learning methods and new pedagogical models. Good language graduates do not necessarily make good language teachers.

Most worryingly, very few countries require that their qualified language teachers spend a period of residence in the country of their chosen language. In many instances, such as in Italy, training programmes rely heavily on the opportunities of the ERASMUS/SOCRATES schemes at university. Since this is optional to most students, there is often a distinct gap between the linguistic ability achieved by merely studying a language and the cultural understanding and fluency of experiencing a language. It is only in the UK where a period of residence abroad is standard practice as part of all primary and secondary language teacher training degrees.

Example 4: Pico Project

In Italy, the PICO project developed a process of inservice training that aims to strengthen oral communicative skills and methodological competences of teachers. Modules of up to 380 hours are supported by PuntoEdu, an online training platform that mixes on-line learning and on-site lessons and activities structured in virtual classrooms to help trainees communicate and interact between onsite meetings. The focus is on learning by doing and personalised learning programmes. It incorporates 16,000 teachers each year and has the goal of completing its task within three years. Though designed for improving competence in English, the system could be used for other foreign languages.

Supply of language teachers

Whilst the countries where the need for language teachers is greatest are striving to encourage foreign language teacher exchanges, Lithuania and Czech Republic, for example, the disparity in salaries dissuade foreign language assistants and teachers. As Lithuania states, 'teacher salaries are constantly being increased, nevertheless, even increased salaries are too low for teachers from other countries.' This, together with the attitude of some countries, such as Greece and Italy that they have 'no shortage of language teachers at primary or secondary level' means that mutual exchange of experience and expertise is difficult to encourage. However, some countries such as Slovenia with its Language Assistant Scheme or the Netherlands with its established teacher training scheme for native German speakers, see the obvious benefits in teacher exchanges, and have implemented successful programmes.

Example 5: CROMO project
A relatively cost-effective solution to teacher mobility exploits cross-border resources. The CROMO project is an Italian, Slovene and Austrian cross-border project which aims to incorporate Friulian, German, Slovenian and Italian (all but the first have transfrontier minority communities). It fosters intercultural dialogue while also supplementing and implementing the ELP (European language portfolio) process in all cases. It develops a common tool as an ELP supplement so that pupils reflect upon their intercultural and interregional experiences while developing metacognitive language-learning strategies and competences. Such developments are ideally supported by teacher mobility and the twinning of schools.

Training teachers of other subjects

Whilst the idea is certainly supported by some, success in this area is not very widespread. Many countries disregard the objective or question its relevance or feasibility, as with the Netherlands, the UK, Ireland and Slovakia. Poland is most receptive to the CLIL approach, providing free language courses to non-language teachers. However, it is noted that 'teachers of other subjects in Poland in general have relatively low language competences, which results from the old system of initial teacher training. It means that the process of acquiring language competences by them will be time-consuming.' Much further investigation into the value and feasibility of providing cross-curricula language tuition is needed.

Testing language skills

Many countries have fully integrated the Common European Framework into their national testing schemes. Czech Republic, one of the countries where CEFR was piloted demonstrates success in this objective, having fulfilled training objectives as well as using CEFR nationally. Other countries, such as the UK, Italy, Ireland, Finland and Slovakia demonstrate a positive attitude to implementing a CEFR based testing scheme and have already made reference to them in their existing schemes. The ELP has been more successfully implemented. In Italy, 'the number of learners using the ELP is 32.302 (year 2005-6), in Hungary the ELP has been developed for primary and secondary pupils, as well as adults and is described as 'an excellent means for tracing individual studies and self-esteem in language learning'.

One of the key issues here is training. Whilst the adoption of CEFR streamlines the recognition of language skills, at grass roots level teachers and assistants are not always sure how to implement them and a real Common European Framework that is understood by all member states is still in the early stages. As Belgium states, 'teachers are not familiar with the Common European Framework and the Portfolio concept'. Only Czech Republic and France have fulfilled the objective of ensuring adequate training in the practical application of these schemes is provided.

4.2.3 Objective 3: Building a Language-Friendly Environment

Figure 6 and Table 5 show the distribution of scores for those member states on which data were collected in relation to implementation of 'Building a Language-Friendly Environment'.

Figure 6: Country scores – Building a Language-Friendly Environment
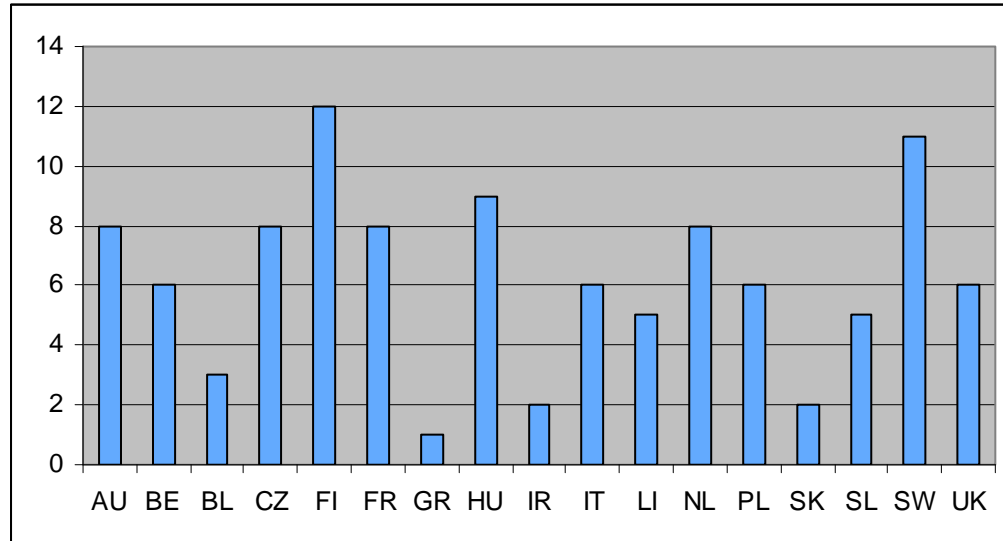
Source: Action Plan National Reports

As Chart 6 shows, in line with the other two key Action Plan objectives, implementation of the 'Language-Friendly Environment' has been uneven across member states. Whereas Finland, Hungary and Sweden show a high level of implementation, a number of countries – notably Ireland, Slovakia, Greece, Bulgaria and the UK show relatively low levels of implementation. The variability in implementation scores across member states reflects a number of factors. 7 countries left at least one question unanswered in their reports, which has provided some mixed results. Due to the more general nature of the recommendations, it is possible that some member states were unsure of how to implement strategies to address them, and that the goals reach beyond the focus of governmental institutions and instead fall within the domain of individual organisations and the communities around them. Overall, as a section which focuses on the more cultural aspects of language policy, there is less quantifiable evidence by which to gauge the success of these targets. In keeping with the results for Lifelong Language Learning, Finland, Sweden and Hungary have again attained the highest scores, demonstrating a societal receptiveness to language learning and a sympathetic approach to other cultures. This is in spite of Hungary leaving 'language friendly communities' targets un-answered. The lowest score out of those member states who responded to all of the recommendations is Ireland, which has consistently underachieved in all aspects of the Action Plan.

1. An inclusive approach to linguistic diversity

In general, most countries were sensitive to the educational needs of their minority cultures and receptive to the idea of promoting language to avoid generational decline. However, Belgium, Bulgaria, Greece, Slovakia and the UK did not respond to this section and no country responded to recommendation that Socrates and Leonardo da Vinci programmes play a greater role in promoting regional, minority and migrant languages. This statement is perhaps too vague and there needs to be some suggestion of how these programmes may be used in raising linguistic awareness and diversity. Providing examples of best practice would greatly benefit this recommendation in order to give member states an idea of how to move forward in this area.

The responses are more substantial in assessing how minority education is provided for. In recent years, there has been a considerable increase in awareness, particularly in countries who have ratified the Charter, and this has been reflected in legislation and policy. Minority education in Hungary receives extra funding from the state, with an additional 40% per pupil, as well as the normal subsidy, and education is provided in different gradations of mother tongue + Hungarian. In relation to supporting language communities whose number of native speakers is in decline, Czech Republic, Hungary, Poland and Sweden have also demonstrated the changes in language policy to provide minority language education. Finland further supports minority cultures by providing subsidies for *'cultural and publishing activities of ethnic and linguistic minorities'*. Some countries, such as the UK, already provide support for education in minority and regional languages, as well as subsidies for cultural initiatives, yet have not mentioned any further developments in this field. Fears over generational decline of these languages and obstacles to successfully 'protecting' them are variously listed as: the willingness of speakers to use them (Italy); the organisation of education for smaller minority groups due to lack of teachers and learning materials (Lithuania); the implications for schools and economic costs of changing regulations (Sweden), as well as insufficient knowledge of some municipalities about the right to mother tongue tuition and insufficient parental knowledge about the right to mother tongue tuition (Sweden).   In light of this, most member states have continued to see a decline in the number of people speaking minority and regional languages.

2.   Building language friendly communities

Belgium, Bulgaria, UK, Hungary and Lithuania did not provide responses for this section. Reflecting the large number of non-responses, the scores in this section also tend to be much lower, which is no doubt due to the fact that the recommendations suggested by this part of the Action Plan focus on community initiatives and cultural issues. As Hungary's response that 'no actions have been taken at national level' demonstrates, monitoring the 'friendliness' of communities towards foreign language issues is rather difficult to do. Consequently, the responses were very mixed. Finland demonstrates a positive approach to all aspects, from a wide range of language programmes broadcast by the Finnish Broadcasting Company, which promote the importance of languages in society, to numerous bilateral teaching and student exchange initiatives, such as Nordiplus Junior, Nordisprog and Voie Express, a virtual language network for French teachers. On the other end of the scale, Ireland mentioned providing census forms in Arabic, French, Russian, Polish, Czech, Latvian, Portuguese, Spanish, Chinese, Lithuanian and Romanian. Any cultural changes, for example, 'local radio stations broadcast in the language of migrants', or a Polish section of a national newspaper are 'due to the influx of foreign nationals', rather than a result of any government scheme or community-based initiative to encourage linguistic diversity and cultural awareness. This clearly shows that there are huge gaps between the perception of each member state as to what constitutes a positive language environment.

The Action Plan should be more specific in these targets through providing examples of best practice in innovative projects.

3.   Improving supply and take-up of language learning

Greece and Slovakia were the only non-responses to this section. For the main part, member states could easily demonstrate support for the European Day of Languages, as well as their participation in the Languages Label. This illustrates that European language initiatives such as these do work as a means of generating public interest in languages and focussing government attention on the issue of language awareness.

Yet whilst support is voiced, little is mentioned of the multiplier effects of the schemes and the impact they have on the supply and take-up of languages. For example, Sweden merely states that 'the European Day of Languages is celebrated in Sweden…Also the European Label is awarded each year in Sweden', which gives no indication as to what extent they are successful or appeal to a wide audience. Further investigation of the type of projects that have been awarded the European Label would provide some understanding of where interest and innovation in language teaching and learning is increasing or declining, as Italy's response demonstrates: *'the number of European Label applications made to the Labour and Welfare Ministry has noticeably increased, meaning that language learning providers other than schools have become more aware of the opportunity to showcase innovative practice'.* Equally, Poland notes that there is 'huge variety' in content, methodology, languages and target groups amongst Label applications and highlights the use of publications, conferences and TV programmes to promote popularity of such schemes. As Beaco mentions in his report, increased media visibility of these activities would give language awareness a wider audience and encourage others to participate.

For most member states, ensuring that language facilities are readily available appears to be taken care of by schools, HE institutions, private language colleges and companies, whose existing language courses cater for all sectors of society, as well as providing a wide range of languages. Supply is not the problem – poor take-up of languages is the result of lack of funding and negative attitudes to language learning ability. The UK cites the online language learning resources made available by CILT and the Association for Language Learning as public gateways to languages, yet highlights the perception of language learning as 'too difficult' as a key obstacle in overcoming poor take-up, as well as a reduction in funding for adult language learning. Similarly, in Poland, awareness of the importance of languages for the labour market is already high, as is the number of language courses available, yet the problem is *'people's fears if they can cope and if they can be successful learners'*, together with the difficulty of paying for language courses.

Much of the focus is on existing provision rather than expanding language facilities and addressing unmet demand, for example Slovenia merely states that *'Language Resource Centres have made better use of their existing resources'.* Lithuania's response focuses on Comenius and Lingua projects as means of demonstrating language provision, but suggests that *'it is difficult to get information about supply and take-up of languages all over the country'.* The UK examines expansion of language provision through HE providers, who continue to provide language short courses for adults in the local community, and employers, who offer language taster sessions as part of 'learning at work day', and may offer funding for extra-curricula activities. Greece looks at supporting increased use of ICT and familiarisation with new technologies for languages, yet offers no details of how this will be achieved.

Overall, the presiding impression is that more funding would be most beneficial to increased take-up of language learning. Private companies should be encouraged to offer funding to their employees for extra-curricula activities, such as language courses and organising European work exchanges. Equally, the Czech Republic's free eLearning courses from the 'National Languages Gateway' and 'language voucher' schemes are great examples of how to boost language take-up and motivation, particularly among the harder-to-reach adult population.

Table 5: Scores on Building a Language-Friendly Environment by country

	AU	BE	BL	CZ	FI	FR	GR	HU	IR	IT	LI	NL	PL	SK	SL	SW	UK
1. An inclusive approach to linguistic diversity (TOTAL)	**3**	**0**	**0**	**4**	**4**	**4**	**0**	**6**	**0**	**3**	**2**	**3**	**4**	**0**	**2**	**6**	**0**
a) Use of the Socrates and Leonardo da Vinci programmes to increase awareness and encourage learning of 'minority', 'regional' and migrant languages	0			0	0	0		0	0	0	0	0	0		0	0	
b) More support for linguistic diversity	2			1	2	2		3	0	1	1	1	2		1	3	
c) Support for language communities whose number of native speakers is in decline	1			3	2	2		3	0	2	1	2	2		1	3	
2. Building language friendly communities (TOTAL)	**3**	**0**	**0**	**0**	**4**	**2**	**1**	**0**	**0**	**1**	**0**	**2**	**0**	**2**	**0**	**1**	**0**
a) Demonstrate schemes to utilise the skills of bi and tri-lingual citizens	1			0	2	1	0		0	1		2	0	1	0	0	
b) Use of media (DVDs, subtitles, TV, etc)	1			0	2	1	0		0	0	0	0	0	1	0	1	
c) Use of the internet for language classes, independent learning or to facilitate contact between speakers	1			0	0	0	1		0	0		0	0	0	0	0	
3. Improving supply and take-up of language learning (TOTAL)	**2**	**6**	**3**	**4**	**4**	**2**	**0**	**3**	**2**	**2**	**3**	**3**	**2**	**0**	**3**	**4**	**6**
a) Implementation of European Day of Languages	1	2	2	1	1	0		1	1	1	1	1	1		1	1	1
b) Implementation of European Languages Label	1	1	1	1	1	1		1	1	1	1	1	1		1	1	1
c) Expansion of the provision of language learning facilities and sufficient information and advice on language learning	0	1	0	0	0	1		1	0	0	1	1	0		1	0	2
d) Demonstrate expansion of language provision	0	2	0	2	2	0		0	0	0	0	0	0		0	2	2
TOTAL	**8**	**6**	**3**	**8**	**12**	**8**	**1**	**9**	**2**	**6**	**5**	**8**	**6**	**2**	**5**	**11**	**6**

4.3 Initiatives and projects funded through EU Research programmes

As discussed above in Section 3 the main mechanisms supporting multilingualism are the EU research and RTD programs. These are as follows.

Socrates 2

The main objectives of the Socrates Phase 2 program were:
- to strengthen the European dimension in education at all levels;

- to improve knowledge of foreign languages;

- to promote cooperation and mobility in the field of education;

- to encourage the use of new technologies in education;

- to promote equal opportunities in all sectors of education.

The SOCRATES program was implemented through eight measures, five of which were targeted, while the other three were transverse measures aimed at improving coordination within SOCRATES. The actions relevant to multilingualism and linguistic diversity were:

- Comenius: covering school education: nursery, primary and secondary schools, and aimed at increasing the quality of education, strengthen the European dimension and promote language learning. This specifically included linguistic projects (involving two establishments from two participating countries).

- Erasmus: covering higher, university and post-university education and aimed at encouraging mobility and language learning by providing students with opportunities to gain experience in other countries, and teachers with opportunities to enable them to take part in exchanges, develop joint courses, program intensive courses and take part in forming thematic networks.

- Grundtvig: covering adult education and other education pathways and aimed at supplementing Comenius and Erasmus by facilitating the integration of adults excluded from the school system.

- Lingua: covering language learning and aimed at promoting the targeted learning and teaching of languages. It targeted teachers and students from formal or informal institutions in at least three countries coming together to form partnerships aimed on the one hand at raising awareness, motivating and informing European citizens about language learning and on the other at developing technical tools to facilitate language learning.

- Minerva: covering information and communication technologies in education and aimed at encouraging the use of information and communication technologies (ICT), multimedia and open and distance learning (ODL).

- Observation and innovation in education systems, aimed at observing the educational contexts of other Member States in order to make each national education system innovative, and covering: developing comparative analyses of education systems and policies (Eurydice), organizing study visits (Arion), setting up a network of institutes (Naric), encouraging the recognition of diplomas and launching pilot projects.

Leonardo

The main objectives of the Leonardo phase 2 program were:

- to strengthen the competencies and skills of people, especially young people, in initial vocational training at all levels, via work-linked training and apprenticeship, with a view to improving promoting their employability;

- to improve the quality of, and access to continuing vocational training and the life-long acquisition of qualifications and skills, with a view to increasing and developing adaptability;

- to promote and reinforce the contribution of vocational training systems to the process of innovation in order to improve competitiveness and entrepreneurship.

The main actions and measures supported covered support for the transnational mobility of people undergoing vocational training, especially young people, and for those responsible for training ("Mobility"); support for pilot projects based on transnational partnerships designed to develop innovation and quality in vocational training ("pilot projects"); support for the development of transnational cooperation networks facilitating the exchange of experience and good practice ("transnational networks"); the development and updating of reference material through support for surveys and analyses, the establishment and updating of comparable data, the observation and dissemination of good practices and the comprehensive exchange of information ("reference material"). An additional key measure focused on multilingualism and minority languages – the "promotion of language competences, including for less widely used and taught languages, and understanding of different cultures in the context of vocational training ("language competences").

The Lifelong Learning Programme

The Lifelong Learning Programme retains its 'sectoral' focus, encompassing the four sectoral sub-programs of Comenius (compulsory and largely school-based education); Erasmus (Higher Education); Leonardo da Vinci (vocational education and training) and Grundtvig (adult education). In addition, languages form the focus of a 'transversal' program. This is designed to address teaching and learning needs concerning more than one sub-program area, and covers:

- Multilateral projects aimed at promotion of language awareness and access to language learning resources and developing new language learning materials, including online courses, and instruments for language testing

- Networks in the field of language learning and linguistic diversity

- Other initiatives in line with the objectives of the Lifelong Learning Programme including activities to make language learning more attractive to learners through the mass media and/or marketing, publicity and information campaigns, as well as conferences, studies and statistical indicators in the field of language learning and linguistic diversity ('Accompanying Measures').

FP6

The Sixth Framework Programme covered the period 2002-2006. The two areas in which language innovation was supported were i) Information Society Technologies, mainly under the Action Line 'Technology-enhanced learning and access to cultural heritage' ii) Citizens and Governance in a Knowledge Society, under Action 7.1.2. 'Cultural dialogue and the European society' and Research Area 8 - Actions to promote the European Research Area in the social sciences and humanities and their contribution to the knowledge based society in Europe.

FP7

The Seventh Framework Programme runs from 2007-2013. The areas in which language innovation is supported are in the 'Information and Communication Technologies' sub-program – under 'Challenge 2' - Cognitive Systems, Interaction, Robotics – developing interactive and language support systems- and 'Challenge 4' and including Intelligent Content and Semantics, focusing on the versioning, packaging and repurposing of complex products, including their linguistic and cultural adaptation to target markets and user groups.

eTEN

eTEN is the European Community Programme designed to help the deployment of telecommunication networks based services (e-services) with a trans-European dimension, running from 1999 to 2006. Language innovation was supported in the 'e-learning' and 'e-inclusion' action lines.

The eLearning Programme

The e-Learning Programme was aimed at the effective integration of Information and Communication Technologies (ICT) in education and training systems in Europe and ran between 2004 – 2006. It had three main elements. The first - Promoting digital literacy – aimed at encouraging the acquisition of new skills and knowledge for personal and professional development and for active participation in an information-driven society, and addressing ICT's contribution to learning, especially for the 'hard to reach'. Those who, due to their geographical location, socio-economic situation or special needs, do not have easy access to traditional education and training. The second - European virtual campuses – aimed at encouraging the development of new organisational models for European universities (virtual campuses) and for European exchange and sharing schemes (virtual mobility). This action line built on existing co-operation frameworks such as the Erasmus programme, giving them an e-learning component. The third element was more specifically addressed at language learning and covered e-Twinning of schools in Europe and promotion of teacher training. The objective was to strengthen and develop networking among schools, including a specific language component aimed at 'reinforcing language learning and intercultural dialogue'.

eContent

The eContent Programme is a 4-year programme (2005-08) with a budget of € 149 million to tackle the fragmentation of the European digital content market and improve the accessibility and usability of geographical information, cultural content and educational material. The main language innovation is covered by Action Line 2 – enhancing content production in a multilingual and multicultural environment. This covers: Strengthening the linguistic infrastructure; Improving the effectiveness of e-content customization; Broadening the knowledge base; Networking of language data centres and Fostering the development of new multilingual resources.

eContent Plus

The 4-year program (2005–08) has a budget of € 149 million to tackle organisational barriers and promote take up of leading-edge technical solutions to improve accessibility and usability of digital material in a multilingual environment. Its language components include the area of Geographic Information (to stimulate the aggregation of existing national datasets into cross border datasets); area of Educational Content (supporting the emergence of adequate

information infrastructure, and encourage the use of open standards to stimulate the deployment of effective pan-European learning services) and the area of Digital Libraries (supporting the creation of the European Digital Library). However, Multicultural and multilingual aspects of digital content in Europe are integral to all the actions.

Tempus

Tempus is the trans-European program of cooperation in higher education, established in 1990. As part of the programs providing assistance for economic and social reform in the countries of Central and Eastern Europe (PHARE) and the republics of the former Soviet Union and Mongolia (TACIS), Tempus is a Community aid scheme for the restructuring of higher education systems in these countries in order to adapt them to the requirements of a market economy.

Erasmus Mundus

This program promotes the European Union as a centre of excellence in learning around the world, by supporting inter-university European Union Masters Courses. It will also provide EU-funded scholarships for third country nationals participating in these European postgraduate programs, as well as scholarships for EU nationals studying in third countries.

Programs supporting cultural diversity

As pointed out in the preceding Section, it is arguable that funding mechanisms within the EU have favoured 'multilingualism' in contrast to 'minority languages and linguistic diversity'. The majority of programs outlined above prioritise 'Action Plan' objectives – such as early language learning; secondary and higher education; teacher training; building a language friendly environment. The main sources of additional funding of relevance to support for minority languages and linguistic diversity have come from two 'culture-focused' programs: the 'Culture' Programme and the 'Media' Programme. The Culture 2000 program was a single programming and financing instrument for Community measures in the field of culture for the period from 1 January 2000 to 31 December 2006, with a budget of 236 million euro. It was intended to enhance the cultural area common to Europeans by promoting cooperation between creative artists, cultural operators and the cultural institutions of the Member States. A specific priority of the program was to promote transnational dissemination of culture, the movement of creators, other cultural operators and professionals and their works. It emphasised the role of culture as a factor in social integration and citizenship. The MEDIA Plus program, adopted by Council Decision 2000/821/CE in December 2000, had a budget of €350 million for its activities between 1 January 2001 to 31 December 2005. The Council of Ministers agreed on 26 April 2004 to extend the MEDIA Plus program until 31 December 2006 (Decision 846/2004/CE). The budget was raised to €453.6 million to take account of the extra year and the consequences of EU expansion from 2004. MEDIA Plus activities focus on development, distribution/broadcasting and promotion. Development projects were intended to help independent companies, particularly small and medium-sized businesses, to carry out production projects/project packages for the European and international markets. Distribution and broadcasting support projects aimed to support companies broadcasting European, non-national works to the public or for private use. Promotion support was available to promote European works in trade shows, fairs and audiovisual festivals in Europe and around the globe.

In line with developments in the Lifelong Learning Programme, both the 'Culture' and 'Media' Programmes have now been replaced by new versions that will run from 2007-2013. The new Culture Programme is a single multi-annual program proposing funding opportunities to all

cultural sectors and all categories of cultural operators contributing to the development of cultural cooperation at European level. It supports transnational mobility of cultural players; transnational circulation of artistic and cultural works and products; intercultural dialogue and exchanges, with a total budget of 400 millions euros for 2007-2013. On 15th of November the European Parliament and the Council adopted a new program to support the European audiovisual sector: MEDIA 2007. The budget will be €755 million over seven years (2007-13). Like its forerunners, MEDIA 2007 will focus on preproduction and post-production activities (distribution and promotion). However, in contrast to MEDIA II (1996-2000) and MEDIA Plus/MEDIA Training (2001-2006), EU funding will be channeled through a single program. The program's new focus is on developments in technology and the market, to reflect the consequences of the rise to prominence of digital content. Its objectives are to preserve and enhance European cultural diversity and its cinematographic and audiovisual heritage, guarantee accessibility to this for Europeans and promote intercultural dialogue; to increase the circulation of European audiovisual works inside and outside the European Union; to strengthen the competitiveness of the European audiovisual sector in the framework of an open and competitive market.

The European Commission set itself a series of implementation tasks, in line with the commitments of member states, to support the Action Plan through its programs. Table 6 shows the current status of these actions.

Table 6: EC Funding mechanisms supporting the Action Plan

Action		Completed	Nearly finished	In progress
I.0.1	Socrates and Leonardo Programmes to increase take-up of linguistic preparation before mobility	✔		
I.1.0	Member States adjustments to primary school curricula and teacher training provisions			✔
I.2.1	Study: Main pedagogical principles underlying teaching languages to the very young.	✔		
I.2.2	Information for parents about early language learning		✔	
I.2.5	Seminar on early foreign language learning network of practitioners	✔		
1.2.4	Socrates – Lingua 2: to develop materials for teaching language awareness and foreign languages to learners at primary level	✔		

Action		Completed	Nearly finished	In progress
I.1.5	Socrates – Comenius Language Assistantship: to increase take up, especially at primary level	✔		
I.2.1	Socrates – Comenius School Language projects: to raise funding to 25% and to improve take-up			✔
I.2.2	Study: Linguistic and intercultural skills relevant to each stage of education or training		✔	
I.2.3	Socrates – Comenius action 2 to increase take up of projects developing training in multilingual comprehension	✔		
I.2.4	Socrates – Lingua 2 to fund new, specific methods for teaching subjects through other languages than lingua francas	✔		
I.2.5	Socrates – Comenius action 1 (schools projects) priority to schools wishing to introduce a Content and Language Integrated learning via extended exchanges of teachers		✔	
I.2.6	Conference on Content and Language Integrated Learning	✔		
I.2.7	Eurydice information on availability of CLIL in European education and training systems	✔		
I.3.1	Socrates – Erasmus intensive language preparation courses. Increase take up to 10% of Erasmus students going to LWULT countries by 2006			✔
I.4.1	Languages web portal for the general public and language professionals		✔	
I.5.1	Study : Collecting and disseminating information about good practice in the teaching of foreign languages to learners with special needs	✔		
I.6.0	Member States: adequate information to parents on the choice of languages, arrange for the teaching of a wider range of languages			✔

LIFE-LONG LANGUAGE LEARNING: .
1. 'Mother tongue plus two other languages': making an early start (I.0.1-I.1.5)
2. Language learning in secondary education and training (I.2.1-I.2.6)
3. Language Learning in Higher Education (I.3.1)
4. Adult language learning (I.4.1)
5. Language Learners with special needs (I.5.1)
6. Range of languages (I.6.1)

Action		Status		
		Completed	Nearly finished	In progress
II.1.1	Socrates –Comenius action 1: to increase take-up of school development projects on holistic school language policies		✔	
II.2.1	Socrates and Leonardo: Commission and NAs to increase the use of Lingua and Leonardo language products by end users	✔		
II.2.2	eLearning Programme: eTwinning action to foster language learning and intercultural dialogue			
II.3.0	Member States: to ensure a better access to appropriate initial training and to paid in-service training for language teachers			
II.3.1	Socrates and Leonardo Programmes: information campaigns about mobility schemes for teachers and their trainers. To increase take-up of Comenius 2 projects for language teachers and their trainers	✔		
II.3.2	Study: core pedagogical/linguistic skill for language teachers, and a framework for assessment	✔		
II.4.1	Study: analysis of obstacles to mobility of language teachers, including their own perception and attitudes and recommendations for Member States	✔		
II.4.2	Symposium on supply of qualified teachers in Europe			✔
II.6.0	Member States to set up systems of validation of linguistic competence based on the Common European Framework of reference for languages			✔
II.6.1	Test of language skills to be designed and administered across the European Union to samples of pupils at the end of compulsory education			✔
II.6.2	To take stock of benefits of including assessment of languages skills in Copenhagen Declaration / Europass	✔		

BETTER LANGUAGE TEACHING
1. The language-friendly school (II.1.1)
2. The Languages Classroom (II.2.1-II.2.2)
3. Language teacher training (II3.1-II.3.2)
4. Supply of language teachers (II.4.1-II.4.2)
5. Training teachers of other subjects (I.2.4-I.2.7 above)
6. Testing language skills (II.6.1-II.6.4)

Action		Status		
		Completed	**Nearly finished**	**In progress**
II.6.3	Study: Inventory of language certification system in Europe	✓		
II.6.4	Conference to devise mechanisms to support effective and transparent use of scales of Common European Framework in language testing and certification.	✓		
III.2.1	Conference "regional" and "minority" languages in education systems	✓		
III.2.2	Study: Euromosaic report on regional and minority languages of new Member States	✓		
III.2.5	Culture Programme to monitor the implementation of mainstreaming approach with respect to regional and minority languages		✓	
III.2.0	Member States to give special attention to language communities with a decreasing number of native speakers, according to the principles of the European Charter on Regional and Minority languages			✓
III.2.1	Town-twinning Projects: to make multilingualism an eligible topic for meetings and conferences	✓		
III.2.2	Study: the potential for greater use of sub-titles		✓	
III.3.1	Socrates-Grundtvig: to give priority to language teaching and learning, in particular to the languages of migrants	✓		
III.3.2	Socrates – European Language Label to be re-focused and strengthened with new activities	✓		
III.3.3	Study: five-yearly monitoring report on the state of diversity in the supply of language teaching in the EU		✓	
IV.2.2	To set up a permanent high-level languages group of representatives of Member States and other stakeholders to stimulate public debate about language learning and linguistic diversity and to monitor change in language learning and linguistic	✓		

BUILDING A LANGUAGE-FRIENDLY ENVIRONMENT
1. An inclusive approach to linguistic diversity (III.1.1-III.1.3)
2. Building language-friendly communities (III.2.1-III.2.2)
3. Improving supply and take-up of language learning (III.2.2-II.2.3

Source: European Commission

Table 6 suggests that, on the surface, the provisions of the Action Plan are systematically comprehensively addressed by the funding mechanisms and associated initiatives supported through EU research programmes and delivered through Commission agencies. However, the Table also reveals some potential gaps in investment and support. In relation to Strand 1 – Lifelong Language Learning - whilst 'early start', secondary education and higher education objectives can draw on a range of measures, little provision is provided for adult and special needs language learners beyond collecting good practices. In turn, although a comprehensive range of measures are in place to support Strand 2 – Better Language Teaching – the mechanisms available for Strand 3 – Building a Language Friendly Environment – focus primarily on awareness raising actions. In particular, robust measures to address problems of supply of language teachers, and the testing of language skills, do not figure prominently.

As outlined in Section 3 above, the Leonardo, Comenius and Grundtvig actions constitute the largest investment to supporting multilingualism and linguistic diversity, providing almost 100 million euro of financial resources for a wide range of projects and other initiatives over the period 2002-2006. Over this period the Socrates program delivered:

- 2951 joint language projects involving 58 500 pupils and 8 800 teachers;

- 2 440 language assistantships;

- 16 563 in-service training grants for teachers of a foreign language;

- 29 projects developing training tools and courses for language teachers;

- intensive linguistic preparation courses in a less widely used and less taught language for 9,000 Higher Education students;

- 300 learning partnerships, and 12 cooperation projects to promote languages in adult education;

- 33 projects developing new language learning or testing tools; and

- 15 projects promoting awareness about the benefits of language learning and bringing language learning opportunities closer to citizens.

In the same period, the Leonardo da Vinci programme has funded:

- 750 periods of in-service training abroad for teachers of a foreign language;

- 56 projects developing language learning tools for vocational training purposes and in the workplace;

- 5 projects developing methods of validating language skills;

- 4 language audits in companies;

- 200 000 transnational placements, exchanges and study visits for people in training.

Both Minerva and Lingua supported a small scale of activity in schools. Survey data analysed as part of an evaluation of the impacts of the main EU programmes on multilingualism and linguistic diversity suggested that around 6% of participants in Minerva and 7% in Lingua were schools[45]. Lingua was intended to receive an estimated €5.5m per annum, split evenly between the two sub-actions of language learning project and language tools projects[46]. Lingua's objectives clearly related to the global objective around promoting language learning. It is important to recognise that Lingua projects were small-scale and focused on piloting innovations, thus there was less scope to influence national policies. The impact of Lingua projects on national policy is thus likely to have been limited to informing other practitioners and policy-makers (who might be local, regional or national) rather than actually generating policy change.

Some longer term impacts on EU language learning are beginning to be identified within the school sector. This is in line with the priorities set in Calls for proposals and the focus of Comenius' specific objective on languages. According to the results of the evaluation of program impacts, around three in five Comenius survey respondents agreed[47] their project had increased the teaching and learning of EU languages (64.1%). Some projects which included pupil exchanges also contributed to language learning. Additionally some Lingua projects had positive impacts in schools around increasing awareness and improving attitudes towards EU language learning. The Lingua program was established specifically to address languages, specifically to encourage and support linguistic diversity in the EU; and contribute to improving

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[45] Therefore the response rate from schools in Minerva and Lingua was too small to undertake valid cross-tabulation analysis of responses to survey questions in those surveys.

[46] Decision No 2318/2003/EC.

[47] 'Agree' includes those 'agreeing strongly' and those 'agreeing' with a particular answer. In this case 40.6 agreed and 23.5 agreed strongly that the project had increased the teaching learning of EU languages.

the quality of language teaching and learning. The two operational objectives concerned the promotion of language learning and the development of new tools and materials for language learning and teaching. Clearly, the intended results and impacts were linked directly to these, i.e. increased teaching and learning of languages, access to language training, approaches to specific languages and target groups, improvements in quality and integration into national policy. Projects in eTwinning also provided qualitative evidence that they had contributed to improved language learning. In eTwinning, one school in added a new language to the curriculum as a result of the program (eTwinning project, Germany) and generally teachers reported improvement in attitudes with pupils being more enthusiastic and open towards EU language learning at an early age as a result of their participation in the program:

"Students are more motivated to learn by themselves and prepare something beyond the school curriculum." "It led to increased motivation to write and study English as a foreign language." "[It led to] increased motivation to learn English and the prevention of discouragement among those students who are weaker in English and don't perceive it as terribly useful" (eTwinning schools).

However, eTwinning partnerships did not receive direct funding but rather pedagogical and technical support at the European and national levels. This could explain the fact that the target set by the European Commission – 30,000 schools twinned over three years – has nowhere near been met, since only 2,000 school projects and 4,500 schools had been twinned in two years.

There were also impacts on language learning, with teachers reporting that pupils had improved language skills and were more open to language learning in future. Learning of the lesser used languages was not an area where impacts were felt in schools since the majority of the projects were conducted in one of the main languages of the EU. The data shows a degree of polarisation in terms of the extent to which projects focused on languages. Unsurprisingly, Lingua projects identified it most frequently as an objective, whereas for the other projects it appears to figure in the middle to lower end of their list of priorities.

Comenius had a specific objective on languages and three in five Comenius survey respondents agreed[48] their project had increased the teaching and learning of EU languages. Some projects which included pupil exchanges also contributed to language learning. Learning of the lesser used languages was not an area where impacts were felt in schools, since the majority of the projects were conducted in one of the main languages of the EU. In the case of Erasmus individual participants (student, teachers and coordinators) needed language skills in order to better participate in the programmes, generating an increased motivation and demand for the learning and teaching of languages among those involved. The improvement of foreign language skills was identified as an important short term result of the action, both for students and teaching staff. Erasmus students have a high level of competence in foreign languages, making them a highly selective group. In general, the Erasmus co-ordinators interviewed agreed that language learning had increased. Within networks, learning and practising European languages was seen as a positive side effect of the activities, but not a major impact.

Overall, the impact of the Leonardo programme on proficiency in EU languages can be considered to be small, yet important. One of the man benefits of projects for VET staff was a combination of improved skills (especially project management and foreign languages) and the European dimension (especially better contacts with colleagues abroad). Around half of the respondents in the survey carried out by Ecotec[49] agreed that their project had increased the

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[48] 'Agree' includes those 'agreeing strongly' and those 'agreeing' with a particular answer. In this case 40.6 agreed and 23.5 agreed strongly that the project had increased the teaching learning of EU languages.
[49] http://ec.europa.eu/dgs/education_culture/evalreports/training/2007/joint/socrates2_en.pdf.

teaching and learning of EU languages. Not surprisingly, mobility and language projects contributed the most to increased teaching and learning of EU languages. However the direct causal link relation between the projects and increased proficiency is not so obvious. According to the interviewees, project co-ordinators included, the trend of globalisation is a much more important contributor. The mobility projects provide young people in VET the opportunity to put their language skills into practice, thus improving those skills. Nearly half of Grundtvig projects believed they had an impact in terms of increasing the teaching and learning of EU languages. Minor impacts on language learning within learning partnerships were widely commented upon and meetings held throughout the projects highlighted to professionals the importance of language skills in European work. Culture-themed projects allowed learners to gain experience and develop interest in speaking a second language. There appeared to be only a minor impact on "more people speaking foreign languages, especially less widely used ones". Overall, the relatively limited impact in the languages field (noted in the Grundvig Interim Evaluation), is consistent with the decision by the Commission not to allocate funds for this objective within the Action. The RTD programmes have contributed very little to the promotion of the objectives of the Action Plan and the Charter. With only 8 projects devoted to linguistic themes in the combined programmes of FP6, eTen, eContent and eContentPlus. Overall, the vast proportion of investment has been concentrated in supporting multilingualism. School exchanges; in-service training for professionals; support for language assistants; higher education scholarships, teaching programs and exchanges all reflect a focus on supporting language learning. This investment has clearly been of benefit to delivering the objectives and provisions of the 'Action Plan'. In contrast, investment in resources to support minority languages and promote linguistic diversity has been minimal. It is also noticeable that investment in funding instruments deployed to support languages and promote linguistic diversity has shown a downward trend in recent years. As noted above, the main trans-national funding instrument that supports multilingualism and linguistic diversity over the period 2007-2008 and beyond is the new Lifelong Learning Programme (LLP) which integrates the preceding Socrates, Leonardo, Comenius and Grundtvig Programmes. Table 7 shows the distribution of funding allocated to multlingualism and linguistic diversity in the Programme.

Table 7: Contribution of Lifelong Learning Programme to multilingualism and linguistic diversity, 2007-08

Subprogrammes	Total EC funding	Total EC funding for languages	% funding/action line	Total N° projects	N° projects in languages
LdV			0	39	0
Comenius -Multilateral projects	8.929.837	486.937	5.5	36	2
Comenius - Networks	2.017.897	450.000	22.3	5	1
Erasmus-Multilateral projects	13.653.574	300.000	2.2	48	1
Erasmus-Netwoks	3.599.353	450.000	12.5	8	1
Grundtvig-Multilateral projects	16.274.818	296.445	1.8	62	1
Grundtvig-Networks	822.742	0	0	2	0
Transversal programmes					
KA 1 Studies		429.403	25.7	17	1
KA 1 Multilateral Projects	2.819.813	726.111		6	1
KA 2 Languages & Language learning	3.883.265	3.883.265	100	9	9
KA3 ICT Multilateral projects		0		20	0
KA 3 ICT networks		0		2	0
KA 4	2.974.401	200.682	6.7	13	1
Jean Monnet					
Centres of Excellence, Modules, Chairs				101	0
Information & research activities				36	0
Total	**54.975.700**	**7.222.843**	**13.1**		

As Table 7 shows, the total budget for language focused initiatives in LLP is just over 7 million euro, or 13% of the combined funding available for the program as a whole. It should be noted that this figure represents funding allocated for the first Call of the LLP (in 2006) – i.e. 1 year – which is seen as an indicator of the current priority given to languages. This can be set against a broad figure of 30 million euro per year available for language focused initiatives for Socrates and Leonardo over the previous years. Only 18 'language' projects have so far been funded under the first Call of the Programme, mainly in the transversal Key Action 2: Languages and Language Learning. Only one project has been thus far funded under LLP that is specifically aimed at promoting minority languages. This project, coordinated by the Welsh Language Board received a grant of €447,535 to promote linguistic diversity in the context of a multilingual Europe. The Network's aim is to facilitate the sharing of existing good practice and the development of new and innovative ideas across the field of education and language planning in the contexts of regional, minority, indigenous, cross-border languages, smaller national languages and lesser-used languages. However, it should be noted that this does address the call, proposed in the 'Joan I Mari' Report, for just such a network.

Similarly, out of 29 projects funded under the FP7 'Information and Communication Technologies' Programme in the Action Lines relevant to languages, only 3 projects support the objectives of the Action Plan and Charter - METIS II - constructing free text translations; FLIC – a new language learning method that uses technology to implement findings from neuroscience and MYTHE – a language-leaning system that supports the learning of English, Dutch and Greek, through the use of a 3D environment, and in the eContentPlus program, only 1 project is supported – FlareNEt, a network to support language resources.

It is also noticeable that investment in funding instruments deployed to support languages and promote linguistic diversity has shown a downward trend in recent years. The total budget for language focused initiatives in LLP is just over 7 million euro, or 13% of the combined funding available for the programme as a whole. This can be set against a broad figure of 30 million euro per year available for language focused initiatives for Socrates and Leonardo over the previous years.

4.4 The regional and local perspective

This Section presents an assessment of initiatives that are being implemented at the national level, outside the formal reporting of the 'Action Plan'. We therefore considered the work of NGO's and the voluntary sector; language learning associations and other stakeholders such as teaching and professional bodies. The assessment draws on a range of sources and research activities, including: searches and analysis of bibliographic databases – including the EBLUL and Mercator databases; content analysis of relevant reports; interviews with experts; analysis of available statistical data on initiatives, including an analysis of projects that have been given European 'Language Label Awards'. These projects reflect the range and nature of innovation in language learning both trans-nationally and in different member states. They provide a clear picture of which stakeholders are involved; what kinds of languages are being used, and what kinds of activities to promote multilingualism and language learning are being implemented.

The first observation of the review is that there is a diverse range of actors involved in initiatives to promote the aims and objectives of the 'Action Plan' beyond those formally implemented by member states, or supported through EU funded programmes. As an indicator, the 'LINGO' project, a study on language learning good practices, carried out for DG Education and Culture, collected and analysed 50 examples of projects that have encouraged people either to learn a new language or to make practical use of their existing linguistic skills. These good practices were selected following an analysis at all policy levels (local, regional, national, European,

governmental, non-governmental, public and private sector). The largest category among the selected practices was those that were completely self-supported by the promoting institutions (28%). They were followed by projects funded under the EU's Lingua and Grundtvig actions (22%) and by examples that received government funding at local, regional or national level (20%). 6% of the examples received mixed funding from their own resources and from private or public sponsors, while only 4% benefited completely from external resources such as private sponsorship.[50]

Our review supports this picture of a diverse range of actors working to promote language learning and multilingualism. The main actors are:

- European agencies and centres. An example is the European Centre for Modern Languages (ECML)- its 2007-2013 programme is promoting initiatives in four areas: linguistic and social diversity (4 projects); inter-cultural communication competences (4 projects); professional development (8 projects); new technologies (5 projects). The EU-funded Mercator is also highly active in promoting multilingualism through initiatives like its 'BEAM' project, Bridging Education And Multilingualism, which aims to facilitate the exchange of knowledge and expertise between multilingual schools.

- Regional and local authorities. Regional and local authorities are key players in promoting the Action Plan. They work across a wide spectrum of institutional and funding arrangements – mainly through partnerships (for example using structural funds, like the 'EQUAL' programme), in association with programmes initiated by national authorities but also as initiators themselves of language learning initiatives. For example, the Local Authority in Liverpool is implementing the MLA project. All primary schools in Liverpool were invited to bid to become a Centre of Excellence for Modern Foreign Languages. Twelve schools have been chosen, providing centres of excellence in French, German, and Spanish. Each school has an advisory teacher and foreign language assistant (FLA.). All staff can attend a weekly language lesson and parents can learn alongside their children or in the evening. Each Centre has a link school abroad and teachers have made visits.

- Other civic agencies. Another significant group of actors in promoting multilingualism is the range of local institutions that have an interest in languages. These include tourism offices; museums and galleries. For example, the Municipal Museum of Zory, in Poland, introduced local people to the French language through an exhibition, Moi Toi Nous on West African culture and civilisation.

- Individual educational enterprises. Initiatives carried out on the initiative of sole educational enterprises are rare, although it is more common for partnerships between higher education institutions, and schools, to develop language learning initiatives, typically through EU funded programs like e-Twinning. An unusual example is Newbury Park Primary School in Redbridge, north-east London, where the school has adopted a policy of teaching each language spoken by the 40 ethnic groups among its pupils.

- The main vehicle through which schools get involved in actions to promote language learning is through 'e-Twinning'. The program does not co-fund schools project, but the 40.770 schools and teachers are registered through the eTwinning portal animated and moderated by a support service centre namely *European Schoolnet.*

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[50] Kolvya, K and D Angelescu (2005), Lingo: Motivating European to Learn Languages, EC DG Education and Culture, http://europa.eu.int/comm/education/policies/lang/key/studies_en.htm*l*, http://www.eurointeractions.com/projectlingo.htm,

- Professional Associations. The evidence suggests that the associations are not significantly active in promoting multilingualism. They largely work to promote the interests of language schools and language teachers, for example through providing accreditation for language schools, like the European Association for Quality Language Services, and professional development, and in awareness-raising. For example, every year on the European Day of Languages, a consortium of 10 leading European foreign language and cultural institutes based in Belgium (the CICEB consortium) organise a series of joint events to celebrate Europe's cultural and linguistic diversity. The teachers' perspective and position in the multilingualism landscape is paradoxical. On the one hand, all the evidence points to a real need for better training and professional development through, for example, exchange programs. This is recognised by language teachers trades unions and associations, yet teachers associations and trades unions feel that their training and development needs are significantly under-funded. Other areas in which associations work are within networks to promote multilingualism and linguistic diversity - for example, the European Association for the Education of Adults is promoting the NILE - Network – for Intercultural Learning in Europe; and in innovative initiatives, for example the UK Association for Language Learning has co-ordinated the 'ALLEGRO' project aimed at bringing 'hard to reach' groups into learning; the The Federation of Foreign Language Teachers in Finland (SUKOL) awards an annual prize to an individual or organisation who, in their opinion, has performed the Language Deed of the Year.

- Academic and research institutions. These are highly active players within the multilingualism landscape. Much of their involvement is in educational research projects supported by national programs – for example the 'Teaching and Learning Programme' in the UK, or in partnerships funded under EU programs. However, we found some examples of higher education and research institutes involved in more 'grass roots' work that seeks to bring language learning issues to a broader constituency. An example is the 'Welcome to Lithuania' Calendar produced by the Vytautus Magnus University for foreign exchange students. It seeks to promote Lithuania as a country and the Lithuanian language and culture in a way that is both humorous and informative, through caricatures, proverbs and local jokes.

- NGO's. Most of the European NGOs working in the area of languages focus on protecting minority languages and supporting linguistic diversity, rather than multilingualism agendas, and much of the work entails lobbying government agencies, for example through submitting evidence in hearings on policy initiatives like the 'Fundamental Framework for Human Rights'.

- Commercial organizations. Private companies are largely active in three areas: as providers of language learning services, for example language schools; as developers and suppliers of language learning content, and as developers of innovative technologies. An example is 'Soccerlingua' –an initiative that promotes languages to reluctant teenage learners through the theme of football and by portraying international football stars as language- learning role models, and involves three UK media companies: Element Interactive, Lavish Productions, Thin King Media.

Overall, the review suggests that language learning and multilingualism are being promoted at the regional and community level primarily in the following broad types of initiative:

- Generic awareness-raising initiatives. These aim to locate language learning activities in everyday life, using various forms of 'hooks' to gain interest, and are typically targeted either at citizens on masse or are targeted and themed. Different platforms are used – including broadcasting; the press; leaflets and new technologies. An example is the Fête

des Langues (Language Festival) in the city of Nantes. This festival has been held every year since 2000, bringing together native speakers of all the languages - indigenous and otherwise

Example 6: Speech Bubbles
Speech Bubbles provides a platform for European schoolchildren to present their language to children in other countries through short television programmes. These relate to the kind of themes in which children are most likely to be interested in – like fashion and sport. The languages covered are Bulgarian, Dutch, English, French, German, Greek, Italian, Spanish and Swedish.

- Initiatives linking language learning to themes and policy agendas around inclusion; citizenship and promoting cultural diversity. These typically involve 'hard to reach' groups and use language as a catalyst for re-engagement in active citizenship, social life and education.

Example 7: Shakespeare per i ragazzi
Shakespeare per i ragazzi took primary, secondary and special school children from one of Manchester's most deprived areas to Bologna's Piazza San Stefano to perform 12 plays by Shakespeare. Exchange programmes were set up between the schools; parents and relatives as well as the local population. The school, jointly with the theatre company, Shakespeare 4 Kidz, succeeded in motivating the pupils, their parents and teachers to participate actively in the preparation of a large-scale performance in a completely new language.

- A common strategy in the inclusion context is to use culture and sport as key themes, supporting young people in 'lifeswapping' with young people from other cultures.

Example 8: Allegro
Allegro is bringing language learning to groups in the community who do not usually regard themselves as language learners or who have only limited opportunities to learn a new language. This can be for reasons of social or economic disadvantage, geographical isolation, or physical or learning disabilities. So far, 30 small but innovative projects have been set up in Denmark, France, Slovenia, Spain and the UK, many of them in outreach community venues. For example, the partners have worked with people recovering from addiction (UK), the long-term unemployed (France), groups of children with Down's Syndrome and autism (Spain), people with severe learning disabilities in residential care (Germany), prisoners (Slovenia, UK), senior citizens with disabilities (Denmark, Slovenia) and those with longterm mental health problems (France).

- Human capital initiatives. This area covers a range of strategies and objectives. On the one hand, initiatives aim to develop the social capital of communities by promoting the learning of new skills in order to support mobility. Other initiatives focus on supporting the training and development of teachers and other professionals.

Example 9: From Kindergarten to Jobless
During their final academic year, students in the Spanish section at Bydgoszcz Training College in Poland give free classes in Spanish as a way of practising their teaching skills. Their pupils consist of a group of six year-old children in a kindergarten, a group of 7-8 year-old primary school children, six groups of children at local secondary schools and four groups of jobless people. The free classes serve two main purposes: they encourage the learning of Spanish, an important and popular language but one that is still not widely taught in Poland, and they make future language teachers more aware of their professional teaching tasks.

- Virtual multilingualism. A relatively minor, but growing, category of initiatives is using new forms of ICT-enhanced communication to promote language learning, using emergent 'Learning 2.0' and social networking technologies.

Example 10: 'Planète @dos'
'Planète @dos' means 'the planet of the adolescents'. This project is about the social world of young people. The pupils exchanged information about themselves and made a portrait of today's youth as a result of a song by 'Alizée'. The pupils exchanged ideas about this by Skype and wrote love stories that were written in a wiki together. Afterwards the pupils dramatised all these stories. The project ended with an evaluation by the pupils where all agreed that they liked learning a language in this way

Our analysis of the data drawn from the database of projects awarded the European 'Language Label' reinforces the results derived from the literature review, database search and interviews with experts. The European Label is a useful indicator of what is happening to support language learning and multilingualism. It has two main aims. The first is to encourage new initiatives in the field of language teaching and learning. The second is to let teachers and learners know about such initiatives, and to inspire them to adapt the ideas and techniques concerned to their own situation. The Label is awarded each year to the most innovative language learning projects in each country participating in the scheme. The Label is coordinated by the European Commission, but managed on a decentralised basis by the Member States of the European Union, Iceland and Norway. National juries decide on which projects will receive the Label, based on the following criteria:

- Initiatives should be **comprehensive.**

- Initiatives should provide **added value**, in their national context.

- Initiatives should provide **motivation**, for learners and/or teachers.

- Initiatives should be **original and creative**.

- Initiatives should have a **European dimension**.

- Initiatives should include innovation which is **transferable**.

Around a third of the entries submitted are awarded the Label, so on one level the projects selected for awards could arguably be seen as representative of innovation and 'best practice' in the field. In this context, part of the study entailed a review of the kinds of projects receiving the award. As a baseline, the review looked at the Report produced by the European Commission in 2004 which itself reviewed the awards programme over the previous four years. Its main conclusions were:

- The Label has succeeded in one of its primary objectives of promoting linguistic diversity. The range of languages targeted by projects is very wide. English is targeted by nearly one quarter of projects, followed by French and German (around 15% of projects each), then Spanish and Italian (6% each). But, all in all, nearly one quarter of projects targets less widely used and taught languages. Among them, a majority targets neighbouring languages or languages of immigrant communities in the country. Another 10% of projects target other non-official languages, which include the languages of neighbouring countries of the European Union (Russian, Turkish, Croatian, Arabic, Bosnian, Serbian, Ukrainian, Albanian), regional languages like Romany, Sorbian and Catalan and other extra-European languages (Chinese, Japanese, Kurdish, Bengali, etc.). Sign language is also well represented.

- The largest proportion of projects is implemented within the secondary school sector. Teacher training and other professional development also account for a significant proportion of innovation in multilingualism.

- Projects reflect a diverse range of objectives and target groups. The largest proportion of projects is aimed at promoting inter-cultural awareness, for example through twinning and cultural events.

Our analysis of Label-awarded projects from 2004 to 2007 shows a broadly similar pattern to previous years. Figure 7 shows the distribution of projects by languages covered.

Figure 7: Distribution of languages covered in European Language Label initiatives, 2004-2007


Source: http://ec.europa.eu/education/language/label/index.cfm
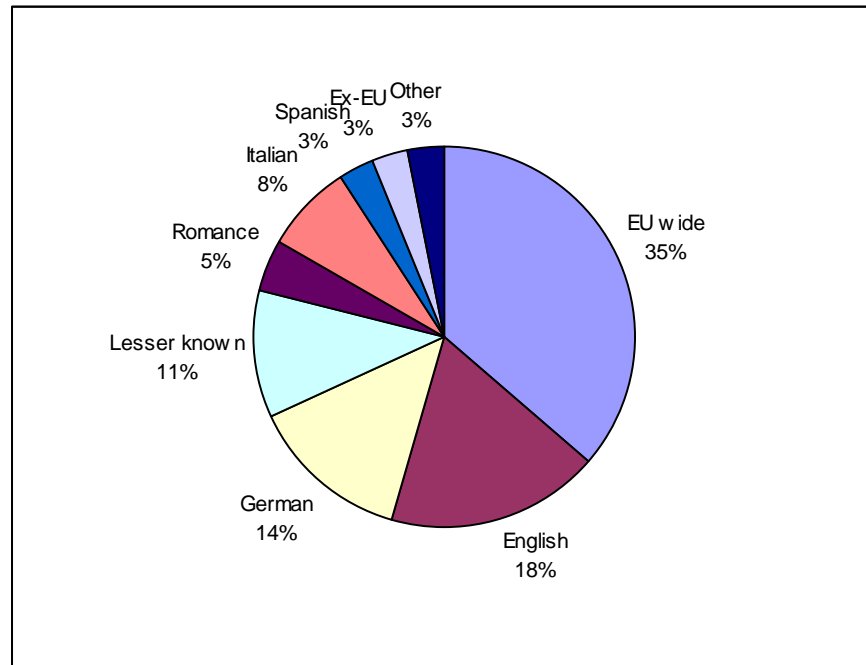
As Figure 7 shows, the largest proportion of projects – 35% - cover a multilingual spread of languages, providing a range of different combinations of the 'major' European Languages. English is the most dominant single language covered by projects, with German and Italian also targeted. In keeping with previous years, 'lesser known' languages, primarily representing the 'new' member states, account for just over 10% of projects. Only 1% of projects specifically target immigrant groups. A similar proportion cover languages outside the EU, for example Japanese.

In line with previous years, the school sector constitutes the dominant setting for multilingual initiatives. As Figure 8 shows, projects based in secondary schools account for 28% of innovative initiatives over the period 2004-2007, with a further 15% based in primary and 3% based in secondary schools. Adult education accounts for 15% of projects and is broadly distributed between work-based learning (for example provision of business skills in foreign languages) and 'informal' learning. Teacher training accounts for 13% of projects, with other forms of professional development accounting for 6% of projects. Other vocational training represents 8% of projects and 12% of projects cover Higher Education.

Figure 8: Sectoral distribution of innovative projects

Source: http://ec.europa.eu/education/language/label/index.cfm.
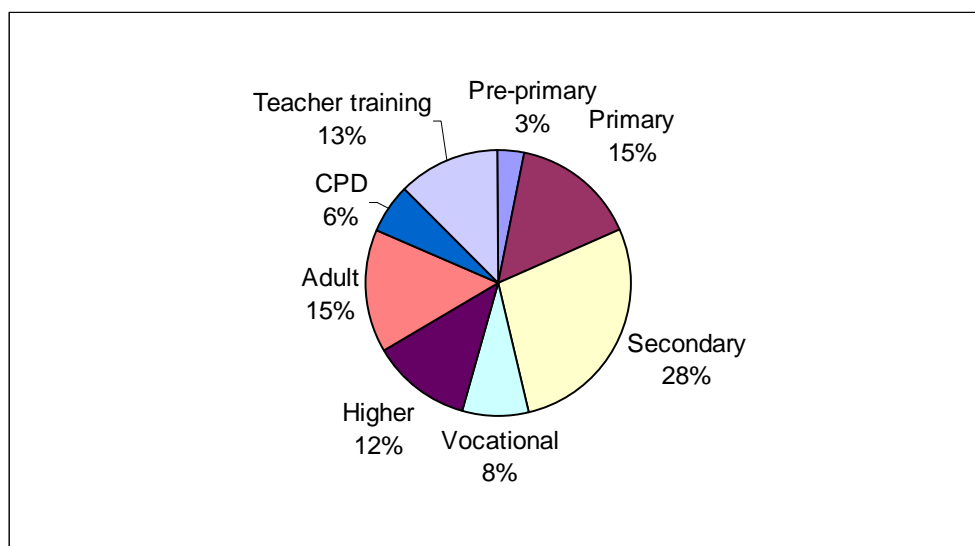
The focus of these initiatives, the language themes covered and the objectives aimed at are diverse, as Figure 9 shows. In line with previous years, the largest proportion of projects aim to promote inter-cultural awareness.

Figure 9 : Themes covered by innovative language projects

Source: http://ec.europa.eu/education/language/label/index.cfm.
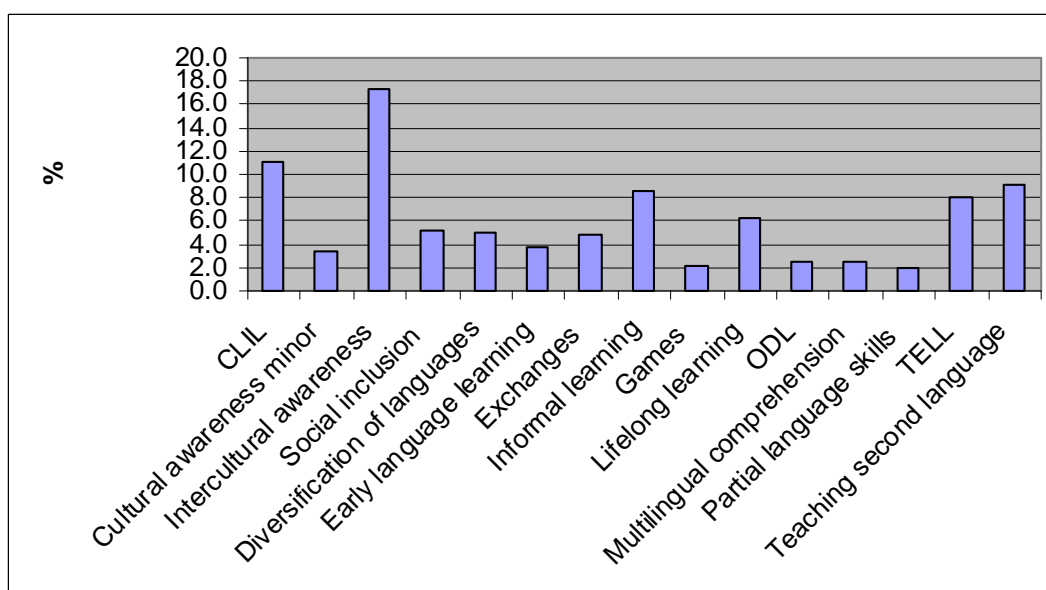
To what extent are these projects 'on the ground' supporting the key objectives and priorities of the Action Plan and Charter? In keeping with other aspects of our review, as reported in preceding Sections, the vast majority of innovative projects support the 'multilingualism' agenda rather than minority languages and linguistic diversity. As Figure 9 illustrates, less than 4% of the projects analysed were specifically aimed at promoting inter-cultural awareness of minority languages. By contrast, a number of the priorities and objectives of the 'Action Plan' are addressed.

In relation to **strand 1 of the Action Plan – promoting Lifelong Language Learning**, the evidence suggests the following conclusions. Relatively little attention is being devoted to supporting the aim of mainstreaming 'Mother tongue plus two other languages': making an early start – for example teaching at least two foreign languages from a very early age. Only 3% of the innovative language projects awarded the 'Language Label' were based in the pre-primary sector.

Example 11: MUSICAL BABIES – musical activities and activities involving physical movement in the English language for children aged 6 months to 3 years together with those accompanying them

This project aimed to familiarise children with the English language by exposure; learning simple words and phrases, through learning English songs and nursery rhymes; developing a sense of rhythm by using simple musical instruments, dance and movement, and through various games; developing physical coordination; acquiring listening skills; interacting with other children of a similar age, including those of other nationalities. For mothers and other people accompanying children the project also aimed to familiarise mothers with nursery rhymes and songs in English, so that they can use them when playing with their child outside of classes; providing mothers an opportunity to meet other mothers with children of a similar age, to make new friends. First classes were run in Warsaw in two groups. The number of groups was gradually increased. Mothers were given a collection of songs and nursery rhymes used during classes. During the summer break in 2004, some songs were recorded on a CD, new games were developed, and sets of teaching aids were produced.

A more positive picture can be identified with regard to language learning in secondary education and training. Initiatives involving Language assistantships, school language projects and language exchange visits, and Content and Language Integrated Learning (CLIL) constitute a substantial proportion of projects.

Example 12: A CLIL Experience @ WIT

The project integrates the subjects of Marketing into the French class, as well as the subjects of History of Art , the History of Design and Events Management into the Italian class. Currently, Waterford Institute of Technology is relying on the Common European Framework of References for Languages (CEF). The innovation of the project lies in the integration of a CLIL dimension in an essentially communicative orientated approach; in other words, the CEF essentially promotes languages as a tool for communication. CLIL, on the other hand integrates a cognitive dimension to the language learning experience. By learning language through another subject and vice-versa, learners perceive an immediate relevance and experience tangible support to their learning in general. Original CLIL materials in marketing, events management and history of art and design are being developed by the teachers. Motivation to commence and continue language learning is increased due to the interdisciplinary nature of the experience. The experience has been perceived by the learners as positive and enjoyable and this is likely to increase the likelihood of life long language learning

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With regard to language learning in Higher Education, the Action Plan calls for explicit actions to promote the national or regional language, recommends that all students should study abroad, preferably in a foreign language, for at least one term, and should gain an accepted language qualification as part of their degree course. The analysis suggests that much of the effort has been concentrated in two areas: increasing the intellectual and academic knowledge base in particular languages, and developing innovative teaching materials, as the example below shows.

Example 13: CMC — Language learning for university students, Università della Calabria

CMC (Communicating in multilingual contexts) is designed to help university students improve their language skills with a view to taking up opportunities to study abroad. It uses innovative teaching materials produced by a partnership of six universities located in Italy, the Netherlands, Portugal, Slovakia, Spain and the United Kingdom. Language skills are becoming increasingly important in higher education and are vital for students who want to programmes recognise the need to foster intercultural communication and promote cultural diversity and it is important that students meet the linguistic standards required by their host universities. Moreover, good language skills will help students make the most of the time they spend abroad. Potential exchange students can access a website containing multimedia
language-learning materials in six languages based on the Content and Language Integrated Learning (CLIL) approach. The skills levels are linked to the Common European Framework of Reference as follows: A1/A2 (Dutch, Portuguese, Slovak); B1/B2 (Italian); B2 (English, Spanish). The courses are designed to provide students

with the right tools to cope with the academic, linguistic and cultural environments of the countries where they intend to study.

Few examples could be identified of a holistic and systematic approach to promoting multilingualism, for example through integrating curriculum development, professional development and accreditation, as illustrated by the example below.

Example 14: Quality assurance system for foreign language teaching at a higher education institution – example of the Warsaw University of Technology
The project aimed to promote quality-oriented measures supporting the establishment of a coherent language teaching and learning system at a higher education institution, including in particular defining principles and developing a proposal of a system for assuring the quality of education; implementing the system, i.e. joint development of a system for assuring the quality of work through the simultaneous introduction of three programmes. It implemented a development and support programme for teachers, a support programme for students, a programme for the monitoring and assessment of teachers' performance. The underlying strategy was to introduce institutionally-set uniform examinations at all faculties of the WUT and, consequently, uniform curricular frameworks based on the proficiency scales of the Common European Framework of Reference for Languages

Adult language learning is an important element in the Action Plan, and is intended to be promoted through initiatives like developing facilities to encourage adults to continue learning foreign language, through work-based learning and through cultural activities like town twinning. In general, adult learning is relatively well-represented, with 15% of Language Label projects devoted to adult learners outside the teaching and learning professions, and a further 8% of projects covering vocational training. The range of provision is diverse, covering twinning initiatives; language fairs and events and courses and publications aimed at raising citizens' awareness of other languages and cultures. Work-based learning is also well-represented and ranges from accredited courses for business professionals, health workers and other occupational groups through to more informal learning courses aimed at teaching basis language literacy. An emerging trend has been a greater emphasis on promoting adult learning for language learners with special needs – with examples of innovative projects engaging disabled people, people with health problems and substance misusers in language learning. An important element of this type of adult learning has been to support immigrant and 'hard to reach' groups.

Example 15: **TRIO (Tecnologie, Ricerca, Innovazione e Orientamento)**
The objective of the TRIO project is to develop a Web learning system which aims at defining a lifelong learning model, by granting highly innovative teaching methodologies and approaches (e.g. technologically integrated learning environments, supports for users communities, virtual classrooms, experts, facilitators, tutors and unlimited - in time and space- knowledge distribution). The TRIO system has about 70.000 registered users, 19 multimedia and at distance training centers in Tuscany and more than 900 online courses in a catalogue facing several themes (e.g. informatics, marketing, communication, economics, enterprises, guidance, labour and language learning). In particular two different actions support language learning: - the "Foreigners' Project" which aims at enabling the integration of foreign citizens living in Tuscany within their local community by offering them some additional tools through the fruition of online modules available on TRIO Portal. There are 26 online learning modules: 24 dealing with the Italian language over three different skill levels (basic, elementary and intermediate), 1 module dealing with safety within working places and 1 with information and territory knowledge. - the "CEF Languages project", offering a wide and in-depth language learning, which guarantees the compliance to the Common European Framework, the certification of the achieved competences, the knowledge of the major European Union languages.

Similarly, there is some evidence of using novel language learning initiatives not only to promote multilingualism as an end in itself, but to bring hard to reach and drop-out young people back into the learning environment, as the example below shows:

Example 16: Soccerlingua - Learning languages through football, European Sports Linguistic Academy Ltd.
Soccerlingua promotes languages to reluctant teenage learners through the theme of football and by portraying international football stars as language- learning role models. It introduces a modern, innovative approach by using interactive DVD technology not previously employed in an educational context. By linking languages with their passion for football, teenage fans can see languages as a real life skill and not just a school subject. The project produced promotional films and an interactive DVD quiz in four languages (English, German, Italian and Spanish), which learners can use to test both their language skills and their football knowledge. The project also produced an 'easy reader' book in the style of a football magazine, along with a promotional website. These products give young people the opportunity to take the first few steps in a new language by watching, reading and listening to fans and players from different countries. In order to create an interesting and entertaining product, the project promoters filmed interviews with famous players, youth players and fans. By including interviews with female players the project aimed to appeal equally to girls and boys. These products were distributed to 5 000 schools and language colleges across Europe and are to be made available in four additional languages (French, Portuguese, Swedish and Turkish). Teachers have given very positive feedback, saying that the products have helped them to generate interest in languages among teenagers who were previously difficult to motivate. Top football clubs and national associations have supported the project, and these clubs and associations now form the basis of a dissemination network in six countries to take the project concept into schools, football youth academies and beyond. The project also has a 'Myspace' link and more than 100 000 users are linked to the 'Soccerlingua friends network'.

However, there is little evidence that effort is being put into promoting language learning as a key component of encouraging European citizens to engage in lifelong learning as a 'cradle to grave' experience, although there are some examples to suggest that it is only by embedding language in the everyday lives of citizens that motivation and interest can be developed and sustained.

Example 17: 'Fairy tales before take-off ' - Language learning in airports, Goethe-Institut Brüssel
'Fairy tales before take-off' promoted language learning and linguistic diversity using an innovative approach in an unusual location. Multilingual storyteller events were hosted at seven European airports as gateways to other languages and cultures. The project targeted a unique audience of various age groups, aiming to reach travellers, especially families, during the summer holidays in 2006. Fairy tales are usually told only in languages that the audience understands, but in this project the storytellers performed together in eight European languages, each in his or her mother tongue. Through the multilingual fairy tale performances, the target groups were exposed to a truly multilingual environment and thus were motivated to know more about other languages in order to take language learning into consideration. Representatives of national cultural institutes were at the airports in order to give information about language learning possibilities. To foster the experience of multilingual storytelling events in the airports, a brochure was distributed to the public featuring eight well-known fairy tales in eight languages. The brochure was also distributed to schools and cultural institutes in order to sustain the project beyond the airport events. The project idea was also spread via a web quiz on fairy tales in the eight project languages and English. About 1 300 participants from all over Europe received the brochure as a gift and four winners won language courses in Brussels, Budapest, Helsinki and Prague.

Another major problem in supporting the overall objectives of promoting lifelong language learning across a broad spectrum of target groups, particularly adult learners, are the real and opportunity costs of learning a language. The key obstacles include: not enough time; the costs of enrolling and studying; the opportunity costs – for example taking time off from work; problems with childcare for female learners; the lack of back up and support in the family and in the community.

The 'Language Vouchers' initiative in Brussels shows how some of these problems can be addressed:

Example 18: Language Vouchers
Orbem (the Office Régional Bruxellois pour l'Emploi/Regional Office for Employment of Brussels) now renamed 'Actiris' has been running a scheme for three year that offers "language vouchers" financed at a level of 100% for registered jobseekers in a language school of their choice from among participating schools so they can respond to job offers that require knowledge of another language. Almost half of the employment offers received by Orbem require the knowledge of a second language, whether it's French, Dutch, English, or German. The procedure to begin receiving language vouchers is simple. The unemployed whose language qualifications are deemed insufficient in regards to the sought after job will take a computerised language test at the Espace Langues to accurately assess their competence. In accordance with the test taken, the employment advisor can grant a language voucher good for 20, 40, or 60 hours of individual classes following the needs of the unemployed.

Another element of the Action Plan that aims to support lifelong language learning focuses on expanding the range of languages available, for example by providing adequate information to parents about the choice of their child's first foreign language, and the flexibility of school curricula to permit the teaching of a wider range of languages; by including the smaller European languages as well as all the larger ones, and regional, minority and migrant languages as well as those with 'national' status, and the languages of our major trading partners throughout the world. We found very little evidence of projects that aim to improve information provision within the school system, and relatively few examples of promoting minority languages – particularly outside the EU, except for isolated examples of courses in Far Eastern languages. One good practice example identified is as follows.

Example 19: Club Domino at home, in Europe and in the world
Domino club is a choir acting at the Primary school of Ilja Hurnik in Opava. Pupils have studied and presented repertoire of many nations of the world in their own languages (e. g. English, French, Spanish, Catalan, Latin, Slovak, Hebrew, Serbian etc.). Since 1993 children from the choirs have passed about 16 concert journeys abroad. So they had opportunity to meet new friends and communicate with them and to find differences of their lives.

In relation to **strand 2 of the Action Plan - Better language teaching** – policy has focused on promoting the 'language friendly school ', particularly through adopting a holistic approach to language teaching, through supporting and disseminating innovation through Socrates and Leonardo da Vinci programmes, the use of language tools and the use of eLearning. Analysis of those projects selected for Language Label awards suggests that significant progress is being made to achieve this objective. Projects funded by Socrates and Leonardo are substantially represented amongst those projects funded. As Figure 9 shows, projects specifically devoted to technology-enhanced learning account for 8% of the total projects awarded the Language Label, but many of the projects utilize ICTs to support innovation.

Example 20 :Problem Solve
The Problem SOLVE project was developed, designed and tested as a multi-lingual, multi-cultural preparation module for students undertaking mobility placements in vocational training. The modules consist of language and cultural exercises in a number of virtual situations in user-friendly CD-ROM and website format. This is a multimedia on-line preparation tool for learners. The duration of the project was two years. The primary objective of Problem SOLVE is to encourage students to interactively troubleshoot potential challenges they may face while on placement in a different country. In addition to improved language skills for students who complete this module, they will also have an increased cultural and practical knowledge of their host country. The technical features of Problem SOLVE include information pages (text and images), animated scenarios with an audio component, self-assessment questions, end of section quizzes, and interactive vocabulary tools

There is less evidence of the widespread diffusion and use of innovation in non-ICT tools – for example innovative pedagogic models and tools – that aim to support a 'holistic' approach. One of the few examples is as follows:

Example 21: CLIL for Young Learners
Aims of the project: - designing and implementing a programme which integrates curricular contents of integrated teaching and early English language learning at the first stage of education; - searching for, and developing, a coherent overall teaching system which enables maximum stimulation of the comprehensive development of younger school-age children, based on the principle of inseparability of curricular contents and working methods for all forms of teachers' and tutors' activity having an educational impact; - ensuring maximum diversity of methods used to present curricular contents, which enables all pupils to identify and develop their abilities and interests; - implementing a model of co-operation between, and maximum active participation of, all actors involved in the project (pupils, parents, teachers). Actions undertaken within the project: Between September 2004 and May 2007, teachers involved in the project developed and introduced ca 30 topics designed to integrate curricular contents of integrated teaching and early English language learning. The work was carried out as part of a Socrates/Comenius project. In addition to the project work related to the development of European co-operation, exchange of experience and search for common educational solutions, the identification of correlations between integrated teaching contents (on the basis of the curriculum "I learn about the world and express myself.

A second key element in developing better language teaching in the Action Plan focuses on addressing problems in the supply of language teachers and support actions like exchange of qualified teachers to address shortages and removing legal and administrative obstacles to the mobility of teachers. However, we found that most provision in this area is in the form of in-service training. Very few examples of exchanges directly based on addressing labour market supply issues – like the example below - can be identified.

Example 22: Qualitative foreign language teacher training
The Rezeknes Augstskola Faculty of Pedagogics Foreign language department has started gradual development of existing study programmes to reach the European level in the near future. The specifics of Latgale region substantially influence the situation in comprehensive schools - schools have a problem to find teachers who can teach two foreign languages. An improved study programme will prepare foreign language teachers who will be qualified to teach 2 languages and such young teachers will be very successful to align with the labour market.

Even less attention has been paid to another element of supporting 'Better Language Teaching' - training teachers of other subjects and promoting teaching of non- language subjects through the medium of a foreign language. One of the few examples is as follows:

Example 23: Apprendre Pour Enseigner" Learn in order to teach
The main aims of the project focused on enriching French language teachers' work space by means of courses organized in Poland and in France which also facilitate experience exchange with teachers and lecturers from the EU and the Francophone community; perfecting language skills of non-language subject teachers and teaching methodology in French (Biology, History, Mathematics); using acquired skills in class, activating students and adding variation to the class; Iicluding Spanish in the school's language offer and the possibility of establishing contacts with Hispanic countries; the commencement of Spanish language classes by other foreign language teachers under the EUROPROF programme. Foreign language teachers and teachers of subjects taught in two languages have participated in an internship, courses and training sessions perfecting their language and methodological skills and use this knowledge in their work with students. Biology and History teachers were perfecting their language skills and the methodology of teaching non-language subjects in French during a course combined with an internship in French schools (Metz). Apart from learning about new materials (iconographic sources), techniques (use of new computer software) and new methods of work (interdisciplinary teaching), they also exchanged experience with teachers from other countries (France, Spain, Lithuania).

There was little evidence of progress in promoting the testing of language skills for example by set up systems of validation of competence in language knowledge based on the Common European Framework of reference for languages developed by the Council of Europe.

Example 24: **University System of Language Provision**

This project implemented an integrated system of language provision within Warsaw University. Using a dedicated software platform and database, the system integrates registration for courses and exams, registration and progress evaluation (crediting, grades, ECTS), the assessment of the student's coursework, accounting the students' tuition fees (according to the rule that financing follows the student), accounting 'tokens' for foreign language tuition. A key element of the system is promoting the Common European Framework of Reference for Languages: Learning, Teaching through assessment, in particular the scales of proficiency among teachers and students. This is linked to preparing general educational programmes based on standards included in CEFR, and preparing and implementing a framework system of certification for language proficiency according to the CEFR's standards as well as facilitating access to the European on-line Dialang system on the computers at the University Library. Finally the system ensures appropriate credit transfer ECTS (European Credit Transfer System) to language courses and exams.

5. Regional and minority languages and linguistic diversity

5.1 Introduction

As discussed above in Section 2, the study has included an assessment of the measures and initiatives aimed at promoting minority languages, examining whether these languages have effective access to EU funding. This assessment included: an analysis of 'official' reports on the implementation of the Charter, compiled by EU member states national representatives; a review of reports and other documentation, drawn from a search of bibliographic databases, including reviews by the Council of Europe of the implementation status of the Charter and the 'Committee of Experts' reports[51][52]; consultation with associations – including EBLUL and Mercator – and interviews with experts and professionals. The assessment therefore included a review of the 'official' perspective on the implementation of the Charter, as well as a review of what is being done outside the formal parameters of the Charter, looking at the regional level and the community level and what is being done by 'grass roots' and associations that promote multilingualism and linguistic diversity.

The documents collected, and the interviews carried out, were analysed using content analysis. This involved developing an analytical framework and content constructs to reflect the provisions of the Charter, and then applying the framework to inspect and analyse the collected content. A Charter Implementation Analysis template was used to provide a synthesis and summary of the implementation status for each member state. The assessment process involved developing and applying a scoring system to provide a measure of the implementation status for each member state. This entails a relatively simple approach based on based on calculating a score to illustrate the degree of implementation of the Charter with regard to its provisions across the six key dimensions of: education; judicial authorities; administrative authorities; media; cultural activities; social and economic life.

5.2 Actions and initiatives carried out by member states to support minority languages and linguistic diversity

In order to provide an overview of whether and in what ways the terms of the Charter were being implemented we carried out a detailed analysis based on national reports submitted to the Council of Europe by Member States. The analysis was carried out on a selection of fully completed reports submitted during the series of 'monitoring cycles' on which the Charter's monitoring and evaluation process is based. The monitoring process involves a Committee of Experts which scrutinizes the Reports submitted by Member States and then makes recommendations that are intended to support member states in more effectively implementing the Charter. These are considered by a Committee of Ministers. With the sole exception of Liechtenstein, in all the cases where the Committee of Ministers has taken note of an evaluation report it has subsequently addressed Recommendations to the government concerned. In turn, the Council's Secretary General is required to present a two-yearly report to the Parliamentary Assembly on the application of the Charter. So far, the Council has adopted thirty-five evaluation reports (compared to twenty reports two years ago). For five countries – Armenia,

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[51]   3rd Biennial report by the Secretary General to the Parliamentary Assembly on the application of the European Charter for Regional or Minority Languages September 2007.

[52]   Woehrling J (2006) The European Charter for Regional or Minority Languages - A critical commentary (2006).

Austria, Cyprus, Slovakia and Spain – only the first evaluation report has been adopted so far. In six other cases, namely Denmark, Germany, the Netherlands, Slovenia, Sweden and the United Kingdom, a further monitoring round has been completed, resulting in the adoption of a second evaluation report. A third monitoring round has been completed for a further six States, Croatia, Finland, Hungary, Liechtenstein, Norway and Switzerland.

Since different member states are at different stages in the 'cycle' (depending on the date on which the Charter was ratified by the particular member state), we have taken the most up to date adopted report available for the countries covered. This covers the following countries (Table 8).

Table 8: Countries covered in the analysis

Country
Spain
Austria
Slovakia
Germany
Hungary
Sweden
Netherlands
Denmark
UK
Slovenia
Finland

Although the countries covered in our analysis reflect a representative spectrum of EU states, the eleven countries represented could arguably be seen as a sign that the Charter's implementation thus far has not been widespread. Indeed, although there is evidence to suggest that the Charter has gained increasing recognition internationally the Council of Europe itself recognizes that its implementation has been less extensive than anticipated. In the latest report on the implementation of the Charter submitted by the Council's Secretary General in October 2007, it is noted that:

"Regrettably, the increased international recognition of the Charter is not reflected by the number of ratifications. At present, the Charter has been ratified by 22 member States of the Council of Europe and signed by a further 11 member States. With the sole exception of Bosnia and Herzegovina, which signed the Charter in September 2005, the rhythm of signatures has almost completely come to a standstill".

The Report goes on to say:

"It remains disappointing that the majority of the member States of the Council of Europe have not yet become Parties to the Charter."[53]

To date fifteen member states have ratified the Charter; four member states have signed but not ratified the Charter (including countries with official minority languages or significant minority language groups like France and Italy) and eight member states have not signed (including countries with official minority languages or significant minority language groups like Greece). Within the Council of Europe member states, twenty three have ratified the Charter; ten have signed and fourteen have not signed. At first glance, this situation suggests that member states

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[53] Application of the European Charter for Regional or Minority Languages, Doc. 11442. Secretary General, Council of Europe, October 24th 2007.

may not be attaching a high priority to the protection of regional and minority languages and, in turn, do not see the Charter as important or useful. The Council itself does not take this view, arguing that the Charter creates a legal and procedural framework for systematic state action that goes beyond mere 'tokenistic' endorsement of principles of anti-discrimination and support for cultural diversity, for example by providing a more practical vehicle for supporting diversity than 'abstract' instruments like the 'Framework Convention for the Protection of National Minorities'. Indeed, the EU member states who have signed or ratified the Charter cover in total ninety eight minority languages spoken on their territories. Far from reflecting lack of relevance of ineffectiveness, the Council views the slow pace of implementation as itself a sign of the Charter's value, since the comprehensiveness and detail of its provisions require a correspondingly methodical and systematic response over a long period of time. According to the expert and Secretary General's view, the main obstacles that militate against the implementation of the Charter are:

- the misinterpretation by some member states that the Charter is an adjunct and supplement to the Framework Convention for the Protection of National Minorities, and hence that languages are covered within this Framework.

- The detailed and technical provisions laid down in the Charter, which makes compliance quite onerous, and non-compliance more visible.

- The fact that the Charter puts responsibility on the State for protecting minority rights, thereby forcing the state to be more careful and conservative about the implications of fulfilling its obligations.

- The short duration of the three year monitoring cycle, making it more difficult for governments to implement recommendations in a timely way.

- A number of structural problems militate against the Charter's effectiveness, such as the Committee of Experts' continuing disagreement with some States Parties about what languages are covered by the Charter.

Our own analysis supports this view. Ratification of the Charter and commitment to fulfilling the conditions of the monitoring system inevitably reflects 'pressure to succeed' on the part of member states. Thus in the majority of cases, member states either report that a particular provision of the Charter has been 'fulfilled', and provide an indicative illustration of an action taken, or provide no data at all for a particular provision. As with the Action Plan, member states tend to approach compliance with the Charter in a tokenistic way, to some extent engaging in the rhetoric of linguistic diversity rather than providing comprehensive and practical support.

In the review carried out within this study, we have therefore firstly adopted a scoring system which systematically assesses the 'implementation status' of the Charter at the most detailed level of possible, given the constraints of the monitoring system and, secondly supplemented the review with analysis of data drawn from 'non official' sources.

We begin with a summary of the 'minority language landscape' that the Charter covers. As shown in Figure 10, this landscape is enormously diverse geographically, politically and culturally. There are over forty six million lesser used regional or minority language speakers in Europe. There are approximately 60 minority languages in Europe and apart from Iceland, minority languages are spoken in all other European countries. Amongst the better known linguistic minorities are the native Welsh speakers in the United Kingdom and the native Catalan speakers in Spain – but the fact is that smaller communities of 'lesser used language' native speakers far outnumber in total these better known minority languages. These

communities reflect complex, and sometimes highly politicised 'language patrimonies' that in turn portray the turbulent European history of invasion, succession and power struggles.

Figure 10: European Minority Languages

Source: The original of the map above was kindly supplied by eurominority **www.eurominority.org** and remains under their copyright.

🟢 ROMANCE LANGUAGES

AR	Aragonés	(Aragones)
AO	Armâneti	(Aroumanian)
AS	Asturianu	(Asturian)
CA		(Castilian)
CT	Català	(Catalan)
CO	Corsu	(Corsican)
FP	Francoprovençal	(Francoprovençal)
FR	Français	(French)
FU	Furlan	(Friulan)
GL	Galego	(Galician)
IT	Italiano	(Italian)
LD	Ladino	(Ladin)
OC	Occitan	(Occitan)
OL	Langues d'Oïl	(Oïl)
PO		Portuguese
MI		Mirandes
RO		Ramanian
SA	Sardu	(Sardinian)

WA Wallon (including Picard, Lorrain and Champinois)

🔵 SLAVIC LANGUAGES

BI		Bielorussian
BG	Bulgarski	(Bulgarian)
HR	Hrvatski	(Croatian)
CZ	Cesky	(Czech)
PL	Polski	(Polish)
PM		(Pomak)
RT		(Ruthenian)
SB		(Serbian)
SL	Makedonski	(Macedonian)
SK		(Slovak)
SL		(Slovene)
SO	Serbsina	(Sorbian)

UA (Ukrainian)

🟡 FINN-UGRIC LANGUAGES

EE		(Estonian)
FI	Suomi	(Finnish)
HU	Magyar	(Hungarian)
SM	Samegiella	(Sami)

LL Livonian

🟠 GERMANIC LANGUAGES

DK	Dansk	(Danish)
NL	Nederland	(Danish)
EN		English
FO		Faroese
FY	Frysk	(Frisian)
DE	Deutsch	(German)
LU	Lëtzebuergesch	(Luxembourgish)
SL	Seeltersk	(Saterfrisian)
SE	Svenska	(Swedish)
SC	Scots	(Scots)
MO	Mocheno -	Bernstoler

CI Cimbri

🌸 CELTIC LANGUAGES

BR	Brezhoneg	(Breton)
KE	Kernewek	(Cornish)
IE	Gaeilge	(Irish Gaelic)
MX		(Manx)
GA	Gàidhlig	(Scottish Gaelic)

CY Cymraeg (Welsh)

🔴 BALTIC LANGUAGES

LV		(Latvian)
LT		(Lithuanian)

🟤 ALBANIAN LANGUAGE

AL Arbërishtja / Arbërichte (Albanian)
AV Arberishtja / Arberichte (Arvanite)

🟤 GREEK LANGUAGE

GR		Griko

🔵 TURKISH LANGUAGES

IA		Tatar
TR	Türçe	(Turkish)

🟠 BASQUE LANGUAGE

EU	Euskera	(Basque)

The eleven countries used in our analysis sample equally reflect a spectrum of this diversity, as shown in Table 9. As the Table shows, the Charter imposes extensive and complex language protection and support responsibilities on those states ratifying it. There are 52 languages covered in the 11 countries. Reflecting a number of underlying dynamics – including geographical boundaries and geopolitics; historical processes; migration patterns – the distribution of minority and regional languages, and hence the responsibilities and tasks of countries – varies significantly. For example, whilst Germany is required to address the language needs of some 12 different linguistic and cultural groups, the Netherlands has only one group to consider. Of the 52 languages represented, 40 – 70% - have been the subject of state actions within the provisions of the Charter.

Table 9: The Minority Language landscape, sampled countries

| Country	No.	Languages covered	No.	Languages not covered
Spain	3	Basque, Catalan, Catalan2, Valencian	4	Aragones, Asturain,Galician, Occitan
Austria	3	Croatian, Hungarian, Slovenian	1	Czech
Slovakia	8	Bulgarian,Hungarian,Polish,Romany, Ruthen, Czech,Croatian,German	0	
Germany	11	Danish,Low German1,LowG2, LowG3,LowG4, LowG5, Low Con, N Frisian, Romany, S Frisian, Sorbian	1	Czech
Hungary	3	German, Romanian, Slovakian	2	Serbian,Slovenian
Sweden	3	Finnish, Tor Finnish, Suomi	0	
Netherlands	1	Frisian	0	
Denmark	1	German	1	Faroese
UK	3	Irish,Gaelic,Welsh	2	Cornish, Scots
Slovenia	2	Italian,Hungarian	0	
Finland	2	Suomi,Swedish	1	Tatar

The analysis methodology used in the review focused on an assessment of the degree of implementation of the Charter in terms of its seven constituent elements (Articles):

- Education.

- Judicial authorities.

- Administrative authorities and public services.

- Media.

- Cultural activities and facilities.

- Economic and social life.

- Transfrontier exchanges.

These seven elements in turn provide for a wide range of detailed technical sub-provisions – over 100 of them. The article covering Education (30 sub-provisions) includes provision for pre-school, primary, secondary, higher, vocational and adult education. The article covering Judicial authorities (15 sub-provisions) involves requirements for things like legal and court proceedings and documentation. Administrative authorities and public services (21 sub-provisions) specifies requirements for things like dealings between public and officials; publication of documents; training of staff. The Media element (15 sub-provisions) covers broadcasting; newspapers; freedom of the press; recruitment of staff. Cultural activities (10 sub-provisions) embraces access to cultural works; translations; dubbing and so on. Economic and social life (9 sub-provisions) provides stipulations on documents; regulations; health and safety; banking and finance; hospitals. Transfrontier exchanges (2 sub-provisions) cover cross-border collaboration.

The assessment used a scoring system to calculate the degree of implementation of the Charter across the 100+ provisions on the basis of: whether the provision is addressed; whether an action has been proposed to address the provision; whether the action has been unfulfilled; formally fulfilled; partly fulfilled or completely fulfilled.

Figure 11 shows the implementation ratios for the seven key Articles of the Charter, based on aggregated scores of the eleven countries (and 40 languages) covered in the analysis.

Figure 11: implementation ratios for the seven key Articles of the Charter
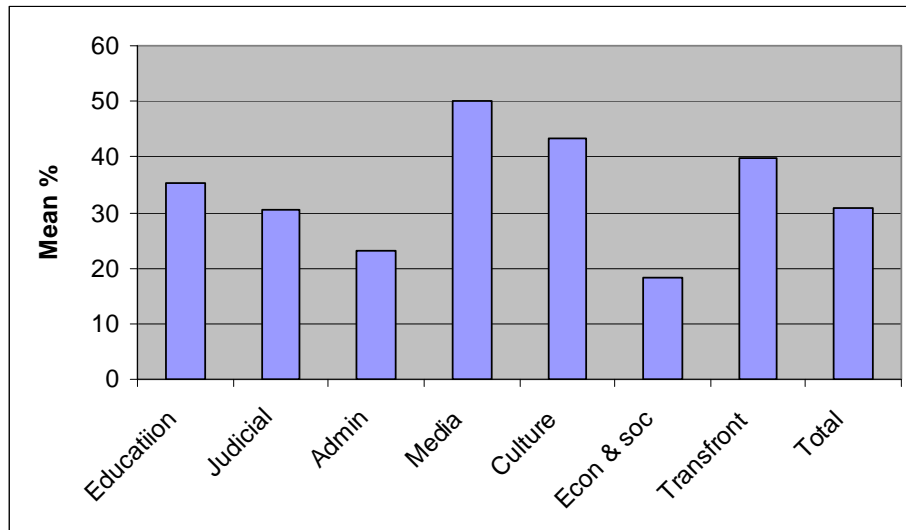
Source: EBLUL

As Figure 11 shows, less than a third of the full provisions of the Charter have been implemented. The area where most progress appears to have been made is in relation to the provisions covering 'Media', where around half of the provisions have been addressed. For example, 14 of the 16 EU member states reviewed so far have made provision to promote minority languages in relation to Article 11 (Media) through setting up minority language broadcasting infrastructure, for example. In the UK, through the so-called 'Good Friday' Agreement, the government have made available 15 million euro to support Irish television broadcasting. However, this finding is primarily due to implementation by almost all the countries of the requirement to guarantee freedom of direct reception of radio and television broadcasts from neighbouring countries in a language used in identical or similar form to a regional or minority language, and not to oppose the retransmission of radio and television broadcasts from neighbouring countries in such a language. In very few cases have the more practical provisions of the Charter – for example setting up TV and radio stations in all regional languages; providing financial support for minority language broadcasting works; providing training – been comprehensively implemented, although private broadcasting stations are a significant part of the media infrastructure

Similarly, although progress appears to have made in implementing the Charter's provisions on cultural activities, much of this can be accounted for by the implementation of 'generic' provisions like 'encouraging initiatives specific to minority languages' and 'encouraging the creation of bodies responsible for collecting works produced in minority languages'. In the Netherlands, for example, the 2005 Covenant on the Frisian Language and Culture includes legal articles on the promotion of Frisian language in cultural activities. However, one practical area where implementation is relatively high is in providing staff trained in minority languages who are responsible for supporting cultural activities.

In the education sector – arguably the cornerstone of the Charter's mission – progress has been both generally slow and uneven. Figure 12 shows the implementation scores for each educational sector.

Figure 12: implementation scores for Charter educational sectors.
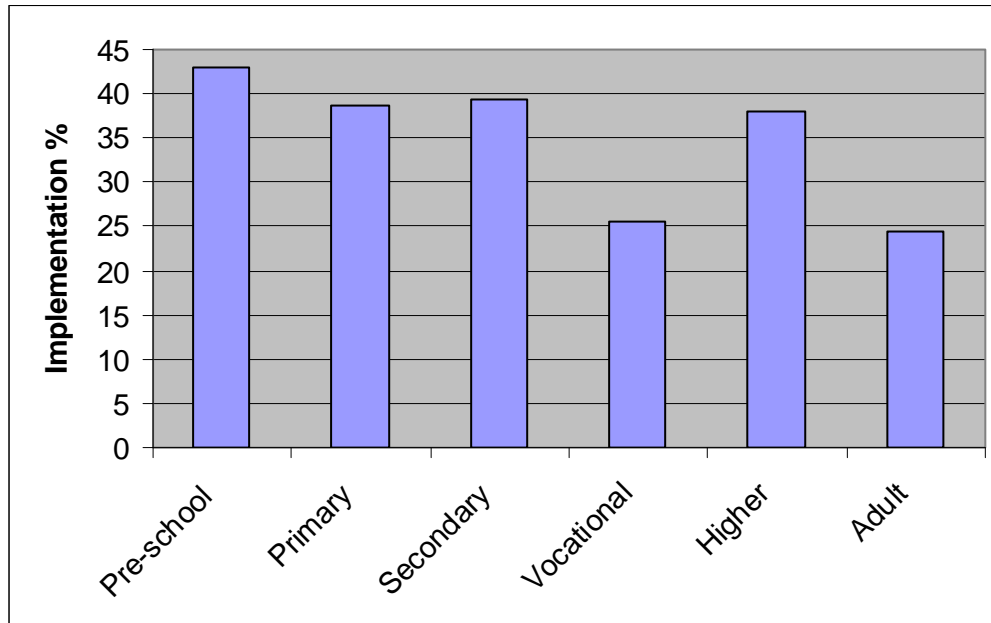
Though overall, only a third of the 'education' provisions are being addressed, as Figure 13 shows, progress in the 'formal' education sectors: pre-school; primary secondary and higher education – is relatively better, with significantly less effort devoted to the vocational and adult learning sectors. For example, 13 of the 16 EU member states reviewed so far have made provision to support minority language teaching, mainly in the primary and secondary sectors. In Austria, for example, the "Minority Education Right" provides minority language educational provision for Slovenes living in Carinthia The analysis also reinforced the conclusions of the 2007 Secretary General's Report, which observed that "inadequate provision of language teaching, in particular the shortage of adequately trained teachers at all levels of education, remains one of the principal problems affecting most regional or minority languages. The situation is worsened by the frequent lack of adequate mechanisms of supervision. Only few States have set up a body in charge of monitoring the measures taken and progress achieved".

The areas where least progress has been achieved are Administrative authorities and public services and Economic and Social Life. Some progress has been achieved in some areas – for example supporting the use of minority languages in political debates in regional assemblies, and allowing submissions to public authorities in regional and minority languages. A number of member states routinely adopt procedures, for example providing street signs in minority languages, and in public communications. For example in Austria, the municipalities of Burgenland are empowered to use the language of national minority for public announcements; the language is official in every public contact in Burgenland. Similarly, Sweden adopted the Act on the Right to use Sámi in Administrative Authorities and Courts of Law and the Act on the Right to use Finnish and Meänkieli in Administrative Authorities and Courts of Law. However, a number of provisions remain under-developed, notably publication by authorities of official documents.

In relation to economic and social life, many states have failed to push forward implementation of one of the key Charter provisions – promotion of regional and minority languages in employment contracts, technical documents and similar employment related documentation.

However, it would be misleading to suggest that the overall picture of limited implementation of the Charter holds true across Europe. The analysis suggests significant variability in implementation across different countries. As Figure 13 shows, the implementation scores vary

from around 15% in Slovakia to 60% in Finland. Countries where relatively good progress has been made include Finland, the Netherlands, Slovenia, Denmark and Sweden. Countries where less progress has been made include the UK, Germany., Spain and Austria. In the case particularly of Slovakia, Germany and Spain, this situation is likely to reflect the complexity and breadth of regional and minority languages that need to be addressed, in contrast to Finland, the Netherlands, Slovenia and Denmark, where only a few languages are represented.

Figure 13: Charter implementation scores by country
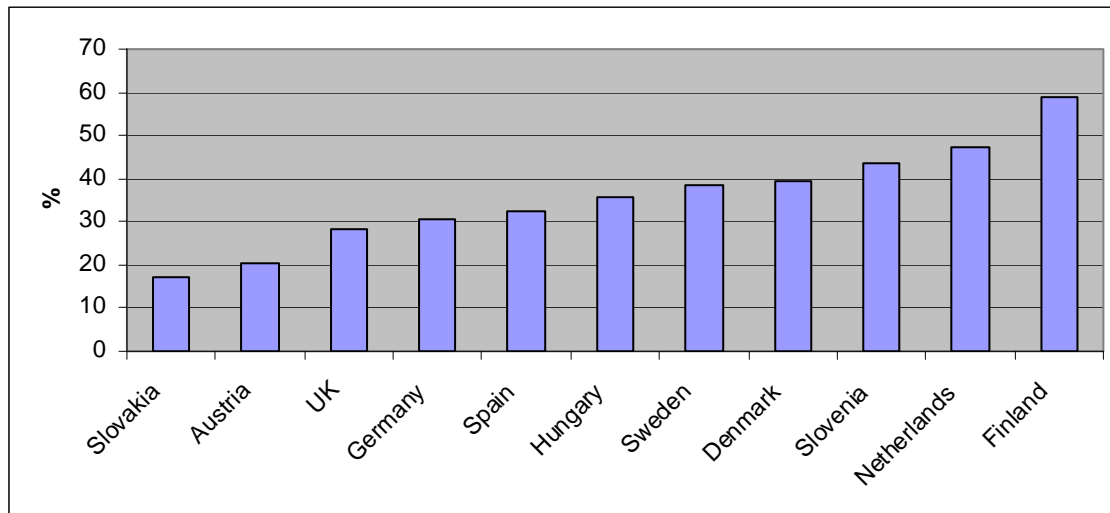
5.3 Implementation of the Charter at regional and local levels

5.3.1 EU Funding

As discussed above, promoting linguistic diversity and protecting minority languages has not been a major priority either for the EU programme managers not funding applicants. Our research shows that in the major education and training programmes funded by the EU – like Socrates and Leonardo – only around 10% were devoted to minority languages. The majority of these initiatives focus on promoting cultural diversity.

Example 25: *An Cùrsa Inntrigidh*
Opportunities to learn Scottish Gaelic are not restricted to those resident in Scotland. An Cùrsa Inntrigidh, a distance learning Access to Gaelic course brings together students worldwide wishing to learn practical Gaelic. The project aims to contribute to the development and sustainability of the language, encouraging students to participate in the international Gaelic community. Making excellent use of ICT, the course harnesses modern technologies to inspire learners in a range of countries. Students have the opportunity to take part in weekend classes and supplementary phone-conferencing extends this support to those unable to attend.

The other two main sources of additional funding to support for minority languages and linguistic diversity have come from two 'culture-focused' programs: the 'Culture' Programme and the 'Media' Programme. The Culture 2000 program was a single programming and financing instrument for Community measures in the field of culture for the period from 1 January 2000 to 31 December 2006, with a budget of 236 million euro. It was intended to enhance the cultural area common to Europeans by promoting cooperation between creative artists, cultural operators and the cultural institutions of the Member States. The MEDIA Plus program had a budget of €350 million for its activities between 1 January 2001 to 31 December 2005. These have now been replaced by the new Culture and Media 2007 programs. The contribution of the Culture and Media programmes to supporting minority languages and

promoting linguistic diversity has not been well established. However, they do appear to have had a positive effect in disseminating cultural works in minority languages to a wider audience, and in promoting awareness-raising activities, such as festivals. However, the evidence suggests that programmes like Culture have not increased the exchange of information or good practice among participating countries, and that their role as a source of information and best practice examples for intercultural policy has been limited, although they have raised the importance and awareness of intercultural dialogue among participating countries.

An evaluation of the 'MediaPlus' Programme, that ran between 2000 and 2006, suggests that much of its impact has been focused on supporting the sustainability of an industry infrastructure, and in developing skills and competences. Its contribution to supporting minority languages and promoting linguistic diversity has not been well established. However, the evaluation concludes that "MEDIA Development contributed substantially towards adding a European dimension to the audiovisual works supported and, owing to the scope of the program, beyond that". This does support the view that one of its achievements was disseminating cultural works in minority languages to a wider audience. According to the evaluation, the main contribution the program made to cultural and linguistic diversity was in its support for awareness-raising activities, such as festivals. The criteria of 'positive discrimination' applied in the Programme has also been seen to reduce the impact of 'globalisation' – particularly 'American' globalization – on the production and dissemination of cultural works in Europe, particularly those from new member states.

In turn, an evaluation of the Culture Programme, carried out by Ecotec, involving an analysis of over 1,500 projects funded, reinforces the view that minority languages, and linguistic and cultural diversity, have consistently been under-supported by EU funding mechanisms. The evaluation's main conclusions were that: Culture 2000 has not increased the exchange of information or good practice among participating countries, and that Culture 2000s role as a source of information and best practice examples for intercultural policy has been limited, although it did find that Culture 2000 has raised the importance and awareness of intercultural dialogue among participating countries. Significantly, the Report also highlighted the paucity of funding mechanisms and opportunities available in Europe to support cultural diversity, concluding that: the establishment of Culture 2000 gave cultural operators in Europe the opportunity to participate in a comprehensive program of transnational cooperation with partnerships covering over 30 countries. This opportunity was and is not provided by any other mechanism and the result of this is that cultural operators have become more outward-looking and more open to transnational intercultural cooperation. Although detailed data are not yet available on the kinds of projects funded under the new Culture and Media programs, the signs are that this trend is unlikely to be radically reversed. Of the projects selected for funding under the first 'Culture' Call, 42% of projects selected in 2007 cover 'intercultural dialogue', 14% cover 'cultural heritage'. 9 projects involve translations of minority language books.

5.3.2 The regional and local picture

Several initiatives already mentioned, such as EBLUL or the Mercator Network, have been driven or supported by the Parliament or the Commission to give a European dimension and internal structure to a spectrum of minority language communities. Mercator is active in promoting multilingualism through initiatives like its 'Network of Schools'. Examples are the Teacher exchange Nijemardum – Borzestowo, between teachers from several Frisian schools in the Netherlands and Kashubian schools in Poland and Ponte Nas Ondas Project in which Portugese and Galician children work together to design their own radio programs. EBLUL's work in promoting European linguistic diversity and linking language communities together is based on its annual program of projects, notably Eurolang. This is a specialist news agency

which provides, on a daily basis, relevant and current news about Europe's regional, stateless and minority language communities, numbering some 50 million speakers, to NGOs, the media, European, State and local government, academia, researchers and the general public. It is also involved in networks to promote linguistic diversity, for example the Partnership for Diversity Forum. Other examples of initiatives for the promotion of the minority language at transnational level are cultural events like: Meeting on Audiovisual Production on Minority Languages*;* http://www.minorityproduction.eu/it/screeningsit.html, the European Song Contest for Minority Languages http://www.laulun-laulut.eu/.

Generally, the participation of non-governmental organizations has increased in the past years in the work of international organizations and in the implementation of policies. Also the protection mechanism of the European Charter of Regional or Minority Languages acknowledges the importance of NGOs, whose contribution at various stages before and after ratification is vital for its efficiency. This is clearly stated in the Council of Europe publication "Working Together: NGOs and National Minority Languages"[54]:

"In relation to international legal instruments concerning human rights or economic, social and cultural matters, the work of NGOs in international organisations is relevant at three levels:

- NGOs participate in campaigns for the preparation of those international instruments;

- NGOs play a leading role in the mobilisation of public opinion in favour of the ratification by states of existing instruments;

- NGOs are crucial for the implementation of treaty mechanisms, as they influence the creation and application of various legal or policy measures at the national level."

Analysing the actual situation, the role of the NGOs seems to be deployed both at European and local level in minority language issues, with different functions. At European level, the non-governmental actions are typically:

a) Networking and awareness raising, like i.e. the recently established NPLD Network, to promote linguistic diversity, or the Youth of European Nationalities (YEN), a union of European youth organizations representing the linguistic, cultural and national minorities of Europe (www.yeni.org), or Linguapax (www.linguapax.org).

b) Information, as i.e. as the news agencies Eurolang, or the Foundation for Endangered Languages (www.ogmios.org).

c) Research, like i.e. the Observatoire européen du plurilinguisme (plurilinguisme.europe-avenir.com), and Ciemen (www.ciemen.org*)*.

At local level, associations and NGOs play an important role in raising awareness of endangered and minority language issues, and to variously support/promote the use of those, as well as to play the role of stakeholders in monitoring policies and practices, influencing the appropriate authorities when necessary (i.e. see The Scots Language Centre www.scotslanguage.com or the Heimetsproch-Association pour la promotion du dialect Alsacien, www.heimetsproch.org).

The promotion of minority languages often includes language courses and cultural events organisation, i.e. the Roma minority is mostly supported and promoted across Europe by local NGOs particularly for Education initiatives.

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[54] Working Together: NGOs and National Minority Languages Eduardo J. Ruiz Vieytez, Institute of Human Rights/University of Deusto (Bilbao), May 2004.

In keeping with the 'multilingualism' picture, the main vehicle through which schools get involved in actions to support minority languages is through 'e-Twinning'.

Example 26: Enfants d'ici, contes d'ailleurs

In this project (Children from here, stories from elsewhere) children collected a series of fairy tales from other European cultures - Armenian, Berber, Kurdish and Roma - and presented them in a small booklet. The stories were written both in the original language and in the target language, and included a section on the history of the languages and cultures of European minorities. Children from multicultural schools illustrated the booklets during three residential seminars with artists.

However, an emerging trend in the school sector can be found in areas of high ethnic diversity. In these areas – mainly in large cities – a wide spectrum of languages is encountered – including the major European languages; world languages; minority and lesser-used languages and 'hybrid' languages. This rich diversity can provide a highly effective platform to promote respect for other languages and cultures at an early age.

Example 27: Newbury Park

In Newbury Park Primary School in Redbridge, north-east London, 850 pupils will have learnt phrases in 40 languages by the time they transfer to secondary school. The school has adopted a policy of teaching each language spoken by the 40 ethnic groups among its pupils. The teacher selects a child every month to present lessons in their native tongue. He researches the language with their parents and films a video of the child talking their own language which can then be used in every class in the school.

The role of higher education institutions in promoting minority languages has largely been confined to relatively narrow 'academic' actions involving research on things like linguistics and language development, and in providing teaching and language instruction.

Example 28: 'Oneness' — Online language courses for less-used and less-taught languages, Faculty of Philology, Vilnius University

'Oneness' provides online courses for five of Europe's less frequently taught languages — Estonian, Finnish, Lithuanian, Polish and Portuguese. The curricula and methodology are based on the Common European Framework of Reference for Languages. All five languages have a common course structure and learning materials at A1 level — with a user-friendly virtual classroom called 'Oneness city'. In addition to the 'language school', students can browse through the 'library' and its dictionaries, grammar compendium, laboratory of phonetics (pronunciation, intonation and accentuation), and compendium of phrases. The 'information centre' contains a sociocultural introduction in English. The 'entertainment park' offers the student an original interactive computer game for self assessment. Finally, students and teachers can relax in the 'Internet café' chat room and forum.

Networks and Associations are also active players in the landscape. As with multilingual networks, they are aimed primarily at promoting cooperation between minority language organizations at the political, policy and strategic levels, and preserving their national identity, their language, culture and the history of national minorities. Examples include languageplanning.eu, promoting cooperation between minority language planning boards in Europe, and FUEN, the umbrella association of European national minorities. Full members are representative organisations of national minorities.

Example 29: YEN

The Youth of European Nationalities (YEN) network (www.yeni.org), a union of European youth organisations. The 27 member organisations represent the linguistic, cultural and national minorities of Europe. They are joined in the idea of a Europe of diversity, affected by minorities. The YEN works for the preservation and development of the culture, language and rights of the minorities in Europe. In our commitment we focus on youth and their interests. Together they strive after establishing of a dynamic and lively network of youth organisations of all the minorities in a multi-cultural and multi-lingual Europe

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Regional and local authorities tend to support minority languages through activities like awareness-raising; promotion; events; utilizing civic 'capital' like museums.

Example 30: Fête des Langues

The Fête des Langues (Language Festival) in the city of Nantes is held every year since 2000, bringing together native speakers of 40 regional, minority, migrant and ancient languages and dialects that are spoken in Nantes. Special stands are made available in the historic city centre to encourage conversation between these different linguistic groups. The Fête des Langues is seen as a way of facilitating intercultural dialogue

Other major aspects of the work of governmental agencies is in promoting cross-border co-operation, for example the Ulster-Scots agency (a cross-border agency between Ireland and UK) and supporting policy actions to promote inclusion, for example for excluded and immigrant groups.

Example31 : REI

The Roma Education Initiative (REI), begun in 2002, was designed to target schools serving Roma communities, and to Roma communities themselves. Through school and community-based work, REI is designed to advocate strongly and consistently for systemic and policy changes that work against segregation and all forms of racial discrimination of Roma children in the school systems and *to promote equal access to high quality education for all*. REI functions in eight countries of the region where Roma populations are numerous: Bulgaria, Croatia, Hungary, Serbia, Slovakia, Slovenia, Macedonia and Montenegro

6. Conclusions and Recommendations

6.1 Main conclusions

6.1.1 The social and cultural context for language learning and minority languages

- On the surface, the indicators suggest that European citizens are responsive to the vision of a 'multilingual Europe'. 56% of citizens in the EU Member States are able to hold a conversation in one language apart from their mother tongue. 28% of citizens speak two foreign languages well enough to have a conversation.

- However, there is a significant resistance to language learning. 44% of EU citizens admit not knowing any other language than their mother tongue – and in six Member States - Ireland, the United Kingdom, Italy, Hungary, Portugal and Spain - the majority of citizens belong to this group. The evidence suggests that the level of motivation of EU citizens to learn languages is moderate. Only 1 in 5 Europeans can be described as an active language learner. A "multilingual" European is likely to be young, well-educated or still studying, born in a country other than the country of residence, who uses foreign languages for professional reasons and is motivated to learn.

- Another potential obstacle to multilingualism is the differentiation of language skills. Language skills are unevenly distributed both over the geographical area of Europe and over socio-demographic groups. Reasonably good language competences can be identified in relatively small Member States.

- In the school sector, many states pay little attention to the study of languages other than English. In very few states do substantial numbers of pupils study foreign languages other than the Linguae Francae (English, French, German and Spanish). Teachers are reluctant to take up opportunities for improving their language teaching skills and practices because of: concern about competition between languages, and between subjects for timetable time; prohibitive in-service training costs, and fears that mobility could interfere with domestic responsibilities.

- There is a significant demand for policies and actions that can support the preservation of minority languages and the promotion of linguistic and cultural diversity. There are over forty six million lesser used regional or minority language speakers in Europe, and approximately 60 minority languages in Europe and apart from Iceland, minority languages are spoken in all other European countries.

- The current knowledge base on language learning is fragmented on disciplinary and sectoral lines and there is little knowledge transfer across sectors and disciplines. There is a need to integrate knowledge, drawing on cognitive science; pedagogy; anthropology and cultural studies; instructional design and knowledge-based systems, within an inter-disciplinary framework and space to help support innovative ways of developing and promoting multilingual and linguistic diversity initiatives that understand the different 'scenarios' in which non-native language skills can be best developed and used.

6.1.2 The political and policy context

- Multilingualism and linguistic diversity can be seen as potentially contrasting and conflicting policy agendas. Whereas it could be argued that the main political impetus underpinning policy agendas and initiatives to support multilingualism have been based on the 'harder' priorities of Lisbon themes like economic competitiveness and labour

market mobility, the political drivers for minority languages and linguistic diversity focus on 'softer' issues like inclusion and human rights.

- Current policies on multilingualism reinforce an over-simplified view that citizens within the boundary of the state share a unified and common language heritage. This downplays the complex cultural and social inter-relationships that shape the acquisition and use of language – for example the growing use of 'hybrid English' by immigrant communities in different European countries.

- Multilingualism policy has been more highly prioritized than linguistic diversity policy. Beyond the rhetoric of legislation, minority languages are not recognised within Community language policy to any material extent. So far, the EU has been reluctant to interfere in a sphere that is seen primarily as of the competence of each Member State.

- The actions of the European Parliament reflect a consistent and persistent effort to mainstream minority language protection and linguistic diversity support. Since the late 1970's the European Parliament has issued a series of communications and resolutions that call for the Commission to take action in order to promote the use of minority languages and to review all Community legislation or practices which discriminate against minority languages. However, a major problem is that none of these initiatives are binding upon the Member States.

- The evidence therefore suggests that, compared with multilingualism, minority languages and linguistic diversity have consistently been 'short changed' with regard to concrete actions, as illustrated, for example, by the relative lack of response at the level of the European Commission and in member states to the recommendations developed by the European Parliament of the 'Ebner Report' and the 'Joan i Mari' Report.

6.1.3 The key funding mechanisms

- Multilingualism and language learning are represented across a wide range of research and development programmes supported by the EU and its institutions and agencies. The main mechanisms are the principle 'education and training programmes' implemented between 2000 and 2006, and represented primarily by the second phases of the Socrates and Leonardo da Vinci programmes and the new Lifelong Learning Programme (LLP), scheduled to take place over the period 2007-2013.

- Less significant funding instruments include RTD programmes focusing on ICTs that have a specific 'language' component, including the Sixth Framework Programme (FP6); the eTEN programme; the Seventh Framework Programme (FP7); the e-Learning Programme; the eContent Programme and the eContent Plus Programme, and other programmes with a 'language' component, including Tempus and Erasmus Mundus.

- Overall, the vast proportion of investment in funding programmes like Leonardo, Comenius and Grundtvig has been concentrated in supporting multilingualism.. In contrast, investment in resources to support minority languages and promote linguistic diversity has been much lower. The main sources of funding to support minority languages have been the Socrates and Leonardo programmes together with successive phases of the 'Media' and 'Culture' programmes.

- Continuing reflection is needed to refine political agendas and priorities of the funding instruments to achieve the aims of a multilingual policy (building on the instruments that exist). A more 'societal learning' reflection instead of a predominantly economic and

human capital based reflection should drive the EU Programme 'Calls' as highlighted in the *High Level Group of Intellectuals and practitioners on Multilingualism.*

6.1.4 Common market principles, inter-relationships and multiplier effects in other policy areas

- There is an inherent tension between the vision of a 'single market' Europe and a Europe of cultural and linguistic diversity. The realisation of these two visions through policy actions can generate negative and unforeseen effects that paradoxically reduce the impact of policies promoting multilingualism and linguistic diversity. As the Palomero Report points out "the Commission faces the contradiction of stating its will to communicate with citizens in their own languages but it limits itself to doing this only in those that are designated as official languages of Community institutions."[55]

- The biggest effect of the implementation of common market principles with regard to language learning and linguistic diversity has been to increase the dominance of English as the European 'lingua franca'. English remains the most widely spoken foreign language throughout Europe, particularly for business enterprises. This 'globalisation factor', presents an increasing challenge to the vision of multilingualism. There is also evidence that, paradoxically, the promotion of multilingualism is reinforcing the use of English as the European 'lingua franca'.

- The effects of the domination of English are complex and evidence and opinion varies considerably as to whether language policies should aim principally to reduce the influence of English, or to support English – and its evolving 'hybrid' forms – as a platform to promote mobility and competitiveness.

- Equally, evidence and opinion vary considerably on the impact of language policies on promoting the common market principles. On the one hand, the position is that language skills are key to promoting these principles. On the other, the position is that supporting multilingualism and linguistic diversity reinforces barriers to economic, social and cultural mobility for ordinary European citizens.

- Multilingualism and language learning have not been fully embedded as cross-cutting themes across the spectrum of European policies – although the recent introduction of multilingualism as a cross-cutting policy instrument – to support implementation of the 'Action Plan' - is likely to increase the profile of languages in relation to other policy areas. The main policy areas that most directly connect with policies on multilingualism and linguistic diversity are those supporting education, youth and culture. The key instruments supporting language policies in this policy environment are the principle 'education and training programmes'.

- The Socrates programme has supported a wide range of initiatives including joint language projects, supporting language assistantships; providing in-service training grants for teachers of a foreign language; projects developing training tools and courses for language teachers; intensive linguistic preparation courses in a less widely used and less taught language for Higher Education students; learning partnerships, and cooperation projects to promote languages in adult education; projects developing new language learning or testing tools; and projects promoting awareness about the benefits of language learning and bringing language learning opportunities closer to citizens.

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[55] Palmero, J (2006) Report for the High Level Group on Multilingualism, European Commission, Brussels.

- The Leonardo da Vinci programme has also supported a range of initiatives, including in-service training abroad for teachers of a foreign language; projects developing language learning tools for vocational training purposes and in the workplace; projects developing methods of validating language skills; language audits in companies; transnational placements, exchanges and study visits for people in training.

- Overall, the impact of these programmes on proficiency in EU languages can be considered to be small, yet important. Impacts for VET staff focus on improved skills (especially project management and foreign languages) and networks with colleagues abroad). Mobility and language projects contributed the most to increased teaching and learning of EU languages. Mobility projects provide young people in VET the opportunity to put their language skills into practice, thus improving those skills. Culture-themed projects allowed learners to gain experience and develop interest in speaking a second language. There appeared to be only a minor impact on more people speaking foreign languages, especially less widely used ones.

- School exchanges; in-service training for professionals; support for language assistants; higher education scholarships, teaching programmes and exchanges all reflect a focus on supporting language learning. This investment has clearly been of benefit to delivering the objectives and provisions of the 'Action Plan'.

- The RTD programmes have contributed very little to the promotion of the objectives of the Action Plan and the Charter, with only 8 projects devoted to linguistic themes in the combined programmes of FP6, eTen, eContent and eContentPlus.

- The contribution of the Culture and Media programmes to supporting minority languages and promoting linguistic diversity has not been well established, although they do appear to have had a positive effect in disseminating cultural works in minority languages to a wider audience, and in promoting awareness-raising activities, such as festivals. However, the evidence suggests that programmes like Culture have not increased the exchange of information or good practice among participating countries, and that their role as a source of information and best practice examples for intercultural policy has been limited, although they have raised the importance and awareness of intercultural dialogue among participating countries.

- It is also noticeable that investment in funding instruments deployed to support languages and promote linguistic diversity has shown a downward trend in recent years. The total budget for language focused initiatives in LLP is just over 7 million euro, or 13% of the combined funding available for the programme as a whole. It should be noted that this figure represents funding allocated for the first Call of the LLP (in 2006) – i.e. 1 year – which is seen as an indicator of the current priority given to languages. This can be set against a broad figure of 30 million euro per year available for language focused initiatives for Socrates and Leonardo over the previous years.

- The inter-relationships between language and other policies, and their multiplier effects, are complex. The evidence base is poorly developed and remains contested. More research in this field should be a priority for future policy and program development.

6.1.5 How policies on language learning and multilingualism are being addressed

What member states are doing

- As Table 10 shows, the current evidence suggests that what is being done to support multilingualism is variable. Only a few member states are close to achieving

implementation targets across the board. Implementation of the Action Plan has been particularly variable with regard to Strategy Area 2 – Better Language Teaching – and Strategy Area 3 – Building a Better Language Environment.

- Some member states tend to approach compliance with the Action Plan in a tokenistic way, to some extent engaging in the rhetoric of multilingualism rather than providing comprehensive and practical support.

- Though the 'Lifelong Learning Objective' of the Action Plan has been implemented to a greater degree than the other two objectives, implementation has bee uneven across member states. Whereas Finland, Hungary and Sweden show a high level of implementation, a number of countries – notably Ireland, Slovakia, and the UK show relatively low levels of implementation. Adult Learners and Learners with special needs are particularly poorly provided for.

- In general Member States recognise the importance of language learning, especially at an early age. The range of languages offered across the 'formal' education system – mainly in schools - is generally wide, but there is little evidence so far of the widespread and systematic implementation of policies and initiatives focusing on minority and regional languages.

- Member states have generally focused on the following areas of implementation: of Lifelong Language Learning: generally reviewing the educational system as a whole in the light of a 'lifelong language learning' approach; introducing early language learning in primary education; introducing CLIL (content and language integrated learning) in curricula; providing more extensive language courses in secondary schools; putting more investment in teacher training; promoting standardization of certification; promoting collaboration, mainly through EU programmes.

- Implementation of the 'Better Language Teaching' objective of the Action Plan has been limited and variable across member states, with France and the Czech Republic showing a higher degree of implementation and Ireland, Finland and Sweden the lowest. Some of this variation is clearly due to different interpretations of how implementation should be carried out, and monitored.

- Very few countries require that their qualified language teachers spend a period of residence in the country of their chosen language, and there is often a distinct gap between the linguistic ability achieved by merely studying a language and the cultural understanding and fluency of experiencing a language.

- Disparities in salaries – particularly between eastern and western member states - dissuades foreign language assistants and teachers. However, some countries such as Slovenia with its Language Assistant Scheme or the Netherlands with its established teacher training scheme for native German speakers, see the obvious benefits in teacher exchanges, and have implemented successful programmes.

- Many countries disregard the objective of training teachers in other subjects or question its relevance or feasibility. Much further investigation into the value and feasibility of providing cross-curricula language tuition is needed.

- Many countries have fully integrated the Common European Framework into their national testing schemes. One of the key issues here is training. Whilst the adoption of CEFR streamlines the recognition of language skills, at grass roots level teachers and assistants are not always sure how to implement them and a real Common European Framework that is understood by all member states is still in the early stages.

- In line with the other two key Action Plan objectives, implementation of the 'Language-Friendly Environment' has been uneven across member states. Whereas Finland, Hungary and Sweden show a high level of implementation, a number of countries – notably Ireland, Slovakia, Greece, Bulgaria and the UK show relatively low levels of implementation.

- In general, most countries are sensitive to the educational needs of their minority cultures and receptive to the idea of promoting language to avoid generational decline. In recent years, there has been a considerable increase in awareness, particularly in countries who have ratified the Charter, and this has been reflected in legislation and policy. Some countries, such as the UK, already provide support for education in minority and regional languages, as well as subsidies for cultural initiatives.

- There are huge gaps between the perception of each member state as to what constitutes a positive language environment.

- Improving the supply of take up of language is primarily addressed through high profile initiatives like support for the European Day of Languages, and participation in the Languages Label. However, much of the focus is on existing provision rather than expanding language facilities and addressing unmet demand.

The regional and local perspective on multilingualism

- There is a diverse range of actors involved in initiatives to promote the aims and objectives of the 'Action Plan' beyond those formally implemented by member states. The state supports roughly a quarter of the initiatives identified by the study and a similar contribution is made by regional and local authorities, and by EU programmes. Around a quarter of the initiatives are self-supported by the actors involved.

- The main actors are: European agencies and centres (for example the European Centre for Modern Languages and Mercator; Regional and local authorities (working across a wide spectrum of institutional and funding arrangements mainly through partnerships); Other civic agencies (for example tourism offices; museums and galleries); .Individual educational enterprises (mostly working in partnerships through EU funded programs like e-Twinning); Professional Associations (largely working promote the interests of language schools and language teachers and in networks to promote multilingualism and linguistic diversity; Academic and research institutions (mainly in educational research projects supported by national programs, but also 'grass roots' work); NGO's (mainly working on lobbying government agencies); commercial organizations (as providers of language learning services, developers and suppliers of language learning content, and developers of innovative technologies).

- Much of the effort and activity at the regional and local level in supporting multilingualism is in four areas: promoting inter-cultural awareness, for example through twinning and cultural events; supporting the wider use of languages; teacher training and other professional development and developing innovative teaching materials. The main gaps are in curriculum development, professional development and accreditation, and using technology-enhanced language tools and eLearning.

- Most of the activities promoting multilingualism take place in the formal educational setting, particularly within the secondary school sector. Initiatives and projects at the 'grass roots' are more supportive to adult and work-based learning than state initiatives. There is also a greater emphasis at regional and local levels on language learners with special needs, including 'hard to reach' groups.

- Initiatives at the regional and local levels mainly support the provisions of the Action Plan in the following ways: school language projects and language exchange visits, and Content and Language Integrated Learning (CLIL); exchange of qualified teachers; in-service teacher training.

- The areas where less attention is being devoted to the objectives of the Action Plan at the regional and local levels are: mainstreaming 'Mother tongue plus two other languages'; addressing labour market supply issues; training teachers in other subjects promoting the testing of language skills.

- Despite the emphasis at the regional and local level on public awareness-raising and citizen involvement, there is a need to make language learning policies, strategies and initiatives more relevant to the 'life-worlds' of citizens (in the home; at work; in everyday life). More importantly, there is a need to pass on the message that non-mother tongue languages will never be mastered at the same level of the mother-tongue and to emphasise the potential value of learning other languages in ways that can be usefully applied – for example as a communication tool to understand other cultures, to usefully help citizens in their daily life or to open up their leisure activities.

- The real and 'opportunity costs' of learning a language are not sufficiently well-recognised and member states need to develop and apply innovative ways of 'language incentivisation' for these 'hard to reach' groups, in order to offset the risk of an increasing 'linguistic divide' in Europe.

6.1.6 Problems and Gaps in the implementation of the 'Action Plan'

- Factors militating against implementation of the Action Plan include the dominance of English and poor language awareness and the subsequent unpopularity of languages and students poor performance in languages in examination levels; lack of resources, funding and training opportunities; not enough curriculum time to teach other foreign languages. There is also some evidence that some member states do not prioritise language issues at all.[56]

- Factors contributing to the successful implementation of the Action Plan include the 'small nation' factor, where less populous nations have a history that is supportive of language learning; availability of resources to implement a successful and effective Lifelong Language Learning agenda; specialised teacher training for primary language teachers; use of innovative pedagogic tools, and new technologies; language programmes, learning packages and foreign TV and films and broadcasts. Implementation of the Plan is also likely to more successful when language policies are linked to other policy agendas.

- The evidence so far raises issues about the extent to which the current 'Action Plan' is too 'over-arching'; too complex and ambitious and fails to provide adequate flexibility to reflect the influence of political realities and local culture and context. At present there are almost 50 different provisions member states need to comply with across the three key elements of the Plan. Targets set by the Action Plan may be too onerous and for some countries may be unachievable due to lack of resources (for example to support 'Mother tongue plus two languages'); lack of teacher training infrastructure and effective teaching and learning tools. Table 10 summarises the main areas of the Action Plan that, on the basis of the results of the study, are likely to be difficult to achieve, taking into

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[56] 'Promotion of multilingualism in the 31 countries of the Lifelong Learning Programme'. Study commissioned by DG EAC, Yellow Window, Antwerp, March 2008.

account factors like: the priority attached to language learning and political will at government level; status of infrastructure and resources; demographic and cultural factors.

- Table 10 also summarises the main obstacles to implementing the Action Plan. These are as follows.

- For Lifelong Language Learning, the areas where obstacles to implementation of the Plan remain are: i) 'mother tongue+2': smaller class sizes; better information for parents and teaching staff; lack of trained teachers; shortage of specialised courses; competition for curriculum time for CLIL ii) secondary schools: lack of priority given to programmes like Comenius; lack of support for Language assistantships iii) higher education: the autonomy of HE institutions; no integration into curriculum development; lack of funding for study abroad iv) adult language learning: lack of partnership with individual organisations and the private sector; no concerted effort by national agencies; lack incentivisation initiatives v) special needs: lack of proper special needs provision in place; shortage of trained teachers; no training programmes vi) range of languages: dominance of English; lack of support for world and lesser-used languages.

- For 'Better Language Teaching', the main obstacles are: Wide interpretation of the provisions of the plan by member states; the low use of e-learning and ICTs; cost and mobility issues of language teacher training; variability in legal status and work conditions of teachers across Europe; lack of resources devoted to training teacher sin other subjects; lack of curriculum flexibility; difficulties in getting teachers to applying testing instruments in the classroom.

- For 'Building a language-friendly environment', the main obstacles are: the lack of concrete actions so support linguistic diversity; failure by governments to recognize the highly contextualized and localized nature of languages; the lack of recognition of the factors that shape demand.

- Given the wide variations in the quality and level of detail provided by national representatives and the prevalent culture of 'box ticking' in monitoring implementation of the Plan, it is difficult to gain an accurate picture of how implementation is proceeding on the ground. As a result, An evidence base of 'what works' is not being established.

- A review of the Action Plan structure, specific provisions and evaluation process is needed. Different member states have different strenghts and weaknesses with regard to compliance. These strenghts and weaknesses reflect factors such as population size and demographics; cultural context; educational structures and language receptivity. A model based on a more granulated Action Plan based on an 'audit' of strengths and weaknesses and then applying a 'customised' implementation plan for each member state could usefully be explored.

Table 10: Action Plan Implementation and Achieveability Analysis

ACTION PLAN GOAL	IMPLEMEN TATION	ACHIEV ABILIT Y	OBSTACLES	RECOMMENDATIONS
LIFELONG LANGUAGE LEARNING				
1.Mother tongue plus two other languages: Making an early start	***	***	Lack of curriculum time shortage of teachers inflexibility of curriculum	use language assistants in rotating language focus groups introduce CLIL more info on choices
2. Language learning in secondary education and training	***	***	Variability in motivation to learn Costs of participation in programmes Variability in quality of CLIL	National language assistant schemes More co-funding for Comenius Improve standards for CLIL training
1.3 Language learning in higher education	**	*	Autonomy of HE institutions Costs of studying abroad Low priority	Co-ordination at government level Subsidies for foreign study
1.4 Adult language learning	*	***	Lack of motivation to learn Real and opportunity cost	Make learning more relevant Promote innovative incentives
1.5 Language learners with special needs	*	**	Low priority in member states Poor teaching and learning models	Link language to broader inclusion agendas Support development of innovative pedagogy
1.6 Range of languages	***	***	Dominance of English Few 'world' or lesser used languages	More coherent and 'needs-based' policies on language demand and supply
BETTER LANGUAGE TEACHING				
1. The language friendly school	**	**	Wide interpretation Low priority	Adopt holistic approach Use minority languages to raise awareness
2. The languages classroom	*	****	Low use of e-learning and ICTs	Prioritise and support technology-enhanced learning
3. Language teacher training	*	***	Cost and mobility issues	Centralised database of training best practice Training subsidies Distance learning
4. Supply of language teachers	*	***	Variability in legal status and work conditions	More effort to remove legal and admin barriers
5. Training teachers of other subjects	*	**	Lack of resources Lack of curriculum flexibility	More flexible curriculum
6. Testing language skills	***	****	Applying CEFR and ELP in classroom	Support for teachers to apply methods
BUILDING A LANGUAGE FRIENDLY ENVIRONMENT				
1. An inclusive approach to linguistic diversity	**	****	Linking support to action on diversity	Greater use of Socrates and Leonardo programme funding
2. Building language friendly communities	*	**	Highly dependent on local cultural context	Better cultural specificity of Action Plan. Wider dissemination of good practice
3. Improving supply and take-up of language learning	***	****	Policy and practice supply-led	Better understanding of user needs More public awareness-raising actions

IMPLEMENTATION:
***** Fully implemented

**** Significantly implemented
*** Partly implemented
** Little implemented
* Very little or not implemented

ACHIEVABILITY
***** Extremely achievable
**** Highly achievable
*** Moderately achievable
** Difficult to achieve
* Very difficult to achieve

6.1.7 Implementation of the Charter on minority and regional languages

How member states are implementing the Charter

- To date fifteen member states have ratified the Charter; four member states have signed but not ratified the Charter (including countries with official minority languages or significant minority language groups like France and Italy) and eight member states have not signed (including countries with official minority languages or significant minority language groups like Greece). Within the Council of Europe member states, twenty three have ratified the Charter; ten have signed and fourteen have not signed. Those member states who have provided implementation reports tend to approach compliance with the Charter in a tokenistic way, to some extent engaging in the rhetoric of linguistic diversity rather than providing comprehensive and practical support.

- Implementation of the Charter reflects issues of over-ambition; lack of contextualization and 'generalism'. Problems include: the Committee of Experts' continuing disagreement with some States Parties about what languages are covered by the Charter; confusion between the Charter and the Framework Convention for the Protection of National Minorities; the inherent conservatism of member states; the short duration of the three year monitoring cycle, making it more difficult for governments to implement recommendations in a timely way.

- Our analysis supports the conclusions of the Director General's latest (2007) Report – that implementation of the Charter has been limited, slow and uneven. Less than a third of the full provisions of the Charter have been implemented. The areas where most progress appears to have been made is in relation to the provisions covering 'Media', where around half of the provisions have been addressed, and in Cultural activities. However, in both cases this progress has largely been due to implementation by member states of the 'generic' commitments of the Charter – for example guaranteeing freedom of direct reception of radio and television broadcasts from neighbouring countries - rather than fulfilling more detailed and practical actions.

- In the education sector, progress has been both generally slow and uneven. Although 13 of the 16 EU member states reviewed so far have made provision to support minority language teaching, this has been mainly in the primary and secondary sectors. However, as with the 'Action Plan', the shortage of adequately trained teachers is a major problem affecting most regional or minority languages.

- The areas where least progress has been achieved are Administrative authorities and public services and Economic and Social Life. Some progress has been achieved in some areas – for example supporting the use of minority languages in political debates in regional assemblies, and allowing submissions to public authorities in regional and minority languages. A number of member states routinely adopt procedures, for example providing street signs in minority languages, and in public communications.

- In relation to economic and social life, many states have failed to push forward implementation of one of the key Charter provisions – promotion of regional and minority languages in employment contracts, technical documents and similar employment related documentation.

- However, though overall implementation of the Charter has been limited, there is significant variability in implementation across different countries. Countries where relatively good progress has been made include Finland, the Netherlands, Slovenia, Denmark and Sweden. Countries where less progress has been made include the UK, Germany., Spain and Austria. In the case particularly of Slovakia, Germany and Spain, this situation is likely to reflect the complexity and breadth of regional and minority languages that need to be addressed, in contrast to Finland, the Netherlands, Slovenia and Denmark, where only a few languages are represented.

- In line with the recommendation to promote cross-disciplinary research collaboration, there is a need for better collaborative working between key actors and stakeholders – including associations, regional authorities and NGO's. This is required in particular at the level of trans-national institutions. Much of the effort driving forward the key agendas has emanated from the European Parliament, and that agencies of the Commission have been reluctant to fully and practically engage with these agendas. Greater co-operation and collaboration between institutions like the Council of Europe, the European Parliament and the Commission is required.

- The study supports recent calls for the creation of an 'Agency for Multilingualism', as first proposed in the 'Ebner Report' (later re-iterated by the report of Bernat Joan I Mari), and supported by the European Parliament, and as recognised by the European Commission in its feasibility study on a proposed Agency. However, the creation of an Agency needs to address problems like: the relative autonomy which the Members States are keen to preserve when it comes to education policy, cultural identity and internal policies; the financial and administrative burden, and the bureaucratic procedural restrictions that such an Agency would potentially create. However, there is likely to be less resistance to the promotion of an 'embryonic' Agency, based on a network of linguistic diversity, one of whose tasks could be to explore the efficacy of a more formal structure.

- As with the 'Action Plan', this study suggests that a review of the structure and monitoring system of the Charter would be beneficial – particularly with regard to its complexity and breadth of technical compliance. At present there are over 100 different provisions member states need to comply with across the six 'Articles' of the Charter. This review should take account of the different strengths and weaknesses of member states with regard to these provisions.

What the non-governmental sector is doing to support the Charter

- The majority of innovative projects support the 'multilingualism' agenda rather than minority languages and linguistic diversity. Our research shows that in the major education and training programmes funded by the EU – like Socrates and Leonardo – only around 10% were devoted to minority languages. The contribution of the other two main funding programmes - Culture and Media - to supporting minority languages and promoting linguistic diversity has not been well established. However, they do appear to have had a positive effect in disseminating cultural works in minority languages to a wider audience, and in promoting awareness-raising activities, such as festivals.

- Several initiatives such as EBLUL or the Mercator Network, have been driven or supported by the Parliament or the Commission to give a European dimension and internal structure to a spectrum of minority language communities.

- Generally, the participation of non-governmental organizations has increased in the past years in the work of international organizations and in the implementation of policies. At European level, the non-governmental actions are typically Networking and awareness raising; Information provision and Research. At local level, associations and NGOs play an important role in raising awareness of endangered and minority language issues, and to variously support/promote the use of those, as well as to play the role of stakeholders in monitoring policies and practices, influencing the appropriate authorities when necessary.

- In keeping with the 'multilingualism' picture, the main vehicle through which schools get involved in actions to support minority languages is through 'e-Twinning'. The role of higher education institutions in promoting minority languages has largely been confined to 'academic' actions involving research on things like linguistics and language development, and in providing teaching and language instruction.

- Networks and Associations are also active players in the landscape. As with multilingual networks, they are aimed primarily at promoting cooperation between minority language organizations at the political, policy and strategic levels, and preserving their national identity, their language, culture and the history of national minorities.

- Regional and local authorities tend to support minority languages through activities like awareness-raising; promotion; events; utilizing civic 'capital' like museums, and in promoting cross-border co-operation.

6.2 Recommendations

6.2.1 Expanding the knowledge base to support more effective policy-making

- The study has identified a number of gaps in the knowledge base that need to be addressed in order to support more effective policy and practice. Research actions are therefore needed in the following areas:

  ➢ The reasons why for many citizens language learning is perceived as not relevant to their everyday lives (see Example 6, p.59). This research should focus on applying a critical perspective to current taken-for-granted assumptions about the perceived value of multilingualism and linguistic diversity in European society.

  ➢ Research to develop a more targeted policy framework for multilingualism and linguistic diversity. This should focus on developing robust methodologies and instruments to identify the different needs and different 'scenarios of use' in which language policies can be practically applied (see Example 9, p.60). It should cover variables like different language learning styles and different language learning capacities. The research should build on what is known by including systematic reviews and meta-analysis of 'what works' in language learning and teaching.

  ➢ Research on the inter-relationships between language and other policies, and their multiplier effects.

6.2.2 Supporting a language-friendly culture

- Channel effort and resources to promote a 'culture' change in attitudes to languages. This particularly needs to be targeted at 'anglophone' countries and larger member

states, and at 'hard to reach' groups – particularly those from lower socio-economic backgrounds, the less affluent; those with lower educational qualifications, and educational drop-outs, and the 'linguistically marginalised' (see Example 8, p.59).

- Awareness and profile-raising should explore what has been learned for example from 'Lingua' and other Socrates actions and should focus on reviewing how motivational barriers can be overcome (see Example 7, p.59). Examples include: the more extensive and systematic use of subtitling in broadcasting and other cultural media, in line with the opinions expressed by the High Level Group on Multilingualism in its Final Report to the European Commission; building on emerging models and practices of 'inter-generational learning'; valorising the impacts associated with the 'European Year of Languages'; building on the results initiated by the 'European Language Label'. An example is the 'LINGO' study which has produced a brochure '50 ways to motivate language learners'.

- Make language learning policies, strategies and initiatives more relevant to the 'life-worlds' of citizens (in the home; at work; in everyday life). Recognise the validity and legitimacy of 'hybrid languages' (particularly new forms of English) and use them as platforms for language learning. Address the 'fear factor' of language learning by reducing the emphasis in language learning policy on 'mother tongue plus 2' and by promoting ways of demonstrating the potential value of learning other languages in ways that can be usefully applied (see Example 29, p.78). Apply innovative pedagogic models and approaches developed through 'informal learning' research specifically to language learning (see Example 9, p.60).

- Explore the potential of 'Web 2.0' technologies and social networking systems to promote language learning. Utilise the research databases and good practice repositories being developed by EC agencies like the Institute for Prospective Technological Studies (IPTS) (see Example 10, p.60).

- Use existing community spaces and environments like youth clubs and sports clubs to embed language learning in everyday, familiar social and cultural contexts, building on the experiences of examples like the 'Fairy tales before take-off ' (see Example 17, p.66) initiative implemented by the Goethe-Institut Brüssels that promotes language learning in airports; **'**Soccerlingua', which promotes languages to 'reluctant' teenage learners through the theme of football and by portraying international football stars as language-learning role models (see Example 16, p.63).

- Support initiatives at local and regional levels where minority and "other than native language of the country" communities could develop activities in their languages. Examples are the 'Lingoland' initiative which used an Internet platform to bring the way of life of other countries to children, and the which used fairy stories in Armenian, Berber, Kurdish and Roma to present language and culture in an immediate and meaningful way (see Example 26, p.77).

6.2.3 Leveraging resources

- Develop and apply innovative 'language incentivisation' approaches for 'hard to reach' groups. These could explore: the potential of 'language vouchers' (as currently used in some Belgian local authorities – see Example 18, p.63); the use of tax incentives; leveraging levies on companies to promote a 'language learning fund' (drawing on the experiences of schemes in Ireland – promoting digital literacy – and in France – leveraging funds for vocational training).

- European institutions, member states and regional authorities should provide support to harness existing community networks and community 'social capital' to develop 'embedded' language learning initiatives and 'incentivisation' schemes. Examples include working with immigrant communities to provide language learning resources to schools, for example the initiative in Newbury Park Primary School in Redbridge, north-east London (see Example 27, p.77) . In turn, private companies should be encouraged, through incentives, to offer funding to their employees for extra-curricula activities, such as language courses and organising European work exchanges (see Example 22, p.67).

- The research actions called for in Section 5.2.1 above require the setting up of a dedicated action line in one of the EU funded programmes, for example the Lifelong Learning Programme, to support collaborative networking, good practice exchange and inter-disciplinary innovation in the field. This should include provision for funding a 'Language Observatory' to track the evolution of languages particularly 'hybrid English'; track and monitor evolving language needs, related to different 'scenarios of use', for example for young people; employers; hard to reach groups.

- Prioritise languages in specific EU funded programmes and Actions. For example Key Action3-ICT in the Lifelong Learning Programme should prioritise languages in its action since in 2007, no language oriented projects were financed.

- Incorporate resources for support and accompanying measures in EU funded programmes and actions to promote dissemination and valorisation of the outcomes of language learning initiatives and projects to local and national policy makers in member states.

6.2.4 Collaborative working

- Both the European institutions and member states should provide support to promote better collaborative working between key actors and stakeholders – including associations, regional authorities and NGO's. This might take place by expanding the remit of current agencies such as the EURES cross-border partnerships, and supporting agencies and associations like EBLUL and Mercator. The three principal EU institutions - Council of Europe, the European Parliament and the Commission – should work together to develop and implement a working Forum for regular strategic review of language learning policies.

- To kick start such collaboration, Parliament and the Commission should put forward proposals for developing and funding an exploratory 'Agency for Multilingualism', based on a network of linguistic diversity, one of whose tasks could be to explore the efficacy of a more formal structure. This could build on the network co-ordinated by EBLUL, which has just been funded under the Lifelong Learning Programme. This flexible and "soft" structure/network with some mid-term financial support from the European Commission could become the virtual laboratory for the 'linguistic vision' and one of its outputs, inter alia, could be to produce a feasibility study and business plan to develop and implement an Agency.

- Both the European institutions and member states should initiate a collaborative action to review ways of reducing legal, fiscal and administrative barriers that prevent more language professionals and students from taking advantage of mobility and training programmes.

6.2.5 Reviewing and modifying the Action Plan and Charter

- Review the current structure, format and monitoring and evaluation systems for the 'Action Plan' and the 'Charter', drawing on the results of relevant studies and expert opinion. Explore in particular whether a more flexible system could be developed. This could incorporate an 'audit' of strengths and weaknesses for each member state and a 'customised' Action Plan and Charter for different member states that links goals to factors like needs, social and cultural characteristics, political and policy context and resources.

- Notwithstanding any future review of the *Action Plan*, the current Plan could be improved through the following measures:

    - ➢ Regarding Lifelong Language Learning, member states should be encouraged to provide more support and resources to facilitate better information for parents and teaching staff about the benefits of an early start and what criteria should inform their child's choice of language. Incentives should be provided to encourage more extensive training for teachers with the skills to teach languages to primary learners (see Example 5, p.48). The Higher Education sector in member states should be encouraged to provide a greater volume and range of specialised language teaching courses and provide opportunities and subsidies for study abroad programmes for subjects outside of language degrees (see Example 28, p.78). The Commission should devote more attention and resources to raising awareness of opportunities offered by programmes like Comenius and in particular, the support available for Language assistantships.

    - ➢ National agencies in member states should be encouraged to put more effort into providing and supporting initiatives to promote adult language learning, in partnership with 'third sector' organisations and the private sector. This support should learn and build on examples of current good practice, for example Belgium's 'language vouchers' initiative (see Example 18, p.64). National agencies should encourage companies to promote work-based language learning through training incentives, levies and awards schemes. Similarly, greater effort is needed by national agencies to address the deficiencies of 'special needs' language teaching, and in particular the shortage of trained staff, by supporting dedicated training programmes (see Example 4, p.48) and promoting cross-border mobility for teachers (see Example 5, p.48).

Table 11 presents a set of examples of good practices of implementation for each element of the Action Plan. These are intended to support the above recommendations.

Table 11: Action Plan Good Practice Examples

Country	1.1 Pre-primary and primary education
✯ UK	*Raising language awareness and cultural understanding/range of languages available to young learners:* Language of the month (Newbury Park Primary School, *Redbridge, North London*). The school has adopted a policy of teaching each language spoken by the 40 ethnic groups among its pupils, which promotes interest in foreign languages and cultures, encourages its pupils to study them in greater depth and helps refugees and immigrants to feel less alienated in their new environment. Parents of children are involved in the scheme and invited into the school to talk about their language and culture. 'Language of the month' has also prompted a twinning scheme with a school in Barcelona, as well as exchanges with schools in Finland and Denmark. (Actions 1.1.1>1.1.5) (http://www.newburypark.redbridge.sch.uk/langofmonth/index.html)
Finland	*Raising language awareness and cultural understanding:* In Finland, the widespread adoption of *kielisuihkuttel* (language showers) in many schools to increase language awareness and motivation to learn languages prepares pupils for language learning at a later stage and makes the subject infinitely more accessible.
UK	*Appropriate training materials and resources are provided:* primaryLanguages – The training zone for teaching and learning languages at Key Stage 2 (*national initiative set up by CILT to help meet the government target of introducing a compulsory language at Key Stage 2 by 2010*) The website provides training and course materials, clear advice on the new languages framework, forums and good practice video clips, all divided into three sections for leaders (headteachers, senior managers, subject coordinators), teachers, and trainers. (http://www.primarylanguages.org.uk/).
Country	1.2 Secondary education
✯ Slovenia	**European Classes:** Besides focusing on learning foreign languages with a special emphasis on either English, French or German in the first phase of the project, (with Spanish, Italian and Russian to follow next year) and on the cultures of the people speaking the target languages, the European Classes curriculum aims at making students acquire a deeper awareness of their mother tongue and country and, consequently, help them develop additional knowledge and skills to present their homeland and culture in Europe and around the world.
Finland/Netherlands/ France/Germany/ Italy	BeCult network – a web-based learning platform designed to help students at secondary vocational level aiming to undertake work placements abroad in the catering and hospitality sector. Using flash movies and gaming devices students are able to build upon their understanding of foreign language and culture. Whilst a good networking tool for young learners, the project would benefit from wider European expansion and more resources to ensure the dissemination of more accurate and effective material (www.becult.org).
Estonia	Immersion programmes for primary and/or secondary education, which focus on 'additive' bilingual education, aiming for functional proficiency in both the students home language and a second language (http://www.kke.ee/index.php?lang=eng).
Country	1.3 Higher education
✯ Various	*All students should have the opportunity to complete a period of study abroad:* CEEPUS (Central European Exchange Programme for University Studies) is a grant network which promotes academic mobility in Central Europe, involving Austria, Bulgaria, Croatia, Czech Republic, Hungary, Poland, Romania, Slovakia and Slovenia. (http://www.ceepus.info/).
Finland	The University of Helsinki is just one of several universities in Finland offering MA and MS degrees in English, creating international learning environments.
Country	1.4 Adult education
✯ Czech Republic	*Every adult should be encouraged to continue learning languages and facilities should be made readily available:* National Languages Gateway: learners can improve their competences in foreign languages using free e-learning language courses. The courses available will be designed for different languages and for different target levels (defined by the

Country	
	Common European Framework for Languages).
Czech Republic	Language vouchers: vouchers are given to fund language courses and provide good motivation, increasing demand for languages.
Finland	*Cultural activities:* 'Developing Language Teaching' for 2006-8 programme accepted by the Board of Education indicates support for partnerships with radio, TV and cultural centres to promote language teaching and brings language learning into the everyday cultural sphere.
Country	**1.5 Language learners with special needs**
✶Denmark	*New approaches:* Denmark already demonstrates a keen interest in combining advanced ICT with special needs education which could be extended to aid language learners with special needs. Already functional projects include Ordret.dk – advanced spelling and grammar help for people with dyslexia, a Danish version of Linux adapted for people who are blind or partially sighted, and programs which offer full access to electronic dictionaries for blind and partially sighted students.
UK	*Good practice in languages for SEN:* Kindersite: Phonics and phonemic awareness games and animated stories are particularly useful for deaf or hard of hearing students (www.kindersite.org).
Poland	*Provision:* New Matura: which is an upper secondary external school leaving exam implemented in 2005 takes into consideration the needs and requirements of pupils with dysgraphy and dyslexia.
Country	**2 Better language teaching**
Denmark	Nordic-Baltic Cooperation Project: Open and Distance Learning in Teacher Training: A one-year Nordic-Baltic teacher training project sponsored mainly by the Nordic Council of Ministers. The goals of the project include improving school teaching, access to in-service training and flexibility of delivery through ICT and ODL. The third phase of the project is particularly relevant as it will involve training foreign language teachers on implementing collaborative learning methods and the use of IT in international peer school projects. (http://viru.tpu.ee/ODL/).
UK	ILIAD (International Languages Inservice at a Distance) offering training opportunities online and developing networks between organisations, regions and other countries.
Country	**3 Building a language friendly environment**
✶ UK/Germany	*Building language friendly communities:* The UK German connection is a bilateral website with resources for young language learners. There are three dedicated sections: *Voyage kids* for primary age, *The voyage* for young people (12-18+) and a *Parents and professionals* section. *Voyage kids* includes excellent interactive games, stories, songs, competitions and a section for finding pen pals, sharing stories of exchanges and a letter gallery. *The Voyage* is a cultural portal providing students with articles, details of exchange, work and learning opportunities, a 'community' area which includes podcasts and blogs, and an interactive area with radio and games. (http://www.ukgermanconnection.org/).
France/Poland/ Germany/Austria	*Building language friendly communities:* Mission Europe is an innovative online language project designed around a detective game, which uses soundbytes to take the listener through a crime solving exercise (www.missioneurope.eu).
Latvia	Dialogi.lv (http://www.dialogi.lv/article.php?id=2688&t=0&rub=0&la=3) Latvian-Russian bilingual web portal promoting intercultural awareness.
UK	(www.kindersite.org) Useful website with language learning games, resources and networking opportunities for students and teachers.

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