Civil Society Platform on Multilingualism

Policy Recommendations for the Promotion of Multilingualism in the European Union

09 June 2011

FULL VERSION

"(The Union) … shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced."

(Treaty on European Union, Article 3)

"The protection and promotion of the diversity of cultural expressions presuppose the recognition of equal dignity of and respect for all cultures, including the cultures of persons belonging to minorities and indigenous peoples."

(UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, 2005)

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Introduction

The Civil Society Platform on Multilingualism was launched by the European Commission in October 2009. At the inaugural meeting of the Platform, Commissioner Leonard Orban pointed to its key priorities, which are:

- To promote multilingualism for social cohesion and intercultural dialogue;
- To provide opportunities for migrants to learn the language of the host country and to cultivate their own native language at the same time;
- To take advantage of the media which have the potential to open channels for intercultural dialogue;
- To enhance multilingualism policy to secure the rights of all European languages (official, regional, minority, and migrant languages);
- To secure language learning opportunities for all citizen, throughout their lives.

The role of the Commission in responding to these key messages is that of a facilitator, who uses two methods of theme finding and discussion: **the "open method of coordination"** with all EU governments and **the structured dialogue** with the Civil Society Platform.

At the launch meeting, it was also announced that, by September 2010, the Platform should hand in proposals in order to influence the decision-making process at OMC and EU levels and the design of the financial instruments (new generation of funding programmes 2014-2020). In that sense, the networks' potentials and inputs are very important.

Multilingualism policy, if sensitively framed and implemented by the EU institutions in close cooperation with Member States and regional authorities, has the potential to contribute towards the realisation of wider EU goals, such as **bringing Europe closer to its citizen and strengthening a pan-European identity in harmony with national and regional identities**. We have therefore aimed at formulating a coherent overall framework for the development of a multilingual policy in Europe.

Indeed, while basic rules exist with regard to the use of official languages and while there is a commitment to increase the teaching of languages with special attention to languages other than English, EU language policy remains piece-meal, lacking in direction and 'alien' to the citizen.

The Platform set to work in four work groups:

WG1: Education (including language learning, minority languages, lesser used languages, early language learning, motivation and promotion)

WG2: Linguistic diversity and social inclusion (minorities, host country language learning, intercultural dialogue)

WG3: Translation and terminology (literary translation, subtitling, culture, terminology)

WG4: Language planning and policy

The 29 members of the Platform based their work on responses received from citizen of most EU Member States to a number of detailed questionnaires sent to their members throughout the EU. The following recommendations thus emanate from the heart of European civil society.

Each work group has submitted its policy recommendations for the areas that specifically concern it. Key recommendations are presented in the main body of this report; the motivations for them are presented in the individual Work Group Reports in Appendix I. Appendix II presents the data that underlies these reports.

In order to underscore the inter-linkage of all fields of language policy, key overall considerations are presented below.

Overall Aspects

Which languages?

All languages that are in regular use by a community, whether territorial or Diaspora, are important and should be included in language policy; not just the official working languages of the European Union. This includes among others less-widely used languages, languages of immigrant communities, minority languages. This will help guarantee Europe's cultural diversity as well as the basic human rights of all citizen.

Balance: unity and diversity

A key issue is how to balance the needs of efficient and effective communication with the equally vital need to protect and promote cultural and linguistic diversity.

We recommend that **a methodology should be devised** in order to evaluate, on a case-by-case basis, what this balance should be. In this respect, we underline that multilingualism can mean both **"people communicating in several languages" and "people being communicated to in their language"**, i.e., language learning and translation/interpretation tools. Both will be required in order to achieve the necessary balance.

Citizen-centred and goal-oriented

All actions must be citizen-centred, i.e. they must be informed by the needs, requirements, goals, and social context of the EU citizen. This implies that systematic research should be conducted in order to gain an in-depth understanding of the motivators for multilingualism as well as of the current best practices throughout Europe.

Requirements and practices differ among countries, regions, localities and individuals. It is important to define which goals citizen seek to reach and to develop policies that will facilitate this. Different policies may apply in different situations.

Cross-linkage with other policies

Actions should link with other EU policies, where appropriate, such as economic competitiveness, social cohesion, lifelong learning, mobility, and employment. Linguistic considerations should also be included in all EU policies where this is appropriate.

Subsidiarity and actors

All actions must be articulated at all levels, from local to European, as appropriate. Lessons can be learned from regions in the European Union (and beyond) that are bi- or multilingual. **Civil society, public services and the media can and should be involved in the implementation of language policy.**

Key Recommendations

Although further research is required, the Work groups have already identified the following key areas for action.

On Language Policy and Planning

Full group report: page 11 (below)

1   A European language plan to promote equality and usage of Europe's languages and to safeguard Europe's endangered languages

The Platform recommends that the Commission, in consultation with the European Parliament and the Member States, develops <u>an EU language plan to protect, promote and further develop all European languages in regular use by a community, whether territorial or Diaspora, with a special regard for endangered languages.</u>

The plan should: a) be comprehensive and inclusive; b) be citizen-centred; c) link with other policies and objectives (e.g. policies for economic competitiveness and social cohesion); d) prioritise support for endangered languages; e) pay due attention to corpus planning.[1]

As a technical but crucial element of this plan, the sub-group calls on the Commission to <u>change the Community language programmes' criterion in order to facilitate access to EU language project funding for communities speaking endangered languages, and furthermore for the establishment of a specific fund for these languages from the existing budget</u>. There needs to be administrative simplification over grant applications proportionate to grant size, a change of criteria for pre-funding, and a lowering or preferably a removal of thresholds for grants to make it easier for small NGOs from endangered language communities to apply.[2]

2   Permanent Platform of EU level language NGOs

<u>A permanent platform of EU level network organisations (network of networks) should be established as an instrument of dialogue and policy formation between the European policy level and the local, regional and national language policy level.</u> A flexible and "soft" structure/network with some financial support from the European Commission could become <u>the virtual laboratory for the 'linguistic vision'</u>. The Platform could also function as a forum for regular strategic review of language learning policies, where the main EU institutions could work with civil society to help diffuse examples of best practice in language learning throughout the Member States (see the best practice examples from the Education sub group's report below). One of its outputs could be to produce a feasibility study and business plan to develop and implement <u>an Agency for Linguistic Diversity</u>.

3   Linguistic Observatory

 It is strongly recommended that there be <u>a European Linguistic Observatory dealing with all European languages</u>. It would be responsible for collecting data, acting as a watchdog of language use throughout Member States, monitoring numbers of speakers, implementation of legislation, teaching provision and courses. Part of the Observatory's function would be the development of a database with regularly updated data on the use and status of the various

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[1] The proposed language policy must not be limited to plurilingualism (the faculty of citizen to express themselves in more languages), but also pay due attention to corpus planning and the multilingualism of the technical infrastructure. In order to help a language and its real use in different social situations and domains, a wide range of language resources and tools are needed (reference corpora, dictionaries, terminology, POS taggers, lemmatisers, proofing tools and so on). These materials are necessary for the language industry in order to develop language tools that support language users and their needs.

[2] In order to deal with the problem of endangerment the sub-group recommends the establishment of a specific budget line or action fund for endangered language projects from the existing budget that can be used to safeguard and to help regenerate them. A similar fund has been set up by UNESCO as part of its global Convention for the Intangible Cultural Heritage.

languages, and on best practices in the crucially important area of corpus language planning, which would act as <u>a European Language Monitor</u>. This instrument should provide the necessary empirical data as a basis for the formulation of realistic policies and as an instrument of measurement of the effect of policy measures.

On Language Diversity and Social Inclusion

*Full group report: page 14 (below)

1 Projects to enhance social inclusion of disadvantaged groups

<u>Foster the development of EU, National and Regional, projects to enhance social inclusion of disadvantaged groups (migrants, school dropouts, illiterate citizen[3], senior citizen, disabled people[4] etc.),</u> either through new EU programmes related to the promotion of multilingualism, as well as through other existing programmes, in a more specific way, in the field of culture (i.e. Culture 2013); social inclusion (i.e. Progress); and Regional policy (i.e ESF); as well as EU neighbourhood/candidate and potential candidate countries policy strategies. Building on the examples already in place of EU good practices is essential to avoid rediscovering the wheel every day.

2 Foster bottom-up approach

<u>Foster a bottom-up approach to foreign language learning and multilingualism promotion programmes, where the participation of civil society (NGOs, trade unions, foundations, grassroots movements, associations, etc.) should be carried out at community level.</u> Although the primary responsibility for providing educational and cultural services falls on member States (at different territorial levels where appropriate), cooperation from a multi-governance approach should be encouraged.

3 Functional language learning

<u>Encourage, from a younger age, the functional learning of at least two foreign languages from Europe or from beyond.</u> This would allow all European citizen to enjoy the cultural creations from other countries, particularly music, literature and films, in their original versions. Knowing other languages and cultures is a key tool to widen the scope of our worldviews and to combat xenophobia and discrimination against the Other, inter alia, on the basis of linguistic difference.[5]

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[3] I.e. People with a very low or any degree of scholarisation (people who only speak a local dialect and have no competence in the official language(s) of their country) would need to learn well a mother tongue, being necessary European-wide, co-ordinated actions to fight illiteracy, which will help them to learn easily a foreign language.

[4] Fostering learning of sign language and Braille.

[5] For instance through the creation of multilingual inclusive materials on the history and heritage of Europe to to promote multilingualism as part of a wider curriculum that promotes social inclusion.

On Education

Full group report: page 38 (below)

1   Research on key pedagogical elements of multilingualism

More research is needed on some key pedagogical elements of multilingualism, such as language testing; teacher training; early language learning; new media; and the 'propaedeutic' qualities of various languages, to exploit the transfer effect of language-learning skills more effectively.

It is generally accepted that any second language which has been thoroughly learnt tends to improve subsequent language-learning, but the propaedeutic effect of languages varies, and the learning of English as first foreign language is often based on political rather than pedagogical factors. Our report looks at an innovative UK programme which has been testing an alternative propaedeutic approach in practice since September 2006 (sections 4.2 and 6.4.1).

Implementation: The Platform therefore recommends empirical research in primary schools in a number of Member States to ascertain which second language is most likely to encourage subsequent language-learning and also contribute to the EU's Europe 2020 priority of "reducing the school dropout rate to 10% from the present 15%" (section 3.1).

2   Policy to promote international recognition for linguistic diversity

To promote international recognition for linguistic diversity by raising awareness amongst European institutions and citizen of the benefits of multilingualism and multiculturalism for social cohesion, the economy and academic success.

There is still a need to promote the benefits of multilingualism and multiculturalism among European institutions and citizen. It is useful to learn languages other than English, especially at an early age. However, many still believe that mastering English and, to a lesser extent, another 'big' European language is the best way to success (section 3.1).

Implementation: A coordinated public information campaign to raise awareness of the benefits of multilingualism is needed throughout the EU Member States.

3   Best Practices for adult language learning

Develop appropriate methodologies for adult language learning, including distance learning, help with the funding of staff and teacher training and development, to the highest standards.

There is a lack of awareness that language learning is a lifelong task. In most EU Member States language learning is considered the exclusive task of the school, of examining bodies and teachers. However, it is crucial to promote language learning from 'cradle to grave' (section 4.3.3) if we are to achieve the ambitious Barcelona 1+2 goal, and face challenges such as globalization and aging populations. Other best practices are listed in the report.

Implementation: The need to support adult language programmes should be stressed, as many institutions suffer from lack of funds to employ teaching staff on a regular basis. Furthermore, systematic access to staff development programmes needs to be ensured, also for part-time teaching staff.

On Translation and Terminology

Full group report: page 58 (below)

1 Measures to be taken in both literary and non-literary translation to promote a more equal exchange between countries and cultures

Such measures should include the collection and dissemination of data by Member States; the promotion of literary translations to and from less widely-used languages (LWULs); the participation of authors in cultural events in Europe and beyond; and the setting up of European publishing offices, both within and beyond Europe.

2 Education and training for translators

Measures needed include mobility grants for translators; the international exchange of students and teachers; beginning translation training in early high-school; the foundation and support of translators' centres; the setting up of pan-European training courses, including professional experience abroad, for publishers.

3 Research and development of translation technologies

Necessary measures should include more concentration on the performing arts sector; the extension of existing European culture programmes to the performing arts; support for a database to connect all national platforms at EU level, to promote multilingual content; enhanced promotion of the subtitling of films; and support for subtitlers, particularly in smaller linguistic areas.

GROUP REPORTS

Work Group on Language Planning and Policy

> **Glossary**
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> **LULs**   Lesser used languages, includes RMLs and smaller state languages
> **RMLs**   Regional or minority languages
> **CFR**   Charter of Fundamental Rights
> **ECRML**   Council of Europe European Charter for Regional or Minority Languages
> **FCNM**   Council of Europe Framework Convention for the Protection of National Minorities

This paper, edited by Dr Davyth Hicks of the language NGO Eurolang (also representing the members of EBLUL), comprises the report from the language planning and policy sub-group as part of the NGO Platform on Multilingualism. Following group discussions NGO stakeholders from across Europe were called on for their contributions which have been received in written and oral form. The contributors are listed below with their entries in the annex. Special thanks go to Seán Ó Riain (EEU) and Johan van Hoorde (EFNIL) for their contributions to the final paper.

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The Map of languages in the EU is included to illustrate the EU's linguistic diversity. Note that many of the lesser used languages are usually spoken bilingually along with the state language and are often in a diglossic situation. The map does not include the many immigrant languages or those of the Roma which can be found across Europe.

Recommendations

1   EU language plan that promotes equality and usage of Europe′s languages

The sub-group strongly recommends that the Commission develop an EU language plan to protect, promote and further develop all European languages in regular use by a community, whether territorial or Diaspora.

The plan should: a) be comprehensive and inclusive; b) be citizen-centred; c) link with other policies and objectives (e.g. policies for economic competitiveness and social cohesion).

The best promotion and protection of the majority of Europe's languages that the European Union can undertake is to **use** them to some extent, as appropriate. That would be beneficial, both for the vitality of the languages, for the EU's communication policy and for its desire to bring Europe closer to the citizen. The use of many languages can only bring benefits to the Union and will do more for the EU's good reputation than many publicity campaigns. The challenges are those of cost and management, but the Platform is confident that the EU will meet those challenges decisively and with imagination..

2   Structural changes

The sub-group strongly recommends the following:

a) **Permanent Platform of EU level language NGOs:** A permanent platform of EU level network organisations (network of networks) should be established as an instrument of dialogue and policy formation between the European policy level and the local, regional and national language policy level. A flexible and "soft" structure/network with some financial support from the European Commission could become the virtual laboratory for the 'linguistic vision'. One of its outputs could be to produce a feasibility study and business plan to develop and implement an Agency for Linguistic Diversity.

b) **Legal Basis:** A legal basis is needed to allow the EU to give structural financial support to network organisations in the field of language and culture. Like every other political level the European Union should interact with civil society through field organisations (eg EBLUL, EFNIL, EUNIC) that can act as interlocutors for policy makers. Their added value is that through their member organisations they guarantee good contacts with the political level and with civil society in their country, and at the grass-roots level.

3   Linguistic Observatory

It is highly recommended that there be a European linguistic observatory dealing with all European languages in regular use by a community, whether territorial or Diaspora. It would be responsible for **collecting data**, acting as a **watchdog** of language use throughout Member States, **monitoring** numbers of speakers, implementation of legislation, teaching provision and courses. Part of the observatory's function would be the development of a **database** with regularly updated data on the use and status of the various languages, which would act as a European Language Monitor. This instrument should provide the necessary empirical data as a basis for the formulation of realistic policies and as the instrument of measurement of the effect of policy measures.

4   Direct support for endangered languages

The sub-group calls on the Commission to change the Community language programmes' eligibility criterion so that those representing endangered languages are able to apply. In order to facilitate access to EU language project funding for communities speaking endangered languages, there needs to be administrative simplification over grant applications proportionate to grant size, a change of criteria for pre-funding, and a lowering

or removal of thresholds for grants so that small NGOs from endangered language communities are able to apply. The sub-group strongly supports the new European Parliament draft resolution to this effect on endangered languages.

It also requests the Commission to specifically support local level pilot projects from the linguistic communities themselves that promote and protect endangered languages. No extra funding is requested, only that the eligibility criterion is changed.

In addition, it urges the Commission to support, through its programmes, the European level NGOs and other organisations, initiatives and activities, who work to develop and promote lesser-used languages and linguistic diversity.

This report also recommends the establishment of a specific budget line for endangered language projects that acts to safeguard and helps regenerate them. A similar budget line is that set up by UNESCO as part of its global Convention for the Intangible Cultural Heritage.

The Platform calls on the Commission to adjust existing community tools for project support for 2014-2020 so as to allow access by endangered languages especially and LWULs overall. For example, language projects should be mainstreamed into: Structural Funds and Cohesion (including the European Social Fund, Interregio IVC), the 7th Framework Programme for Research, the MEDIA Programme, the CULTURE Programme; the Framework Programme for Competitiveness and Innovation Programme (CIP), and Youth in Action, as well as the Lifelong Learning Programme.

5   Language Ombudsman

The sub-group recommends that there be an EU language ombudsman, either as a new stand-alone office or attached to the EU Ombudsman office, who could act as a one-stop-shop on all issues over language use and possible discrimination. Examples of best practice are the Language Commissioners in Canada and Ireland. The Platform accepts, however, that the EU's linguistic complexity is far greater than that of Canada or Ireland. The proposal would therefore need more detailed consideration as to its feasibility in the EU context.

6   Working towards an EU Directive against language discrimination

This group wishes to discuss and develop an EU Directive on the respect for linguistic diversity and the prohibition, preferably the abolition, of discrimination on the grounds of language. With the coming into force of the Charter of Fundamental Rights, any discrimination based on language, or on membership of a national minority, is now prohibited. As one of our contributor's notes, while we have 'respect for linguistic diversity' at the heart of the European project, one cannot respect something and idly stand by and watch it disappear.

Introduction

"(The Union) …shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced.

(Treaty on European Union, Article 3[6])

"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."

(Charter of Fundamental Rights, Article 21.1[7])

"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 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".

"*The protection and promotion of the diversity of cultural expressions presuppose the recognition of equal dignity of and respect for all cultures, including the cultures of persons belonging to minorities and indigenous peoples*."

(UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions, 2005.[8])

1 Language planning and policy in the EU

- Unity in diversity: wider implications of language policy
- Overview
- Commission initiatives
- Post-Lisbon scenario: a 'new rights architecture'
- European trends
- Lisbon Strategy, multilingualism policy and the effect on languages
- Sub-group feedback

Unity in diversity: wider implications of language policy

Language policy has wider implications which are not often fully appreciated. Much has been written about the "democratic deficit"[9] of the European Union, and Anne-Cécile Robert [10] quotes a possible definition from a recent publication: "*La disproportion flagrante entre le caractère éminemment politique des choix que les institutions doivent désormais assumer et la faiblesse du lien direct entre ceux-ci et la volonté des citoyens exprimée lors des élections.*" One of the aims of the Treaty of Lisbon, in force since December 2009, is to address this problem, and all EU institutions are now committed to "bringing Europe closer to

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[6] http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:083:0013:0046:EN:PDF.

[7] http://www.europarl.europa.eu/charter/pdf/text_en.pdf

[8] http://unesdoc.unesco.org/images/0014/001429/142919e.pdf.

[9] Chopin and Macek 2010.

[10] *Le Monde Diplomatique*, septembre 2010, p 25.

the citizen". The Commission has done much valuable work in this area, and its initiative in setting up civil society platforms, of which the present report is a product, is a step in the right direction. However, the whole question of the possible contribution of language policy to strengthening a European identity in harmony with national and regional identities, and thus bringing Europe closer to the citizen, has been insufficiently addressed by researchers. The European Union, as a union both of citizen and of nation states, is considerably more complex than any of its component Member States. The present report hopes to assist in clarifying some of the issues surrounding multilingualism. It could thus help the EU, both institutions and Member States, formulate a language policy which can strengthen both diversity and unity, and not only in the language area.

For this Platform a *European language policy* is a policy meant for the European social space as a whole, in which all policy levels collaborate in order to realise an accorded number of political goals. Language policy is and should remain a competence of national and regional bodies in the first place, but there is a need for complementary tasks and co-ordination on a European level. Complementary aspects concern for instance the creation of multilingual devices such as multilingual terminology databases, since such aspects go beyond the competence of one single language area.

1.1 Overview

"The harmonious co-existence of many languages … united in diversity … enhanced intercultural dialogue and social cohesion … linguistic diversity a precious asset" – the Commission Communication on Multilingualism of September 2008[11] does not define "multilingualism", but its thrust is apparent from the aforementioned phrases. As some terms have been used differently, and with different political and ideological loading, it is useful to include some definitions of what precisely those terms mean in this report.

Multilingualism indicates the presence of "many" languages at the societal level – it is distinct from both *monolingualism*, the use of one language, and *bilingualism/diglossia*, the learning/societal use of two languages. *Plurilingualism* refers to a similar concept at the level of the individual citizen, i.e. the learning by the citizen of the mother tongue and at least two other languages, the *"mother tongue plus two"* formula of the Barcelona European Council of 2002[12], which is the accepted goal of EU multilingualism policy.

The report of the Work group on Language Planning and Policy of the Civil Society Platform to promote Multilingualism (hereinafter referred to as the "Platform") seeks to build on the Commission's valuable work on multilingualism policy. Above all, it aims to bring to bear the viewpoint of the citizen and of civil society, and is thus citizen-centred, i.e. it accepts the freedom of each individual citizen to study, or not to study, languages. The promotion of multilingualism, with which the Platform has been tasked by the European Commission, must take place within the democratic framework of the 27 EU Member States, respecting all the principles enshrined in the EU treaties. The report is inspired by the many responses received from citizen of most EU Member States by the Platform's 29 constituent organizations to a number of detailed questionnaires sent to their members throughout the EU.

Following an analysis of the questionnaires returned, a number of key areas of concern to citizen became apparent. First, there is widespread support for linguistic diversity and multilingualism, and for the measures being taken by the EU institutions and Member States to promote it. Secondly, however, there is also some concern that multilingualism may now be threatened by the dominance of one language, English, coupled with a desire to make the promotion of multilingualism more effective. Some respondents pointed out that support for diversity may be misunderstood as opposition to English. The important distinction is perhaps best made clear by likening English to a red rose, a very beautiful and popular

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[11] http://ec.europa.eu/education/languages/pdf/com/2008_0566_en.pdf.

[12] http://ec.europa.eu/education/languages/pdf/doc786_en.pdf.

flower. The popularity of a garden full of red roses with no other flower is less assured, however, yet this is where we may be going. Despite increased efforts to promote multilingualism at all levels throughout the EU, many academic studies show a constant growth in the use of English at the expense of other languages, with major domain loss in the scientific area even in languages as widely-used as German.[13] This is a core concern of multilingualism policy, as successful language learning depends on motivation, which in turn is linked to opportunity to use other languages besides English, and therefore to experience other languages as useful.

The opposite to multilingualism is language uniformity: it is the cultural equivalent of a monopoly in the commercial sphere.[14] Both contravene basic EU principles – those of multilingualism and that of fair competition, respectively. The European Commission is to be congratulated for setting up the civil society platform to promote multilingualism, and for having the foresight to include such a representative section of the NGOs active throughout the EU. The management of 23 official languages, and some 60 regional and minority languages (RMLs) in 27 EU Member States and in a population of some 500 million has a very high degree of complexity. In addition, language and particularly the mother tongue can easily call forth emotional reactions. An intellectually rigorous, thoroughly rational-empirical approach in framing EU language policy therefore appears essential. Some of the contributors drew attention to the need for more openness, for a readiness to challenge received wisdom and to base decisions on multilingualism policy exclusively on objective factors, such as the latest research in the relevant areas. A widely-held prejudice sometimes acquires the value of fact merely because it is widely held, but it should not be allowed to impede progress. The importance of continuing research feeding into the process of policy formation cannot be over-emphasized.

Beside the rational-empirical approach as described above, language policy should have a democratic mandate. Policy intervention in language processes always needs the support of a majority of the population that is affected by it.

The promotion of multilingualism will of necessity emphasize diversity, but, it would not be wise to overlook the EU motto of "unity in diversity". Diversity and unity are equally important. One of the key challenges facing the EU is how to balance the needs of efficient and effective communication with the equally vital need to protect and promote cultural and linguistic diversity. How can unity be both balanced with diversity, and made subject to basic EU non-discrimination and anti-monopoly principles? EU language policy has been based on the official status of Member State languages, and has been evolving towards more support for other languages spoken within the EU's 27 Member States.

However, the subsidiarity principle has prevented the emergence of a language policy such as exists in some Member States or their regions, such as Ireland or Catalonia.[15] At the EU level language use is set out in the treaties, which stipulate that all the official languages of Member States are "official languages and working languages" of the EU, conferring a right to use them in all EU proceedings. The Civil Society Platform considers that the time is opportune to review policy in this important area, to approach the language question more systematically and to propose enhanced EU action in favour of multilingualism and linguistic diversity.

Asking whether the EU has a language policy, the legal academic Niamh Nic Shuibhne replied*: "While there are language rules and regulations there is to date no coherent legally binding language policy for the EU either at the level of the institutions or in Member States." She continued, "There is no Treaty provision which underpins the various facets of EU language involvement. And similarly, there is no overarching language 'policy' which measures EU language involvement against a series of tasks, goals or objectives, which co-*

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[13] Ammon, Ulrich, Ist Deutsch noch internationale Wissenschaftssprache? Berlin/New York 1998: de Gruyter.

[14] Aron Lukacs, « Economic Aspects of Language Inequality », School of Modern Business Studies, Tatabanya, Hungary, 2007.

[15] See for example: http://www.gencat.cat/temes/eng/llengua.htm#seccio4

ordinates the interaction of the different elements of language involvement, or which manages their relative priority or weighting in the EU sphere. In a sense, then, many ingredients are present, but there is no recipe, and there is no composite product or result either. The Commission initiative on multilingualism is an EU policy on multilingualism, certainly, but it is not a holistic EU language policy in itself."[16]

This sub-group recommends that it is now time for such a recipe to be written.

Current EU 'language policy starts with Regulation 1 of 1958 where all member state official languages are recognised as "official languages and working languages" of the EU. This is commendable, giving the EU more official languages than any comparable body, but it does not meet the concerns of all, including the 10% whose languages are not EU official languages. The High Level Group on Multilingualism commented that it was unlikely that the official language regime instituted through Regulation No 1 would ever be changed, as that would require a unanimous vote of the Council.[17] This is only partly true, as change took place on 13 June 2005 when Irish received official EU status, and a new intermediate status was created for Catalan, Basque and Galician, which has since then been extended to Welsh and Scottish Gaelic.

It is welcome that the Commission promotes slogans such as 'Unity in Diversity', or 'All languages are equal'. If "language makes us human" as former Commissioner Figel stated, all European languages need the status that goes with that. However, not all European languages have the status needed to even ensure their preservation and development. In order to strengthen linguistic diversity, consideration should be given to an EU Regulation or a Directive aimed at strengthening the rights of speakers of all European languages, whether they be majority or minority languages in their respective Member States.

The Charter of Fundamental Rights (CFR), brought into force by the Lisbon Treaty, contains clauses prohibiting discrimination on many grounds, including those of language and/or being member of a national minority. In June 2010 Commissioner Reding said that the Charter must be the compass for all EU policies and for their implementation at national level.'[18] She continued that, *"The Charter applies not only to EU institutions, but also to Member States when they implement EU law. That's why the Commission will use all the tools available under the Treaty to ensure compliance with the Charter of national legislation that transposes EU law. I will certainly not shy away from starting infringement proceedings whenever necessary."* Adding that there will be *"zero tolerance of such infringements"*, she said that there will be a "one stop shop" set up within her DG that will deal with contraventions of the Charter.

1.2   Commission initiatives

For European lesser-used language speakers the period since 2003 has marked many welcome developments. The rules changed so that all European languages were 'mainstreamed' and able to apply for support under most projects [19]. This commenced with the Action Plan for Linguistic Diversity, originating partly from the European Parliament's report for which Michel Ebner MEP (and Regional and Minority Language Intergroup leader) was rapporteur. The report passed at Plenary in 2004.[20]

A Commissioner for Multilingualism, Leonard Orban, was appointed when Romania joined the EU on 1 January 2007. This was the first time that a member of the Commission was given specific responsibility for multilingualism alone, pointing to a growing recognition of its importance. However, this innovation has not been retained in the present Commission.

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[16] http://www.ciemen.org/mercator/pdf/simp-shuibhne.pdf (2004.2-3)

[17] http://eur-lex.europa.eu/LexUriServ/site/en/consleg/1958/R/01958R0001-20070101-en.pdf

[18] See http://europa.eu/rapid/pressReleasesAction.do?reference=SPEECH/10/324&format=HTML&aged=0&language=EN&guiLanguage=en

[19] Most, but not all. 'Non-official' European languages are still not eligible for the Commission's literary translation project funding.

[20] See: http://www.europarl.europa.eu/sides/getDoc.do?type=TA&reference=P5-TA-2003-0372&language=EN

Concern that multilingualism was being undermined by the growing dominance of just one language, English, led to initiatives such as the report of the High Level Group on Multilingualism,[21] popularly known as the "*Maalouf Report*", which proposed that bilateral contacts between Member States should ideally take place in the languages of the countries concerned, rather than in a third language. In order to make this possible, one contributor suggested that language policy should aim at the development of bodies of people in each Member State who would achieve fluency in the languages of each of the other Member States.

For example, bilateral contacts between Estonia and Slovenia would take place in those two languages, and a certain number of Estonians would study Slovenian, and Slovenians Estonian. To generalise this, policy should aim at having a "personal adoptive language", or PAL, for each EU citizen, i.e. a language "different from the citizen's main international language", which that citizen would aim to master to the level of a second mother tongue. Some saw the recommendations as rather idealistic, in the present situation, but others appreciated them as a genuine attempt to promote the study of languages other than English throughout the EU Member States.

1.3   Post-Lisbon scenario: a "new rights architecture"

The Lisbon Treaty and the accompanying Charter of Fundamental Rights defines the preservation of linguistic diversity as a core European value and places it at the heart of the European project. This has resulted in moving the language discrimination issue into the area of human rights, which are protected by EU law.

These positive developments, added to continuing proactive measures from the Commission, augur well for the future. However, there are also ominous trends, as many RMLs continue to decline. When the second language learnt is English, its position continues to strengthen and there is a danger that the EU formula of "mother tongue plus two" is being replaced by "*Anderthalbsprachigkeit*", the learning of "a language and a half, as some learners feel that the other language is less important when English has been learned. The older nation states, for historical reasons, developed a strong tradition of monolingualism which they perceived as contributing to the achievement of 'national' unity, and remnants of this continue, for example, in France.

1.4   European trends

Research suggests that European citizen are responsive to the vision of a 'multilingual Europe'. However, there is significant resistance to language learning at the personal level. Only one in five Europeans can be described as an active language learner. Language skills are unevenly distributed geographically and culturally. In some schools, little attention is paid to the study of languages other than English. Teachers may be reluctant to take up opportunities for improving their language teaching skills and practices. Interest in, and support for, European linguistic diversity and for the preservation of regional or minority languages has been growing. There are around fifty 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 to some extent in all European countries. When account is taken of the languages of immigrants, the number of languages spoken in Europe, and in many large European cities, rises to hundreds.

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 social inclusion and culture. Consequently multilingualism policy has been more highly prioritized than linguistic diversity policy in terms of concrete actions.

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[21] http://ec.europa.eu/education/policies/lang/doc/maalouf/report_en.pdf The group was chaired by the writer Amin Maalouf.

Many members of the European Parliament have been active in efforts to mainstream support for linguistic diversity and minority language protection. Since the late 1970s the European Parliament has issued a series of communications and resolutions that call on the Commission to take action in order to promote the use of lesser-used languages. However, a major problem is that none of these initiatives are binding upon the Member States.

An additional problem is that many smaller EU languages, even though official in their respective Member States, often suffer from some of the problems of minority languages. They often face domain loss, as more and more of their higher education takes place in English. The latter process is sometimes encouraged by EU student mobility programmes, which bring in students from other Member States who are unable to speak the national language of their new host country. In addition, their languages are rarely studied in other Member States. The Maalouf Report proposal is an interesting attempt to remedy the latter problem, to some extent, but it needs to be followed by practical implementation if it is to make a real difference. With sensitive and thorough implementation, it could be of substantive benefit to languages such as Latvian, Estonian, Maltese, Irish, Slovenian, Greek, by cultivating constituencies in all other Member States who would aim to speak each of those languages very well as PAL/personal adoptive languages.

1.5 Lisbon Strategy, multilingualism policy and the effect on languages

Research also suggests that the biggest effect of the implementation of the common market principles outlined in the Lisbon strategy has been to increase the dominance of English as a European *'lingua franca'*. [22] Opinion varies 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. There is a need for more research on whether language skills support freedom of movement of people, goods and services and the effect of policies supporting linguistic diversity to economic, social and cultural mobility for ordinary European citizen.

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

The EU research and technology development (RTD) programmes could contribute more to the promotion of the objectives of the Action Plan. Similarly, the contribution of the 'Culture' and 'Media' programmes to promoting linguistic diversity could be enhanced. Language development projects should also be mainstreamed into 'big' programmes such as the Regional, Convergence and Social Funds.

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 programme development.

The Platform underlines that a language policy on the EU level cannot be considered a policy of only the European institutions, but a co-ordinated policy carried out both by the EU institutions and national and regional bodies within the EU member states.

The question posed to the Platform's Work group on Language Planning was if states and autonomies have language planning and language policies, shouldn't there be one at the EU level?

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[22] For example see Williams (2002) and Van Els (2001).

1.6 Sub-group feedback

The responses showed broad agreement with establishing EU level language planning and policy. The most detailed response came from EFNIL and CILT. Their main points are:

EFNIL supports a language plan for the EU, which should not be a language plan by the institutions of the EU only, but also by the institutions and the responsible policy bodies within the EU Member States, given that each Member State (or regions within these states) is responsible for language policy.

A language plan for Europe as a whole can only be successful if there is a permanent dialogue and co-ordination between local (national/ regional) and supranational levels, in order to negotiate tensions and establish common objectives. Such a need brings to the surface the need for a consultation and co-ordination organisation, which would ensure links between EU institutions and national policy bodies, while it may also facilitate the exchange of information, collaboration and convergence of opinion on issues between the national and regional bodies in the Member States.

CILT, The National Centre for Languages, state that it is important that such a policy should lead to the elaboration of a plan with a clear timescale for implementation. It should be:

a) Comprehensive and inclusive. It should take account of the true extent of multilingualism in Europe (as documented by the VALEUR project)[23] and recognise that the benefits of a multilingual society can only be realised by having plurilingual individuals within it.

b) Citizen-centred. It should take into account the wishes and needs of citizen in economic, social, educational, cultural and religious spheres as well as the needs of the wider society.

c) It should link with other policies and objectives (e.g. policies for economic competitiveness and social cohesion). It should not be a policy which only interests linguists or educationalists.

2 Linguistic rights and ending language based discrimination, current issues

- Overview: the existing rights base
- Measures to support lesser used languages
- Lesser used languages still in danger in the EU
- Immigrant languages
- Sub-group feedback

2.1 Overview: the existing rights base

The European Union's stance on multilingualism is based on respect for linguistic diversity. The Union has 23 official and working languages – far more than international organisations such as the UN, which has only six.

At the time of the Maastricht Treaty an article was introduced on education which recognised:

'…the responsibility of the Member States for… their cultural and linguistic diversity. (Article 149) and one on culture which declared that:' The Community shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity…' As we saw above, this has now been enshrined in the Lisbon Treaty, Article 2.3 of which states that the Union *'…shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced'.*

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[23] www.ecml.at/mtp2/valeur

A similar provision can be found in Article 22 of the Charter of Fundamental Rights which accompanies the Treaty: Cultural, religious and linguistic diversity *The Union shall respect cultural, religious and linguistic diversity.*

In short, the Union has a moral and legal imperative to respect and promote linguistic and cultural diversity.

Lisbon Treaty and a new 'human rights architecture'

The Lisbon Treaty and the accompanying Charter of Fundamental Rights which came into force on 1 December 2009 acted to embed linguistic diversity as a European value.

Charter for Fundamental Rights (CFR)

The discrimination prohibition of Article 21 of the CFR [24] has already been mentioned. While the Charter's competence is only operative when states implement EU law and when national legislation transposes EU law, it marks a step forward because it sets out the EU standard and expectations on this issue. It makes the CFR the benchmark in the treatment of languages and national minorities.

European Convention on Human Rights (ECHR)

The accession of the EU to the ECHR, currently under negotiation, will further augment language and national minority rights (e.g. Article 14). Taking the new treaties together the current term in the European Parliament is of a 'new architecture' to European human rights and of Europe-wide standards of rights.

Council of Europe ECRML and the FCNM

The two Council of Europe treaties concerning languages are the European Charter for Regional or Minority Languages (ECRML) and the Framework Convention for the Protection of National Minorities (FCNM). Together these treaties set the standard for RML protection in the EU.

2.2   Measures to support lesser used languages

Contributor Dónall Ó Riagáin (Abakan Action) comments: "Thanks to the efforts of European Parliamentarians in the late 70s and early 80s, especially Gaetano Arfé MEP and John Hume MEP, resolutions were passed in the European Parliament which led to the establishment of a dedicated budget line to support lesser used languages – Budget Line B3-1006, the establishment of the European Bureau for Lesser Used Languages [EBLUL] and the Intergroup for Minority Languages, now known as the European Parliament Intergroup for Traditional Minorities, National Communities and Languages. Many positive actions flowed from these developments e.g. exchanges of information and expertise among RML groups, joint projects, study visits, pilot schemes and a raising of awareness of linguistic rights across Europe. Above all, it led to a sense of solidarity among users of these languages. Undoubtedly, the development of the European Charter for Regional or Minority Languages was another by-product.

"Unfortunately, the judgement of the ECJ on Case C-106/96*United Kingdom and others v. Commission* [*1998*] ECR 1-2729 AT 2755, para. 26 ended this progressive period. The response of Commissioner Viviane Reding was to 'mainstream' all languages in EU programmes. Hence, in rules and criteria governing EU educational and cultural programmes (e.g. Lifelong Learning Programme), there is no expressed discrimination against LULs. Regrettably there is, however, implicit discrimination in that the rules and criteria governing these programmes were prepared with large communities and institutions, especially those enjoying the backing of member-state governments, in mind. Those working for LULs often find that they cannot meet these criteria. For this reason, there is a need for positive

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[24] See: http://www.europarl.europa.eu/charter/pdf/text_en.pdf

discrimination in favour of RMLs. Specific criteria should facilitate the full participation of NGO's involved in the language planning of RMLs." [25]

2.3   Lesser used languages still in danger in the EU

The centuries-old tradition of seeking linguistic unity to underpin political unity is particularly strong in some Member States. In these states, and in others, RMLs have continued to decline.

For instance, in France before 1930, one person in four spoke a regional language with their parents; by the 1970s, it was one in 20 (Truchot 2008:59). The decline of Swedish in Finland, while not as drastic, clearly followed a similar pattern: it was spoken by 14% of the population in 1880, by 11% in 1920 and by 6% at present (Truchot 2008:60). The EU and the Council of Europe have striven to show a good example, and to an extent have been successful, in helping to normalise the concept of linguistic diversity across Europe, along with several supportive Member States.

The EU and Member States can, using the CFR and ECRML, ensure that linguistic discrimination is removed, and can help create favourable conditions so that linguistic diversity can thrive. However, the ultimate responsibility for the survival of a language must lie with the speakers of that language. In addition, EU support for linguistic diversity faces certain practical constraints. For example, what practical measures can be taken to support severely endangered languages such as Ume Sámi (10 speakers) and Pite Sámi (20 speakers)? There is not space here to discuss Europe's worst case scenarios but there are several examples of deliberate governmental policies that have resulted in undermining regional languages.

2.4   Immigrant languages

Whether from within or from outside of the EU, immigrant languages have faced many similar problems to the RMLs,[26] but they also face a specific set of problems of their own. Languages are always an asset and the languages of immigrants add to their adopted state's net language skills. Therefore, there is a need for clear and fair language policies for immigrant languages so that immigrants are helped to integrate by learning the languages of their host societies, and that they are also able to transmit their mother tongues within the family should they wish to do so. Some have argued that all migrant languages should be taught in schools, but this is clearly impossible in view of the number of such languages represented in larger European cities. For instance, there are several hundred languages spoken by immigrants in London and Paris, and Barcelona's immigrant population has some 80 languages.

2.5   Sub-group feedback

Feedback from the NGOs consulted favours clear and assertive action from the EU on this issue. While internal language policy remains the reserve of Member States, the EU can, using the CFR, implement policies that stress the importance of linguistic rights.

For example, CILT states that: "It is vitally important to be inclusive of all languages and address issues of prestige..." continuing that, "It might be more helpful to establish 'underlying principles' which can be interpreted as 'duties' as well as 'rights'. Such principles might be, for example, to achieve full literacy in the mother tongue (s), to achieve full literacy in the official language(s) of residence, to reach a certain level of competence in at least one new language during compulsory schooling, and to have opportunities to learn others." It

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[25] A recent study conducted for the European Parliament's Culture Committee recommended that NGOs such as EBLUL should be supported by the EU, see 'Multilingualism: Between Policy Objectives and Implementation' (ix:2008): http://www.europarl.europa.eu/activities/committees/studies/download.do?file=23219

[26] This topic is dealt with by the social inclusion sub-group and is therefore not fully discussed here.

should again be underlined that any such "duties" cannot be imposed, but must remain the subject of choice.

One contributor felt that one of the best methods of dealing with linguistic discrimination against RMLs is for the relevant EU states and the EU itself to ratify the ECRML, as called for several times in the EP.[27] Most members of this sub group are in support of this and a nuanced approach to this topic.

In 2009 EBLUL recommended the **abolition of linguistic discrimination** in Europe, echoing the call for the end to racial discrimination. That view is supported by the Platform.

3 Bi -, multi- and plurilingualism, EU initiatives

- Monolingualism and bilingualism
- Promoting EU research initiatives – personal adoptive language, cross border languages, mother tongue plus two.
- Sub group feedback

3.1 Monolingualism and bilingualism

Numerous studies have illustrated the disadvantages of monolingualism and the advantages of bi- and plurilingualism. Bilingualism has an increasingly good press and gradually the message is getting across to the general public about the benefits. So far these include better results at abstract reasoning, including mathematics, a greater ability to think laterally, greater longevity and quality of life, and even the slowing down the onset of Alzheimers and senility. Bilingualism also ties in with the EU objectives of greater social mobility and a highly educated workforce. But is this taking root? Eurostat figures slight increases in language learning across the EU,[28] but considering actual usage the monolingual mindset appears to be as deeply entrenched as ever.

Perhaps the only truly bilingual communities are the various lesser-used language speakers of Europe such as the Welsh, Gaelic, Irish, Letzeburgesch, Catalans, Basques and Galician speakers, who, on an everyday basis, interact through the medium of their own language and that of the state.

According to EBLUL, "Communicating in more than one language equips people for the modern world by encouraging an openness to diversity and an aptitude for multilingualism". It is therefore to such language communities that the EU could turn to examine how these languages have been accommodated within the state system and have begun to regenerate - and in competition with dominant global languages such as Spanish and English.

3.2 Promoting EU initiatives: personal adoptive language (PAL), cross-border languages, mother tongue plus two.

Under the Commissioner for Multilingualism there were several innovative recommendations that should be revisited and that are fully endorsed here. These are the recommendations that all EU citizen should learn their mother tongue plus 2 other languages, the recommendation from the HLG on the Intercultural Dialogue of people having a personal adoptive language (PAL) and the emphasis on learning cross border languages. For this there should be a programme that supports projects that would promote a practical follow-up to these initiatives.

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[27] One contributor in a response to this point highlighted that the ECRML is not necessarily appropriate for all member states, for example, Belgium has not ratified.

[28] Latest figures from Eurostat indicates a slight improvement, except for the UK which has 50.7% of its upper secondary students not studying any language at all, see: http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-10-049/EN/KS-SF-10-049-EN.PDF

3.3 Sub-group feedback

Group members agreed that the recommendations from the High Level Group on Multilingualism be implemented,[29] and that more should be done to promote cross-border languages.

In addition, developing positive attitudes to multilingualism is something which the EU has been doing and should continue. The Council of Europe's European Year of Languages initiative is a good example of what can be done. It is important, however, not to express the advantages of multilingual ability in purely economic terms, but also in terms of identity, understanding and respect for other peoples.

One contributor commented: *"How can we cater for the needs of bilinguals whilst still ensuring mobility? What happens to the Catalan or Welsh speaker if they wish to take advantage of mobility within Europe and so become 'immigrants' in third countries? How can their needs be catered for alongside the needs of other bilingual immigrants? And how do we cater for the children of migrants who return after short stays in another member state e.g. Polish children who need to reintegrate into Polish schools, but whose competence in Polish may have frozen at an earlier age."*

4   Further Challenges

- "All languages are equal" but some are more equal than others
- Endangered languages, the ones that need funding the most
- English as a 'lingua franca', approaches to fair linguistic communication
- Meaningful multilingualism
- Sub-group feedback

4.1   "All languages are equal"

For regional or minority languages the problems have been outlined above. We should not, of course, overlook the problems of smaller official languages which share many of the problems of RMLs such as domain loss, the need to develop more multilingual language tools, etc. It would be beneficial for the existing EU rights framework, coupled with the Council of Europe treaties, to be implemented across Europe and seek to end language-based discrimination.

4.2   Endangered languages, the ones that need funding the most

Endangered language community NGOs cannot meet the thresholds for EU language project grants. In order to facilitate access to EU language project funding for communities speaking endangered languages, there needs to be administrative simplification over grant applications proportionate to grant size, a change of criteria for pre-funding, and a lowering or removal of thresholds for grants so that small NGOs from endangered languages are able to apply. For example, the criteria of financial capacity on funding applications requires the applicant to be an established institution such as a university with employees, a cash flow, and proof of income. These are criterion that are beyond the means of many endangered language community NGOs. On the ground evidence from the communities indicates the need for direct funding for small projects (50,000 -250,000 euro) to help with teaching materials or a local radio station, for example. Solving this practical problem is straightforward and would only require a revision of the application criteria.

4.3   English as a 'lingua franca', approaches to fair linguistic communication

As already pointed out, a polity of 27 states with 23 official languages is an enormous challenge. The public discourse of EU politicians stresses the need to maintain all the

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[29] See: http://ec.europa.eu/education/policies/lang/doc/multireport_en.pdf

languages of the EU, for they are an essential component of European identity. The EU's linguistic reality looks different. It is characterised by the ever greater predominance of just one language, English. Recent publications have shown that the hegemony of English leads to disadvantages for non-Anglophones in general and in academia in particular. There is a growing awareness of the dangers emanating from the dominance of any one language, which is a clear threat to all other languages, whether they be national or minority languages, widely-spoken or not. Several options[30] for language policy have been presented to find fair and democratic approaches to international communication. Their scope includes (1) multilingualism/plurilingualism, (2) restriction to receptive skills (e.g. European intercomprehension), (3) reduced variants of English, e.g. the model 'English as a Lingua franca (ELF)', (4) initiatives to revive an ancient language (e.g. Latin), and (5) the use of a planned language such as Esperanto.

Scholars and NGOs have highlighted the various advantages and problems of having English as a *lingua franca* for the EU. The Language Planning sub-group diverged in its opinion with one NGO strongly supporting English as a *lingua franca*, in contrast to other members pointing to the disadvantages, particularly over costs, and the financial benefit to English speaking countries - at the expense of everyone else. [31] One NGO proposed that a comprehensive and objective cost-benefit analysis, comparing English, Esperanto and any other putative EU lingua franca, should be included among the Platform's recommendations. It is clear that further research in this area would be useful. The Language Planning Group's opinions are listed in the appendix.

The Platform identifies three types of threats to other languages, represented by an overwhelming dominance of English: (a) less opportunities to be learnt as foreign languages, (b) the loss of functional domains, e.g. as languages of science and scientific education and (c) even the extinction of languages as a result of substitution from one generation to another.

Regarding (c) it is clear that if in a certain society almost every individual is perfectly bilingual (e.g. Dutch – English) and can in any given social occasion shift from one language to another, this individual might choose to pass on only the wider-spread language to the next generation. Beside the social, intellectual and other benefits of plurilingualism, it represents no threat to the use and status of the languages, which cannot be said of bilingualism between any language and English only.

In order to be effective language policy should address these threats. It goes without saying that protecting languages against an overwhelming dominance from one language is not to be considered as an action against that language, only against its dominance at the expense of others in certain social situations.

4.4   Meaningful multilingualism

In promoting meaningful multilingualism we need to see more people learning Latvian, Scottish Gaelic, Breton, Estonian, Finnish and so on. The business approach to multilingualism will promote language learning as a tool for increasing economic activity and it is argued that it will lead to more jobs. However, the emphasis is on learning other 'big languages such as English, Chinese (Mandarin) and Arabic. Our group, on the whole, remains unconvinced as to how this aspect of multilingualism could benefit the majority of Europe's languages, whether they be small and medium-sized EU official languages, or regional or minority languages. Instead such an approach may encourage the greater use of already dominant languages and further marginalise the majority of Europe's languages. It is argued here that EU support is not needed by large world languages, such as English or Spanish, as these languages already have their own momentum in terms of attracting new speakers. EU intervention, however, could make a real difference to Dutch, Latvian,

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[30] Listed in Fiedler 2010.

[31] See Phillipson 2003and the Grin Report 2005.

Slovenian or the RMLs. In this respect, EU action could be seen as acting on behalf of the citizen, to counterbalance the often overwhelming forces of globalisation.

4.5 Sub-group feedback

To summarise the feedback, there was unanimous support for direct funding and/or specific budget lines for endangered languages. There was also a big response to the topic on English as a *lingua franca* with some variance in opinion. One NGO opined that English should be encouraged as a *lingua franca* while others pointed to the problems that this raises. Another NGO proposed an objective cost-benefit analysis, comparing English, Esperanto and any other putative EU *lingua franca*. Some of the contributions are in the appendix. The Group was in agreement that multilingualism should mean the promotion of all EU languages and not just the larger dominant languages.

5   Recommendations

- Promoting equality and using RMLs and smaller state languages
- EU Agency for Linguistic Diversity
- EU Linguistic Observatory
- Direct support for endangered languages
- Language Ombudsman
- EU Directive on language rights and the abolition of linguistic discrimination

5.1   A language plan promoting equality and the use of Europe's languages

The European Union has set out to be a space for living together in which respect for ethnic, cultural and linguistic diversity prevails, and which guarantees that citizen can exercise their European citizenship on equal terms, without feeling excluded in any way, either as individuals or as a collective. The Union space should strive to include all the European diversities that were rejected or discriminated against for much of European history. It would not be beneficial if, in the framework of Union citizenship, some of the languages and cultures that have characterised the different communities and peoples of Europe were to be marginalised or even threatened with extinction.

The EU has evolved an *ad-hoc* language policy based on the official status of Member State languages. It is time to consider an EU language plan and policy. The plan should set targets and timelines and would act to implement the rights and obligations set out in the CFR, and together work towards making a reality of the statement that 'all European languages are equal'.

The best promotion and protection of the majority of Europe's languages that the European Union can undertake is to use them to some extent, as appropriate. That would be beneficial, both for the vitality of the languages, for the EU's communication policy and for its desire to bring Europe closer to the citizen. The use of many languages can only bring benefits to the Union and will do more for the EU's good reputation than many publicity campaigns. The challenges are those of cost and management, but the Platform is confident that the EU will meet those challenges decisively and with imagination.

This Platform agreed on the need for an EU language plan and policy. Not only to promote linguistic diversity and multilingualism but also to embed a more systematic approach to language planning. To re-iterate the CILT contribution, an EU language plan should be:

a) Comprehensive and inclusive. It should take account of the true extent of multilingualism and language-learning in Europe and recognise that the benefits of a multilingual society can only be realised by having plurilingual individuals within it.

b) Citizen-centred. It should take into account the wishes and needs of citizen in economic, social, educational, cultural and religious spheres as well as the needs of the wider society.
It should link with other policies and objectives (e.g. policies for economic competitiveness and social cohesion). It should not be a policy which only interests linguists or educationalists.

c) It should cover all areas of language planning, i.e. (a) status (rules and regulations), (b) corpus (creation of descriptive data, corpuses, tools such as dictionaries, terminology etc... and (c) acquisition (learning of languages, including L1, L2 and LF).

d) Concerning corpus planning the Platform is in favour of a project for the development of good quality (electronic) dictionaries from any European language to any other. Certainly if we build on the idea of a personal adoptive languages, it is of utmost importance to guarantee direct access to the vocabulary of these languages for all learners and (foreign) users of that language without a need for a intermediate language, which in most cases will be English.

Such a language plan would be designed to protect and promote all European languages.

5.2   EU Agency for Linguistic Diversity

The Platform believes in the need to focus on the process of creating good conditions within which the EU can continue to work for the promotion of multilingualism and linguistic diversity. The following structural measures could help to create favourable conditions:

a) **Permanent Platform of EU level language NGOs:** The European Parliament voted at Plenary in 2004 that there should be an Agency for Linguistic Diversity. Many members of this sub group support that decision. However, the Platform also notes the Commission's subsequent fact-finding mission and recommendation that networks would be way forward. The Platform is of the opinion that a simple network is not adequate, but that it would be beneficial to create a permanent platform of network organisations (network of networks) as an instrument of dialogue between the European policy level and the local, regional and national language policy level and social reality. In the current economic and political climate, this appears to be a more feasible solution than the creation of a European Agency. Both the European institutions and Member States could support improved collaborative work between key actors and stakeholders – including associations, regional authorities and NGOs. This may be done through supporting existing agencies and associations like EBLUL (and its replacement) and EFNIL. 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 ensure better liaison between all levels involved in the formulation of language policy, and thus help diffuse examples of best practice in language learning – see the "Language Education" section of this report. This flexible and "soft" structure/network with some financial support from the European Commission could become the virtual laboratory for the 'linguistic vision' and one of its outputs could be to produce a feasibility study and business plan to develop and implement an Agency.

b) **Legal Basis:** the creation of a legal basis that allows the EU to give structural financial support to network organisations in the field of language and culture (EUNIC, EBLUL successor, EFNIL, EEU etc...) and to interact with them as their interlocutors that represent civil society in the domains of culture and language. These organisations should perform preparatory work such as dedicated policy-oriented research, formulation of proposals, dissemination of results and creation of awareness. Given the nature of these network organisations they guarantee that all countries and languages be involved and – through their member organisations – reach the grass roots level.

5.3 Linguistic Observatory

Several organisations have called for a European language observatory. Language observatories exist already for Catalan and Basque, for example. It is recommended that there be a European linguistic observatory dealing with all European languages in regular use by a community, whether territorial or diaspora. It would be responsible for collecting data, acting as a watchdog of language use throughout Member States, monitoring numbers of speakers, implementation of legislation, teaching provision, courses and so on. EFNIL has been working on a "European Language Monitor", but the concept is similar. It is clear that concrete, realistic and feasible policy measures are only possible if there is a sound knowledge of the real language landscape, i.e. good empirical data on status, legislation, usage in various contexts, number of speakers – learners, perception of users etc. Such an observatory would best be a part of the proposed Platform of Networks. In setting up this monitoring database the network organisations and their member institutions should collaborate in the delicate process of collecting comparable data. One should also consider a collaboration with the European and national statistical institutions, e.g. by adding a few well-selected language oriented questions to the existing national censuses.

5.4 Direct support for endangered languages

The sub-group calls on the Commission to change the Community language programmes' eligibility criterion so that those representing endangered languages are able to apply. In order to facilitate access to EU language project funding for communities speaking endangered languages, there needs to be administrative simplification over grant applications proportionate to grant size, a change of criteria for pre-funding, and a lowering or removal of thresholds for grants so that small NGOs from endangered language communities are able to apply. The sub-group strongly supports the new European Parliament draft resolution on endangered languages.

It also requests the Commission to specifically support local level pilot projects from the linguistic communities themselves that promote and protect endangered languages. No extra funding is requested, only that the eligibility criterion is changed.

In addition, it urges the Commission to support, through its programmes, the European level NGOs and other organisations, initiatives and activities, who work to develop and promote lesser-used languages and linguistic diversity.

The Platform calls on the Commission to adjust existing community tools for project support for 2014-2020 so as to allow access by endangered language communities including: the Lifelong Learning Programme, Structural Funds and Cohesion (including the European Social Fund), the 7th Framework Programme for Research, the MEDIA Programme, the CULTURE Programme; the Framework Programme for Competitiveness and Innovation Programme (CIP), and Youth in Action.[32]

This report also recommends the establishment of a specific budget line for endangered language projects that acts to safeguard and helps regenerate them. A similar budget line is that set up by UNESCO as part of its global Convention for the Intangible Cultural Heritage.

5.5 Language Ombudsman

A language ombudsman, either as a new stand-alone office or attached to the EU Ombudsman office, could act as a one-stop-shop on all issues over language use and possible discrimination.

One example is the Canadian Commissioner of Official Languages who is the ombudsman for English and French bilingualism in the federal government of Canada. The Commissioner

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[32] To expand on this point the platform considers that such mainstreaming of language development projects would also benefit the larger and medium sized European languages.

of Official Languages reports directly to Parliament. The Commissioner of Official Languages promotes and supports the objectives of the Canadian Official Languages Act; investigates complaints about language rights; audits federal government institutions to ensure their compliance with the Official Languages Act; monitors to ensure that language rights remain a primary concern of government leaders; and promotes the use of both official languages in the federal government and in Canadian society.

The Irish Language Commissioner follows to some extent the Canadian model. The Platform accepts, however, that the EU's linguistic complexity is far greater than that of Canada or Ireland. The proposal would therefore need more detailed consideration as to its feasibility in the EU context.

5.6   EU Directive on language rights and the abolition of linguistic discrimination

With the coming into force of the Charter of Fundamental Rights, any discrimination based on language, or on membership of a national minority, is now prohibited. As one of our contributors notes, while we have 'respect for linguistic diversity' at the heart of the European project, one cannot *respect* something and idly stand by and watch it disappear.

This group wishes to discuss and develop an EU Directive on the respect for linguistic diversity and the prohibition, preferably the abolition, of discrimination on the grounds of language. With the coming into force of the CFR this is now against EU law.

The procedure could commence with a formal discussion for proposals with the various stakeholders and institutions. Following that the Platform could then begin to formulate proposals over the next two years.

Work group on Language Diversity and Social Inclusion

Chair of the group
FAEY-Fundación Academia Europea de Yuste/European Academy of Yuste Foundation
Co-chair of the group
EBLUL – Eurolang Brussels/European Office for Lesser Used Languages

Members

- **EFIL** - European Federation for Intercultural Learning
- **FUEV**- Föderalistische Union Europäischer Volksgruppen
- **EEU** -Eŭropa Esperanto-Unio
- **EUROCLIO** – European Association of History Educators
- **ISSA**-International Step by Step Association
- **EFNIL** - European Federation of National Institutions for Language
- **EfVET** - European Forum for Vocational Education and Training
- **CMFE**. Community Media Forum Europe
- **Club de Madrid** Brussels Office

1   Introduction

The importance of languages for social cohesion and inclusion as well as for overcoming integration barriers has been closely followed by the European Commission within the last years. In its 2008 *Communication on Multilingualism*[33], the Commission asked for the creation of a Civil Society Platform to promote Multilingualism through intercultural dialogue.

In the context of the 2009 *European Year for Creativity and Innovation*[34], the European Commission underlined the importance of linguistic proficiency to promote social and individual welfare. At the launch of the Civil Society Platform to promote Multilingualism through intercultural dialogue, the former EU Commissioner for Multilingualism, Leonard Orban, declared[35]: *"The importance of languages in the pursuit of social cohesion and overcoming barriers to integration cannot be overstated".*

Multilingualism (including sign language for deaf people and Braille alphabet for the blind) should be considered as a factor of integration in our societies. Understanding each other's language and culture is vital in the process of promoting intercultural dialogue across borders and removing the tenets of the ideological metaphor of "centre" and "periphery" (which is applicable at different levels, from individual to supranational constructs).

2   General considerations

European societies are multicultural and multilingual. The multilingualism that already prevails in some of the countries and regions is increasing further due to the high number of migrants, the EU principle of free mobility of citizen and the increased focus on mobility. In this context and according to other sources of information, such as the conclusions of the

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[33] Multilingualism: an asset for Europe and a shared commitment:

http://ec.europa.eu/education/languages/pdf/com/2008_0566_en.pdf

[34] Council conclusions on promoting a creative generation: developing the creativity and innovative capacity of children and young people through cultural expression and access to culture (2009) :

http://www.se2009.eu/polopoly_fs/1.25380!menu/standard/file/Council%20conclu.pdf

[35] Brussels, 23 October 2009:

http://europa.eu/rapid/pressReleasesAction.do?reference=IP/09/1574&format=HTML&aged=0&language=ES&guiLanguage=fr

latest Eurobarometer[36] on language use and competence in Europe, there is still a lot of work to do to foster multilingualism and its social inclusion perspective.

According to the last Eurobarometer statistics on language use and competence in Europe[37], about 50% of EU citizen say they are able to maintain a conversation in at least one language other than their mother tongue. Percentages vary among countries and social groups: 99% of the citizen from Luxembourg, 93% of Latvians and Maltese, and 90% of Lithuanians claim to know at least one language other than their mother tongue, whereas in Hungary (71%), the United Kingdom (70%), Spain, Italy, and Portugal (64%) a great majority speak only their mother tongue. Men, youth and urban populations are more likely to speak a foreign language than women, elderly people and rural populations. These figures should be taken as a mere indicator of language competence since Eurobarometer statistics are based on self-reporting, not on any objective testing. Kraus offers a more accurate image of the situation, when he says:

> "The actual potential of English as a lingua franca is diminished for the present by the fact that only 20% of the 38% of EU citizen who claim to have a knowledge of English as a foreign language describe their ability as "very good" (i.e. less than 8% of the total). To put it bluntly, English may be a reliable medium for asking directions abroad, but that does not make it the linguistic cement of a transnational political community".[38]

Be that as it may, as pointed out some time ago by Ján Figel, former EU Commissioner for Education, Training, Culture, and Multilingualism[39]: *"Languages are what makes us human and Europe's linguistic diversity is at the core of its identity"*. In fact, multilingualism has been a typical feature of our continent throughout its history. According to the European Commission, **languages are a basic element for Europeans who wish to work, study and live together**[40]. Languages are at the core of the idea of unity in diversity, which characterizes the European Union. In this context, we have to consider the increasingly multicultural and multilingual nature of European societies not only because of the multilingualism that prevails in some of the countries and regions or because of the high number of immigrants, but also because of intensive exchanges (tourism, education, science, culture) favoured by the EU principle of free movement of citizen (implemented in policies and programmes such as Schengen, Erasmus, Socrates, the Bologna process). One of the main features of the multi-layered nature of European citizen today is their linguistic and cultural variety, indeed one of the most valuable parts of our common (or uncommon) European heritage, which is worth to preserve and promote. We need languages to understand each other, our neighbours, particularly in border regions, as well as our partners inside and outside the EU.

Promoting a "second mother tongue" reinforces multilingualism and intercultural dialogue, according to the conclusions reached by *The Group of Intellectuals set up to advise the Commission on the contribution of multilingualism to Intercultural Dialogue*[41]. **Facilitating intercultural dialogue through the learning of other languages is a key factor in the promotion of social inclusion.** It is not simply an anecdotal question of being able to

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[36] Special Eurobarometer 243/ Wave 64.3 – TNS Opinion & Social "Europeans and their Languages"- February 2006: http://ec.europa.eu/education/languages/pdf/doc631_en.pdf

[37] Special Eurobarometer 243/ Wave 64.3 – TNS Opinion & Social "Europeans and their Languages"- February 2006: http://ec.europa.eu/education/languages/pdf/doc631_en.pdf

[38] Kraus, Peter J., 2008. A Union of Diversity: Language, Identity and Polity-Building in Europe, p 155. Cambridge University Press.

[39] Ján Figel, Brussels, 22 November 2005 on the occasion of the launch of the new web portal of the EC to promote languages in Europe.

[40] http://europa.eu/languages/

[41] A Rewarding Challenge - How the multiplicity of languages could strengthen Europe:
 http://ec.europa.eu/education/languages/archive/doc/maalouf/report_en.pdf   and
http://europa.eu/rapid/ pressReleasesAction.do?reference=IP/08/129&format=HTML&aged=1&language=EN&guiLanguage=en

understand people from other cultures, but also an important engine of social and economic growth in Europe.

From a labour market perspective, as shown in a recent study on the impact of language skills in enterprises including SMEs[42], **knowing languages improves competitiveness and mobility of companies and citizen, thus leading to better working conditions and job opportunities**. Further, according to the final report of the EU Group of Experts on Multilingualism[43], **motivation is the key factor to succeed in second (third, etc.) language acquisition.** So it is very important to enhance motivation of language students. Schools and teachers play a vital role in this matter: a positive experience in second language acquisition at school will encourage further study of the respective language as well as of other languages.[44] It should be made clear that the language learning process does not stop at school, it rather continues through additional channels, which should be available to interested students.

In addition to the individual motivation to learn a second, third or fourth language, the personal and financial investments it takes to acquire a foreign language should also be taken into account at an individual level. Accordingly, innovative and bold measures should be explored and designed if the EU wishes to reach the lofty goals of multilingualism. In that context, **a special attention should be paid to programs that enhance social inclusion,** for instance through the creation of better learning opportunities and by making language learning affordable, in particular for marginalised groups.

3   Group work on Language Diversity and Social Inclusion

The Work group on Language Diversity and Social Inclusion has convened several meetings where a fruitful exchange of opinions has taken place. One of the main tasks carried out by the Group has been the drafting of a questionnaire addressed to third sector organisations, nearly 40 institutions from different countries, which work with groups potentially at risk of exclusion, especially immigrants, with a view to have a clearer idea of the linguistic obstacles they encounter when interacting with social services in the host country (such as medical services, police, court). This is a survey which is still at a preliminary stage; it requires, thus, methodological improvements. However, it is a useful tool to explore the current situation and to help us define priorities and identify good practices in the field.

According to the preliminary results of the questionnaire,

- 76% of the respondents say they know linguistic projects aimed at promoting integration of immigrants or people at risk of exclusion;
- 50% of the respondents think that public services (medical, social, police, court) are not prepared at all to face the linguistic needs of groups at risk of exclusion and to provide services to people who do not speak the language of the majority and have different cultural backgrounds;
- 46% consider that public services are barely in a position to respond to these needs.
- Among the institutions which appear to be best prepared to meet those needs, respondents mention third sector organisations (especially NGO's) followed by legal courts and medical services.
- A great majority of the respondents think that the attention paid in their territories to the issue of multilingualism is not sufficient.
- More than 84% think that training and educational initiatives should be carried out in order to promote multilingualism, and around 53% believe that political and

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[42] http://ec.europa.eu/education/languages/Focus/docs/elan-sum_en.pdf

[43] http://ec.europa.eu/education/languages/pdf/doc1664_en.pdf - European Communities, 2008 - ISBN 978-92-79-06902-4

[44] An innovative UK programme (Springboard to Languages), which is making interesting progress in increasing the motivation of weaker students, is described in detail in the education section of the Platform's report.

administrative actions should also be launched. Awareness raising and information campaigns are, according to them, important tools to enhance multilingualism.

- As to language learning, 73% believe that second language acquisition is useful, mainly for professional reasons (84%), followed by personal interest (61%).
- 42% study a second language because it is a compulsory subject at school.
- Among the obstacles to learning a second (or third) language, 57% think it is a difficult endeavor, 38% do not have the time to devote to that task and a smaller group thinks that lack of personal interest is another contributing reason of difficulty.

Additionally, the Work group has considered other studies, such as a survey carried out in recent months in Spain[45], which shows that 63% of Spaniards know no English at all, while a mere 22,9 % of the population assess they are able to speak and write in this language (indeed the most popular foreign language in Spain), and only 8,3% say they have studied a foreign language. Curiously enough, over 90% of the population consider that commanding a foreign language is very important (50,3%) or important (40,8%). An interesting result from this survey is that 73,9% of the population say they have not felt negatively affected or discriminated against in their professional or academic life for their lack of other languages, but 25,5 (one out of four people!) say the opposite. We can imagine the results of this survey if the questionnaire had been addressed to immigrants coming from countries that speak a different language from that of the host country. In this context, it is interesting to mention the recent debate in Germany about the difficulties experienced by the Minister of Foreign Affairs when asked at a press conference to respond to an English journalist in English. His refusal to do so did probably affected negatively his image. We cannot probably think of a similar situation in which a British politician would be negatively affected when refusing to respond in German to a German journalist in London! Mr. Barroso's approach to speak, whenever possible, the language of the country he visits, is seen with a positive eye by the citizen of the respective country.

There are a number of less-favored social groups for whom language learning is not be a goal in itself, but an instrument within a more far-reaching objective: social empowerment of these groups, assuring competences which allow full participation and integration in society. This means that language learning cannot be approached in isolation to other aspects of empowerment, both on a material level and on the level of social competence.[46] Important target groups within policies aiming at social inclusion/cohesion will be:

- Migrants;
- People with a communicative handicap (deaf, blind, dyslectic persons...);
- Elderly people[47];
- People affected by relations between major and minor languages[48];
- Citizen with low motivation due to their special economic or social situation, and/or low schooling, especially(functionally) illiterate persons.

These groups offer a number of peculiarities which constitute additional obstacles in approaching and motivating them for (language) learning[49]. Furthermore, these indicative

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[45] The last barometer by the Spanish CIS (Centro de Investigaciones Sociológicas – Centre for Sociological Research-) of Spain, presented in March 2010, with a sample of 2,500 people of over 18 years of age.

[46] I.e. reading and writing, knowledge of the social and cultural environment etc.

[47] The elderly population is right now one of the most vulnerable groups in Europe. It is increasing every day mainly due to demographic changes, high life expectancies, good health system and low birth rates. They have special needs beyond handicap, illiteracy or migration with the need to be also to be included in a multilingual and multicultural society. Politics in general shall consider this target group proposing a general review to be adapted to the big changes an old society means to be prepared for the future. Now we have the opportunity to include this group also in multilingualism policies in order to give this target group more opportunities making from them and active group within the society, rather than a passive group, as it is consider right now by most of the population.

[48] Official languages, historical languages and those of local communities due to flows of population.

[49] Many members of the above mentioned groups might have a low or defective competence level even in their own language, i.e poor writing ability, and a negative school experience, and hence, will have low learning motivation.

target groups are not exclusive among each other, which make things more complicated.[50] Any policy aiming at successful social inclusion will have to find well-grounded creative ways to overcome these additional barriers. Among these categories, the target group migrants and people in mobility needs special attention, given the challenge their presence offers to social cohesion within our societies[51].

According to a survey published by Eurostat on 7 September 2010 on foreign residents in the EU[52], there are 31,9 million foreign residents (6,4% of the total EU population), and this figure refers only to those registered, that is excluding all undocumented migrants. A third of those foreign residents are not technically "foreign" since they come from other EU member states. That means that two thirds of the foreign residents mainly come from Turkey, Morocco, Albania, and Latin American countries. Many of them came as guest workers and the lack of language skills hamper their integration. It remains an obstacle today, which needs to be addressed with a twofold aim: 1) to improve migrants' language skills and 2) to develop an inclusive multilingual society, which values all languages and cultures equally. The balance between the preservation of migrants' mother tongues and the learning of language of majority is a very delicate one, in which there is an interplay of different factors, including but not limited to official legislation, race, religion, and so on. It is difficult to understand the concept of third-generation migrants, which often appears in the media. For instance, third-generation Moroccans in The Netherlands are still referred to as Moroccans even if they are Dutch citizen and speak native Dutch, showing that stereotypes about the other are likely to persist and are an additional obstacle to integration. This has a discouraging impact on their desire to integrate in the host society. From a linguistic perspective, interesting examples of diglossia, hybrid interlinguas and code-switching could be found in communities of migrants and foreign language speakers.

Among those coming from other EU member states, we should mention the group of "resident tourists", that is, people coming from other countries who reside permanently in places which are typical tourist destinations. This is a fact that adds complexity to the phenomenon of multilingualism in certain countries, especially southern European countries. That is the case in Spain's sunny coasts and islands, where thousands of retired people from northern countries live throughout the year. These groups tend to live in clusters or enclaves without learning a word of the majority language of the country either because they do not need it for their daily routines or because they feel they are too old to start learning a foreign language. This situation applies also to citizen from non-EU countries.

Several EU member states have official multilingual state policies, with the result of various levels of command by the general population of the official languages that coexist in the same community. That is the case of Belgium, Spain or Luxembourg, to mention a few examples. We know that there are also minority languages, sometimes not recognised as official, in different small areas of Europe. This situation adds complexity to the linguistic predicament of many migrants, who have a sufficiently hard time learning one language and are sometimes required to understand two.

The approach by states and NGO's to the ever increasing multilingualism of their societies is multifaceted. It usually starts by providing multilingual guides of the services more frequently used by foreigners as well as interpreters, but it tends to stimulate the learning of the majority language of the host country as the best way to integrate in the host society.

The 2005 German Foreigners Act (*Ausländergesetz*) compels foreign citizen to prove a sufficient knowledge of German if they wish to legalise their situation, or to obtain a resident permit or the German nationality. The statement, repeated *ad nauseam*, "Deutschland ist kein

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[50] I.e. elderly migrants or elderly handicap people.

[51] This group also face additional problems when living in countries or regions where several languages official, nor official or minority languages coexist in the same territory.

[52] 129/2010 - 7 September 2010 Population of foreign citizen in the EU27 in 2009 - http://epp.eurostat.ec.europa.eu/cache/ITY_PUBLIC/3-07092010-AP/EN/3-07092010-AP-EN.PDF

Einwanderungsland" ("Germany is not migrants' country") led finally to the *Integrationspolitik*, a policy aimed at integrating its foreign citizen through different measures, among which we should emphasise a regulation on subsidised integration courses, in fact, German language and culture. The same applies to the situation in The Netherlands, where similar integration tests are mandatory for non-EU citizen. However, the analysis of integration policies shows that in most member states their concrete implementation leaves much to be desired, as shown by the example of Krumm's analysis of German and Austrian integration policies:

State language courses for migrants deliver a double message:

-On the one hand, anyone who wants to integrate has to adapt to us and the adaptation is proven by the acquisition of the German language;

-On the other hand, if there are complaints about insufficient integration of migrants, the migrants themselves are to blame, as they were not willing to learn our language, which is why a benevolent state obliges them to do so for their own good.

As welcome as it is to hear that an attempt is made to regulate immigration by law by fostering integration, and that the host country is finally taking on a joint responsibility for language acquisition, it is all the more regrettable that in the implementation of the aforementioned laws, tendencies other than fostering integration make themselves felt –in particular those of internal security and exclusion of non-German speaking persons.[53]

4   Additional considerations

- The role of third (vehicular) languages in different communication settings, particularly in migrants' interviews with public service personnel should be considered. In this context, stereotypes (even a "colonial" mind-set) prevail. For instance, public service staff may expect a person from Senegal to speak French (not Wolof as would probably be the case) and they will try to make do with a smattering of French rather than through a professional interpreter of the native tongue of the immigrant concerned. Communication in those cases is at best incomplete and inaccurate. The same example could be applied to English as a vehicular language of people coming from countries who were under British colonial rule.

- Attention should be paid to the media and the way in which they reflect the linguistic and cultural needs of minorities. Usually, there is little reference to those needs, as if the media took for granted that communication "happens" smoothly, without linguistic or cultural barriers. The reality is that successful direct communication among people who speak different languages is not possible, unless there is someone who translates or interprets. Furthermore, media should show the real cultural diversity of the territory they cover, instead of showing a monolingual and/or mono-cultural situation more typical of past times and that has nothing to do with reality.

- Integration of immigrants through language learning should always take into account their linguistic and cultural background. Compulsory language courses often fail to do so, with the result that the acquired language skills are insufficient to meet the needs of everyday life. This lack of language skills, not always attributable to their unwillingness to integrate, as we have seen before, tends to create an overall negative attitude towards immigrants' languages and cultures. This, in turn, strengthens a deeply rooted hierarchy of languages in the European societies, making social inclusion of immigrants an even more difficult task. The following quotation by Krumm qualifies this idea of hierarchy:

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[53] KRUMM, Hans-Jürgen: „Integration durch Deutschlernen – ein falsches Versprechen?". Paper presented at the conference „Lernraum Wien", Vienna, Austria 24.10.2003. See also:

http://www.sprachenrechte.at/cgi-bin/TCgi.cgi?target=home&P_Txt=38

"Although it is often said rhetorically that all languages are equal, we know very well that they are not. We attribute different values to different languages. For example, most people in Western countries believe that languages such as English, French, German and Spanish are more important and more worth learning than, let us say, Polish or Hungarian. History, the economic power of certain countries, the number of native speakers and other factors play important roles in such perceptions. This is one of the reasons why the Turkish language is not offered in European schools curricula, even though is the most frequently spoken second language in countries like Bulgaria, Denmark, Germany and Austria."[54]

- Migrants frequently show psychological disorders, sometimes due to their feeling of placelesness and of not belonging, in which cases the linguistic barrier acts as one of the stressors of what Achotegui has called the Ulysses syndrome.
- Attention should be paid to the fact that multilingualism in the EU is made up not only of European official and non-official languages, but also of languages from non-EU countries or territories, such as Chinese, Arabic, Urdu, etc.
- Cooperation with EU candidate states and with other EU-neighbouring countries would greatly benefit from language learning opportunities in those countries.
- We should consider new, innovative and creative language-learning solutions to reach these specific groups through edutainment and the media, taking into account their specific linguistic backgrounds.
- In the same line, social inclusion policies at all levels should also focus on possible solutions offered by modern language and speech technologies.[55]

5   Recommendations

In view of the previous considerations and taking into account the preliminary nature of some of the findings, the Work group on Language Diversity and Social Inclusion would like to make the following recommendations to promote social inclusion through multilingualism (to be implemented at EU, national, regional and local level, as appropriated):

- **Language programmes and projects should be developed at EU, national and regional levels to enhance social inclusion of disadvantaged groups (migrants, school dropouts, illiterate citizen[56], senior citizen, disabled people[57], and so on)** through new EU programmes related to the promotion of multilingualism and through other existing programmes, for instance in the field of culture (see Culture 2013), social inclusion (Progress) and regional policy (e.g. ESF), and in the EU neighbourhood (policy strategies for candidate and potential candidate countries)..
- **The directive of the European Parliament (from the 16th of June 2010) on the rights to interpretation and to translation in criminal proceedings should be fully implement in all EU member States and should be used as a model to be replicated in other legal settings (for instance, in hospitals).** Good quality interpretation and translation services require good training programmes. Ideally, EU-wide accreditation systems should be established in cooperation with all the parties concerned with a view to create a corps of qualified interpreters and translators (initiatives such as EULITA should be commended in this context), whose services

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[54] KRUMM, Hans-Jürgen: „Heterogeneity: multilingualism and democracy." In: Utbildning & Demokrati 13 (2004) 3, 61 – 77. http://www.oru.se/Extern/Forskning/Forskningsmiljoer/HumUS/Utbildning_och_Demokrati/ Tidskriften/2004/Nr_3/Krumm.pdf

[55] E.g. development of speech-to-text systems and text-to-speech systems which would improve participation in the information society of handicapped people such as deaf, blind and dyslectic persons.

[56] I.e. People with a very low or any degree of scholarisation (people who only speak a local dialect and have no competence in the official language(s) of their country) would need to learn well a mother tongue, being necessary European-wide, co-ordinated actions to fight illiteracy, which will help them to learn easily a foreign language.

[57] Fostering learning of sign language and Braille

could be used throughout the European Union, including videoconferences and remote interpreting and translation.

- **Specific academic research on the topic of multilingualism and social inclusion should be promoted at EU-level**, where the involvement of international multidisciplinary teams should be enhanced through the use of information and communication networks. Selected universities could act as focal points to disseminate the findings among interested parties and society as a whole.[58]

- **A bottom-up approach to foreign language learning and multilingualism promotion programmes should be fostered and the participation of the civil society (NGOs, trade unions, foundations, grassroots movements, associations) should be carried out at community level.** Although the primary responsibility for providing educational and cultural services falls on member States (at different territorial levels where appropriate), cooperation with the civil society sector approach should be encouraged.

- **Awareness raising activities at community level with the participation of all the parties concerned should be promoted** in schools and the media on the issue of multilingualism, such as language and culture fairs and other events, where the value of languages, including minority and migrants' languages, as an integral part of the EU cultural heritage should be emphasised. In local communities, a ***bi-directional approach*** should be applied, with migrants attaining a good competence in the dominant language(s) of the host country, and autochthonous people learning some basic words in migrants' home language(s), in order to stimulate reciprocal interest and creating better conditions for mutual understanding and respect.

- **Tools (Observatories, Web sites...) to illustrate best/bad practices[59] on the use of languages and promotion of multilingualism to foster social inclusion should be created and disseminated,** particularly in the public administration[60].

- **Cooperation and partnerships with international, regional and national organisations working in the field of integration and social inclusion of vulnerable groups as well as in the promotion of intercultural dialogue should be promoted,** such as for instance the program of the Alliance of Civilizations of the United Nations.

- **The functional learning from a very young age of intercultural and multilingual competences should be promoted in the regular preschool and school curricula.** School systems should specifically support and value languages and cultures brought to the classroom by every individual pupil. This would allow all European citizen to enjoy the cultural creations from other countries, particularly music, literature and films, in their original versions. Knowing other languages and cultures is a key tool to widen the scope of our worldviews and to combat xenophobia and discrimination against the other inter alia on the basis of linguistic difference.[61]

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[58] A particular multidisciplinary approach to multilingualism as a way of enhancing the protection of vulnerable groups would be to study the linguistic situation of groups of people –sometimes marginal in terms of figures– who do not command the majority language. I.e. Bevilacqua is studying the case of Italian elderly women in an area of Belgium who arrived as wives of Italian migrant workers in the 1950s and 1960s, who stayed normally at home while their husbands went to work, and never learned the local language. Many of them are widows now and live in elderly nursery homes where they cannot communicate with the local staff, unless they have an interpreter.

[59] A good practice example is the creation of EULITA (http://eulita.eu/) which aims at guaranteeing the supply of professional translation and interpreting services in the courts and in other legal settings. Another good practice towards disabled (blind people) is the prize granted by the Spanish National Organisation for the Blind (ONCE) to the Dinastía Vivanco Museum in La Rioja (Spain) for their awareness of the needs of blind people, in terms of the use of accessible routes and Braille tagging of the exhibits. http://www.radioharo.com/2009/09/11/la-once-premia-a-bodegas-dinastia-vivanco/. Braille is, like sign language for deaf people, a field that should not be neglected in this initiative to integrate vulnerable people. Another good practice example is COMUNICA (http://red-comunica.blogspot.com/), a network of members from different Spanish universities which follows the linguistic and cultural communication problems of migrants in Spain, integrates language professional training (translators, interpreters) in their curricula and advises authorities on these matters. The series of conference under the name title of Critical Link has produced a great amount of literature in the field of communication between languages and cultures.

[60] Including competitions and accreditation schemes for hospitals/police stations/tourist information centres etc.

[61] For instance through the creation of multilingual inclusive materials on the history and heritage of Europe to promote multilingualism as part of a wider curriculum that promotes social inclusion.

Work Group on Education

<u>WG1 Chair</u>:   Cor van der Meer (Mercator);
<u>Report editor</u>: Bessie Dendrinos (EFNIL); Cor van der Meer (Mercator).

WG1: MEMBER INSTITUTIONS

Name of Institution		Represented by:
EEE-YFU	Youth for Understanding www.yfu.org	Katrine Korsgaard
EFIL	European Federation for Intercultural Learning http://efil.afs.org/efi_en/home	Ilyana Panteleeva
EAEA	European Association for the Education of Adults www.eaea.org	Marta Lottes
ETC	European Theatre Convention www.etc-cte.org	Heidi Wiley
ALTE	Association of Language Testers in Europe www.alte.org	Martin Nuttall Rhiannon Ducas
EEU	European Esperanto Union www.europo.eu	Seán Ó Riain Jozef Reinvart
EUROCLIO	European Association of History Educators www.euroclio.eu/site/	Julia Aßhorn
EUNIC	European Union National Institutes for Culture www.eunic-online.eu	Uwe Mohr
ISSA	International Step by Step Association www.issa.nl	Aija Tuna
MERCATOR	Mercator Network on Linguistic Diversity www.mercator-network.eu	Cor van der Meer
ECSWE	European Council for Steiner Waldorf Education www.ecswe.org	Kamiel Van Herp
EFNIL	European Federation of National Institutions for Language www.efnil.org	Bessie Dendrinos

1 Defining the task of the Work Group on Education

At the October 2009 launch meeting of the Platform, Commissioner Orban pointed to its key messages, which are:

- To promote multilingualism for social cohesion and intercultural dialogue
- To provide opportunities for migrants to learn the language of the host country and also to cultivate their own native language
- To take advantage of the media which have the potential to open channels for intercultural dialogue
- To enhance multilingualism policy to secure the rights of all European languages (official, regional, minority and migrant languages).

- To secure language learning opportunities for all citizen, throughout their lives.

The role of the Commission in responding to these key messages is that of facilitator, with an open method of coordination, involving all EU governments. In order to promote the goals of the Civil Society Platform to promote Multilingualism, a website was created: http://forums.ec.europa.eu/civil-society-platform/

At the launch meeting, it was also announced that, by September 2010, the platform should hand in proposals in order to influence the decision-making process at OMC and EU level and the design of the financial instruments (new generation of funding programmes 2014-2020). In that sense, the networks' potentials and inputs are very important.

Discussion about the scope of the Platform led to suggesting 10 topics of essential concern *(early language learning; minority languages; translation; social cohesion and migration policy; intercultural dialogue; promotion of reading; mobility of translators; lesser used languages; new technologies; media and theatre: language promotion)* and to forming four work groups as follows:

WG1: Education (including language learning, minority languages, lesser used languages, early language learning, motivation and promotion);

WG2: Linguistic diversity and social inclusion (minorities, host country language learning, intercultural dialogue);

WG3: Translation and terminology (literary translation, subtitling, culture, terminology);

WG4: Language planning and policy.

The task of each Work Group, viewed in the context of the framework presently described, has been to produce an Interim WG Report which will be an integral part of the Final Report, to be completed by the Fall of 2010.

The task of each WG was defined and it was to produce a report with concrete proposals on how to promote multilingualism in Europe. In this context, the Work Group on Education began its work which ultimately concentrated on thematic areas, on the basis of which WG members produced the following position papers (see Annex 5.3):

1) Approaches to multilingualism, pedagogic methods and practices
2) Teacher Training for the multilingual classroom
3) Early Language Learning
4) Lifelong language learning
5) Informal and non-formal learning by all age-groups
6) Less-Widely Used Languages – spoken & taught
7) Supporting multilingualism through language assessment
8) The role of language testing in supporting multilingualism

A number of other topic areas explored, such as Awareness Raising, and the Use of ICT, are viewed as integral parts of all the themes above.

2   Conceptual framework and work methodology

2.1   The notions of multilingualism and education

The Work Group agrees that 'multilingualism' and other related terms, such as 'linguistic diversity' and 'plurilingualism', are neither apolitical nor ideologically neutral notions. There is further agreement about the fact that though these terms are sometimes used interchangeably, they should be distinguished from one another. *Multilingualism* is an all-encompassing term, which may be used for individuals or groups of people who can use a number of languages, or for communities where several languages co-exist –regardless of whether this state of affairs is officially recognized or not. Moreover, the term may be used to describe a school curriculum offering several languages to pupils and encouraging them to learn more than one foreign language. It may also be used –and it often is- when one is taking a position in favour of reducing the dominant position of English inside and outside Europe. In other words, though the term is equivocal, it does mark a negative position toward monolingualism and its counterpart: monoculturalism.

WG1 believes that monolingual and monocultural practices are bound to have negative implications for European integration since the condition for the formation of a united Europe is that all member states participate equally in its making and that the national interests, the cultural and linguistic rights of each state are not questioned.

However, from the point of view of language education, with which WG1 is crucially concerned, it is also important to point out that the group supports the plurilingual approach to education for the development of multilingualism. The group's understanding of plurilingualism agrees with the *Common European Framework of Reference for Languages* (CEFR: 4) as it explains that the plurilingual approach emphasises the fact that:

> *"…as an individual person's experience of language in its cultural contexts expands, from the language of the home to that of society at large and then to the languages of other peoples (whether learnt at school or college, or by direct experience), he or she does not keep these languages and cultures in strictly separated mental compartments, but rather builds up a communicative competence to which all knowledge and experience of language contributes and in which languages interrelate and interact."*

Approaches to language education, i.e., to teaching and learning, conducive to multilingual citizenry in Europe have been at the heart of the discussions of WG1. However, in making this statement it is important to assert that the term education has been used broadly used to cover formal education (public, state or private), but also informal education. It also covers teaching (in a classroom context or from a distance), as well as learning: formal, non-formal and informal. It has covered cultural activities and awareness raising which may occur through social practices and organized projects.

When referring to education, people generally tend to think of teaching rather than learning. In as far as learning is concerned, it seems that most people are familiar with *formal learning* situations, i.e. those provided in institutional contexts concerned with the learning *process* rather than the outcome of *teaching* or those provided through computer or web-based programmes (e.g. self-access learning and distance learning programmes). Fewer people are familiar with *non-formal learning* contexts, i.e. learning which is intentional from the learner's perspective, but not provided by educational or training institutions. This, like formal learning, is also practiced as a structured activity –structured in terms of learning objectives, learning time or learning support. Finally, the kind of learning that we are all familiar with but rarely think of as social practice with remarkable results is non-intentional informal learning. Such learning is the product of daily life activities related to work, social or family or leisure. It is not structured (in terms of learning objectives, learning time or learning support) and typically does not lead to certification. Our WG was interested in all these educational opportunities.

2.2   Work methodology

WG1 was initially composed of ten (10) European organizations which participated through their representatives,[62] who met to compile a survey questionnaire. Each representative asked members of his/her organization to complete this questionnaire which contained 40 questions (see Annex 5.1) on the following areas:

- Raising Awareness
- Methodology/Pedagogy
- Non-formal learning
- Less widely used languages
- Early Language Learning

- Language assessment
- Research
- Teacher Training
- Lifelong Learning

Most of the respondents were members of the organizations represented in the WG.

Based on the responses to the first questionnaire, a second one was drafted (see Annex 5.2), designed specifically for a single organization.[63] As this organization joined the WG at a later date, there was an opportunity to assess the first instrument and prepare the second one, with fewer and more targeted questions, which were (a) institution related on the one hand and (b) thematic related on the other, focusing on:

- Early Language Learning and Lifelong Learning
- Language assessment
- Language teacher training and Language research

The responses provided were taken into account, as were the responses to the first questionnaire, for the position papers that WG members drafted. These were then revised on the basis of the discussion that followed as to what categories of information the reports should contain.

The WG position papers and this Report have also taken into account the "Best Practice" examples (see Annex 5.4) submitted to the WG. In other words, the proposal and recommendations this report makes are also based on the information generated by the template that the WG created requesting:

- Administrating Organisation of the "best practice" example
- Project Target Group or Groups
- Financing (by whom and how much)
- Reason(s) why the project is considered to be a "best practice" example
- Sustainability of the project
- Project location(s) (country/ies) and duration
- Topics / aims of the project
- Contact / Website
- Project objectives and description
- Another good practice example you know of

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[62] Chair: Cor van der Meer (Mercator). Members: EFIL - Ilyana Panteleeva, ISSA - Aija Tuna, EAEA - Marta Lottes, EEU - Seán ó Riain, EEE-YFU - Katrine Korsgaarg, ETC - Gaëlle Collot, ALTE - Martin Nuttall, ECSWE - Kamiel van Herp.

[63] The Organization is European Federation of National Institutions of Language (EFNIL), in which all EU member states are represented through their national language institutes.

3   Survey results and conclusions

3.1   Discussion of responses to the survey questionnaire

Following an initial analysis of the responses to the survey questionnaires, a number of key areas of concern to citizen became apparent.[64] First, it seems that there is widespread support for multilingualism, and for the measures being taken by the EU institutions and Member States to promote it. This is coupled with the sustained concern that Europe's linguistic diversity may be threatened by the dominance of English. Therefore, member institutions are determined to promote multilingualism more effectively. Some respondents pointed out that support for linguistic diversity may be misunderstood as opposition to English, and this is not true, they say. Most respondents are in favour not of discouraging the use of English but of encouraging the use and the teaching/learning of other languages as well. It should be pointed out that, despite increased efforts to promote multilingualism at all levels throughout Europe, there is strong evidence that the reverse is happening. There is a consistent growth in the use of English at the expense of other languages. Here, it should be noted that the most important problem seems not to be the use of English as a working language, among speakers of other languages, but the widespread use of English in science, academia and academic or educational publishing, which may well be responsible for major domain loss in languages as widely-used as German.[65] As this is becoming a major concern, it is perhaps a problem which needs to be addressed not only through policy but also through practical measures and incentives, some of which are directly related with the development of plurilingual citizen, and this has been the focal point of WG1.

Another issue, which has emerged from the questionnaire responses, is that there is evidence that the learning of language(s) is tightly linked to social class and affluence. This problem ties in well with the concerns in Europe which stimulated the current *Year for Combating Poverty and Social Exclusion.*[66] Our respondents' input provides some evidence that at present multilingualism is not as "democratic" as we would like to think and that systematic attempts should be made to give a taste of successful language-learning to far wider swathes of the population.

This ties in well with the Europe 2020 priority of "reducing the dropout rate to 10% from the current 15%".[67] Another factor mentioned in many responses echoes a point made by the 2008 Commission Communication on Multilingualism, (p. 6), "valuing all languages". The growing diversification of society has made it impossible to fix a universally-applicable order of the importance of languages. Moreover, discussion is sometimes unnecessarily complicated by drawing artificial distinctions between categories of languages. A wiser approach is to recognise the intrinsic cultural value of all languages, without exception, which are in regular use by a community, whether territorially-based or not. Languages do not "have" a culture. People do, and their language is the key which provides access to the cultural treasures of those peoples.

Some of the questionnaires drew attention to the need for greater openness, readiness to challenge "received wisdom" and base language policy decisions on recent research findings and on the informed views of specialists rather than on naturalized claims to truth. Respondents also raised the potential of new technologies to improve language-learning, especially since English is not the only "language of the Internet" anymore. There is an increasing wealth of material in other languages, so that the proportion of English language use in the internet is now below 40%.[68] While no other language can rival the 3.3 million Wikipedia articles in English, they account for a mere 20% of the total of over 16 million

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[64] This part of the Report has been prepared by Seán Ó Riain.

[65] Ammon, Ulrich, *Ist Deutsch noch internationale Wissenschaftssprache?* Berlin/New York 1998: de Gruyter.

[66] http://ec.europa.eu/social/main.jsp?catId=637&langId=en

[67] http://ec.europa.eu/eu2020/pdf/COMPLET%20EN%20BARROSO%20%20%20007%20-%20Europe%202020%20-%20EN%20version.pdf

[68] http://www.internetworldstats.com/stats7.htm

articles.[69] The only other language to have more than a million articles is German. New technologies produce sites such *U-tube*, which can enormously facilitate language learning by giving access to native speakers of any chosen language at virtually no cost.

The promotion of multilingualism is consistent with the EU motto "unity in diversity". One of the key challenges facing the EU is how to balance the needs of efficient and effective communication with the equally vital need to protect and promote cultural and linguistic diversity. While it is laudable to promote diversity, European integration also needs unifying factors. Some questionnaire respondents felt that this area is not sufficiently researched. How can unity be both balanced with diversity, and made subject to basic EU non-discrimination and anti-monopoly principles?

The WG has striven to arrive at a small number of practical recommendations. In doing so, we are conscious of the current financial stringency, and have not made proposals which would involve the large-scale commitment of new resources. It seems to us that the current level of resources could be used more effectively, and we hope our recommendations will be a step in this direction. The examples of best practice we have given are drawn from a number of Member States, and serve to show what can be achieved with present resources, some of which are underutilised.

3.2 Responses to the general questions

Below is a report of the general questions of the survey questionnaire [70]

3.2.1 Benefits of multilingualism

Organizations and people working in the field of multilingualism identify several great benefits of multilingualism. First of all, it is essential for European integration on a political, economic, scientific, and cultural level. Moreover, multilingualism is thought to contribute to a better understanding of cultural differences, and this is a basic advantage of language learning. With these arguments one can point to Colin Baker's (2000) 6 Cs of multilingualism: Communication, Culture, Cognition, Character, Curriculum and Cash. Multilingualism helps establish mutual understanding, and avoid conflict. Thus multilingualism contributes to the key European values of democracy, equality, transparency, and competitiveness. It was explained that the cost of accommodating (and promoting) more than one language may seem high, but benefits include greater social inclusion, tolerance of difference, awareness of a multilingual world etc. On the other hand, by studying languages, we understand how language(s) operate and how the human mind works. Especially with regard to the less widely used languages it is also crucial to study and promote them so as to achieve a better understanding of Europe as it is now, and about where it might be going.

3.2.2 Language learning

The added value of non-formal learning was strongly underlined by all participants answering the questionnaire. Non-formal learning can be regarded as situation-based learning, such as at the workplace, in contact with friends or media. This is to be regarded as the opposite of formal-learning, which happens in a classroom or academic context. The non-formal approach is often much more emotional (e.g. meeting new friends, discovering new music/artists/landscapes, doing sports or following a profession such as health career) and enhances the intrinsic motivation to learn a language. Further, it was explained that since the classroom situation is not exactly a natural environment for acquiring and using a foreign language, any other situation which is more natural contributes greatly to the learning process. Also with regard to the cultural aspect it was explained that languages and culture

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[69] http://meta.wikimedia.org/wiki/List_of_Wikipedias

[70] The report, prepared by Cor Van Der Meer, has been created on the basis of the following lead questions: (a) Describe what seems to be the mainstream situation EU members states, (b) State which are the most common challenges and future prospects, (c) Make suggestions for future plans, policy and project recommendations, future research, (d) Foresee possible limitations and/or barriers, (e) Indicate best/worst practice examples, (f) Relevant literature.

cannot be seen separately and this combination can be acquired best authentically. Studying the language in the classroom helps to start but the use of the foreign language in situation and context "brings it alive". The stress on cultural aspects as well as the task-based approach in language teaching means a focus on language skills as a means and not as an end in itself.

On the question whether simultaneous or consecutive learning is more effective varied answers were given. In summary it can be said that experts experience shows that it greatly depends on the circumstances and the learners' abilities. The general opinion was that especially children who grow up in a multilingual environment can easily learn several languages simultaneously. In school settings it was considered to be advantageous to get a grasp on the concept of language learning before moving on to simultaneous learning of several languages. It was further underlined that it also greatly depends on the pupil, whether she or he can easily find bridges when learning several languages or rather gets confused. In the first case simultaneous learning would even facilitate the learning of the individual languages, in the latter case consecutive learning would be better.

When being asked about the extend to what internet-based technologies were used in order to promote language learning, the answers provided a high outcome for online language tests, blended learning and distance learning courses. Above that any use of the internet was considered to enhance a better understanding of the English language, as most information is available in English. Further it was mentioned that the web provides teachers with more opportunities for their lessons by having the opportunity to use original radio- or TV shows which also support the oral understanding of languages.

3.2.3 Language Testing

The Common European Framework of Reference for Languages (CEFR) is considered to be a helpful tool for several reasons. The comparability of language levels simplifies the Europeanisation of the job market for which language competence is of relevance. It provides a basis for the recognition of language qualifications, is a tool for educational and occupational mobility, facilitates learning objectives and methods, and recognizes the importance of intercultural and plurilingual competences in language education.

4   Proposal

4.1   Rethink language education pedagogy

4.1.1 Language teaching, learning and testing from plurilingual perspective

The first and most crucial part of our proposal has to do with language pedagogy reform, which is neither an easy task nor a generally accepted goal by European states and its citizen nourished by the ideals of monoglossia, cultivated through nation states which needed to build their political and social cohesion around an official, standardized language that dominated all other linguistic varieties and languages.

The situation in Europe today is that, while respect for Europe's linguistic and cultural diversity has made a breakthrough, there is still an urgent need to persuade European institutions and citizen that the formation of a truly multilingual and multicultural topos serves Europe's economic and political interests; that multilingualism and multiculturalism – inseparable from one another– may be a key factor to ensuring conditions for unity. Awareness raising regarding the benefits of multilingual literacy and intercultural awareness is therefore absolutely essential and warranted by the fact that Europeans still largely believe that the best way to achieve academic, professional and social success is by way of exhibiting mastery in English and being proficient in another 'big' European language. The advantages of multilingualism are still seriously doubted, multiculturalism is viewed as a precarious outcome of our postmodern condition and/or of economic globalisation and Europeans, with their deeply rooted monolingual and monocultural traditions, language

education in European schools is categorically monolingual both because language across the curriculum policies are still unconditionally monolingual and because there is still no coherent pedagogical model of plurilingual education. In some instances, the language with which to access knowledge may be the children's home language or the community language during their first years in school,[71] but Europe is still a long way from developing a 'multilingual ethos of communication', which may be facilitated through *plurilingual education.*[72]

Europe's monolingual-monocultural tradition is at the heart of language learning, teaching and testing practices. These practices have survived reforms and innovations in methods used for mother tongue teaching, the teaching of a second or foreign languages (be they more or less widely used languages). Therefore, despite language education policies which favour multilingualism, despite the availability of a greater number of languages in school curricula, the use of ICT and the increasing availability of resources for language teaching and learning, and despite the efforts to offer new programmes for the training and the continuous professional development of language teachers, language education reproduces the ideology of the 'ideal native speaker'.

What we propose is to further promote successful programmes of bilingual and/or multilingual education[73] and use them critically as a basis on which to build language education pedagogies for the development of plurilingual competences. The work of the Modern Languages Division of the Council of Europe has been encouraging reform in language education,[74] promoting and endorsing the plurilingual education paradigm which has yet to be translated into pedagogical action, to be worked out into a coherent language education pedagogy. At the same time, it has designed a few tools, such as the European Language Portfolio (ELP) which, if used properly, may be of service to plurilingual education and to multilingualism, including the continuity between school systems, because the ELP "provides a format in which language learning and intercultural experiences of the most diverse kinds can be recorded and formally recognised" (ibid)

Plurilingual education is beginning to be researched and discussed in various European educational and academic contexts.[75] For most educators and scholars arguing in favor of such an educational model, the crucial target to be attained is to turn European schools which remain monolingual places of learning into multilingual topoi –places where a single language of instruction does not dominate the curriculum but where several languages come into play and are used as resources for meaning making. Attainment of this target will favor the languages that children bring to school with them but not necessarily the teaching and learning of additional languages –those traditionally included in the school's foreign language curriculum. The development of additional (foreign) language multiliteracy is still a challenge, as to how to achieve it and how a plurilingual pedagogy may help toward this direction.

Just as language education programmes in Europe are still bound by their monolingual ideologies and built around the 'native speaker' competence model, classroom tests and test papers of popular exam batteries are constructed as monolingual instruments too, intended to measure test-takers' language competence or performance in a single language, their monolingual/ monocultural skills and awareness. The same is true of diagnostic, adaptive e-tests, self-assessment techniques and feedback systems, increasingly available, especially for the 'big' European languages.

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[71] We find examples of such programmes in Finland and Sweden.

[72] For a working definition of the notion of plurilingualism, see: Beacco Jean-Claude & Byram Michael. 2003. *Guide for the Development of Language Education Policies in Europe*. Language Policy Division, Council of Europe.

[73] For a Best Practice example in bilingual education see Annex 5.5.1.

[74] See for example the CEFR, p. 4.

[75] Some of these are discussed in: Ehrhart, Sabine, Christine Hélot and Adam Le Nevez (eds.) Plurilinguisme et formation des enseignants. Une approche critique / *Plurilingualism and teacher Education. A Critical Approach.* 2010 (Mehrsprachigkeit in Schule und Unterricht Vol. 10). Frankfurt am Main, Berlin, Bern, Bruxelles, New York, Oxford, Wien: Peter Lang.

If we are indeed interested in supporting multilingualism through testing:

a) Language programmes and language testing enterprises should be given incentives to focus on the development and assessment of literacies required in an increasingly globalised world, with its diversity of communication technologies and its multilingual contexts in which European citizen operate on a daily level. It is also necessary to create conditions which provide opportunities for people to be tested and credited for the knowledge and competences they have in the less widely spoken and taught languages by way of facilitating the development of localized exam batteries which cater to the needs of the local linguistic job markets and respond more readily to social language needs.

b) Incentives should be provided for the development of examination batteries which test and treat equally a variety of languages, in a comparable manner. Again, localized language exam batteries could perhaps contribute to achieving this goal, as such projects are much more likely to be concerned with the use of language(s) in different social contexts rather than focus on their language commodity as an autonomous meaning system, as international exam batteries have to be.

c) A shift from monolingual to plurilingual paradigms in language testing as well as teaching should be prompted. That is, a paradigm which has its basis on a view of the languages and cultures that people experience in their immediate and wider environment not as compartmentalized but as meaning-making, semiotic systems, interrelated to one another. In a paradigm such as this, there is language switching, 'translanguaging', drawing upon lexical items and phrases from a variety of contexts and languages; there is also use of alternative forms of expression in different languages or language varieties, exploitation of inter-comprehension, utilization of paralinguistic features, and generally optimum use of various modes of communication to make socially situated meanings. In this paradigm, where people learn to make maximum use of all their linguistic resources so that they can resort to different aspects of linguistic knowledge and competences to achieve effective communication in a given situational context, cultural and linguistic mediators have a most valuable function. Mediation, understood as extracting information from a source text in one language and relaying aspects of it in another for a specific purpose, is an important cultural activity in our contemporary multilingual contexts. Teaching, testing and assessment of mediation skills should be an essential part of plurilingual pedagogy.

d) Finally, where language teaching and testing are concerned, one additional great challenge is to collaborate on projects that would help the calibration of language competence descriptors on the basis of the performance of test-takers across Europe, and by extension to help make the CEFR an even more useful tool that it is now. Furthermore, it is important to enhance access to high quality testing in the less-widely used languages.

Given that testing –particularly high stakes testing– has significant backwash effects on our attitudes to language and languages in general, while it most certainly defines legitimate knowledge (see the position paper on the role of testing for multilingualism) it is crucial that projects on alternative testing be encouraged throughout Europe.

Language tests are also playing an increasing role in decisions made in granting admission to member states for migration or in granting citizenship through naturalisation processes. Over the last twenty years, a growing number of European countries, and others around the world, have introduced or formalised linguistic requirements for the purposes of migration, residency, and citizenship. National governments increasingly require language tests or other formal assessment procedures to be used. Points-based systems are being introduced more and more widely and legislation is being changed to reflect the ever more mobile and diverse populations of countries and continents.

The question of what role language testing should play in decisions made by member states regarding migration, citizenship and social integration is a highly controversial issue. It is also very important to look at the issue of who decides what type of knowledge and skills should be tested, who should be testing them, and on the basis of what evaluation criteria, if testers are to show regard for the rights of test takers and other stakeholders.

A socially responsible and ethical approach to language testing is a pre-requisite in a world where language testing plays an important role in social inclusion and exclusion in social, educational, academic and professional life.

Issues to be addressed in the area of language testing and multilingualism include the following:
- the consequences of language testing for immigrants and for the host society
- the impact of language testing on language pedagogy, teacher training and development
- the role of alternative approaches to testing and assessment, such as the use of the ELP and self-assessment.

4.2 Other initiatives in language education in support of multilingualism

The CLIL Approach

Content Language Integrated Learning (CLIL) has been successfully used in some European schools, though this educational approach (whose pedagogical practices have not been systematically described) has been critiqued for being useful in schools for the elite and for the promotion of English and other big European languages.

With CLIL, there are a number curricular subjects –it depends on the school and the curriculum– that are taught through the medium of a language other than the official language of the particular school system. Here, language is not merely the object of knowledge; it is a means through which knowledge is accessed.

The Intercomprehension Approach

Another interesting proposal which has gained some ground is language pedagogy for the development of intercomprehension. Though ideally, this aim can be incorporated in any language teaching and learning programme, there are few language teaching example to give language teachers tips on how to go about developing their students' multilingual comprehension (not necessarily multilingual production) competence, which is what the intercomprehension 'approach' is about. One of such best practice examples is described by Horst G. Klein, Franz-Joseph Meißner and Lew Zybatow, referring to a project developed in Germany called EuroCom[76] –an acronym for European intercomprehension in the three main European language groups (Romance, Slavic and Germanic) which most Europeans speak either as their first, second or foreign language.

The aim of the EuroCom method is to realistically enable Europeans to achieve multilingualism. What may be regarded as realistic is the acquisition of receptive competence in one language group, i.e. interlingual reading competence in all the languages of a group (or parts thereof). EuroCom intends to show learners that knowledge of their mother tongue and just one other foreign language they have learned arm them with an unexpectedly high level of advance knowledge, allowing them for instance to be able to rapidly understand the news or technical texts in all other related (but not yet learned) languages. Other competences going beyond reading comprehension can then be subsequently developed faster and more efficiently as required, although the necessary linguistic and language-teaching research have not yet been carried out. EuroCom has therefore initially

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[76] The EuroCom research group includes six universities, particularly in Germany. For more on the work of the research group and links to the series of publications see the EuroCom homepage: www.eurocom-frankfurt.de. Also, see: Horst G.Klein/Tilbert D. Stegmann, EuroComRom – Die sieben Siebe: Romanische Sprachen sofort lesen können, Aachen [Shaker], 2000, and Gerhard Kischel/Eva Gothsch (ed.), Wege zur Mehrsprachigkeit im Fernstudium, Hagen [FernUniversität], 1999.

concentrated on the receptive competence of reading comprehension, even though it also implies some aspects of aural understanding.

The propaedeutic approach

Another approach which is being discussed, and which needs further research, is the propaedeutic[77] approach which involves orientation sessions in a language which is foreign to children in order to show them how languages operate and to teach them basic survival skills in that language. The idea behind it is the language-learning skills transfer effect and the goal of developing in children a multilingual consciousness.

Actually, this idea is being tested in practice through a programme launched and supervised by the University of Manchester, entitled *Springboard to Languages,*[78] involving four primary schools and approximately 250 pupils, with the following two aims: 1) to raise language-awareness, and 2) to prepare learners for the subsequent study of other languages. To this end, it used a language-orientation instruction course as a springboard, based on the basic grammar and 500 most frequently-used morphemes of the international planned language, Esperanto. The reasons for using Esperanto, as provided by Jansen,[79] have to do with the regularity of this language, its transparence as a language, the lack of exceptions to its rules, the fact that it gives access to a variety of cultures of all of its speakers throughout the world[80] and that it does not impose any predetermined thought patterns or societal organization.

4.3   Additional recommendations for the support of multilingualism

4.3.1 Support the less widely used languages

Understanding that the term 'less-Widely Used Languages' (LWULs) is used for minority, majority and 'small' languages,[81] we recommend incentives for the learning, teaching and testing. The main reasons are firstly because each of these languages has immense cultural value on its own, and secondly because the maintenance of the cultural and linguistic diversity of Europe is important for its unification and cohesion, for its social and economic development and for the mobility therein.[82] This takes place in a context where most of these LWULs face difficult conditions in the EU and tend to decline in spite of the positive value they add to our societies. The main recommendations for supporting and promoting the LWUL are the following:

- Create an enabling educational framework to learn and teach LWUL, as from early age.
- Support and encourage adequately learning and teaching of LWULs: financially, raise awareness, include in school curricula
- Invest in good educational materials, books, well-trained teachers etc.
- Invest in translation, teacher and learners exchanges
- Improve mobility schemes Europe-wide for young people especially from and to countries where LWULs are used.
- Improve the place of LWULs within vocational education and training schemes and facilities; Develop toolkits for promoting awareness and value of RML amongst

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[77] From the Greek *pro-* + *paideutikós* = prior to educating. See Annex 6.4.1 for details.

[78] www.springboard2languages.org

[79] Professor Wim Jansen, University of Amsterdam, *Materialoj de la* internacia *propedeŭtika konferenco en Moskvo la 13 aprilo 2007*. Moscow: Eŭropa Universitato Justo, p 82.

[80] Estimated at 200,000 to 3 million, but the language has over 135,000 wikipedia articles, putting it in 22nd place among the 272 wikipedia languages, and Sutton's encyclopedia of the original literature of Esperanto (Mondial, New York, 2008) has 740 pages.

[81] That is, we are referring (a) to minority languages or regionally used languages such as Frisian, Basque or Catalan, (b) to 'majority' languages in a social contexts where there the official language is different, such as German in Belgium, or Swedish in Finland, and (c) to 'small' languages –internationally and/or in the EU context, such as Danish, Irish, Greek, Latvian or Maltese.

[82] See Resolution of the Congress of Local and Regional Authorities of the Council of Europe on "Regional and Minority Languages: An Asset for Regional Development", rapporteur: Karl-Heinz Lambertz.

trainees; Offer training mechanisms for teachers and trainers at VET institutions; Create good practice guides for employers to raise their awareness.[83]

- Support and improve language transmission in the family for LWULs.

A 'best practice example' is the programme operated through the AFS Intercultura that has been sending students on exchange programs to countries with LWULs – Iceland, Latvia, Hungary, Finland, and the Czech Republic. In order to promote them, they organise special training & workshops on communication and provide specific materials to target groups. The most common objection raised is that nowadays English knowledge is a must. Intercultura tackles this demonstrating that students participating in intercultural youth exchanges improve their language skills in other 'big' languages, especially English, which they use in many cases as a vehicular language.

A second example is the Pasporta Servo http://www.pasportaservo.org/ which is an online community of Esperanto speakers which offers a platform to meet and get to know people while travelling in Esperanto –hospitality service of Esperantists. Providing an applied use for this LWUL and facilitating this is surely a best practice which could be translated to other linguistic contexts, too.

4.3.2 Raise awareness as to the benefits of Early Language Learning

Even though there are many creative initiatives and valuable examples of good practice in Early Language Learning (ELL) across Europe in recent years, there is still an urgent need to convince stakeholders about the benefits and advantages of early language learning. Due to popular beliefs about early language learning possibly impeding mother tongue literacy – beliefs which are still quite prevalent– parents, teachers, and pupils need to be informed that contemporary research tells us that early learners are much more likely to develop multilingual competences, to be motivated to learn about other cultures and different ways of sharing experiences, to accept differences more readily and to use their language resources to achieve their goals. They need to be informed also that that ELL has been reported to facilitate psycho-emotional development and to help children develop language awareness, i.e. understand from how language operates in social contexts.

Language teachers, in particular, need to be persuaded not only that ELL is to the benefit of pupils and the development of their (multi)literacies, but also that teaching foreign languages to the young can work, providing that the programme is designed in a way which is meaningful for children of different ages. Of course, this necessarily means that the language teacher working with youngsters in a language programme has special qualifications to carry out her task meaningfully.[84] Given that there is relative shortage of foreign language teachers adequately prepared to teach young and very young learners, teacher training is a second but equally important challenge. A web based ELL site for pre-service and in-service teachers of young children could be supported by the Commission and designed to disseminate information about interesting local initiatives, and to provide an array of theoretical and practical information, ideas for methods, practices and teaching techniques, language learning activities and resources for learners of different languages. The latter

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[83] The place of LWULs within vocational education and training is limited and variable across Europe.

Various specific occupational sectors (e.g. health and social care) often face a demand from citizen or consumers to provide effective services in LWULs. Students following a vocational learning route within these sectors should further improve their LWULs skills during their training in order to be able to better answer to such a demand, to realise the importance of their language skills as a key component of their skills set and to see the value of using these skills in the work placement. This has been attested to by the reports of the Committee of Experts monitoring the European Charter for Regional and Minority Languages.

[84] It should be noted that there is another on-going debate as to whether the classroom teacher should integrate the foreign language period into his/her timetable, or whether a trained foreign language teacher should come in and teach the kids. Arguments evolve around the claims, on the one hand, that the classroom teacher has neither the language proficiency nor the training to teach a *foreign* language (which requires special methods and techniques) and, on the other, that the specialist teacher has no sound knowledge of child psychology and no training to employ the proper pedagogy. Some maintain that this question is an invalid one, and argue that it should not be an "either-or" issue. Both are important. The challenging question is how do you get them to collaborate?

could be particularly useful since there also seems to be a lack of proper resources, especially so as to teach languages other than English to young children.

One of the greatest challenges perhaps is to raise awareness with regard to the usefulness of learning languages other than English at an early age. The stakeholders here are mainly parents who want their children to be native-like in English, thinking that this will secure them academically and professionally. Also pupils themselves are essential stakeholders who could be extrinsically and intrinsically motivated to develop at least partial literacy in languages which are less widely spoken.

As regards ELL methodology, most experts seem to agree on the importance of focusing on meaning rather than form, language use which is familiar and relevant to kids through a task based approach to learning. Also, there seems to be an agreement about including foreign language instruction in the mainstream curriculum and using fun and creativity in the classroom.[85] However, the best way to deal with very young language learners, i.e. ages 3-7, when literacy in the mother tongue has not yet been developed, is still a challenge. Therefore, there is need for relevant research, which is discussed in the section that follows, but also pilot and experimental teaching experiences shared across Europe.

Other challenges related to the teaching of foreign languages to the young have to do with the educational approaches most conducive to the development of a multilingual ethos of communication and to the meaningful use of the foreign language, in parallel fashion with the mother tongue. An equally important challenge is to specify techniques for the development of children's mediation skills and their intercultural awareness from a very early age. Once these are recognized as important goals for the enhancement of multilingualism, the design of hands-on projects which might provide suggestions for teaching techniques, learning strategies and examples of good practice should be supported.

One more challenge facing those who are concerned with ELL is to think more rigorously about introducing opportunities for ELL with the use of ICT and web based technologies, particularly in languages other than English.

It is also a challenge to consider ways of traditional assessment techniques for young children, with the use of quizzes and fun testing (in an effort to create positive attitudes to testing and assessment), but also of alternative assessment, for example by using the European Language Portfolio, in an adapted form for children, so as to provide primary school pupils with a means of documenting what they can do in what language. Likewise, if these are recognized as important goals for the enhancement of multilingualism, the design of hands-on projects which might provide suggestions, relevant ideas and examples of good practice should be supported.

Finally, one of the greatest challenges lying ahead has to do with bilingual education programmes, aiming at social inclusion. Whereas it has been well documented that bilingual education can have desirable results on many accounts, nationalist ideologies and language nationalism in many European countries has not allowed bilingual education to develop to the degree that this might be desirable. Of course, even outside Europe, in conservative states of the US bilingual education is stigmatized and bilingual children are thought to suffer from language confusion and to have a cognitive deficit. The challenge here again is awareness raising and supporting opportunities for well-structured bilingual or even trilingual programmes, and not just for the socially deprived pupils.

Research into ELL is still in its infancy worldwide, when compared with other issues in foreign language learning, teaching and in second language acquisition. On a more general scale, there is a significant need for action research into young learners' programmes, by

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[85] See the 2006 report by Edelenbos, Richard Hohnstone and Angelika Kubanek The main pedagogical principles underlying the teaching of languages to very young learners. Languages for the children of Europe: Published research, good practice and main principles. European Commission, Education and Culture, Culture and Communication, Multilingualism Policy (Final Report of the EAC 89/04, Lot 1 study).

investigating expectations and assessing outcomes in both countries supporting top-down research (e.g. Belgium, Germany and Switzerland in Europe, Australia and Canada beyond) or in countries where early foreign language teaching is a result of bottom-up pressure as, for example, the community obliges schools to launch courses with little control from educational authorities and no conditions for assessment and research. Such action research can provide grounded suggestions regarding the design of primary curricula (and their link with the Common European Framework of Reference), the number of contact hours, the educational and linguistic background of pupils and teachers, materials and resources, as well as attitudes to languages.

Also, there is a definite need for the compilation of learner corpora, close analysis of children's oral and written performance, new models of early language learning and studies of children's literacy.

Other issues that need further research include the following:

1) The starting age of foreign language learning. Actually, there are still two camps: the 'earlier the better' and the 'postponing ELL' until children are more cognitively mature camps;
2) ELL teacher education and identity; their language related attitudes and beliefs;
3) Extrinsic and intrinsic motivation factors, including virtual and live intercultural communication;
4) Types of activities, materials and resources aiming to develop literacy in and through the additional language(s), as well as to foster positive attitudes to language and multilingualism;
5) Young learners' capacity to develop learner autonomy particularly with the use of ICT and to cultivate cognitive skills, such as analytic and synthetic skills, visual perception and inductive learning skills.

LWUL communities have traditionally developed a major practical expertise in the field of early language learning. They often act as local test beds to develop and experiment methodologies and best practice examples on the development of multilingual competences at an early age. This can provide a potential knowledge pool for linguistic communities with less expertise in that field.[86]

Collaboration within and across national boundaries is crucial so as to gain insight into what is still terra incognita. In fact, in an effort to share expertise and ideas in this gradually emerging field of research, it is suggested that a European network of ELL researchers is included in the aforementioned web based ELL site, aiming at:

- Sharing information on relevant research carried out inside and outside the EU
- Identifying problematic or neglected areas of research
- Sharing resources, data and tools
- Planning common events
- Virtually discussing issues

Finally, socially-sensitive bilingual education needs to be investigated and more research carried out with children who are bilingual. It is of particular interest to investigate learning techniques of bilingual children learning one or more foreign languages, as the research in this area is still fairly limited.

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[86] Since 2009, the Network to Promote Linguistic Diversity has put into place an EU-funded project entitled MELT « Multilingual Early Language Transmission » which aims to foster multilingualism at pre-school level within four LWUL communities in Europe (Breton language in Brittany ; Friesian language in Friesland ; Swedish language in Finland ; Welsh language in Wales). Running until 2011, MELT will first deliver a research report presenting best practice cases in the EU and teaching methodologies that will nurture an information guide for parents and a toolkit proposing specific methods to preschool practitioners. A network of agents will support this process and help practitioners. The Project will equip practitioners with enough skills/expertise to provide a productive language learning environment for kids. Parents will be more informed about how to further support this.

4.3.3 Provide incentives for lifelong language learning

According to a recent Eurobarometer survey,[87] the progress towards reaching the 1+2 Barcelona objective regarding language learning is rather slow for a variety of reasons which have to do with how languages are taught and tested in the formal education system, and also because there is lack of awareness that language learning is a lifelong task. In most EU member states it is considered the exclusive task of the school, of examining bodies and teachers to help students attain a given level of proficiency in a particular language at a particular moment in time. Therefore, school appears to be the only place where Europeans learn foreign languages. However, it is crucial if we are to achieve the ambitious Barcelona goal, and face challenges such as globalization and aging populations, it is important to promote language learning from 'cradle to grave'. This means that it is of central importance that the school help to develop young people's motivation, their ability to learn languages and to build up confidence in facing new language experience out of school.

Lifelong learning does not just happen. It starts in school and embraces all areas formal education once school is finished (e.g. vocational training, university and adult education).[88] Given the smaller number of young people entering education due to demographic change and the goal to reach all citizen, increased focus is now needed on updating adults' competencies throughout their lives. Adults are more likely to be monolingual, especially if they have relatively low qualifications and job positions. They often point to lack of time and motivation as the main reasons for not learning languages, followed by a need for more flexible provision.[89] It is especially important to improve appropriate learning opportunities for people with a low educational level, for example to adults without a school diploma or any vocational training, which more likely will not have enough opportunities to learn at least one foreign language. In this context, appropriate teaching and learning methodologies have to be used that take the lack of formal schooling into account.

To raise the motivation to make both financial and time efforts to invest into language learning is without doubts one of the biggest challenges and shouldn't be underestimated. However, the biggest challenge in the field of lifelong language learning is not necessarily lack of motivation due to a low level of awareness of its importance, but rather due to many more or less practical obstacles faced when deciding to learn a second or third language, such as limited provisions for adult learners, scheduling of courses (not taking into consideration work, family or other commitments) and lack of investment or support by employers and non-existing recognition of or reward for (additional) language skills in the workplace. Getting support from employers in the form of time or money is one of the biggest challenges of lifelong language learning. It seems to be obvious that when multilingualism has been recognized as one of the key competences and language learning identified as an important tool in facing the social and economic challenges, both the public and private sector will have to contribute to it as well. This contribution might be through the creation of legal frameworks and / or social partner agreements as well as the provision of public support for language learning at the workplace. The social partners are also asked to create language learning opportunities and to create the appropriate framework for this in each case.

When it comes to lifelong language learning, it is important to stress that non-formal learning environments play a crucial role, and therefore it is important that people be helped to develop strategies for language learning and ways of coping with self-access language

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[87] 56% of citizens in the EU Member States are able to hold a conversation in one language apart from their mother tongue. With respect to the 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 (Eurobarometer: Europeans and their Languages February 2006)

[88] All these are components of a comprehensive system that are of equal value. See EAEA, Adult education trends and issues in Europe (2006)

[89] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions COM(2008) 566 final.

learning. The key of course is the development of appropriate electronic tools but also the constructive use of tools that have already been developed through European projects –tools such as the Language Passport, Mobility passport, etc. These tools play an important role in maintaining the foreign language skills learners have already acquired. It is also imperative to facilitate the development of language programmes and a language pedagogy appropriate for the teaching of adults. Innovative solutions in this area have been developed thanks to a few European projects but a more systematic exchange of good practice examples and motivation so that educational and vocational institutions implement them appropriately needs to be encouraged.

There is also a need to recognize the benefits of having some basic communication skills and an amount of intercultural awareness where neighbouring countries are concerned. It is therefore useful to increase support for bilingual education and establish partnerships for learning neighbouring languages in addition to the most widely spoken languages and make a wide range of languages available to individuals so that they can learn the language they are more interested in and consider as the most useful.

The need to support adult language programmes should be stressed, as many institutions suffer from lack of funds to employ teaching staff on a regular basis. Furthermore, systematic access to staff development programmes also for part-time teaching staff needs to be ensured. Also an intensive European cooperation in order to develop networks and ensure a continuous exchange of methods, didactic approaches, learning materials and initial and further teacher training needs to be more stimulated and the LLP should continue its support.

There is a high need for recognition and validation of skills and competences acquired inside and outside formal education both by education institutions and by employers and making a transfer across national borders as easy as possible. This is only possible when cooperation between different institutions and sectors, will be achieved and such cooperation and coherence is necessary to make lifelong language learning successful tool in reaching of the Barcelona objectives.

4.4   Recommendations

- To improve learning facilities for groups marginalized and with low education level
- More support from employers sector –social partner agreements and/or legal as well as the provision of public support for language learning at the workplace
- To create language learning opportunities and to create appropriate frame-works by the social partners
- To recognise personal and intercultural benefits as equally important as the economic values of multilingualism
- To offer more flexible language learning possibilities for adults
- To develop appropriate methodologies for adult language learning, help with the funding of staff and teacher training
- To set higher standards for teacher training, and staff development programmes.
- European and cross border exchange and network development
- Validation of skills and competences and cross sector cooperation

4.3.4 Informal and non-formal language learning

There is strong research evidence showing that language –and not only– is learnt best if it is *acquired* in informal or non-formal settings instead of being taught and studied. Therefore, opportunities are being provided in Europe for young people to learn languages while on international and cultural exchange programmes, or as participants in art education programmes that also aim at language learning. These opportunities have proven extremely useful because they have provided participants with an access to culture as well, and to resources which are beyond linguistic barriers.

Therefore, one of the challenges with which we are faced is to find other means with which to provide conditions for informal and non-formal language learning, but also –and perhaps

more importantly– to create a structured framework for informal and non-formal language learning.

This does not and should not relieve us of the responsibility of improving short term mobility schemes and making them widely available to EU citizen of all target groups to access non-formal language learning environments in the real context of where the language is used.

General recommendations

- To improve training opportunities for teachers in informal learning environments, including native speakers and mediators from different backgrounds focussing on the increased use of media, performing arts, distance learning, new technologies and cultural and leisure activities.

- To invest in multilingual artistic education projects to foster cognitive competence building.

- Member states should further develop a nourishing framework to establish beneficial relations between non-formal education systems complementing formal education procedures. Adapting non-formal methodologies in the language class-room context.

- Establishing a framework that evaluates and recognises the acquired skills on international standards

Best practice examples Mobility schemes/artistic education projects:

a) The YOUNG EUROPE project initiated by the ETC built relations with theatres and local schools to perform multilingual performances in classrooms. Students were confronted with theatrical language in a play represented in another spoken language. Participating adults, learned to cope with multilingual aspects during the collaboration process and increased their mutual understanding.

b) An international ETC THEATRE YOUTH FORUM has been organised with 50 young people from 6 countries to discover drama theatre as art form and medium that relies on the European language diversity. Even though English was the common language, the participants prepared a performance exploring ways to incorporate a common theatrical language and expressions. As a result of the forum, 84% participants stated that they have been encouraged to study the languages of the participants coming from the other countries.

c) Working opportunities in another country with another working language, such as the ETC STAFF EXCHANGE programme provides for adult learners a non-formal language learning environment where the programme participant uses and develops its language skills in a multilingual work context.

d) AFS is offering further programmes (for 18+) for participants who can involve in a community service project and practice the language they have acquired.

The European umbrella of AFS - EFIL is particularly active in providing opportunities for returnees to develop and carry on their skills (also language) by becoming volunteers and participating in some of the events at European level.

Within the EFIL network there is a working Travelling Trainers scheme under which volunteer trainers with specific expertise in a certain language can travel to other countries and deliver trainings in areas where the host organisation needs support. This tool and opportunity has proven very motivating for the AFS volunteers to use the language they have acquired.

e) Life-long learning programme: ERASMUS

f) Steiner Waldorf learning approach:

As a pedagogy this education promotes the understanding of other cultures, preparing for a global consciousness and citizenship, by experiencing the 'language spirit' living in a culture. Languages not only are an important tool for communication, but form also an artistic structure reflecting the deeper nature of a people. Therefore we prefer arts, literature and music as tools for learning a 'living language' and for a deeper understanding of other cultures. The SWE strives for the creation of an enhanced sensibility for other languages as well encouraging reflection on ones' own language and culture. Essential for SWE is the right choice of learning forms with respect for the specific needs and possibilities of each age, especially in early childhood and primary school. Artistic activities are experienced to be the best forms for this purpose.

g) Language learning classes focusing on cultural content (offers in all EUNIC cultural centres) : This is reflected in the choice of the courses offered, where the possibility to improve language skills not in language lessons but through studying topics related to contemporary literature and arts, sociology, literature, linguistics, history etc is provided. It also gives a wider perspective of the respective culture and civilization, it develops societal relations and, consequently, provides informal contexts for language use, natural and personalized approach, international exchanges, getting familiar with everyday life of a specific society.

5   Summary of Proposal

5.1   Rethink language education pedagogy from plurilingual perspective

There is still a need to persuade European institutions and citizen of the benefits of multilingualism and multiculturalism. Many still believe that mastering English and another 'big' European language is the best way to success. Language education in European schools remains monolingual and monocultural, and its learning, teaching and testing practices reproduce the ideology of the 'ideal native speaker'. The Platform proposes to further promote successful programmes of bilingual and/or multilingual education and use them to build language education pedagogies for the development of plurilingual competences. The crucial target is to turn monolingual European schools into places where a single language of instruction no longer dominates, but where several languages are used as resources.

To support multilingualism through testing, we need incentives a) for language programmes and testing to develop and assess literacies required in an increasingly globalised world, and for people to be tested and credited for the knowledge and competences they have in the less widely spoken and taught languages; b) to test and treat equally a variety of languages, in a comparable manner, in different social contexts; c) to shift from monolingual to plurilingual paradigms in language testing, so that people learn to make maximum use of all their linguistic resources; d) to encourage alternative testing and particularly assessment of language competence throughout Europe, e) to help the calibration of language competence descriptors on the basis of the performance of test-takers across Europe, and thereby help make the CEFR even more useful. It is crucial that projects on alternative testing be encouraged throughout Europe. Issues to be addressed include the consequences of language testing for immigrants and for the host society, its impact on language pedagogy, teacher training and development, and the role of alternative approaches.

5.2   Other initiatives in language education

Three other interesting initiatives include Content Language Integrated Learning (CLIL), the intercomprehension approach and the propaedeutic approach. In contrast to the latter two approaches, CLIL, though effective, has been critiqued for being somewhat elitist and tending to promote English rather than multilingualism. Intercomprehension can allow a greater use of the mother tongue through the acquisition of receptive competence in one

language group, e.g. French/Spanish/Italian/Portuguese/Romanian. The propaedeutic approach is based on the language-learning skills transfer effect, i.e. the initial learning of a limited amount of an easier, more regular language, without exceptions, to give far more children a taste of success in language learning, thus raising language awareness and preparing for subsequent language learning.

5.3 Additional recommendations

These include more support for less widely used languages; and raising awareness of the benefits of early language learning, lifelong language learning, and informal and non-formal language learning. Early language learning *can* work, providing that the programme is designed in a way which is meaningful for children of different ages. It is increasingly recognised that language learning continues throughout life. There is research evidence that language is learnt best by many if it is *acquired* in informal or non-formal settings instead of being taught and studied.

5.4 Key recommendations

5.4.1 Research

Research on the impact of language testing in all varieties on plurilingual language tuition, teaching tools and teacher training and development.

The workgroup on Education strongly recommends research with a broader focus, to consider how language testing could influence monolingual European schools to metamorphose into places where several languages are used as resources; which test and credit for knowledge of a variety of languages, including less widely spoken languages; which cater to the needs of the local linguistic job markets and respond more readily to social language needs; and which use appropriate evaluation criteria when important issues such as migration, residency and citizenship can depend of the results (section 4.1).

Research the propaedeutic qualities of various languages, i.e. to exploit the transfer effect of language-learning skills, as this has important implications for the order in which languages are learnt at school.

It is generally accepted that any second language which has been thoroughly learnt tends to improve subsequent language-learning – there is a language-learning skills transfer effect. Latin and Ancient Greek have traditionally fulfilled this role in many European countries. Our report looks at this issue in more depth, including a UK programme which is testing it in practice. The WGE recommends further pedagogical research as to which language is most likely to encourage subsequent language-learning, and thereby strengthen multilingualism (section 4.2).

Research on language education pedagogy from plurilingual perspective on all levels.

The Platform proposes to further promote successful programmes of bilingual and/or multilingual education and use them to build language education pedagogies for the development of plurilingual competences. Continuing research has a crucial part to play in this work (section 5.1).

5.4.2 Policy

The creation of a forum for regular strategic review of language learning policies, where the main EU institutions could work with civil society to help diffuse examples of best practice in language learning throughout the Member States - see the best practice examples from the Education sub group's report."

Through interaction with citizen throughout the Member States, including through the use of detailed questionnaires, the Platform became aware of a host of ground-breaking educational activities, which are not well-known to most EU citizen. Therefore, a permanent

mechanism to disseminate best practice more effectively throughout the EU 27 is of central importance (sections 3.2 and 6.5).

Member States should further develop a proactive framework to establish beneficial relations between non-formal education systems complementing formal education procedures.

Much of the most effective language-learning takes place outside formal structures, in the non-formal and informal spheres where citizen improve their grasp of languages through practical daily use (section 4.2.4).

To promote international recognition for linguistic diversity by raising awareness amongst European institutions and citizen of the benefits of multilingualism and multiculturalism for social cohesion, economy and academic success.

There is still a need to promote the benefits of multilingualism and multiculturalism among European institutions and citizen. There is a great usefulness of learning languages other than English, especially at an early age. Many still believe that mastering English and another 'big' European language is the best way to success (section 3.1).

5.4.3   Facilitation and best practices

A network of early-language-learning teachers should be developed.

There is still an urgent need to convince stakeholders about the benefits and advantages of early language learning. Due to popular beliefs about early language learning possibly impeding mother tongue literacy –beliefs which are still quite prevalent– parents, teachers, and pupils need to be informed that contemporary research tells us that early learners are much more likely to develop multilingual competences (section 4.3.2).

Develop appropriate methodologies for adult language learning, help with the funding of staff and teacher training and development, to the highest standards.

There is lack of awareness that language learning is a lifelong task. In most EU Member States it is considered the exclusive task of the school, of examining bodies and teachers. However, it is crucial if we are to achieve the ambitious Barcelona 1+2 goal, and face challenges such as globalization and aging populations, to promote language learning from 'cradle to grave' (section 4.3.3).

Improve learning facilities for marginalized groups and with a lower level of education.

There is evidence that the learning of language(s) is tightly linked to social class and affluence. Awareness of this problem has prompted the current *Year for Combating Poverty and Social Exclusion*. Systematic efforts are needed to give a taste of successful language-learning to far wider swathes of Europe's population. This ties in well with the Europe 2020 priority of "reducing the dropout rate to 10% from the current 15%" (section 3.1).

Production of bi- and multilingual school textbooks for other subjects.

In order to move European citizen from a monolingual to a plurilingual mind-set, it is necessary for language teaching and learning to leave the language classroom and to enter other domains. To achieve this goal, we recommend the production of bi- and multi-lingual school textbooks for other subjects, for example history. In this way, students can use their newly-acquired language skills in other areas.

Work group on Translation and Terminology

Chair: Peter Bergsma (RECIT)

Co-chairs: Myriam Diocaretz (EWC), Martin de Haan (CEATL)

MEMBER INSTITUTIONS

Name of Institution		Represented by:
ACT	Association for Commercial Television in Europe	Utta Tuttlies
CEATL	Conseil européen des Associations de Traducteurs Littéraires	Martin de Haan
EAT	European Association for Terminology	Jan Roukens
ECA	European Council of Artists	Irina Horea
ETC	European Theatre Convention www.etc-cte.org	Heidi Wiley
EWC	European Writers' Council	Myriam Diocaretz
FEP	Federation of European Publishers	Agata Olbrycht
LAF	Literature Across Frontiers	Alexandra Büchler
RECIT	Réseau européen des Centres Internationaux de Traduction Littéraire	Peter Bergsma

Recommendations (Summary)

1   In both literary and non-literary translation, measures should be taken to promote a more equal exchange between countries and cultures

- Member States should collect data on book-publishing, including translations (source language, translator), to be kept updated and widely disseminated.
- Concrete measures on national and EU level should be taken to promote literary translations of less widely-used languages (LWULs) into English and into other LWULs.
- In order to facilitate the circulation of books, EC support should be increased, with an emphasis on LWULs, and on translation from and into non-European languages.
- The participation of authors in cultural events in Europe and beyond should be further supported.
- European publishing offices should be set up, both within and beyond Europe.

2   The role of literary translators

- Support programmes for literary translation in future EU Culture Programmes should focus both on dissemination on translation quality.
- Initiatives should be taken to intensify the cultural visibility of literary translators.

3   Education and training

- Mobility grants should be made available to translators from all European countries, and to those translating from European languages.
- The international exchange of students and teachers should be encouraged.
- Translation training should start in early high-school, and be linked to both language and literature/culture classes.
- Translators' centres should be eligible to apply for structural support from the Commission, and the founding of new translators' centres should be encouraged.
- Pan-European training courses should be set up, based on exchange programmes such as Erasmus, to develop specific qualifications for European publishers.
- The training of publishers in foreign languages should be supported through professional experience abroad.

4   Theatre and film translations

- Linguistic diversity and intercultural dialogue should be promoted through financial support for theatre and film translations.
- More information is needed on national and European assistance schemes for the translation of literary texts, including cultural and creative content online, surtitling of performing art works and subtitling of audio-visual works and films.

5   Research and development of translation technologies

- The performing arts sector needs to be identified for future research programs in the application and development of translation technologies across EU languages. The entire chain of the creation process should be taken into consideration, with the aim of improving user-friendly output formats for different target groups, and of providing training to apply these technologies.
- The existing European culture programmes should be extended to the performing arts and theatre.
- The EC should support a database that connects all national platforms at the EU level, regrouping existing works and allowing access to the work of translators and interpreters in order to promote multilingual content.
- The promotion of the subtitling of films, especially in countries where 'dubbing' predominates, should be intensified.
- Support for subtitlers, whose creative work is protected by copyright, particularly in smaller linguistic areas, is needed.

6   Terminology

- The EC is well-placed to monitor quality and completeness of terminology networks, and to take corrective action.

Work Group Report

The world is changing at a rapid pace. The European Union continues to expand, and the volume of international economic and cultural traffic increases daily. As globalisation inexorably marches on, the question arises as to how to preserve and disseminate local and national identities, and how best to promote linguistic diversity. To a large extent, the answer lies in language, and thus in translation.

Translation is of crucial and of growing importance in the European Union for several reasons, one of which is very obvious: if we wish to communicate with the citizen, we must use the citizen's language. The EU now has 23 "official languages and working languages", and not even the most enthusiastic polyglot can be expected to master all of them, from Slovenian to Estonian and from Irish to Maltese. In addition, it is only through translation that

Europe's imposing literary heritage can be made accessible to the vast majority of European citizen.

Translation can allow existing texts to cross linguistic and cultural borders – and at the same time transcend their own limits, because it endows them with new life and meaning. In his opening speech at the EC conference on translation in April 2009, EU President Barroso noted *that "translation is more than ever an active process, transforming what it transfers, creating something new"*. This is of fundamental importance to the concept of intercultural dialogue, which also has to be rethought as a dynamic process in which neither the 'content', nor the participants remain the same.

There are many different types of translation. Each type has its own balance between identity/reproduction and difference/renewal. In technical translation, correct reference to the outside world is the only component that really counts. Language users and professionals cannot function optimally if they have no access to appropriate dictionaries and grammars applicable to the various domains that matter in our societies. The number of bi- or multilingual dictionaries increases dramatically with the number of languages involved. In the EU, with 23 official languages the number of bilingual dictionaries between them is 506, but if all the languages spoken in the EU, about 100, is considered this amounts to 9900. If all the worlds' languages were considered, the number would be 50 million. Linguists and engineers try to answer the question: if much is known about individual languages and the links between many of them, would it be possible to device an efficient computer programme for the semi-automatic generation of such dictionaries. In fact, the recent successes with corpus-based automatic translation indicate that this is not unrealistic.

Literary translation, in the broadest sense, is much more about interpretation, and is present in almost all forms of cultural exchange. It constitutes our common intercultural infrastructure, and as such should not be left in the care of national governments alone. Literary translation is a grand European responsibility (see the European Cultural Convention of 1954). Therefore, the European Commission should be endowed with legislative authority in this field to address the Member States on the fact that it is not only a national responsibility. Because of its 'infrastructural' role, literary translation (including but not limited to books, text-based works, theatre translation, and film translation) requires a separate budget in the Culture Programme, as stipulated in point 4B of the Council's Multilingualism Resolution, which mentions the possibility of a "specific assistance programme for translation."

Hereunder, the Translation and Terminology Work Group of the Civil Society Platform outlines the key points about the existing situation in the field of literary translation, and makes recommendations for possible improvements.

1   The EU should further equal exchange between countries and cultures

The predominance of English as a source language is overwhelming. In nearly all countries, more than 60% of all book translations are from English, whereas the number of translations into English is limited to only about 3% of all books published in that language. This distorts reality.

Recommendation

In order to correct the imbalance, the EU should encourage and help Member States to implement new initiatives, collect data about the books being published, including data about translations (source language, name of the translator). The data needs to be updated and widely disseminated. The number of translations from less widely-used languages (LWULs) into other LWULs is very small.

Recommendations

- Concrete measures on national and EU level should be taken to promote literary translations from LWULs into English and into other LWULs.

- In order to facilitate the circulation of books, EC support should be increased, with an emphasis on LWULs, and on translation from and into non-European languages.
- Additional promotion of a joint European presence at international book fairs by means of support for common stands is needed.
- Authors should be better informed and further supported to participate in cultural events in Europe and third countries.
- The setting up of European publishing offices in Europe and third countries is needed.

2   The role of literary translators

Literary translators are important culture bearers, but the invisibility of their work gives them a very weak market position. As a result, the translators' income fails to correspond to their level of education, to their creative efforts or to the amount of time they invest in their work. Because of this, translation quality, therefore the quality of the image we have of other cultures, is under enormous pressure.

<u>Recommendations</u>

- The European Commission should take its own cultural responsibility in fighting the 'collateral damage' of its own free competition rules. Any support programme for literary translation, in the future EU Culture Programme should be focused both on the dissemination of works and on translation quality; moreover, translations of non-fiction should receive equal support.
- Initiatives should be taken to intensify the cultural visibility of literary translators.

According to the Berne Convention, signed by all European countries, literary translations have to be considered as original works. This needs to be highlighted. Translation quality strongly depends on the working conditions of the translator.

<u>Recommendations</u>

- Measures should be taken to ensure a better legal protection of the translator as author. UNESCO'S Nairobi Declaration can serve as a basis.
- There should be an appropriate balance between authors´ and publishers´ rights as equal contracting partners.
- National and European authorities should protect the future of creativity and creative content by protecting the rights of authors.

3   Education and Training

There are very few legitimate and sound degree programmes for literary translation in Europe. No centralized information exists and no common criteria have been formulated at European level. Very often literary translation is confined to being a minor subject for general translation students. With the creation of literary translation degree programmes, the courses need to be taught by lecturers who are experienced as literary translators.

<u>Recommendations</u>

- The international exchange of students and teachers, and of information should be encouraged.
- Member States should fulfil the obligations laid down in the European Cultural Convention. Translation training should start in early high-school, and be linked to both language and literature/culture classes.

Mobility is essential to translators. It can be combined with a programme offering experienced translators the option of refresher courses and 'on-the-job training'. A relatively modest but highly effective way of achieving this is the translation centre system. On an annual basis, the RECIT centres accommodate some 1000 translators in residence and

involve more than 10.000 participants in events around literary translation, like translation workshops and conferences.

Recommendations

- The translators' centres should be eligible to apply for structural support from the Commission.
- Mobility grants should be made available to translators from all European countries, and to those translating from European languages.
- The founding of new translators' centres in countries that do not have any yet should be encouraged, in compliance with the Council's Multilingualism Resolution, 4Ac: "develop the possibilities for and quality of training in translation."

Many publishers, especially from countries with a restricted linguistic distribution, lack a professional training that would enable them to acquire a better understanding of the complexities of the business and to spread best practices in their respective countries.

Recommendations

- Pan-European training courses should be set up, based on exchange programmes such as Erasmus, in order to develop specific qualifications for the European publishing sector.
- The training of publishers in foreign languages should be supported through professional experiences abroad.

4   Theatre and Film Translations

Theatre is an essential medium in Europe's cultural environment to facilitate access to cultural contents, resources and expressions beyond linguistic barriers.

Recommendation

- Linguistic diversity and intercultural dialogue must be promoted by including financial support for theatre and film translations.

Assistance schemes in the field of translation of cultural and creative content online and surtitling of performance art works are not known or non-existent.

Recommendation

- The public, and in particular European professionals, must be better informed about national and European assistance schemes for the translation of literary texts, including cultural and creative content online, surtitling of performing art works and subtitling of audio-visual works and films.

5   Research and Development of Translation Technologies

Over the last years translation technologies have been introduced and European citizen have become gradually familiar with translated forms. In the arts and culture, simultaneous translation or surtitling of live performances has become a standard tool to facilitate the circulation of work in a foreign language. However, this method can only be regarded as the beginning of multilingual presentations on European stages. Research needs to be reinforced to develop innovative ways of integrating language diversity during life performances.

Recommendation

- The performing arts sector needs to be identified as an area of application for future research programmes in the application and development of translation technologies across EU languages taking into consideration the entire chain of the creation process with the aim to improve user friendly output formats for different

target groups (content creator or content consumer) and also to provide necessary training and education programs to apply these technologies.

In the framework of the European Culture Programme, only publishing houses are eligible to request financial support for translation.

<u>Recommendations</u>

- The existing European culture programmes should be extended to performing arts and theatre to request financial support for translation. There is no European database that connects individual national databases of existing translations of theatre plays.
- The EC should support a database that connects national platforms on a European level, regrouping existing works and allowing access to the work of translators and interpreters in order to promote multilingual content.

Subtitling is preferable to dubbing because it makes people aware of multilingualism. This was also the conclusion of an EC consultation in 2007, to which the majority of respondents agreed that subtitling 'conveys authentic language'.

<u>Recommendations</u>

- Promotion of subtitling of films, especially in countries where 'dubbing' predominates, such as France, Germany, and Spain.
- Support for subtitlers, whose creative work is protected by copyright, particularly in smaller linguistic areas.

6   Terminology

Terms representing the same concepts but belonging to different languages must be available to facilitate communication in multilingual environments.

<u>Recommendation</u>

- The EC is well-placed to monitor quality and completeness of terminology networks, and to take corrective action.

Conclusions

Bi- and multilingualism is already an every-day reality for many Europeans: immigrants, members of linguistic minorities, citizen in cross-border regions, among others.

At the same time, multilingualism is seen by the majority of monolingual Europeans as a desirable but near-impossible goal.

This clearly demonstrates that the difference between monolingualism and multilingualism is certainly not one of ability, but rather one of motivation, needs, and exposure to other languages.

Many actions and activities have been recommended in this paper. Indeed for multilingualism to become a reality in Europe, exposure to multiple languages should become "the norm" in many aspects of everyday life. Education, social inclusion, translation and terminology have been specifically addressed, as has the development of an overall strategic framework that coherently addresses lesser-used and minority languages.

Overarching all this is the necessity to identify the needs and goals of Europeans with respect to language-learning, and to develop policies, actions and programmes which will enable Europeans to acquire and maintain new languages, or to receive language services such as translation and interpretation, as a function of their needs and social context.

We believe different policies and tools will be necessary to address different requirements and contexts; **further and systematic research should be conducted, and expertise developed, in the language policies and tools that would best match different requirements or social contexts.**

Finally most work groups have recognised the need for a Language Observatory which would fulfil three functions.

- Centralisation, systematic evaluation and promotion of multilingual tools and best practices
- Empirical evaluation and monitoring of multilingualism in the European Union
- Communication to policy-makers, civil society and citizen on multilingualism.

Such an Observatory would provide vital, empirical expertise to policy-makers, would be in a position to evaluate the impact of language policies, and would also be a central resource on multilingual policy, tools and best practice for all actors concerned with multilingualism – from individual citizen to policy-makers and institutions.

Civil Society Platform on Multilingualism

Policy Recommendations for the Promotion of Multilingualism in the European Union

APPENDICES 1-2

09 June 2011

Contents

WORKING GROUP ON LANGUAGE PLANNING AND POLICY

Group Members′ Position Papers[1]

(6.1) A language plan for the EU?

EFNIL

EFNIL supports **a language plan for the EU**, which should not be a language plan by the institutions of the EU (only), but both by the institutions of the EU <u>and</u> the responsible policy bodies within the EU Member States, given the fact that each member state or regions within these states is responsible for language policy.

A language plan for Europe as a whole can only be successful if there is a permanent dialogue and co-ordination between local (national/regional) and supranational levels in order to negotiate tensions and establish common objectives. Such a need brings to the surface the need for **a consultation and co-ordination organisation**, which would ensure links between EU institutions and national policy bodies, while it may also facilitate the exchange of information, collaboration and convergence of opinion on issues between the national and the regional bodies within the Member States.

EFNIL and other European network organisations were set up in order to fulfil this need, be it from a general policy perspective (EFNIL) or for a specific domain (e.g. EAFT for terminology) or field of expertise (ELC for foreign language teaching and learning). **Important network organisations should structurally be financed by the EU and used as an important interlocutor when it comes to the formulation and implementation of policies.** The best way to achieve this aim is (1) to create **a legal basis** for transparent financial support on the basis of equal conditions, free to competition for representative European network organisations in the field of language and culture, and (2) to integrate them in **a network of network organisations** as the basic linking element between the EU level and the national/regional policy levels and players. Such a network would definitely offer better opportunities for the consideration of the local conditions in each member state than institutionalised, bureaucratic solutions (e.g. a European Agency, as suggested by the European parliament in its Resolution of 4 September 2003 [2003/2057 (INI)]).

The policy should include all languages (not only minority and lesser-widely used languages) and all aspects of language planning and policy including language status planning, corpus planning and language education planning. In the case of the latter, additional or 'foreign' language but also first language education planning should be considered, given (a) the crucial problem of the functional domain loss that many European languages are currently experiencing and (b) our explicit objective to help our languages maintain their social role.

The policy should not only include plurilingualism (competence of citizens in more languages) but also multilingualism (of infrastructure and institutions). Development of **a Europe wide multilingual infrastructure** is in our view one of the major challenges (multilingual resources such as terminology databases, multilingual digital lexicons, corpuses, translation devices such as TM and MT, NLP, and Speech tools, etc.). This is also important to guarantee the inclusion of monolingual European citizens in the international multilingual information society. **The integration and use of monolingual resources in multilingual settings through multilingual devices, is a central task for the European Union.**

The policy should identify and explore ways to include less-widely spoken languages besides the 3 to 5 languages that are most frequently used in the EU institutional

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[1] Note that the entries included in this section only comprise the more substantive responses to the questionnaire.

settings (English, French, German, Spanish, and Italian). European tax money should not be spent on reinforcing only the position of only a few 'big' languages, thus creating an even greater divide between "first, second and third class" languages.

This principle applies not only to language teaching and learning, but also to the development of technical infrastructure. The practice within the technology programmes of the EU is that new developments are being stimulated by R&D projects that nearly always start with the major languages. There is almost never enough time for the integration of other languages afterwards since priority is again given to innovative projects, which start again with the 'big' languages. **Thus, European programmes utilizing language technologies, internet and digital media tend to increase the gap between these major languages and the others. This tendency should be explicitly counterbalanced by specific budgets, actions and measures in favour of the other languages.**

In the field of language education there are also scenarios which offer opportunities for smaller languages. Measures should be taken to support 'smaller' language needed for communication in work-related, educational and social contexts in neighbouring countries. Languages other than English may also be supported if language learning in schools begins with those other languages because when language programmes start with English, motivation for learning other languages seems to decrease. A multilingual ethos of communication may also be promoted with programmes for the development of partial competences in languages, such as inter-comprehensibility.

It should be recommended that autochthonous European languages be protected and reinforced, as should the languages of recent economic immigrants, such as Turkish, Arabic, Berber. The efforts for (linguistic) integration of immigrants should not be exclusively mono-directional but to a certain extent also **bi-directional**, e.g. promoting basic language competence (even in the phatic functions, for instance capacity to say 'good morning' or 'thanks') in these languages. Linguistic courtesy brings people closer to one another and helps bridge intercultural understanding across communities, which is crucial for social cohesion in pluricultural environments (town quarters; work floor).

A *conditio sine qua non* for a tangible, non-ritual, non-symbolic language policy is **empirical language data**. For this reason, EFNIL has been working at preliminary versions of what should become a permanent **"European Languages Monitor" (ELM)** that contains longitudinal information on legislative position, actual use of and needs for languages. This effort should be reinforced and lead to a permanent policy instrument maintained by the European institutions. Data from the various countries and language areas should be as comparable as possible. This implies co-ordination and a common methodology. In order to improve the comparability of data, one could think of **a European questionnaire** or, as an alternative, **the inclusion of a limited number of well chosen language questions in the national censuses**, coordinated on a European level by EUROSTAT and implemented and carried out by the national statistical bodies of the various Member States, such as ISTAT (Italy), CBS (Netherlands) and ADSEI (Belgium).

Dónall Ó Riagáin: Abakan Action[2]

The EU already has an outlined language policy. It expressly supports and protects its rich cultural and linguistic diversity', but when it comes to giving effect to this policy by planning initiatives it is, however, lacking. It supports the concept of all of its citizens learning at least two languages in addition to their mother-tongue, therefore it organised, in association with the Council of Europe, the European Year of Languages, which was very successful in raising awareness of linguistic diversity and the importance of language learning. However, what is above needed are **programmes that focus on those parts of the Union's linguistic diversity that are endangered, i.e. its lesser used languages.** One cannot *respect* something and idly stand by and watch it die.

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[2] The *Abakan Action* is an informal network working for the promotion of linguistic diversity.

(6.2) Linguistic rights for all EU languages; removing discrimination

EEU

Despite the verbal gymnastics of the European Court of Justice in the *Kik* case (case C-362/01) in 2003, most citizens would agree that any departure from the fundamental right to express oneself in one's own language is discriminatory if it applies to speakers of some languages but not to others. Any such departure would tend to undermine the principles of non-discrimination and the equal rights of citizens. The ECJ's ruling in the Kik case appears difficult to reconcile with the ECJ's own report of 1999:

> *"The language regime which allows the national courts and the parties to express themselves in their own language constitutes a fundamental right in the Community system and is consistent with the general language regime of the Communities, which is founded on the principle of the equality of the official languages of the Member States of the Union laid down in Regulation No. 1 of 1958 of the Council."*

The strengthened position of human rights following the coming into force of the Treaty of Lisbon, as the Charter of Fundamental Rights is now incorporated into the treaty, is likely to increase the importance of the **human rights aspects of language use**.

Dónall Ó Riagain

In its 1994 *Resolution on Linguistic and Cultural Minorities in the European Community* (known as the Killilea Resolution), Paragraph 7, the European Parliament called:

> *"…on the Member State governments who have not yet done so as a matter of urgency to sign and their governments ratify the Convention (i.e. the European Charter for Regional or Minority Languages) choosing at all times to apply those paragraphs best suited to the needs and aspirations of the linguistic communities in question."*

The Charter is the best legal instrument to ensure the linguistic rights of those who use LULs. It would be appropriate for the European Parliament now, 16 years later, to reiterate this call and actively encourage governments to act accordingly.

As to 'problematic Member States', it must be acknowledged that the principle of subsidiarity and the sovereignty of member-states places constraints on what the Union can do[3]. However, political and moral pressure should be brought to bear on offenders. The most 'problematic' member state of all, Greece, is now in a position where it is beholden to other Member States to save it from economic ruin. Why not 'turn the screw' now and force the Greek government to adopt a more respectful attitude towards its linguistic minorities?

EU proVET

EUproVET has a positive policy towards regional and minority languages as it is enshrined in Article 22 of the European Charter of Fundamental Rights.

Multilingualism is an advantage both professionally and socially, opening people's minds to the cultural diversity which is an integral part of the EU's wealth.

We must support not just the EU's 23 official languages but Europe's 60 regional and minority languages as well.

CILT

It is vitally important to be inclusive of all languages and address issues of prestige. It is not helpful to have a hierarchy of 'European' versus 'non European', or 'indigenous' versus 'immigrant' languages. ('Immigrant' language is not a helpful term because it does not extend to settled communities. Even the terminology 'lesser used' has the potential to be exclusive.)

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[3] These constraints are discussed in *EC Law and Minority Language Rights* – Niamh Nic Suibhne (Kluwer Law International, The Hague/London/New York, 2002)

It might be more helpful to establish 'underlying principles' which can be interpreted as 'duties' as well as 'rights'. Such principles might be, for example, to achieve full literacy in the mother tongue(s), to achieve full literacy in the official language(s) of residence, to reach a certain level of competence in at least one new language during compulsory schooling, and to have opportunities to learn others.

(6.3) Bilingualism – Multilingualism

CILT

How can we cater for the needs of bilinguals whilst still ensuring mobility? What happens to the Catalan or Welsh speaker if they wish to take advantage of mobility within Europe and so become 'immigrants' in third countries? How can their needs be catered for alongside the needs of other bilingual immigrants? And how do we cater for the children of migrants who return after short stays in another member state e.g. Polish children who need to reintegrate into Polish schools, but whose competence in Polish may have frozen at an earlier age?

The Our Languages project (www.ourlanguages.org.uk) could be cited as an example of good practice here, encouraging links between mainstream and complementary schools in support of children's bilingualism.

(6.4) Challenges: English as a *lingua franca*

EU Pro Vet

Without detracting anything of the value and the rights of lesser used languages we like to underline the importance of English as *lingua franca* in Europe in order to attain more mobility and a single market policy in Europe.

EU Pro Vet

We think that Europe should focus on mechanisms and tools to promote cooperation and a **single market policy including an open area for study and work**. For this reason, we need a lingua franca, known by all citizens. This however, distracts nothing of the importance and rights of lesser used languages.

EEU

It is important that the *de facto* nature of the position of English be constantly borne in mind. It is crucial that this position never receive any EU *de jure* recognition, as such recognition would conflict with the basic EU principles of non-discrimination, the equality before the law of all official language versions of EU regulations, and the equal rights of citizens.

Scholars such as Professor François Grin disagree with the use of the term "*lingua franca*" to describe the hegemonic position of English or any other national language, as the term "*lingua franca*" has historically been applied to a hybrid language which respects the equal rights of speakers of different language. Grin points out that **one needs at least 12,000 hours of exposure to and use of English to bring a learner to the level of a native speaker, i.e. 4 hours per week, 40 weeks per year, for 75 years. This underlies the political inequality made inevitable by any use of English, or any other national language, as a common EU language. It is one of the strongest arguments in favour of EU multilingualism, seen as a *sine qua non* of democratic legitimacy.** Professor François Grin"s 2005 Report[4] calculated that the EU could save Euro 25 billion yearly by giving a role to Esperanto, but that such a role is impracticable for a generation due to "widespread ignorance" of Esperanto, its culture, history and community. This figure does not concern translation and interpretation by the EU institutions, which costs just over € 1.1 billion yearly, but bilateral commercial matters such as the high costs of EU patents, etc. A

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[4]http://lesrapports.ladocumentationfrancaise.fr/BRP/054000678/0000.pdf, p 7, 102.

cost-benefit analysis comparing English, Esperanto and other putative European lingua franca would be useful in framing future language policy.

European Parliament consideration of possible role for Esperanto: The European Parliament has once voted on a reference to Esperanto in one of its reports. On 1 April 2004, the Parliament rejected by a vote of c. 57% to 43% a move by Italian MEP, Gianfranco Dell'Alba, to place the following reference to Esperanto in the report on multilingualism on which he was rapporteur, but Dell'Alba's point is worth recalling:

> *"In the context of this discussion of the issue of multilingualism and on the basis of an underlying desire to preserve the cultural and linguistic diversity of the European Union, the rapporteur would like, in conclusion, to raise once again the idea of promoting a neutral pivot language such as Esperanto. A language such as this could encourage cross-cultural communication, while offering an alternative to the ever-growing preponderance of certain of the current languages, without, however, endangering the linguistic heritage which is one of Europe's most precious assets."*[5]

Commission Position on Esperanto: On 12 March 2002, replying to a question from MEP Maurizio Turco[6] on "the teaching of Esperanto and to what extent it could be used as an intermediary language for interpretation", Commission Vice-President Neil Kinnock replied that he had set up a working party to consider this issue, but that the result was that it was not considered practical for interpretation at that stage, due to "serious practical, financial and technical difficulties." He added however: "This position does not of course detract from the interest Esperanto may represent for purposes other than interpretation."

EFNIL

First of all I agree with a non-discrimination perspective of our report. This means that we speak about languages and treat them as equal, without any status differences (official - non-official, indigenous - immigrant, neutral - non-neutral, designed - natural, ...).

At this moment I am not sure whether I agree with the proposal to use Esperanto (or another DS) in limited areas such as EU patents. The cost argument is only one important consideration. There are more perspectives to this problem. Moreover, if we speak about costs we also have to answer the question 'cost for whom?'. It may well be that a reduction of costs for the public domain implies an increase of costs for business firms.

I think that we first need a more thorough discussion on such solutions from various perspectives before we can do suggestions. Personally I think that **we won't be able to argue for only one solution in this respect.**

A last remark: **neutral languages do not exist**. A language can be neutral from one point of view (not being the language of one particular community) without being neutral from another point of view, e.g. the view point of the conceptualisation of the world (western civilisation point of view).

(6.5) Other Proposals

Learning cross border languages (EfVET)

I think it is very important, that in areas between two EU countries it should be comprehensive to learn the language of both countries. For instance, on both sides of the borders between Germany and Denmark, children should learn Danish and German. This should be comprehensive for areas up to 100 km from the border. This will, in the long run, give **a more flexible labour market in many areas of the EU**.

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[5] http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+REPORT+A5-2004-0153+0+DOC+PDF+V0//EN.
[6] http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2002:172E:0137:0138:EN:PDF.

Implement the HLG on Multilingualism report (EfVET)

I feel that the recommendations from The Final report of the High Level Group on Multilingualism should be included in the policy.

Mother tongue plus 2 (EU proVet)

We should consider the ways of learning foreign languages and level of requested knowledge from foreign languages related to speaking, reading and understanding. **It is not realistic to think that every European citizen should be able to have high level competences in the native language and in two foreign languages.** For many groups it is already a challenge to achieve required knowledge of the native language.

Endangered languages, specific funding (Donall)

The main challenge is to design and put in place a programme or programmes specifically tailored to meet the needs of LUL communities. Such a programme could be a programme in its own right or a sub-programme of a larger one. Preference should be shown for seriously endangered languages.

Further challenges

EU Pro Vet

There are many challenges related to languages. It is indeed important to keep up the rights of the lesser used languages, but there are also some other wide spread European languages that remain very important or even become increasingly important, like Russian. French and Spanish remain important languages for the Mediterranean area (Spanish is a world language) and German is important for Central Europe as well as for bordering countries like Denmark and Netherlands.

CILT

To this list of challenges we would add:
- The number of different languages which need to be catered for, and the thinly spread nature of some of them;
- The challenges of accreditation schemes and their parity across Europe;
- Increasing mobility within and from outside Europe;
- Challenges for schools, parents, businesses, and public services;
- Educational failure and exclusion of some language speakers – understanding what role language as a variable plays alongside other factors such as social disadvantage;
- Issues raised in languages of school education (Council of Europe);
- Motivating learners and speakers in languages other than English;
- Taking forward the concept of the personal adoptive language (Report of the Group of Intellectuals for Intercultural Dialogue: http://ec.europa.eu/education/policies/lang/languages_en.html
- Public service interpreting and translating;
- Understanding the needs of business and enterprise;
- Recognition of the role played in language promotion by the media, arts and popular culture;
- Mapping the future, taking into account the growing importance of BRIC economies;
- International cooperation as a way of overcoming some of these challenges.

Recommendations

Dónall Ó Riagáin: Abakan Action

The EU can and should support LULs by:

(a)   Constantly insisting that its institutions and member-states honour it treaty obligations;

(b)   Constantly bear in mind the needs of LUL communities when preparing programmes;

(c)   Actively supporting legal and other initiatives to help such languages e.g. the European Charter for Regional or Minority Languages and VOCES, the newly established International Centre for the Study and Teaching of Lesser Used Languages in the University of Bremen[7];

(d)   Encouraging LUL communities to exchange information and share expertise through conferences, study visits, publications, and so on;

(e)   Support pilot projects to conserve and promote LULs, especially those most endangered.

The main recommendation I would make is one I made originally at a conference held at Leeuwenhorst, in the Netherlands, back in late November 2001 – **the establishment of a European Centre for Linguistic Diversity**. This could be either an integral part of the European Union structure or could be a semi-autonomous body, established as a Joint Project with the Council of Europe. It would serve as a clearing-house for language planning, for data gathering and for the sharing of expertise. It would draw, not only on academia but also on policy makers and practitioners in the field of language, be they from official agencies, international organisations [e.g. OSCE, UNESCO] or from NGOs. Experts like François Grin have shown that to work language policies need to be effective, cost-effective and democratic. The proposed Centre would help all concerned to achieve this. Its services would be made available for governments, be they national, regional or local, embarking on language planning or endeavouring to accommodate linguistic diversity. I suggest that the cost of such a Centre could be quite modest but its achievements could be inestimable.

[A couple of years later Michl Ebner MEP made a similar proposal in his report and motion for resolution for the European Parliament. The main difference was that he used the word *Agency* instead of *Centre*.]

Minority Languages in the Russian Federation: The EU, in association with the Council of Europe and the Russian Ministry for Regional Development has embarked on a Joint Programme to assist linguistic minorities in the Russian Federation. It is hoped that this will result in Russia ratifying the European Charter for Regional or Minority Languages. Work is proceeding satisfactorily and the obstacles, real or perceived, in the way of Russia ratifying the Charter are being addressed one by one. The JP has proved to be an enormous morale-booster for the linguistic minorities. As part of the JP a call for tenders for projects was made. It is hoped to support ca. 35-40 projects. No fewer than 307 applications have been received! The EU should consider extending the JP by another three years when it expires in 2012. A new initiative might cover study visits by Russian minorities to see best practice is some European regions and a twinning arrangement between LULs communities in the EU and the RF.

Immigrant Languages: While the issues of autochthonous languages and those of immigrants are two entirely different social phenomena they interface in certain areas of human rights. The EU might usefully draw up a code of best practice as to how immigrants should have access to educational and cultural facilities that would enable them to conserve their own identity and transmit it to their children when they wish to do so.

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[7] http://www.fb10.uni-bremen.de/cestealul/about.aspx

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WORKING GROUP ON LANGUAGE DIVERSITY AND SOCIAL INCLUSION

Results of the Questionnaire

The questionnaire on which the following data is based was drafted by the WG on Language Diversity and Social Inclusion. It was addressed to third sector organizations in EU countries which work with groups potentially at risk of exclusion, especially migrants. The data collected dates from 25th February 2010 and represents a sample of around 40 respondents from different Member States such as Spain, Austria, Switzerland, Latvia, Italy, and the Czech Republic amongst others.

1 Do you know any language projects or tools to facilitate social/educational/cultural/labour inclusion, etc. in the geographic territory where you work/live?
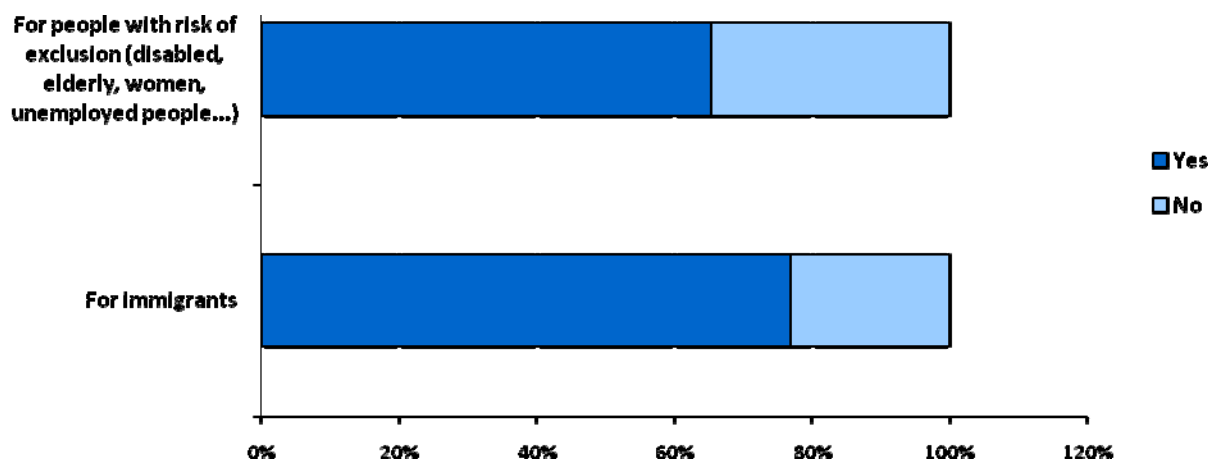
2 Do you think that public services in your geographic area (health care centres or hospitals, police stations, schools, courts, employment offices ...) are prepared to meet the language and communication needs of migrants and or people with risk of exclusion (disabled, elderly, women, unemployed people ... etc)?
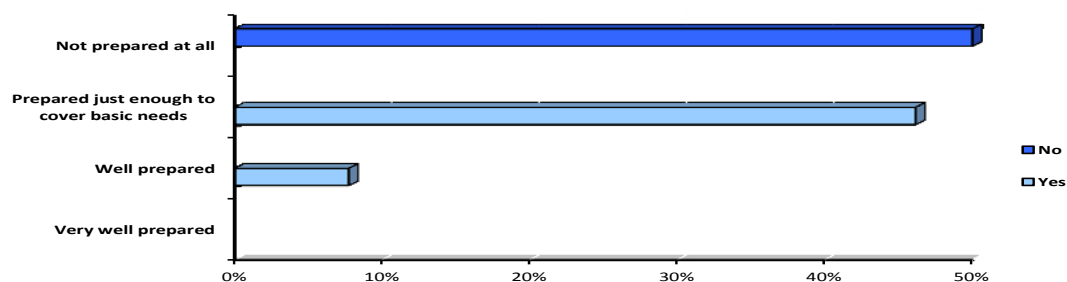
3 Which public services are, according to your experience, better prepared to meet the language and communication needs of migrants and/or people with risk of exclusion (disabled, elderly, women, unemployed people ... etc.)?
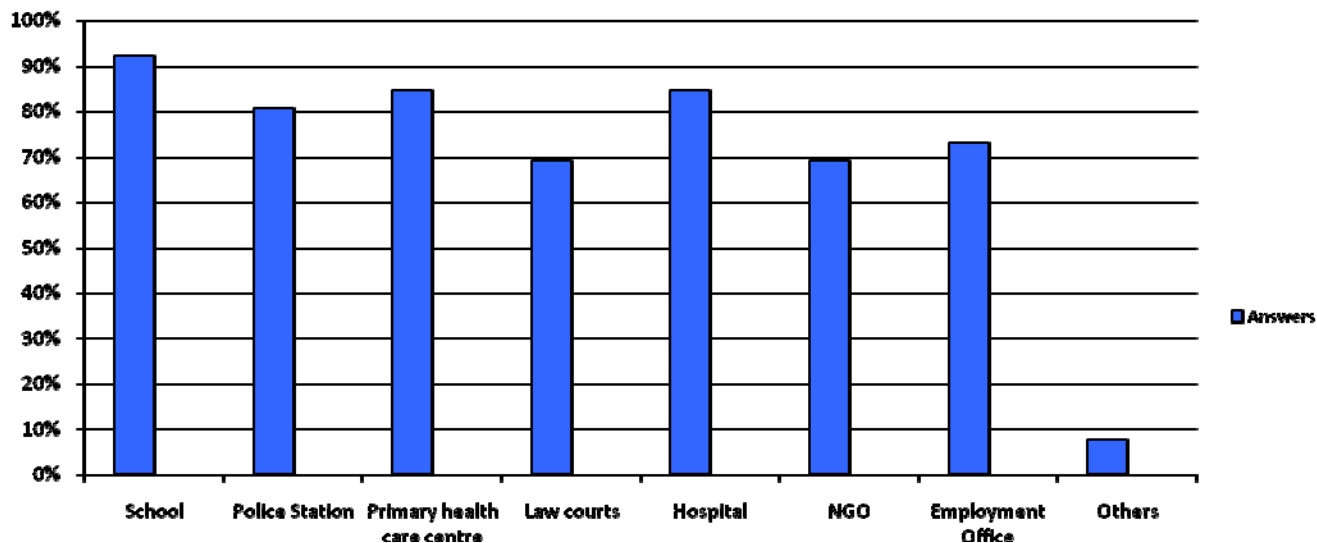
4 Do you know the existence of private organisations or NGOs working in your geographic territory in the field of integration of migrants and/or with people with risk of exclusion which have language projects or programmes to facilitate the integration of these people in society?
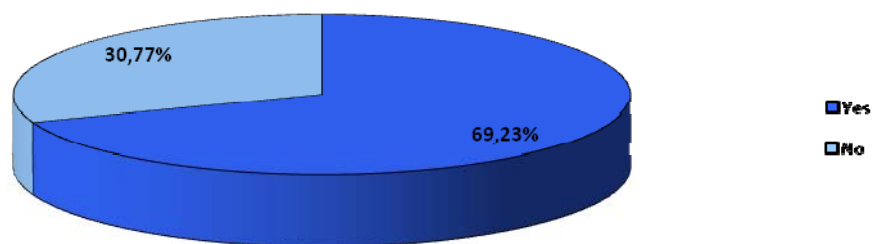
4.1 In which way do you think this kind of organisations, projects or programmes could be supported /encouraged?

Legend:
- ■ More economic support and human resources
- ■ More technological
- □ Information and dissemination campaigns
- □ More support by local authorities
- ■ Language courses
- □ More importance to culture and celebrations of immigrants

Pie chart labels:
- More importance to culture and celebrations of immigrants; 18,18%
- Language courses; 9,09%
- More support by local authorities; 9,09%
- More economic support and human resources; 27,27%
- More technological; 9,09%
- Information and dissemination campaigns; 27,27%

5 Do you think that multilingualism in your geographic territory receives enough attention when we talk about social inclusion?

Legend:
- ■ No
- ■ Yes
- □ Only in areas where there are lot of immigrants
- □ I don´t know

Pie chart labels:
- Only in areas where there are lot of immigrants; 3,84%
- I don´t know; 7,69%
- No; 76,92%
- Yes; 11,53%
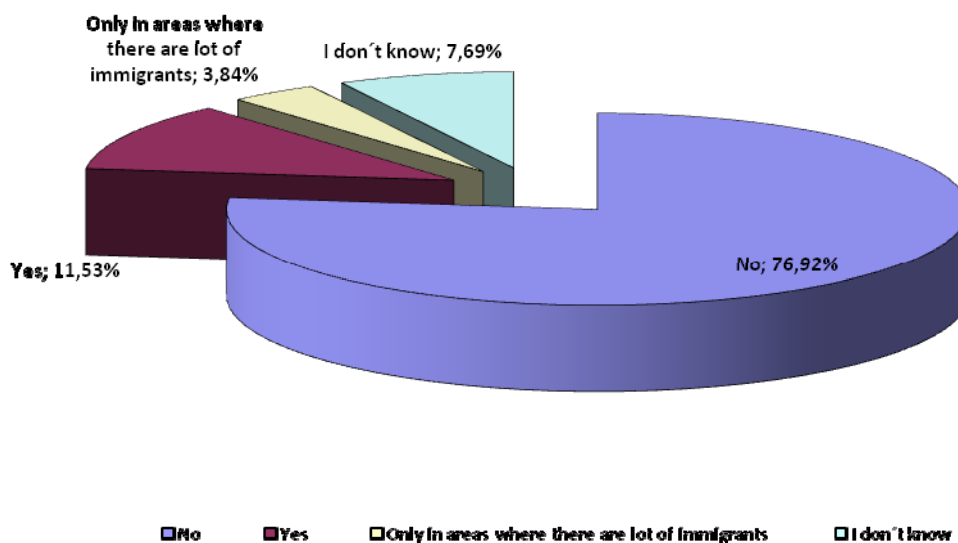
6 Personally or as an institution did you have any experience with migrants or people with risk of exclusion, which have encountered language communication problems? If so, can you please give us one or two experiences (positive and negative) of how this was resolved?
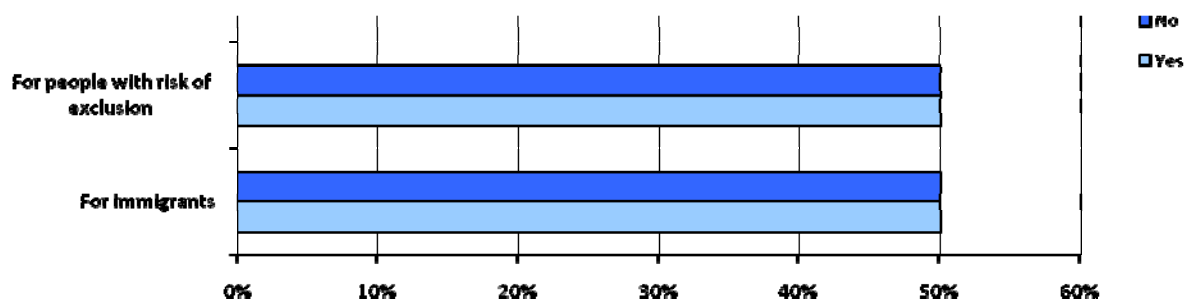
7 What kind of actions (political, administrative, educational, information...) related to the promotion of multilingualism would you propose to be implemented in your geographic territory to improve the social inclusion of migrants and other groups with risk of social exclusion?
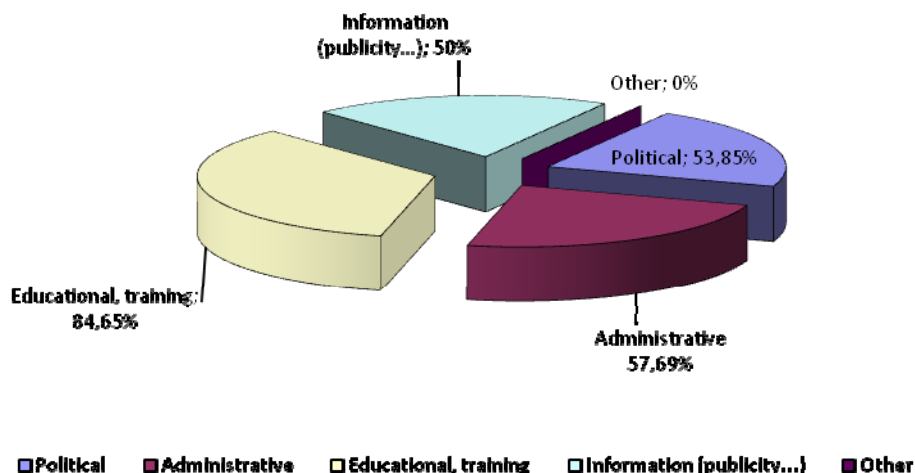
8 What should the European Union do in your opinion to improve social inclusion through the promotion of multilingualism?

Supporting the creation of translation and interpretation services for public services; 4,76%

Engaged young people in multinational activities; 4,76%

Promotion of inclusion policies and diversity; 14,28%

Foster language learning; 38,09%

Promote exchange programmes; 9,52%

Promote coordination of organisations and institutions ; 4,76%

To have a budget line to develop training, education and awareness campaigns; 9,52%

Foster knowledge of different cultures and languages in Europe; 14,28%
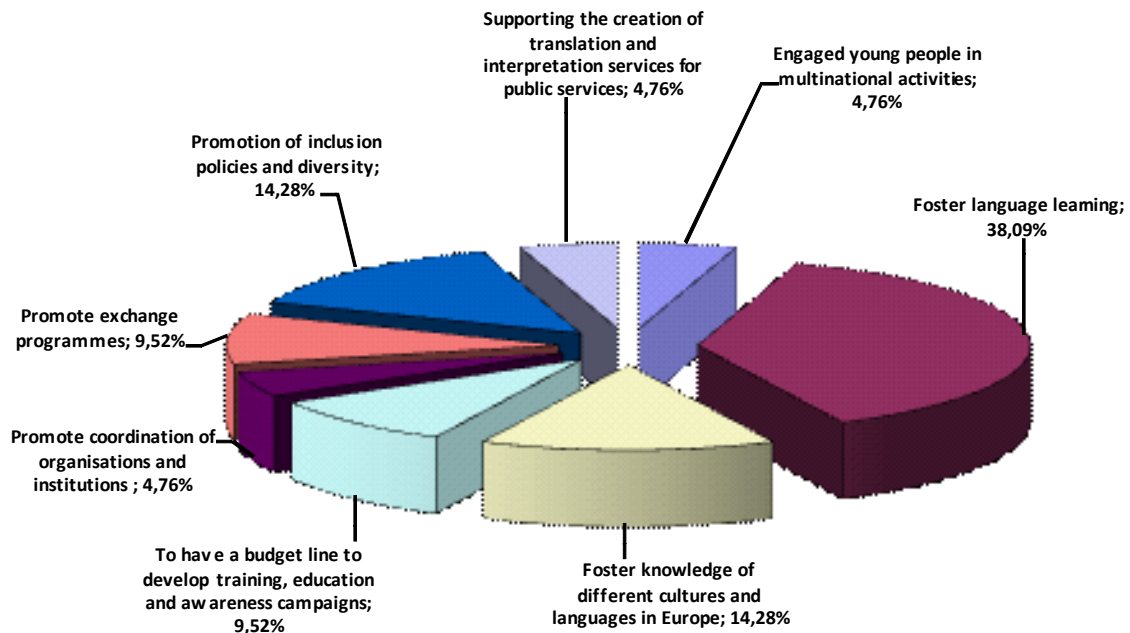
- ☐ **Engaged young people in multinational activities**
- ☐ **Foster language learning**
- ☐ **Foster knowledge of different cultures and languages in Europe**
- ☐ **To have a budget line to develop training, education and awareness campaigns**
- ☐ **Promote coordination of organisations and institutions**
- ☐ **Promote exchange programmes**
- ☐ **Promotion of inclusion policies and diversity**
- ☐ **Supporting the creation of translation and interpretation services for public services**

About your organisation

9 What should the European Union do in your opinion to improve social inclusion through the promotion of multilingualism?

Facilitate the social inclusion in the labor market of immigrants; 8,69%

Not needed until know; 8,69%

Teaching Braille and sign language; 13,04%

Promote intercultural dialogue; 8,69%

Promote mobility; 13,04%

Trying to eliminate all the existing barriers; 8,69%

Promote training courses; 39,13%
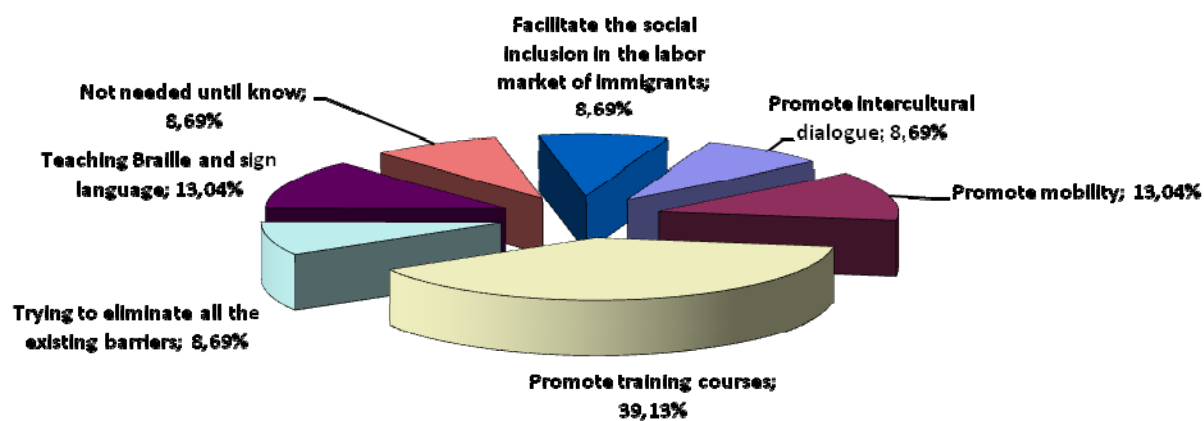
- ☐ Promote intercultural dialogue
- ☐ Promote training courses
- ■ Teaching Braille and sign language
- ■ Facilitate the social inclusion in the labor market of immigrants
- ■ Promote mobility
- ☐ Trying to eliminate all the existing barriers
- ■ Not needed until know

10 What are the most common barriers towards promoting multilingualism and how should they be tackled?

Language lessons are too expensive; 3,33%

Lack of interest of the population; 3,33%

Scattered population in rural areas ; 3,33%

English is enough; 3,33%

Lack of information, economic resources, effective campaigns,...; 36,66%

The solution is education; 3,33%

Lack of time; 16,66%

Difficult to help the people in risk of exclusion; 16,66%

Lack of intercultural exchanges; 10%

The fluency in this language is a must; 3,33%

☐ English is enough
☐ Lack of intercultural exchanges
☐ Difficult to help the people in risk of exclusion
☐ The solution is education
☐ Lack of interest of the population

☐ Lack of information, economic resources, effective campaigns,...
☐ The fluency in this language is a must
☐ Lack of time
☐ Language lessons are too expensive
☐ Scattered population in rural areas

11 Please give an example of best practice of your organisation in the field of social inclusion through a multilingual approach.

Help families, people with disabilities, focused training, promotion of accessibility,...; 10%

Use of sign language; 20%

Language courses, seminars, conferences,...; 70%

☐ Language courses, seminars, conferences,...

■ Use of sign language

☐ Help families, people with disabilities, focused training, promotion of accessibility,...
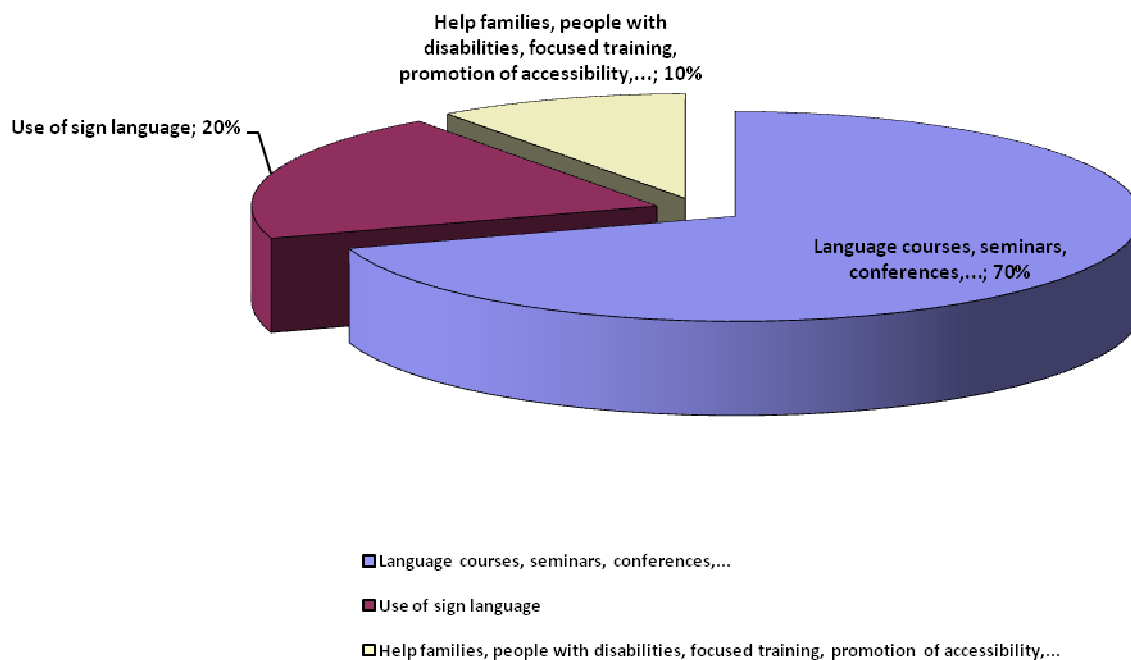
Additional questions concerning language learning

12 Why do you think people try to learn a 2nd or 3rd language?

Legend:
- It is seen like somthing useful
- It has personal interest
- It has professional interest
- They have time for it
- They have money for it
- They are influenced by their environment
- It is promoted and obligatory in the school/university
- It is promoted by the government
- Other
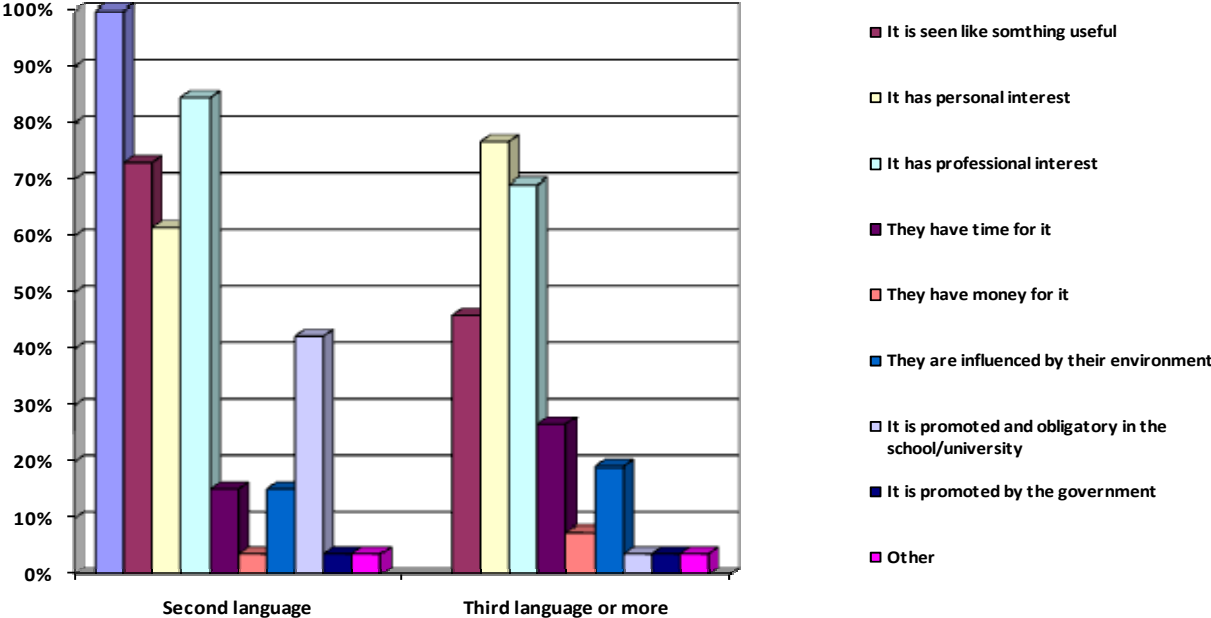
13 Why do you think people do NOT learn a 2nd or 3rd language?

Legend:
- It is difficult
- It is not useful
- It has no personal interest
- It has no professional interest
- They do not have time for it
- They do not have money for it
- They are influenced by their enviro[n]
- It is promoted and obligatory in the school/university
- It is promoted by the government
- Other

X-axis: Second language | Third language or more
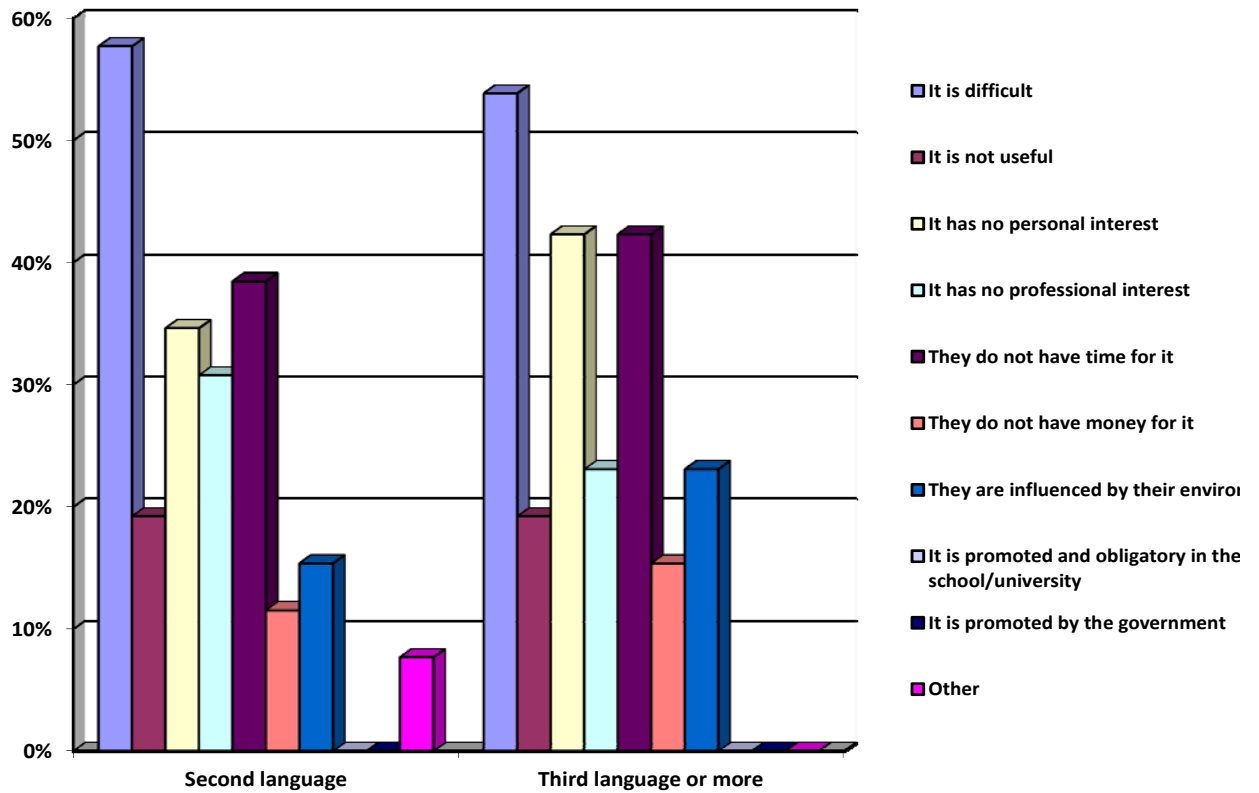
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- French EU Presidency: Conference: États Généraux du Multilinguisme (26 September 2008) [FR] [DE]
- British Council: English Next (February 2006)

NGOs and Think-Tanks

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[8] Source Euractiv.com

- Verein Deutsche Sprache: Europäisches Parlament auf der Seite des VDS (24 November 2008)

Surveys and data

- Eurobarometer: Europeans and their Languages February 2006)
- Eurobarometer: Eurobarometer opinion poll - Europeans and languages (February 2001) [FR] [DE]

Other

- EurActiv: EurActiv CrossLingual Network [FR] [DE]
- EurActiv: Interview with Christophe Leclercq, EurActiv founder & publisher, on EU communication (8 July 2005) [FR]

WORKING GROUP ON EDUCATION

ANNEX 6.1: Questionnaire by the Working Group on Education

Please indicate what topics you are working on:

Raising Awareness	☐	Language assessment	☐
Methodology/Pedagogy	☐	Research	☐
Non-formal learning	☐	Teacher Training	☐
Less widely used languages	☐	Lifelong Learning	☐
Early Language Learning	☐		

Please fill in the applicable answers:

GENERAL QUESTIONS
1. What, in your view, are the benefits of language diversity?
2. To what extent do you use Internet-based technology to promote improved language-learning?
3. In general, which is more effective - simultaneous or consecutive language-learning?
4. What is the added value of your approach of non-formal learning, e.g. International exchanges, artistic education, to language learning?
5. In what situations in your daily life (personal, professional) it is useful for you to know LWULs (Lesser Widely Used Languages)?
6. What are the advantages of a common European standard for language testing? Are you aware of the Common European Framework of Reference for Languages?
THEMATIC QUESTIONS
Raising Awareness
7. What measures do you take to make multilingualism more attractive for your target groups?
8. What do you see as necessary in your country to raise awareness of the variety of European languages?
Methodology/Pedagogy
9. Which pedagogical methods can promote synergy between culture and language learning?
10. Which language-learning methodologies can best contribute to improved mobility in Europe?
11. Which languages can function best as propedaeutical tools, i.e. to stimulate subsequent language-learning?

12. Which methodologies can best contribute to increasing motivation to learn languages?
Non-formal learning
13. How do you create opportunities to use the language that has been taught?
14. What steps should be taken to ensure appropriate follow-up measures of non-formal learning?
15. Which structured cooperation format between formal and non-formal learning institutions exists in your country to learn foreign languages?
16. Can you give a best practice example that demonstrates successful non-formal learning in a multilingual context?
Less widely used languages
17. What are challenges are you facing in your work to promote LWULs / RMLs (Regional Minority Languages)?
18. What are the benefits of promoting LWULs? What is their added value
19. What do you refer to as LWULs in your country?
Language assessment
20. What are the benefits of language assessment?
21. What category of language learners consider taking tests in your language?
22. What alternative ways of testing, different to the standard tests, would you consider beneficial?
23. What language domains (e.g. Young Learners, LSP, Academic English etc) does your organisation assess? (if applicable)
Research
22. On what topics do you currently do research on?
24. With regard to educational matters, what are the issues you find most important to do research on?
25. What areas of education would you consider to be important to be researched (in depth, further)?
26. What are the practical implications that (do not) let you do the research you think is necessary?
Teacher Training

27. In which way are there constraints and   which possibilities for improvement in the relationship between teacher training and the schools of primary and secondary education?

28. In which way is the continuity of teaching and learning in the respective transfers from pre-school over primary school to secondary education structured? How is it assessed?

29. How are pupils currently tested with regard to language development? Are the tests related to the Common European Framework of Reference?

30. In which way is the education structured and the teacher training preparing for the multilingual class room (immigrant children, minority language children): differentiation in attainment targets, testing, working methods

Lifelong Learning

31. Which languages are taught to adult learners in your country?

32. What is the motivation of language learning among adult learners in your country?

33. Is there any research in the area of lifelong language learning and teaching available in your country? If yes, please give examples.

34. What do you think are the biggest challenges in your country when it comes to lifelong language learning? What are the biggest needs in this area?

35. How have new technologies been used to assist lifelong language learning in your organization?

Early Language Learning

36. At what age does early language learning start in your country?

37. Which languages are taught to young learners?

38. What are the challenges faced by bilingual families? What support is/can be given to them?

39. Are there any non-formal learning opportunities for early learners in you country?

40. What is the benefit of teaching early learners? How can we measure the effect?

ANNEX 6.2: Questionnaire by the Working Group on Education

Please complete the information below and the questions that follow:

Institution: _____

Country: _____

The basic mission of my institution is: _____

Regarding language education, my institution is involved with:

(1) programmes related to the:

> (a) promotion of the …………………… language(s) ☐
> (b) teaching / learning (self access or distance learning) of the _____ language as a(n):
> autochthonous language ☐, first language ☐, second language ☐, foreign language ☐, other
> (what? _____) ☐
> (c) teaching / learning of _____as second or foreign languages ☐
> (d) language teacher education and training ☐
> (e) development of innovative language teaching pedagogies ☐
> (f) development of language teaching / learning books and other support materials ☐
> (g) testing and assessment of language competences/ skills/ proficiency levels ☐

(2) research linked to language education

Now please respond to those of the questions below which are relevant to the work your institution is doing:

INSTITUTION RELATED QUESTIONS
1.   How would you characterize the status of the language(s) that your institution is concerned with, and how do you promote and support it/them (*related to item a above*)?
2.   Which are the basic aims of the language education programmes your institution is involved with *(related to items b, c, d, e above)?*
3.   What types of language teaching/ learning and support materials does your institution produce (related to item f above)?
4.   What type of testing and assessment system is your institution associated with (*related to item g above*)?
5.   To what extent do you use Internet-based technology or ICT to promote language learning?
6.   Do your institution's language programmes aim at the development of multiliteracies and multilingual communication?
7.   What is your institution's position on your country's minority, regional and immigrant languages and how does it contribute to the language education of these children?

8. On what topics is your institution currently doing research on (*related to item (2) above*)?

THEMATIC QUESTIONS

Language assessment:
9. What categories of language learners consider taking tests in 'your' language and what in foreign languages? (Also mention which are the languages in which learners most often take achievement or proficiency language tests.)
10. What alternative ways of testing, different to the standard tests, are common in formal or informal education in your country?
11. How are language proficiency tests regarded in your country? What are their market value?
12. Are there national/ state language exams in your country? Briefly refer to them.

Research:
14. What issues related to literacy education (L1 and additional languages) are systematically researched in your country?
15. Is your institution or other research bodies in your country involved with or carrying out systematic research related to (a) The special needs L2 language education of children of immigrant / minority / regional language populations? (b) Bilingual education?

Teacher Training:
16. In which way is the education structured and the teacher training preparing for the multilingual class room (immigrant children, minority language children): differentiation in attainment targets, testing, working methods.

Lifelong Learning:
17. What is the motivation of language learning among adult learners in your country?
18. What do you think are the biggest challenges in your country when it comes to lifelong language learning? What are the biggest needs in this area?

Early Language Learning:
19. At what age does early language learning start in your country and which are the languages taught to young learners?
20. Are there any non-formal learning opportunities for early learners in you country?
21. What do you think the benefit of teaching early learners in your country is?

ANNEX 6.3: Working Group on Education – Template for Best practice example

Project Title:

Administrating Organisation & Partners (Countries) involved:	Project Location(s) (Country) & Duration:
Please specify the Target Group(s) of the project:	Topics / aims of the project:
Financing:	Contact / Website:
Main reason(s) why your project is a best practice example:	Project Objectives and Description:
Sustainability: *Is a continuation of the Project foreseen?* *Possible follow-up Project:*	Give another good practice example you know of: What changes would you like to see (and by what actors, at what levels) that will help you do your work better?

Annex 6.4 GROUP MEMBERS' POSITION PAPERS

Seán Ó Riain – European Esperanto Union (EEU)

6.4.1 Approaches to multilingualism and pedagogic methods

"What do they know of English who only English know?"[9]

1 The current state of affairs

In 2002 the European Council in Barcelona called for *"further action … to improve the mastery of basic skills, in particular by teaching at least two foreign languages from a very early age"*.[10] A 2006 Eurobarometer survey[11] showed that a mere 28% of EU citizens said they knew two other languages in addition to their mother tongue. These findings are based on self-assessment.

The essential problem appears to lie in **motivation**. How to motivate people to accept the considerable effort in time and energy which is needed to master two foreign languages? The difficulty of language learning and the fear of getting lost in a maze of rules and exceptions to rules appear to demotivate many. To others, the relevance of language learning or language policy to wider societal issues may not be apparent. Yet the specialist literature is ever clearer on the links between language policy and economy, showing that its importance is often underestimated. For instance, in 2005 the Grin Report[12] showed that the international dominance of English accounts for financial transfers of €17-18 billion per year to the UK economy, and some 4% of that amount to Ireland, and that €25 billion per year could be saved by the use of a more egalitarian system. Such savings could contribute significantly to research in identifying new skills for new jobs.

An additional problem is that the ever-increasing teaching of English in schools, often under parental pressure, makes the learning of other languages less likely, and clearly conflicts with the parity of esteem for languages which is the sine qua non of multilingualism. The Maalouf Report of 2008[13] was a brave effort to address this problem. It proposed the study of a PAL/personal adoptive language, different from the main international language studied, and that bilateral relations between EU Member States should ideally be conducted in the official languages of the countries concerned, not in a third language.

The **challenges** are, therefore, to raise language awareness, to ensure that teachers have a C2 level, to make language-learning more relevant to the citizen, to diversify language-learning and to give a growing proportion of the population a taste of successful language-learning.

Any effort to promote multilingualism in the educational system cannot be confined to the school, but must begin with the wider society. There are a number of general practical measures which the EU institutions and Member States could take:

- First, **multilingualism policy needs to be 'mainstreamed', i.e. it needs to become a core EU policy**, as anything less does not respect the linguistic diversity of the Union's citizens.
- Secondly, whatever the internal EU use of languages, it is important to **avoid any public endorsement, either explicit or implied, of one language over the other 22**. This means that signage on EU buildings, press releases, etc., should never be in one language only. EU websites should be as multilingual as practicable, respecting the European Parliament's overwhelming (509 to 2) endorsement on 20 November 2008[14] of the Ombudsman's decision in the *Verein Deutsche Sprache* case, that any departure

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[9] Paraphrasing Rudyard Kipling, 1865-1936; the original has "England" rather than "English".
[10] http://ec.europa.eu/education/languages/pdf/doc786_en.pdf.
[11] http://ec.europa.eu/publications/booklets/move/74/en.doc.
[12] http://lesrapports.ladocumentationfrancaise.fr/BRP/054000678/0000.pdf, p 7, 102.
[13] http://ec.europa.eu/education/policies/lang/doc/maalouf/report_en.pdf.
[14] http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P6-TA-2008-0555+0+DOC+XML+V0//EN

from the use of all 23 official languages on Council Presidency websites *"must be based on criteria of objectivity, reasonableness, transparency, and manageability"*.

- Thirdly, **a monopoly for any one language, either on EU websites or elsewhere, should be avoided**. Public speeches by EU representatives should use more than one language, and MEPs should be encouraged to speak their mother tongues in the European Parliament, as the interpreters' command of foreign languages tends to be better than that of elected representatives.

2   Recommendations

Turning back to education, a number of practical approaches could be considered for further research, for addition to the Commission's list of best practices and for implementation on a pilot basis with the agreement of the authorities of one or more Member States or regional authorities, as relevant.

- A CLIL-type[15] approach would be helpful, as many learners need to use a new language for actual communication before they can master it. The European Schools, for instance, have a principle that no student may complete his or her studies in one language only. This certainly raises language awareness, but it may be difficult to apply it to a wider range of schools throughout Member States.
- Various approaches are outlined throughout this paper, but two, for which we recommend further research and policy development, merit particular mention here: (1) intercomprehension and (2) the propaedeutic approach.

3   Language pedagogy

There are a myriad of different methods of language teaching in use throughout the EU's 27 Member States, from the more traditional to the more innovative, such as theatre, role-playing, etc., which have an important role to play. Experts continue to debate the respective merits of different approaches. **Motivation again appears to be the key: motivated students achieve more than de-motivated students, irrespective of the method.**

3.1 Intercomprehension

Most language learners soon find that they can more easily understand than speak a new language. *EuroCom*, for instance, did useful work in this area in the 1990s.[16] The Irish publisher Albert Folens, a Flemish immigrant who mastered both English and Irish, once estimated that **it is possible to acquire a passive knowledge, or understanding only, of four languages in the same time it takes to achieve active mastery of one language**[17]. This idea appears worth further exploration, as it has the potential to contribute directly to increased effectiveness, including economic effectiveness, by allowing a far greater proportion of people, EU officials and others, to work in their mother tongues. Thus Europeans would each speak their own language, while understanding the languages of their colleagues. Intercomphrehension works better within language families, i.e. German/Dutch/English, or French/Spanish/Italian. In addition, it could enable a greater proportion of citizens to benefit from both electronic and print media in other languages. It cannot solve the problems of an EU of 23 languages, but could contribute towards a solution.

3.2 Propaedeutic Approach

Few young Europeans can predict the languages which they may one day need to use. A more realistic initial aim of primary education may therefore be to impart generally-applicable language-learning skills rather than concentrating on any one foreign language.

It is a widely-recognized learning principle to move from the known to the unknown, and from the easier to the more difficult. In biology, for instance, one first studies the skeleton as the human body is too complex to be studied all at once. Similarly, one learns to swim in shallow

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[15] http://ec.europa.eu/education/policies/lang/doc/david_marsh-report.pdf
[16] http://www.hgklein.de/eurocom/lit/ECengl-Innsbruck.htm.
[17] *Aiséirí Flóndrais*, Folens: Dublin 1958.

water, and one begins skiing on the gentler slopes. In language-learning, however, there appears to be no equivalent to this principle. Learners begin to study foreign languages in all their complexity from day one. Research by Harris[18] has shown that the obligatory teaching of Irish in Irish primary schools is continually resulting in failure for up to 70% of learners. More CLIL would help, but may be problematic due to lack of parental support. Another possibility is the *propaedeutic*[19] approach. Any second language, if thoroughly learnt, tends to improve subsequent language learning – there is **a language-learning skills transfer effect**. For instance, the *Biberacher Modell,* studying Latin for this purpose, is in use in 60 secondary schools in Baden-Württemberg,[20] Germany. However, the effectiveness of Latin in this role has been questioned, as its complexity makes it more suitable to a gifted elite.

The idea of a regular, easy-to-learn language, without exceptions, as a stepping-stone towards the more difficult national languages is not new, but like the metric system, needs time to gain general acceptance. The actual language used is less important than the fact that it must have the above characteristics.

4   Best practice examples

Experiments at Paderborn University, Germany, on **"language-orientation instruction"**, broke new ground in this area in the 1970s, particularly in the motivation of weaker language-learners[21], and may have the potential to involve a far greater proportion of European citizens in successful language learning.

An innovative UK program, under the supervision of the University of Manchester, has developed an interesting approach.[22] Beginning in September 2006, the *"Springboard to Languages/S2L"* program is now used successfully in four primary schools, with some 250 pupils. The program has two aims: 1) to raise language-awareness, and 2) to prepare learners for the subsequent study of other languages. To this end it teaches a **"language-orientation instruction" course**, based on the basic grammar and 500 most frequently-used morphemes of the international planned language, Esperanto. Initial results are encouraging. Why Esperanto? Jansen[23] lists five reasons: 1) its regularity; 2) its transparency; 3) the lack of exceptions to its rules; 4) it gives access to the huge variety of cultures of all of its speakers throughout the world[24]; 5) it does not impose any predetermined thought patterns or societal organization. Smidéliusz points out that the propaedeutic value of a short Esperanto course varies with the specific L1 and L2 involved, specifically showing how such an approach had accelerated the study of Italian by Hungarian children[25]– "*it is more valuable to the Hungarian learning Italian than to the Pole studying Russian*".

The propaedeutic approach may have the potential to democratise language learning by giving far more learners a taste of success. This would be appropriate in the current *Year for Combating Poverty and Social Exclusion*. **Further research to test the effectiveness of various languages in a propaedeutic role, through pilot programmes organised by a number of Member States and regional authorities, is recommended.**

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[18] *Irish in Primary Schools: Long-Term National Trends in Achievement*. Dublin: Department of Education, 2006.

[19] From the Greek *pro- + paideutikós*, "before teaching".

[20] *Frankfurter Allgemeine Zeitung*, 30 December 2006.

[21] Research by J.H. Halloran in Sheffield in the 1950s showed this approach to be particularly helpful to the 70% of students who are not gifted linguists, as it increases motivation by giving all learners a taste of success. See *A four year experiment in Esperanto as an introduction to French*, in "British Journal of Educational Psychology", vol.22, no. 3, 1952 (Nov.), pp. 200-204.

[22] www.springboard2languages.org.

[23] Professor Wim Jansen, University of Amsterdam*, Materialoj de la internacia propedeŭtika konferenco en Moskvo la 13 aprilo 2007*. Moscow: Eŭropa Universitato Justo, p 82.

[24] Estimated at 200,000 to 3 million, but the language has over 130,000 wikipedia articles, putting it in 22nd place among the 272 wikipedia languages, and Sutton's encyclopedia of the original literature of Esperanto (Mondial, New York, 2008) has 740 pages.

[25] http://ilei.info/ipr/smide'liusz.htm, her Ph.D thesis is.based on her study of this project. She is now editor of the www.edukado.net website, which illustrates an impresive range of Esperanto pedagogical material.

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6.4.2 Teacher Training for the multilingual classroom

1 The current state of affairs

One of the main challenges multilingualism faces in most EU countries seems to be the **improvement of teacher training directed at the multilingual classroom**. In an ideal case the teacher would be able to respond to pupils multilingual backgrounds while at the same time structure the lessons in two or more languages. Many participants of the questionnaire reported that in their country there is no preparation of teachers for the multilingual classroom (immigrant, minority language children), let alone the teaching in another language. In some minority regions there are institutions for young children, which appreciate the different linguistic background. Teachers here would be trained in the according language.

Generally, teachers felt ill-prepared to meet the challenges of a multilingual and -ethnical classroom. One of the problems here is that the multilingual classroom represents an extra burden for the teachers in their already full teaching agenda. Further problems are that teachers do not always have the initial skills to teach languages on more than the basic level, thus they would need in service language training to be able to continue teaching on a higher level, which is needed in order to apply concepts such as CLIL. On the other hand language teachers at universities do not always have didactical education, only language skills. Therefore in many European countries there is no teaching of a language other than the state's language in primary school. In case there is teaching of several languages in primary education, a considerable lack in assessment of the continuity between primary and secondary teaching of languages is reported.

2 Recommendations

The results of the questionnaires highlighted the immense need for teacher training with regard to the multilingual classroom. This need is pointed out by an example of the Czech Republic, where no centralized and structured preparation of teachers on this topic exists either. Therefore some NGOs offer ad hoc teacher trainings for a multilingual and ethnically, culturally diverse classroom. To address the needs of regional minorities in some countries culture lessons are given, which are however not enough to prevent a language-loss and assimilation amongst pupils coming from such minorities.

Means of teacher support, suggested by the participants of the questionnaires could be research tools, which would allow teachers to easily structure their lessons in a multilingual way. Also regular trainings as well as well explained help by exchange students or foreign assistant teachers were named.

When testing language skills, it is was reported that many countries or individual schools use the CEFR in order to assess their pupils' language abilities. Yet, for some countries it was reported that still the 'old' testing methods were applied. Especially for these countries the benefits and applicability of the CEFR had to be further highlighted. Yet, any language assessment usually does not take into account the multilingual background of a pupil. With regard to smaller or minoritised languages it could be considered to apply **a translanguageing method for testing**. Yet, more research would need to be done on this method.

Bessie Dendrinos – European Federation of National Institutions of Language (EFNIL)

6.4.3 Early Language Learning

1 The current state of affairs

Responding to growing needs for language learning in Europe, the EU member states have introduced foreign language programmes in primary education, where language instruction begins between the ages of six and nine. In many instances, the first foreign language – which is usually English – is compulsory, and the second is optional. Approximately 30 percent of the EU countries have also introduced foreign language teaching for pre-schoolers, even though this is usually a community or school based choice.

Member states with more than one official language offer language instruction in two languages in elementary school and/or in kindergarten (e.g. Ireland, Scotland and Finland). There are also countries that offer children the opportunity to start school in a language other than the official one(s). Believing in the basic principles of enhanced bilingualism, the countries that offer such opportunities are aiming at supporting children in their mother tongue and thus making the transition between the L1 and the L2 less demanding (e.g. Sweden and Finland).

Successful language learning in general and early language learning (ELL) in particular seems to occur commonly in countries whose official languages are lesser used and taught outside their own context. ELL and foreign language learning as a whole is practiced less frequently and is less successful in countries whose official languages are widely spoken and taught, with England being the number one country in Europe where interest in foreign language learning is persistently declining.

The EU's interest in ELL is obviously linked to the promotion of Multilingualism by the European Commission. Since 2002, several programmes have contributed to awareness-raising regarding the benefits of an early start in language learning,[26] and useful recommendations have been put forth, motivating member states to start foreign language teaching under the age of 12.[27] European policy statements and the 2002 resolution by EU heads of government to recommend *"at least two foreign languages to be taught from a very early age"* have been decisive for an early start in foreign language instruction. The rationale behind the **pro-ELL choice is rests on the assumption that language learning affects positively children's scholastic achievement, their personal and social development.** Moreover, as pointed out by the Commission on their language education webpage, the reasoning behind ELL in Europe and to ensure that language learning in primary school and kindergarten **is not simply offered but that it is taught effectively**. Successful ELL is important because "it is here that key attitudes towards other languages and cultures are formed, and the foundations for later language learning are laid [...]. Early learners become aware of their own cultural values and influences, and appreciate other cultures, becoming more open towards and interested in others [...]" Ultimately, of course, language learning, ELL in particular, is also thought to have affirmative long term advantages for the labour market.

ELL practices are also linked to research outcomes. Actually, there is a mounting body of research indicating that an early start in foreign or additional language learning has desirable results. A case in point is the evidence and documentation regarding young children learning one or more additional languages, which have became available thanks to a Commission

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[26] See, for example, the 2002 Resolution to promote linguistic diversity, the 2005 Language Action Plan, and the 2005 Strategy for Multilingualism.
[27] The Action plan for Language Learning and Linguistic Diversity states "It is a priority for Member States to ensure that language learning in kindergarten and primary school is effective, for it is here that key attitudes towards other languages and cultures are formed, and the foundations for later language learning are laid. [...] Early learners become aware of their own cultural values and influences and appreciate other cultures, becoming more open towards and interested in others [...] Parents and teaching staff need better information about the benefits of this early start."

supported study completed in 2006 (see also Nikolov, M.&H. Curtain, 2000).[28] The study provides an overview of recently published research on provision, process, individual and group factors, and their outcomes. Furthermore, it provides accounts of what is considered to constitute 'good practice' in early languages learning.

Research findings carried out inside and outside Europe provide strong evidence suggesting that **early language learners are more likely to become multilingual, that children who use more than one language have several advantages over monolingual children in terms of their cognitive and social development.** In fact, according to studies at the Cornell Language Acquisition Lab (CLAL), children who learn another language can maintain attention, despite outside stimuli, better than children who know only one language. And this is important because that ability is *"responsible for selective and conscious cognitive processes to achieve goals in the face of distraction and plays a key role in academic readiness and success in school settings."* In other words, *"cognitive advantages follow from becoming bilingual […] and these cognitive advantages can contribute to a child's future academic success."*[29] Other studies argue that **children speaking more than one language seem to have greater self-respect, respect for culturally diverse groups and individuals, and they are also more likely to develop high degrees of intercultural competence.**

The vigour of the foreign language teaching market, which stands to profit from language education materials and specialist courses for the Teaching of Languages to Young Learners is also an important force for the rising attention to ELL. The young language learner's market is especially strong in the UK, where one finds hundreds of postgraduate and diploma courses for the teaching English to young learners, and a publishing business thriving on instructional materials that make English fun for children and even toddlers. **Other languages and especially the "smaller" ones cannot possibly compete with English in the international market. However, there are admirable local initiatives, for which information is rarely disseminated.**

The EC has recognized that language teaching for the young does not itself ensure good learning outcomes. **Suitably trained teachers and specially designed programmes** are required because, as the Commission has made clear*, "the advantages of the early learning of languages only accrue where teachers are trained specifically to teach languages to very young children, where class sizes are small enough, where appropriate training materials are available, and where enough curriculum time is devoted to languages."* Moreover, there is need of adequate resources, especially so as to teach languages other than English to young children.

2   Challenges and recommendations

There is strong evidence showing that there are many creative initiatives and valuable examples of good practice in ELL across Europe. Therefore, it looks as though the first round of the debate between those in favour of an early start and the sceptics who assume that mother tongue literacy will suffer as a result of ELL has ended in favour of the former. However, there is still intensive need to raise awareness regarding the benefits and advantages of ELL. The main stakeholders are parents, teachers and pupils themselves. As they are very different audiences that require totally different awareness-raising techniques, the challenge ahead is significant. **The need for a special programme promoting the value of ELL for different groups of stakeholders is therefore very real.**

Language teachers, in particular, need to be persuaded not only that ELL is to the benefit of pupils and the development of their (multi)literacies, but also that teaching foreign languages to young kids *can* work, providing that the programme is designed in a way which is

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[28] As reported by R. Johnstone "Early language learning: where are we now and where might we go?" Keynote lecture presented at TeMoLaYoLe conference, Pécs, Hungary, 2007.
[29] "Learning a second language is good childhood mind medicine, studies find" Physorg.com, May 13, 2009, by Susan Lang.

meaningful for children of different ages,[30] and that the teacher has the qualifications to teach youngsters.[31] However, there is relative shortage of foreign language teachers adequately prepared to teach young learners, and training them is a second but equally important challenge. **A web based ELL site for pre-service and in-service teachers of young children could be supported by the Commission and designed to disseminate information about interesting local initiatives and to provide an array of theoretical and practical information, ideas for methods, practices and teaching techniques, language learning activities and resources for learners of different languages.** The latter could be particularly useful since there also seems to be a lack of proper resources, especially so as to teach languages other than English to young children.

One of the greatest challenges perhaps is to raise awareness with regard to the usefulness of learning languages other than English at an early age. The stakeholders here are mainly parents who want their children to be native-like in English, thinking that this will secure them academically and professionally. Also pupils themselves are essential stakeholders who could be extrinsically and intrinsically motivated to develop at least partial literacy in languages which are less widely spoken.

As regards ELL methodology, most experts seem agree on the importance of focusing on meaning rather than form, language use which is familiar and relevant to kids through a task based approach to learning. Also, there seems to be an agreement about including foreign language instruction in the mainstream curriculum and using fun and creativity in the classroom. However, the best way to deal with very young language learners, i.e. ages 3-7, when literacy in the mother tongue has not yet been developed, is still a challenge. **Therefore, there is need for relevant research, which is discussed in the section that follows, but also pilot and experimental teaching experiences shared across Europe.**

Other challenges related to the teaching of foreign languages to youngsters have to do with the educational approaches most conducive to the development of a multilingual ethos of communication and to the meaningful use of the foreign language in parallel fashion with the mother tongue. An equally important challenge is to specify techniques for the development of children's mediation skills and their intercultural awareness from a very early age. Once these are recognized as important goals for the enhancement of multilingualism**, the design of hands-on projects which might provide suggestions for teaching techniques, learning strategies and examples of good practice should be supported.**

One more challenge facing those who are concerned with ELL is to think more rigorously about introducing opportunities for ELL with the use of ICT and web based technologies, particularly in languages other than English.

It is also a challenge to consider ways of traditional assessment techniques for young children, with the use of quizzes and fun testing (in an effort to create positive attitudes to testing and assessment), but also of alternative assessment, for example by using the European Language Portfolio, in an adapted form for children, so as to provide primary school pupils with a means of documenting what they can do in what language. Likewise, if these are recognized as important goals for the enhancement of multilingualism, **the design of hands-on projects which might provide suggestions, relevant ideas and examples of good practice should be supported.**

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[30] Suitable programmes for 3-5 year olds will look different from programmes for 6-8 or 9-11 year olds.

[31] It should be noted that there is another ongoing debate as to whether the classroom teacher should integrate the foreign language period into his/her timetable, or whether a trained foreign language teacher should come in and teach the kids. Arguments evolve around the claims, on the one hand, that the classroom teacher has neither the language proficiency nor the training to teach a *foreign* language (which requires special methods and techniques) and, on the other, that the specialist teacher has no sound knowledge of child psychology and no training to employ the proper pedagogy. Some maintain that this question is an invalid one, and argue that it should not be an "either-or" issue. Both are important. The challenging question is how do you get them to collaborate?

Finally, one of the greatest challenges lying ahead has to do with **bilingual education programmes aiming at social inclusion**. Whereas it has been well documented that bilingual education can have desirable results on many accounts, nationalist ideologies and language nationalism in many European countries has not allowed bilingual education to develop to the degree that this might be desirable. Of course, even outside Europe, in conservative states of the US bilingual education is stigmatized and bilingual children are thought to suffer from language confusion and to have a cognitive deficit. The challenge here again is awareness raising and supporting opportunities for well structured bilingual or even trilingual programmes, and not just for the socially deprived pupils.

3   Further research

Research into ELL is still in its infancy worldwide, when compared with other issues in foreign language learning, teaching and in second language acquisition. On a more general scale, there is a significant need for action research into young learners' programmes, by investigating expectations and assessing outcomes in both countries supporting top-down research (e.g. Belgium, Germany and Switzerland in Europe, Australia and Canada beyond) or in countries where early foreign language teaching is a result of bottom-up pressure as, for example, the community obliges schools to launch courses with little control from educational authorities and no conditions for assessment and research. Such action research can provide grounded suggestions regarding the design of primary curricula (and their link with the Common European Framework of Reference), the number of contact hours, the educational and linguistic background of pupils and teachers, materials and resources, as well as attitudes to languages.

Also, there is a definite need for the compilation of learner corpora, close analysis of children's oral and written performance, new models of early language learning and studies of children's literacy. Other issues that need further research include the following:

- The starting age of foreign language learning. Actually, there are still two camps: the 'earlier the better' and the 'postponing ELL' until children are more cognitively mature camps;
- ELL teacher education and identity and their language related attitudes and beliefs;
- Extrinsic and intrinsic motivation factors, including virtual and live intercultural communication;
- Types of activities, materials and resources aiming to develop literacy in and through the additional language(s) as well as to foster positive attitudes to language and multilingualism;
- Young learners' capacity to develop learner autonomy particularly with the use of ICT and to cultivate cognitive skills, such as analytic and synthetic skills, visual perception and inductive learning skills.

Collaboration within and across national boundaries is crucial so as to gain insight into what is still terra incognita. In fact, in an effort to share expertise and ideas in this gradually emerging field of research, it is suggested that a European network of ELL researchers is included in the aforementioned web based ELL site aiming at:

- Sharing information on relevant research carried out inside and outside the EU;
- Identifying problematic or neglected areas of research;
- Sharing resources, data and tools;
- Planning common events;
- Virtually discussing issues.

Finally, **socially-sensitive bilingual education needs to be investigated and more research carried out with children who are bilingual**. It is of particular interest to investigate learning techniques of bilingual children learning one or more foreign languages, as the research in this area is still fairly limited.

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Marta Lottes – European Association for the Education of Adults (EAEA)

6.4.4 Lifelong language learning

1 The current state of affairs

The benefits and contribution of language diversity to the increase of multicultural awareness and tolerance, the facilitation of international communication and mobility, the protection and preservation of cultural heritage, identity and a better understanding of life as well as to the broadening of professional opportunities are well known and recognized. However, the progress towards reaching the Barcelona objective of communication in mother tongue plus two foreign languages is slow. Even though more than a half of the EU citizens polled in a recent Eurobarometer[32] survey say that they could speak another language in addition to their mother tongue, only a small percentage of Europeans indicate that they are able to hold a conversation in two foreign languages.

Furthermore, according to the same survey, Europeans learn languages at school and at secondary school in particular. In fact, for many Europeans, school appears to be the only place where they learn foreign languages. In order to face challenges such as globalization and aging populations and to achieve the ambitious Barcelona goal we will have to promote language learning from 'cradle to grave'.

Lifelong learning embraces all areas and life times of learning and regards school, vocational training, university and adult education as components of a comprehensive system that are of equal value.[33] **Given the smaller number of young people entering education due to demographic change and the goal to reach all citizens, increased focus is now needed on updating adults' competencies throughout their lives.** Adults are more likely to be monolingual, especially if they have relatively low qualifications and job positions. They often point to lack of time and motivation as the main reasons for not learning languages, followed by a need for more flexible provision.[34] It is especially important to improve appropriate learning opportunities for people with a low educational level, for example to adults without a school diploma or any vocational training, who will most likely not have enough opportunities to learn at least one foreign language. In this context, **appropriate teaching and learning methodologies have to be used that take the lack of formal schooling into account**.

2 Challenges

To raise the motivation to make both financial and time efforts to invest into language learning is without doubts one of the biggest challenges and shouldn't be underestimated. However, the biggest challenge in the field of lifelong language learning is not necessarily the lack of motivation due to a low level of awareness of its importance but rather due to many more or less practical obstacles faced when deciding to learn a second or third language, such as limited provisions for adult learners, scheduling of courses (not taking into consideration work, family or other commitments) and lack of investment or support by employers and non-existing recognition of or reward for (additional) language skills in the workplace. **Getting support from employers in the form of time or money is one of the biggest challenges of lifelong language learning.** It seems to be obvious that when multilingualism has been recognized as one of the key competences and language learning identified as an important tool in facing the social and economic challenges, both the public and private sector will have to contribute to it as well. **This contribution might be through the creation of legal frameworks and/or social partner agreements as well as the**

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[32] 56% of citizens in the EU Member States are able to hold a conversation in one language apart from their mother tongue. With respect to the 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. - Eurobarometer: Europeans and their Languages February 2006

[33] EAEA, Adult education trends and issues in Europe (2006)

[34] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions COM(2008) 566 final

provision of public support for language learning at the workplace. The social partners are also asked to create language learning opportunities and to create appropriate frameworks.

We would also like to raise the understanding that learning a language deepens (inter-)cultural knowledge and is therefore a competence which is also gained for self fulfilment and personal and cross-cultural development and not only as a step to a higher career or commercial success. **Personal and intercultural benefits need to be recognized as equally important as the economic values of multilingualism.**

When it comes to Lifelong language learning it is important to stress that a non-formal learning environment where the individual's personal and social competences can be taken into account and the learner can be encouraged according to his/her individual goals and interests plays a crucial role. Also implying more various learning methods and combining studying to experiences should be increased. The crucial aspect for making progress in the new language is communication about issues which have a meaning to participants, therefore the adaptation of teaching methods that are appropriate for the target group plays a key role in increasing the motivation to study a foreign language. It is important to stress that many innovative solutions in this area have already been developed through European projects within LLP, but **a more intensive exchange of good practice examples and implementation in teaching organizations need to be encouraged**. In non-formal Lifelong language learning, the use of European tools (such as Language Passport, Mobility passport etc) is also recommended. These tools play an important role in the maintaining of the foreign language skills already acquired and therefore a special recognition to the institutions that use these tools is very much desired.

Everywhere in Europe there is a need to raise interest towards neighbouring countries and their culture and languages, therefore **it would be useful to increase support and establish partnerships for learning neighbouring languages in addition to the most widely spoken languages and make a wide range of languages available to individuals so that they can learn the language they are more interested in and consider as the most useful.**

The need for higher standards in teacher training in lifelong language learning is crucial. It needs to be underlined that lifelong learning institutions very often do not have enough funds to employ teaching staff on permanent and regular bases and that more funding support is definitely needed in this area. Furthermore, regular access to staff development programmes also for part-time teaching staff needs to be ensured. Also an intensive European cooperation in order to develop networks and ensure a continuous exchange of proven methods, didactic approaches, learning materials and initial and further teacher training needs to be more stimulated and the LLP should continue its support.

There is a high need for recognition and validation of skills and competences acquired inside and outside formal education both by education institutions and by employers and making a transfer across national borders as easy as possible. This is only possible when cooperation between different institutions and sectors, will be achieved and such cooperation and coherence is necessary to make Lifelong language learning successful tool in reaching of the Barcelona objectives.

3   Recommendations

   o   To improve learning facilities for marginalized groups with low education level;
   o   More support from employers sector – social partner agreements and/or legal as well as the provision of public support for language learning at the workplace;
   o   To create language learning opportunities and to create appropriate frameworks by the social partners;
   o   Recognition of personal and intercultural benefits as equally important as the economic values of multilingualism;

- o More flexible provision of language learning possibilities for adults;
- o More various methodology and inter-sectorial cooperation;
- o More teaching staff within the LLL area, more funds for teacher training;
- o Higher standards of teacher training – staff development programmes also for part time teaching staff;
- o European and cross-border exchange and network development;
- o Validation of skills and competences and inter-sectorial cooperation.

Heidi Wiley – European Theatre Convention

6.4.5 Informal and non-formal learning by all age-groups

1 The current state of affairs

It has been widely proven and recognised that language skills acquired outside the formal education system, in a non-formal learning process encourage learners to develop and strengthen cognitive competences beyond the initially addressed topic.

Language is learnt best if it is *acquired* instead of being *studied* and if the teaching methods are adequately adapted to the need of the motivated student. Currently, there are the following different learning groups to be distinguished:

- o Early language learning groups, early childhood and primary schools;
- o Students in secondary education;
- o Students in higher education:
- o Adults in vocational education and training.

Until now, mobility schemes and in particular international and cultural exchanges have provided the best opportunities for this learning approach. In addition, **artistic education aiming to promote language learning has been proven an excellent tool to facilitate access to cultural contents, resources and expressions beyond linguistic barriers while encouraging learners to find out more about the applied language.** However**, in none of the EU Member States exists a language policy that integrates non-formal learning methods in a structured framework.** The recognised benefits are not given the needed institutional support to be accessible to all European citizens which should be a human right as part of the life-long learning process.

2 Suggestions for future plans/ Policy recommendations/ Research

- o Improve short term mobility schemes widely available to EU citizens of all target groups to access non-formal language learning environments in the real context of where the language is exercised: **mainstreaming the support in all policy sectors and not only as part of the DGEAC Lifelong learning and Youth in Action programme**;
- o Improve training opportunities for teachers in non-formal learning environments, including native speakers and mediators from different pedagogical backgrounds focussing on the increased use of media, performing arts, new technologies, and cultural and leisure activities;
- o Invest in **multilingual artistic education projects** to foster cognitive competence building;
- o Members States shall value and further develop a nourishing framework to establish beneficial relations between **non-formal education systems complementing formal education procedures**. Adapting non-formal methodologies in the language class-room context;
- o Establishing a framework that evaluates and recognises the acquired skills on international standards

3 Best practices

Mobility schemes/ Artistic education projects

a) The YOUNG EUROPE project initiated by the ETC built relations with theatres and local schools to perform multilingual performances in classrooms. Students were confronted with theatrical language in a play represented in another spoken language. Participating adults, learned to cope with multilingual aspects during the collaboration process and increased their mutual understanding.

b) An international THEATRE YOUTH FORUM will be organised with 50 young people from 6 countries to discover drama theatre as art form and medium that relies on the European language diversity. Even though English will be the common language, the participants will be prepare a performance exploring ways to incorporate a common theatrical language and expressions.

c) Working opportunities in another country with another working language, such as the ETC STAFF EXCHANGE programme provides for adult learners a non-formal language learning environment where the programme participant uses and develops its language skills in a multilingual work context.

d) AFS is offering further programmes (for 18+) for participants who can involve in a community service project and practice the language they have acquired. The European umbrella of AFS – EFIL is particularly active in providing opportunities for returnees to develop and carry on their skills (also language) by becoming volunteers and participating in some of the events at European level. Within the EFIL network there is a working Travelling Trainers scheme under which volunteer trainers with specific expertise in a certain language can travel to other countries and deliver trainings in areas where the host organisation needs support. This tool and opportunity has proven very motivating for the AFS volunteers to use the language they have acquired.

e) Life-long learning programme: ERASMUS

f) Steiner Waldorf learning approach: This form of education promotes the understanding of other cultures, preparing for a global consciousness and citizenship, by experiencing the 'language spirit' living in a culture. Languages not only are an important tool for communication, but form also an artistic structure reflecting the deeper nature of people. Therefore, we prefer arts, literature and music as tools for learning a 'living language' and for a deeper understanding of other cultures. The SWE strives for the creation of an enhanced sensibility for other languages as well while encouraging reflection on ones' own language and culture. Essential for SWE is the right choice of learning forms with respect for the specific needs and possibilities of each age, especially in early childhood and primary school. Artistic activities are experienced to be the best forms for this purpose.

g) Language learning classes focusing on cultural content (offers in all EUNIC cultural centres) : This is reflected in the choice of the courses offered, where the possibility to improve language skills not in language lessons but through studying topics related to contemporary literature and arts, sociology, literature, linguistics, history is provided. It also gives a wider perspective of the respective culture and civilization, it develops societal relations and, consequently, provides informal contexts for language use, natural and personalized approach, international exchanges, getting familiar with everyday life of a specific society.

Ilyana Panteleeva – European Federation for Intercultural Learning

6.4.6 Less-Widely Used Languages – spoken and taught

1 The current state of affairs

In spite of the recent increase of interest in multilingualism and the importance of language skills in today's world, there seems to be only a very limited range of language learners involved in the process. Naturally, English has established itself as *lingua franca* and has monopolised the wide spectrum of available languages.

Under Less-Widely Used Languages (LWULs), respondents often understand different things. The 2 defining lines stretch along: the number of speakers (both native and migrant) and the interest in/the popularity of the language (teaching). Firstly, they talk about minority languages or regionally used languages (Frisian, Basque and even German in Belgium). These are examples from the national level in countries where several "ethnies" (communities) and their languages are represented. Interestingly, respondents would consider Dutch as a LWUL in an EU setting in Brussels, because it doesn't always appear in the translation options during conferences, for instance. Secondly, LWULs are referred to as simply "languages other than English", thus the definition crystallises when we compare the status of a language to the pre-dominantly used English – i.e. Latvian and Maltese are less popular and thus less widely taught.

Use of LWULs: as language is one of the core elements around which identity is constructed, teaching and using (thus preserving) LWULs is a way to recognise the existence of small ethnicities and peoples. Culture is happening and disseminated through language, thus learning and using a LWUL promotes Intercultural Dialogue, raises awareness for cultural and linguistic diversity and gives access to the native speaker's cultural heritage. LWULs are also used as a way to promote regional distinctiveness and thus they diversify mobility flows (i.e. in tourism).

2 Main challenges

- o The dominance of English;
- o Ignorance in society: lack of interest and sensibility;
- o Not enough follow-up opportunities to practice and develop the learnt LWUL afterwards.

3 Recommendations to policy makers: what to work on in the future

- o Create an enabling educational framework to learn and teach a LWULs;
- o Support and encourage adequately learning and teaching of LWULs: financially, raise awareness, include in curriculums;
- o Value LWULs: curricula with little enrolment (LWUL courses) end up in constant threat of budget cuts;
- o Invest in good educational materials, books, well-trained teachers, etc.;
- o Invest in translation, teacher and learners exchanges;
- o Improve mobility schemes Europe-wide for young people especially from and to countries where LWULs are native.

4 Best practices

- o AFS Intercultura has been sending students on exchange programs to countries with LWULs – Iceland, Latvia, Hungary, Finland, Czech Republic. In order to promote them they organise special trainings andd workshops on communication and provide specific materials to target groups. The most common objection raised is that nowadays English knowledge is a must. Intercultura tackles this demonstrating that students participating in intercultural youth exchanges improve their English anyway using it in many cases as a vehicular language.

- Pasporta Servo http://www.pasportaservo.org/ : is an online community of Esperanto speakers which offers a platform to meet and get to know people while – hospitality service of Esperantists. Providing an applied use for this LWUL and facilitating this is surely a best practice which could be translated to other linguistic contexts.

Martin Nuttall – ALTE Representative

6.4.7 Supporting multilingualism through language assessment

1 The current state of affairs

Language assessment is generally associated with formal assessment procedures such as tests and examinations conducted at various times during people's lives and taken for a variety of purposes, both at school and in adulthood. Children take language tests as part of their formal education; young adults may take a language test for specific purposes to improve their employment opportunities; and others may take a language test in order to migrate to another country. In addition to the formal assessment procedures, there are also alternative non-formal approaches to assessment, such as portfolios and self-assessment.

The techniques of language testing in use at any particular time tend to reflect the view of language and the way it is used at that time. What is being tested and the kind of task or item type chosen as a means of testing can be expected to show the influence of current thinking on what language ability is and what exactly we are doing when we use language in everyday life. Thus, communicative language testing evolved out of a shift in language teaching/learning theory and methodology away from a predominantly structural focus towards one that emphasised the importance of language in use.

The growing acceptance of the standards presented in the Common European Framework of Reference for Languages (CEFR) has created a situation in which public bodies, examination institutes, language schools and university departments concerned with the teaching and testing of languages are increasingly interested in relating their curricula and examinations to the Common Reference Levels.

The CEFR is first and foremost a tool for communication to enable those involved in language education to communicate more easily. It assumes an action-orientated approach and uses functions and notions to differentiate levels of proficiency. Levels are described in terms of what language learners can do and are specified at a general level in order to be relevant to a wide variety of languages and contexts.

With the breaking down of international barriers between European states and increasing opportunities for the members of the workforce to move from one country to another, the need for transferability of language qualifications is clear. Employers and employees alike need to know what language qualifications gained in various countries mean – what the holder of a given certificate can actually be expected to be able to do – and how to make meaningful comparisons between qualifications gained in different states of the European Union. Employers need to know which particular language qualification it is realistic to demand when advertising a post, and employees have an interest in being able to rate their own present level of expertise and future training needs.

Language tests are also playing an increasing role in decisions made in granting admission to member states for migration or in granting citizenship through naturalisation processes. Over the last twenty years, a growing number of European countries, and others around the world, have introduced or formalised linguistic requirements for the purposes of migration, residency, and citizenship. National governments increasingly require language tests or other formal assessment procedures to be used. Points-based systems are being introduced more and more widely and legislation is being changed to reflect the ever more mobile and diverse populations of countries and continents.

2 Challenges

The question of what role language testing and assessment should play in decisions made by governments and nation states regarding migration, citizenship and integration issues is a highly controversial one. It is necessary for language assessment organisations to provide tight yet feasible guarantees of test development rigour and probity. This should be done with appropriate and reliable evaluation criteria, comprehensive, transparent and fair test

interpretation and reporting systems, continuous validation processes, efforts to ensure positive educational impact and a keen regard for the rights of candidates and other stakeholders.

A socially responsible and ethical approach to language testing is a pre-requisite in the modern world given the role that language tests and testing agencies play.

Issues to be addressed in the area of language testing and multilingualism include the following:

- o The consequences of language testing for migrants and for the host society;
- o The extent to which language proficiency facilitates integration;
- o The impact of language testing on language tuition, on teaching tools, and on teacher training and development;
- o The role of alternative approaches to assessment, such as portfolio and self-assessment.

Bessie Dendrinos – European Federation of National Institutes of language

6.4.8 The role of language testing in supporting multilingualism[35]

1   Testing and multilingualism: friends or foes?

The most popular language tests, those which are marketed by the big language testing industries, are monolingual projects. They are the tests that classroom language teachers are taught how to make as exclusively monolingual products and the exam papers of the international exam batteries always constructed as monolingual instruments intended to measure test-takers' language competence or performance in a *single* language. There is, of course, a very sound reason for the profound monolingualism of the international testing enterprise. The purpose of tests and exam papers is to measure what is taught, to assess knowledge and skills considered to be of value in language programmes. That is to say, since language education programmes in Europe are still built around the 'native speaker' competence ideology – and indeed they are –, it is only natural that language exam papers and tests be developed to assess linguistic competence measured against the 'ideal native speaker'. This is why assessment criteria of standardized language tests, in particular, commonly focus on vocabulary range, vocabulary control, ability to produce grammatically accurate speech and writing, and skills to understand information directly or indirectly stated.

Teaching and testing are not two sides of a single coin, in the sense that teaching does not necessarily result in learning, and learning does not necessarily require teaching. Yet, there is an interdependency between the two, since the most common function of tests is to measure the outcome of teaching. Therefore, it is only logical that the aims of teaching programmes should change so that testing changes can follow. Of course, it is also true that tests can bring about changes to teaching (especially when high stakes exams are involved), because of the backwash effect that tests are known to have (Shohamy et al., 1996).

Given that teaching and testing are mutually supporting, it is only natural that we expect the aims of both to change focus. **Both should shift attention from a monolingual to a *plurilingual* paradigm.** To agree with the authors of the CEFR, i.e., the *Common European Framework of Reference for Language* (2001: 4):

> "... the aim of language education [should be] profoundly modified. It [should] no longer be seen as simply to achieve 'mastery' of one or two, or even three languages, each taken in isolation, with the 'ideal native speaker' as the ultimate model. Instead, the aim [should be] to develop a linguistic repertory, in which all linguistic abilities have a place. This implies, of course, that the languages offered in educational institutions should be diversified and students given the opportunity to develop a plurilingual competence.[36] Furthermore, once it is recognised that language learning is a lifelong task, the development of a young person's motivation, skill and confidence in facing new language experience out of school comes to be of central importance. The responsibilities of educational authorities, qualifying examining bodies and teachers cannot simply be confined to the attainment of a given level of

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[35] This position paper (following my handout discussed at the June 11th WG1 meeting in Brussels) discusses issues in **testing** rather than **assessment** –two notions viewed as distinct from one another, though both these practices aim at eliciting data about language learners' language abilities. My point is that while assessment –a wider-ranging notion than testing– is commonly part of the the teaching and learning process, tests, which may actually be divorced from classroom teaching and learning, measure what people already know (as in the case of proficiency testing,) or what learners have learnt in class over a period of time. Tests are more likely to serve summative assessment. Yet, assessment may also be formative, especially when incorporated into the teaching and learning process, where it can make an actual contribution to learning.

[36] The emphasis of the term is mine, to mark the fact that the term 'plurilingulism' is used by the CEFR as distinct from the term 'multilingualism'. The CEFR authors (ibid) point out that whereas 'multilingualism' is used to refer to a variety of languages co-existing in a social context or in the repertoire of a language user, *plurilingualism* refers to languages users who have what I call a 'multilingual ethos of communication' (Dendrinos 2004); that is, language users who do not keep the languages they know speakers he or she does not keep these languages and cultures in strictly separated mental compartments, but rather builds up a communicative competence to which all knowledge and experience of language contributes and in which languages interrelate and interact.

proficiency in a particular language at a particular moment in time, important though that undoubtedly is."

In further agreement with the authors of the CEFR (ibid), *"the implications of such a shift have not yet been worked out and they have most certainly not been translated into action in either language education or language testing."* The tools produced by the Council of Europe, such as the European Language Portfolio (ELP), are constructed in hope that their use will facilitate the promotion of plurilingualism as it *"provides a format in which language learning and intercultural experiences of the most diverse kinds can be recorded and formally recognised"* (ibid). Likewise, the CEFR itself is supposed to be used by language professionals as a tool for plurilingual education and competence assessment by helping language practitioners "specify objectives and describe achievements of the most diverse kinds in accordance with the varying needs, characteristics and resources of learners" (ibid: 5).

Despite the noble aim of the Modern Language Division of the Council of Europe (authors of the CEFR), so far there remains a great deal of scope for the greater use of the CEFR as a tool for the promotion of multilingualism. In practice, the CEFR has rarely served as a tool for the promotion of multilingualism or the enhancement of plurilingualism. This, however, should in no way belittle its significant role in testing. It has indeed provided objective criteria (which warrant further investigation) for describing different levels of language proficiency that facilitate the mutual recognition of qualifications gained in different learning contexts, hopefully aiding European mobility.

The European goal of a truly multilingual topos is still unfulfilled and education has a key role to play, as we rethink language programmes and language testing enterprises, turning attention to the development and assessment of literacies required in an increasingly globalised world, with its diversity of communication technologies and its multilingual contexts in which European citizens operate on a daily level. It is imperative that we look closely at the multimodality of the world in which we have to survive – a world in which multiple modes of meaning are developed, expressed and obtained through the mass media, multimedia, electronic hypermedia, etc. We need to look at the new type of literacy/ies demanded of us – a kind of *multiliteracy* or rather of *multiliteracies,* which require new decoding competencies and skills from today's and tomorrow's citizens, enabling them to navigate through and interpret a variety of media.

2   The current state of affairs

Language testing is a big industry in Europe, which has been exporting language testing products among and beyond its member states, just as it has been exporting its languages in the form of merchandise and its language services as commodities for many decades. This testing industry sells its produce for the big languages, especially English, but also German, French, Spanish and Italian.

Language exams for certification in these languages are available through exam batteries developed for a single language, in a monolingual manner. Since then these testing products do not involve any adjustments to the cultural, linguistic, or other needs of particular markets, it is common practice that the language exams are developed by those who 'rightfully own' the language in question. It is only in more recent years that localized exam batteries are developed for languages other than one's own. Two cases in point are the Finnish and the Greek national language exams for certification, required as work qualification (hiring, promotion). The Finish national language exams also include Finnish language tests required for citizenship, which other member states are also beginning to demand. There are also an increasing number of tests, especially in the 'big' languages, to certify academic proficiency in the home language of a country where someone wishes to carry out university studies. None of these tests however are developed to measure anything else than the test-takers' monolingual/monocultural skills and awareness. The same is true of diagnostic, adaptive e-

tests, self-assessment techniques and feedback systems, increasingly available, especially for the 'big' languages.

Other, alternative forms of language testing are rare but there is an increasing number of educational and work-related institutions which use alternative forms of assessment, including the ELP mentioned earlier.

3   Challenges and recommendations

As has become obvious from the two sections above, the European language testing industry offers services and is serviced by the 'big' languages, leaving the 'smaller' ones unattended. This has serious repercussions. If people cannot be certified for their language competence, they cannot be credited for their knowledge. This knowledge is in some way socially delegitimized. Therefore, **the first challenge in Europe is to create conditions which provide opportunities for people to be tested and credited for the competences they do have in different languages**. One way of achieving this goal is to facilitate the development of localized exam batteries which cater to the needs of the local linguistic job markets. Such samples are now available in few countries in Europe – the Finnish and Greek example already mentioned, there are also interesting ideas by the Dutch testing organization CITO, and a few others which seem to respond more readily to social language needs rather than aim primarily on symbolic and financial profit.

The second and most serious challenge is **to create incentives for the development of examination batteries which test and treat equally a variety of languages, in a comparable manner**. Again, localized language exam batteries could perhaps contribute to achieving this goal, as such projects are much more likely to be concerned with the use of language(s) in different social contexts rather than focus on their language commodity as an autonomous meaning system, as international exam batteries have to be.

Thirdly, but perhaps the most challenging endeavour of all **is to shift from monolingual to plurilingual paradigms in language testing and teaching**. That is, a paradigm which has its basis on a view of the languages and cultures that people experience in their immediate and wider environment not as compartmentalized but as meaning-making, semiotic systems, interrelated to one another. In a paradigm such as this, there is language switching, 'translanguaging',[37] drawing upon lexical items and phrases from a variety of contexts and languages; there is also use of alternative forms of expression in different languages or language varieties, exploitation of inter-comprehension, utilization of paralinguistic features (e.g. facial expressions and gesture), and generally optimum use of various modes of communication to make socially situated meanings. In this paradigm, where people learn to make maximum use of all their linguistic resources so that they can resort to different aspects of linguistic knowledge and competences to achieve effective communication in a given situational context, cultural and linguistic mediators have a most valuable function. In the absence of a mediator, such individuals may nevertheless achieve some degree of communication by activating their whole communicative repertoire.

Mediation, understood as extracting information from a source text in one language and relaying aspects of it in another for a specific purpose, is an important cultural activity in our contemporary multilingual contexts (Dendrinos 2006). However, mediation skills and strategies have not found a principal spot in language teaching programmes or international examination batteries, for reasons which are again related to the monolingual practices of European language teaching and testing. This is why, although mediation is included in the CEFR (ibid: 87-88, 99), it has not been possible to come up with illustrative scale descriptors

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[37] Translanguaging is defined by Baker (2001: 292) as the "concurrent use of two languages, which may involve random switching to a more justifiable purposful use of each language, varying the language of input and output in a lesson. Garcia (2009) defnes the term as sense-making bilingual practices from the speaker's perspective, rather than than from a language perspective (as code-switching has been viewed). Moreover, she explains that it's a *bilingual* speaker's perspective, and not from a monolingual or monoglossic perspective. It includes all student or teacher use of these bilingual/multiple discursive practices as 'sense-making' of learning or teaching in multilingual classrooms.

of mediating competence. This will be possible when more examination batteries for language competence certification include tests or activities aiming to measure test-takers' performance in written and spoken mediation, like for example the Greek national foreign languages examination system, which is mentioned below as a best practice example.

There are many other challenges if we begin to view teaching and testing within a framework of multilingualism and we should perhaps add multiculturalism. There is the question of teaching/learning materials and test content not as artefacts for cultural indoctrination but as cultural products to raise and measure intercultural awareness. Of course, this means creating projects where such efforts would be valued. If language materials publishing and test preparation is not given incentives to change, the free market is bound to reproduce the dominant ideology which has kept a fertile ground for monolingualism in the foreign language business.

Finally, where language teaching and testing is concerned, one additional great challenge is **to collaborate on projects that would help the calibration of language competence descriptors on the basis of the performance of test-takers across Europe, and by extension to help make the CEFR an even more useful tool that it is now**.

4   Testing research

Research in testing principally involves issues of validity and reliability, how best to test what it is that is taught or learnt one way or another and how to assess performance in the fairest way possible, how to develop reliable and easy-to-use rating grids. Electronic testing has recently occupied an important chunk of researcher's time though the main concern here is automatization and efficiency. There has been limited concern with the effects of tests, testers' and test-takers' attitudes and very little critical research around testing. There is even less attention paid to how different testing systems construe cultural reality, the testing subject, etc., which is an area which would warrant investigation, as would research into mediation practices and types of literacies required for and developed for different tests.

Given the power that tests have (cf. Shohamy 2001) **the most interesting project to be developed in the near future is how to promote multilingualism but also plurilingualism through testing. A European network for multilingualism testing research might be a most valuable project**.

5   Conclusions and best practice examples

Assessment of language competence may well be served through means and tools other than tests, such as the ELP. However, given the impact of tests, especially high-stakes national or international standardized formal examination batteries, it is important to reconsider their monolingual orientation.

A best practice example is the Greek national foreign language examinations system (see Annex 5.5.1), which at the moment offers exams in six European languages. Viewing all languages as equal, the testing specifications are the same across the languages which are tested. Following the six level scale of language competence of the CEFR, it is one of the few high-stakes exam batteries which does not abide by the monolingual and monocultural 'rules' of the international exam batteries.

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Annex 6.5 BEST PRACTICE EXAMPLES

BEST PRACTICE EXAMPLE 1: KPG: national exams for the (greek) state certificate of language proficiency

Administrating Organisation & Partners (Countries) / languages involved:	Project Location(s) (Country) & Duration:
The Greek Ministry of Education and Lifelong Learning is responsible for the administration of the National Exams for the State Certificate of Language Proficiency, which is known as KPG (a Greek acronym). The examination board, composed of seven language testing experts, is appointed by the Minister of Education.	The project is being carried out in Athens and Thessaloniki.
	Duration: 2002 to the present.
Partners: Foreign Language Departments of the Universities of Athens and Thessaloniki are responsible for preparing the standardized exams. They build up the test and item banks and carry out extended research on related issues.	
Languages: The languages involved in the KPG project presently are: English, French, German, Italian, Spanish and Turkish.	
Please specify the Target Group(s) of the project:	**Topics / aims of the project:**
• The KPG is targeted to Greek and other citizens living, studying and/or working in Greece.	• Bearing in mind that "in a multicultural Europe, with its linguistic diversity and variety of institutions, it is essential for citizens to have language qualifications which are recognised by all," a new suite of national exams, known as KPG, was developed, leading to the certification of different levels of language proficiency in various European languages. This suite has been built taking into account the Common European Framework of Reference for Languages, respecting that it provides a common basis for the recognition of qualifications in all member states. Certification occurs on the scale set by the Council of Europe.
• Constituting proficiency (rather than achievement) testing, the exams do not measure school gained knowledge, but language performance –regardless of where one learned or acquired the target language.	
• The A level KPG exams are designed for young learners	• Recognizing the importance of languages, and believing that degrees of literacy in several languages help us address the challenges of globalisation, increased mobility and immigration, in this new suite of language exams, all languages are tested and assessed on the basis of common specifications and test formats.
• B and C level exams are designed for adolescents and adults.	
	• Believing that certified language proficiency is essential for employability and that bi-, tri- or plurilinguals, acting as intercultural mediators, are a precious asset to Europe, the exams lead to low-cost language proficiency certification (lower than in any international exam), in various languages (not just those which can afford to develop international exams).

Financing:	Contact / Website:
By the Greek state and the Social European Fund.	1) Ministry of Education, Lifelong Learning & Religious Affairs, Directorate for the Certification of Language Proficiency, 37 Andrea Papandreou Street, GR – 151 80 Maroussi, Athens
	2) National and Kapodistrian University of Athens, School of Philosophy, University Campus Zographou, GR 15784, Athens
	• Faculty of English Studies
	• Faculty of German Studies
	• Faculty of Spanish Studies
	• Faculty of Turkish and Asian Studies
	3) Aristotle University of Thessaloniki, School of Philosophy
	• Faculty of French Studies
	• Faculty of Italian Studies
	Websites:
	http://www.kpg.ypepth.gr/
	http://rcel.enl.uoa.gr/rcel/
Main reason(s) why your project is a best practice example:	**Project Objectives and Description:**
• It has led to the development of a system which:	• The project has led to the development of the KPG exams, in which candidates between the ages of 10 to 70 (!) take part, wanting to be certified as:
• Endorses and supports multi-lingualism and plurilingual citizenry	• <u>Basic users</u> of a European language through an integrated A1+A2 level exam, whose purpose is to motivate young language learners to build their language learning skills and language testing strategies.
• Is concerned with the language user – rather than the language itself (as international exams unavoidably are).	• <u>Independent users</u> of a European language through separate exams at levels B1 and B2.
• Because of the project, a global system has been created; i.e., a system that takes into account local needs, global conditions of knowledge and production, and international concerns regarding testing and assessment.	• <u>Proficient users</u> of a language through separate exams at C1 level and soon also at C2 level.
• It has facilitated conditions so as to include an innovative aspect of intercultural communication, for the KPG is the only language exam battery to date which tests mediation performance; performance that entails relaying messages from one language to another but that is distinct from translation. Operating as a mediator between cultures, languages, discourses and texts requires strategies not necessarily taught but required for effective citizenry in multicultural and multilingual societies.	• The B and C level exams are for adults needing to have qualifications for studies and/or employment inside or outside Greece. The tests measure performance on the basis of:
	• Reading comprehension and language awareness
	• Writing production and written mediation
	• Listening comprehension
• The project has offered possibilities for	• Oral production, spoken interaction and oral mediation.

extended and systematic research on:

- the input and the output of the exams in the different languages tested through KPG so as to make reliable comparisons

- the profile of KPG candidates, their attitudes and opinions regarding test papers in each of the languages

- the quality of the oral test in English, the validity of speaking and mediation tasks, examiner attitudes toward the test and specific activities, and examiner conduct and communication strategies

- the quality of script evaluation, ways that script raters use evaluation criteria, sustainable inter-rater reliability, and characteristics of scripts which systematically cause serious problems in inter-rater reliability.

- Also, it has created ground for academic research on issues such as the following:

  - The effect of text and reader variables on reading comprehension and the effect of listener audio text variables in the KPG exams

  - Different world representations and ideologies in the reading texts of different exam batteries in English

  - Interlocutor performance variability at different exam levels and in different KPG language exams

  - Writing and listening task difficulty and the effect of task and assessment variables

  - Mediation tasks and mediation performance by Greek users of English

  - Source text regulated written mediation performance in the KPG exams resulting in hybrid formations

  - Corpus-based research of text grammar in KPG candidates' scripts

  - Investigating literacy requirements of reading and listening comprehension tasks in the KPG English and French exams

  - Effective listening comprehension test-taking strategies in the KPG exams.

- The project has also involved among other actions:

- The design of tools to measure test quality and effectiveness

- The development of candidate script corpora

- The development of tools and systems for the quantitative and qualitative analysis of data

- The development of different applications for the management of data and resources

- The systematic training of a total of 7.000 examiners in the different languages and about 600 script raters.

Project objectives:

The socially sensitive objectives of the KPG exams are the following:

- They are affordable to everyone as the KPG does not aim at material profit or symbolic gain.

- Their point of reference is not the language as an autonomous meaning system but language use in particular social contexts in ways that are based on social needs and which are socially meaningful.

- Founded on the view that all European languages are of equal value, they are treated as such.

- They make full use of the literacies test takers have in (at least) two languages.

- • They promote the parallel use of languages and intercultural awareness

Sustainability:	Give another good practice example you know of:
Is a continuation of the Project foreseen?	The Bilingual-Bicultural Programme for the Education of Muslim Children in Greece, with the motto MULTIPLICATION NOT DIVISION, which followed Action Line 1: Promotion of equality in accessing the labour market for all and especially for those in danger of social exclusion, Measure 1.1: Improvement of the conditions under which persons of special categories could integrate into the educational system, Action Category 1.1.1.a : Integration of children from target-groups -- Muslims, Roma, Returnees, Foreigners, and Ethnic Greeks from Abroad –into school, Activity 1.1.1: Integration of children with distinct cultural and language characteristics into the educational system.
Yes, the project will continue and, as the system develops, it is the intention of the Greek state to include standardized exams:	
• for more European languages	
• for different social groups	
The follow-up Project will include:	
- *The development of integrated exams, so that the KPG is even more cost-effective both for the state and the candidates.*	
- *The development of adaptive tests to be taken on and off-line.*	
- *Tests which cater for candidates with special needs and particularly the hearing and the visually impaired.*	

BEST PRACTICE EXAMPLE 2: Laying seeds for multilingualism in children outside of formal education: "Heure française" in a German civic centre

Context

Elisabeth Hardorp reports on her recent experiences with bringing the French language alive in small groups of children aged 6-7 and another group aged 9-10, once a week for an hour each, in a civic centre in *Falkensee* near *Berlin*.

These children had not been exposed to French before and do not learn French at school. Elisabeth Hardorp is a native speaker with a background in teaching French in German Steiner Waldorf schools.

The text can be seen as a best practice example that demonstrates successful *non-formal learning* in a multilingual context.

- Cf. *question 16* of the questionnaire by the Working Group on Education of the Civil Society Platform for Multilingualism, as a best practise example of *successful* non-formal learning in a multilingual context.

- It also touches upon *question 27*: possibilities for improvement in the relationship between *teacher training* and the schools of primary and secondary education, indeed upon how new languages are best anchored within the souls of children today.

- Cf. *question 7*: It indirectly raises questions about the perspective of laying

seeds for multilingualism outside of formal education by an increased training of *native speakers* in methods of bringing languages alive in groups of children through a wide array of activities the children are drawn into, making multilingualism *attractive*, simple and a lot of fun.

The text : « Heure française, quelques exemples » follows below.

Heure français - quelques exemples

A chaque cours que je donne, je suis consciente du fait que les enfants ont déjà une longue matinée d'école derrière eux et qu'il s'agit d'une activité de loisirs. Je veille par conséquence à moi-même être dans un état d'esprit très positif, décontracté, non stressé pour réellement accueillir les enfants.

1. ***Les petits (6 – 7 ans),*** dont il va s'agir dans la première partie, me guettent souvent de loin et m'accueillent avec un grand sourire et un « bonjour, Elisabeth » prometteur. Ils sont venus à vélo, moi aussi, alors on se confie en chuchotant en français les codes des antivols, les oublie la prochaine fois, s'en souvient avec difficulté (un peu théatrale de ma part) et se félicite à haute voix si on s'en souvient, en français bien sûr.

Puis on entre – et tout en parlant français, comme par hasard, je leur dis d'enlever leur anorak, de ramasser le gant tombé par terre, de prendre une chaise, d'ouvrir la porte, etc... Et déjà, *l'ambiance* française est là, et en France, tout est beau : c'est mon pays, c'est mon enfance, et maintenant, c'est leur enfance que j'ai la joie et le privilège de partager pour cette heure française.

Et quand on *danse* « Sur le pont d'Avignon », je *chante* avec précision, avec respect pour la langue, pour les danseurs et eux aussi. Et quand le meunier dort (« Meunier, du dors »), on est en position légèrement accroupie, la tête reposant sur les mains comme oreiller et on chante d'abord doucement (il dort !) puis un peu plus fort, en faisant le moulin avec les bras, pour tenter de le réveiller.

Après cette *introduction* qui avec de légères modifications se répète de semaine en semaine et crée vite un lien avec la séance précédente, on salue le soleil, la lune, le petit chat, la pluie en accompagnant chaque nom d'un geste approprié : on caresse un petit chat imaginaire avec une indication de miaulement, baisse les bras en tambourinant pour indiquer la pluie, etc...

Très vite, cela tourne en devinette : je fais le geste, ils parlent. Parfois, ils trépignent sur place, parce qu'ils ont le mot sur le bord des lèvres, je les aide un peu et le mot juste jaillit.

Maintenant, après l'introduction un peu rêveuse, par exemple avec les rondes enfantines, puis après cette courte phase d'éveil, je choisis un *poème* ou un *texte rythmé* dont le contenu peut être exprimé par des gestes. Ici, je voudrais attirer l'attention sur le fait, que ces gestes doivent à mes yeux toujours avoir *une valeur artistique*, qui exprime une attitude, un colori de l'âme correspondant au

contenu du poème ou du texte. Ceci implique que les enfants soient tout imprégnés, corps et âme, de l'atmosphère du texte, d'où peu à peu émane des unités de sens de plus en plus précises.

Un exemple :

Texte	Gestes
Deux oiseaux	les mains sont les oiseaux
Dorment dans leur nid,	elles se pelotonnent l'une contre l'autre
Tout petits	elles restent immobiles
L'un s'éveille	une main se redresse
Ouvre ses ailes	elle s'ouvre
Vole et rit	suivre la main qui s'élève du regard
Et revient dans son nid	évidemment, la main rejoint l'autre
Tout petit	et se blotit contre elle
Etc...	

Puis deux enfants sont les oiseaux et se déplacent à travers la salle quand ils volent.

Pendant toute cette phase de travail sur le poème, les enfants restent concentrés sur la beauté et l'exactitude de leurs mouvements : ne pas s'envoler trop tôt, etc... Bien sûr, quand je dis « vole », il y a un élan dans ma voix que les enfants perçoivent immédiatement, sans du tout avoir besoin d'y réfléchir intellectuellement. Ils réagissent aux nuances que j'exprime par la parole, par l'expression animée de leur corps et peu à peu, sans qu'ils s'en rendent compte, les mots passent leurs lèvres et ils extériorisent, par la parole, ce qu'ils ont vécu intérieurement et exprimé corporellement d'abord en écoutant et percevant ce qui vit dans le poème. Après cette phase mixte, quand je sens que c'est mûr, les mouvements sont réduits, et ensemble, de façon bien rythmée, on récite le poème – notre poème.

Maintenant qu'on a gouté à la beauté de la langue française par la poésie, on devient plus *pragmatique* : on compte, on se pose des questions, on se donne des ordres, on joue des petites pièces de la vie quotidienne.

- Compter : par exemple de 1 à 20 : à chaque nombre on avance d'un pas, puis on compte à rebours en reculant d'un pas par nombre. Ou bien je frappe sur une petite cymbale un certain nombre de fois, de façon rythmée, par exemple : 1-2-3, 4-5-6 , 7-8-9, et ils doivent me dire combien de fois j'ai frappé. Ce son est inhabituel, interessant, ils sont tout attentifs et tout inpatients de répondre. Je laisse plusieurs enfants donner leur réponse, un autre dire si c'est juste ; puis c'est à l'un d'eux de nous faire deviner un nombre.

- Quand aux ordres, ils sont donnés sur un ton un peu autoritaire, qui incite l'élève à les réaliser promptement. Par exemple : « Tabea, vas à la porte; ouvre la porte; vas à la fenêtre; touche le rideau; assieds-toi par terre; montre la lampe; lève-toi; ferme la porte; assieds-toi à ta place » et, sur un ton plus doux et appréciatif : « Très bien, Tabea. »

- Les questions sont toujours basées sur un intérêt réel, par exemple : « As-tu un frère ? As-tu un grand/petit frère ? Quel âge a-t-il ? ».

Bien sûr, parfois, on s'embrouille, dit que son propre frère s'appelle comme celui du voisin, et avec un peu de tact, de telles erreurs font ressentir, avec un sourire ou même un rire, que tout ce qui est dit dans cette langue « étrangère » est très réel et perçu comme tel pas les autres.

Ces petits dialogues, que les enfants aiment avoir entre eux, leur permettent de se rencontrer d'une façon nouvelle ; pour un moment, ils s'intéressent les uns aux autres en français, se demandent s'ils ont un chien, un chat, s'ils jouent de la flûte, font du sport. Cela tisse un *lien social* particulier, hors du quotidien, mais tourné vers lui.

Encore un exemple illustrant une scène de la vie quotidienne sous forme d'un petit dialogue appris par coeur :

- Bonjour, monsieur l'facteur, avez-vous du courrier pour moi ?

- Oui,   une lettre pour ta maman,

          une lettre pour ton papa,

          une carte pour ton frère

          et un petit paquet pour toi.

- Merci mr l'facteur et au revoir.

Un élève muni d'une petite sacoche dans laquelle se trouvent les enveloppes adressées à Maman, etc..., écrit en majuscules rouges, frappe à la porte. Tabea ouvre et mes deux petits français jouent la scène et communiquent uniquement en français.

L'essentiel pour moi est de créer *une atmosphère artistique et gaie* qui accueille les enfants, agés de 6-7 ans et leur ouvre une porte : celle de la langue française. Nous y entrons ensemble, grâce à leur don *d'imitation et de compréhension spontanées*. J'essaie dans mes cours d'être présente où ils sont, dans ce beau monde de l'enfance, tout en gardant ma conscience d'adulte. *Leur monde* est notre vaisseau, ma présence notre mât et nous voguons ensemble, presque toujours surpris et un peu déçus qu'une heure puisse passer si vite.

2. Maintenant suit un aperçu de mon travail **avec un groupe d'enfants, *âgés de 9 à 10 ans.***

« Il neige, il pleut, il grêle. »

Je répète, parle clairement, modèle *les sons*, la douceur du {z }, le tambourinement du {p}, suivi du son liquide du {l}, le martellement du {r}, et demande, exceptionnellement en allemand, quel verbe pourrait signifier « es regnet » ou « es hagelt » ou « es schneit » ? Je répète les verbes français, les enfants sont très attentifs. Ils tentent une réponse. J'écoute, sans juger, je les laisse jouer avec les sonorités, jusqu'à ce qu'ils soient tous d'accord. *Tout est juste.* Je les félicité et avec un sentiment de satisfaction, nous reprenons le canon commencé la semaine précédente. L'essentiel dans cet exemple est de guider les enfants dans la découverte non seulement de la beauté des sons, mais aussi de leur justesse, d'une certaine *harmonie* souvent présente entre le son et le sens d'un mot : le son obscure du {y} évoque la lune, alors que le son {eil} de soleil évoque une certaine fluidité vaporeuse. Nous répétons ensemble « le soleil », avec une voix, un regard et une maintenance éveillés, puis, un peu assombris, « la lune », et savourons le {l} liquide, le {y} sombre, le {n} qui crée une petite distance[38], et le {e muet}, muet comme la lune.

Cet exemple démontre aussi ma démarche de *préparation*, je n'en dis rien aux enfants. Je les aide de par ma conscience de la valeur des sons et de leur différentiation à simplement baigner dans ces sonorités tout en les imprégnant de sens. Ces moments sont courts, très calmes, un peu méditatifs même et très bienfaisants. Je sens que les enfants sont rentrés dans une qualité de langage qu'ils ont réellement ressentie.

A cet âge (9-10 ans), les enfants ne veulent plus en première ligne d'une atmosphère chaleureuse qui les enveloppe comme les 6-7 ans. Ils aiment une *structure claire*, dans laquelle ils s'orientent, indépendemment de moi.

Avec mon groupe de débutants de cet âge, nous avons aussi travaillé le chant « Sur le pont d'Avignon », mais de la façon suivante : 6 enfants ont formé deux triangles, imbriqués l'un dans l'autre, puis, à chaque section rythmique (Sur le pont/d'Avignon..) que je récitais, ils avançaient d'une place   sur   leur   triangle.
Il leur fallait être très attentifs au mouvement d'ensemble, bien écouter pour être arrivés à la nouvelle place avec ma pause entre les sections de phrase et parallèlement ils ont assimilé le texte et ce son « on » si français. Ensuite, nous l'avons ajouté à notre collection de sonorités françaises en écrivant le chant dans notre cahier et en mettant le « on » en relief par une couleur différente.

Pour terminer, voici un autre exemple, qui démontre une structuration très claire, servant de soutient dans l'apprentissage en groupe.

Nous formons un cercle, frappons ensemble sur les cuisses, dans les mains et, en écartant les mains, frappons dans la main gauche, respectivement droite, des deux voisins. Chaque coup a son son

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[38] Distance présente dans la forme de négation de beaucoup de langues (non-no-nicht...)

particulier. Nous l'écoutons 2, 3 fois, puis commençons, chaque fois qu'on frappe dans les mains des voisins, à hauteur des épaules, à scander : « 10 – 20 – 30 ... » etc ..., puis à rebours. Cet exercice, qui peut se faire avec les jours de la semaine, les mois, des conjugaisons de verbes etc ..., nécessite une grande concentration, du fait que le rythme frappé nous oblige à parler sur le troisième temps de la mesure. De plus, la voix doit être assez forte pour être audible pendant qu'on frappe dans les mains du   voisin.

Dans une deuxième phase, les enfants veulent *parler seuls*, chacun leur tour. C'est assiz exigeant (frappe – frappe – mot juste). Ils testent leur compétence individuelle et développent un bel esprit d'équipe car bien sûr, ils s'aident entre eux quand l'un signale par sa mimique, qu'il ne trouve pas le mot juste assez vite. Ici aussi, ce n'est pas moi qui dirige, mais le rythme et son exigence.

Si avec de groupe de 9-10 ans, je suis le mât, *ce sont eux que naviguent*, recevant et apprenant à maîtriser la brise française que je leur envoie.

Elisabeth Hardorp

BEST PRACTICE EXAMPLE 3: Non formal learning in school education - Steiner Waldorf Education -

Steiner Waldorf education (SWE) has been propagating multilingualism since the founding of the first Waldorf School in Stuttgart in 1919. The school opened with English and French taught from class one onwards. Since then, immersion in other languages using artistic methods such as simple plays, choral speaking and games have been very successful in supplementing standard ways of language learning well known in standard formal education.

In certain places, the Steiner Waldorf impulse of artistic multilingualism has reached beyond the school education setting into non-formal education (plays put on "after hours", offering artistic language immersion in civic centres). [39] Steiner Waldorf education is present in 23 European countries, in about 700 schools.

The importance of experiencing a living language

Traditional formal language teaching has developed a certain tenacity because it is obligatory. In non-obligatory non formal and informal education, multilingualism can flower only when language is allowed to become alive and is also fun to participate in. Non formal education should be 'leisure' time. Traditional forms of cerebral language education unfortunately sometimes stand in the way of language immersion. Cartoons and - often boring - "everyday usage" dialogues in modern day textbooks have not really solved this problem.

Languages come alive in dialogue between people. The person facilitating the language should be trained in artistic methods well beyond cognitive language skills.

SWE stresses the importance of the inner experience by a vivid perception. Living through a language connects with attitudes, conventions, values, thinking and a cultural heritage, as expressions of a specific culture.

Imagination is evoked and all senses are activated to create a deep feeling for intuitive understanding of the inner message of the speaker. So language also becomes a means for creating an open mind and 'linkedness' towards other cultures and social environments.

The importance of a very early immersion

A very early start, with several foreign languages at the same time, is due to the characteristics of this age:

- the plasticity of the speech organs,

- the strong faculty in young children for mimicking / imitation,

- their open attitude towards strange phenomena,

- and the joy of young children of learning as a matter of course. [40]

Especially for young children:

- the atmosphere should be joyful, and related to the learned foreign language. It should help to immerse the children in this other culture;
- repetition is important, as well as to support the sounds by meaningful gestures;
- this means that the gestures should be artistic, 'beautiful' but 'exact' and joyful, and correspond with the content and the soul of a text, a poem, a song, a dialogue;
  - it should be playing with sonorities, and moving together;
  - they should experience a certain harmony between the sound and the meaning of a word.
- the teachers' attitude should be positive, relaxed, welcoming the children, listening and not judging;
- he should provide a clear structure (repetition, imitation, rhythm, moving together in patterns) that also helps concentration;

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[39] A best practice example can be found in the delivered text "Laying seeds for multilingualism in children outside of formal education: "Heure française" in a German civic centre".

[40] Cfr 'Fremdsprachenunterricht auf der Primärstufe. Seine Begründung und Praxis in der Waldorfpädagogik, Christoph Jaffke, 1996, Deutscher Studien Verlag, Weinheim.

- it should be possible to <u>exteriorise</u> in words what they experience in the given text. They also should have the opportunity to test their individual competence but without pressure, supported by a group spirit;
- <u>questions</u> in language exercises, e.g. in dialogues, should be based on motivating, <u>living interests</u>: people, objects and situations they know, hobbies, interests, their daily life.

Towards young children <u>intellectual</u> reflection should be avoided, as it breaks this playful atmosphere, and usually does not fit with their stage of psychological development. They should learn in a natural way, using their specific senso-motoric experiences (cfr Total Physical Response approach).

The SW Approach

As a pedagogy we want to promote the understanding of other cultures, preparing for a <u>global consciousness</u> and citizenship, by experiencing the 'language spirit' living in a culture. Languages not only are an important tool for communication, but form also an <u>artistic structure</u> reflecting the deeper nature of a people. Therefore we prefer arts, literature and music as tools for learning a 'living language' and for a deeper understanding of other cultures. We strive for the creation of an enhanced <u>sensibility</u> for other languages as well encouraging reflection on ones' own language and culture.

While doing so we want to respect the <u>specific needs</u> and possibilities <u>of each age</u>:

- Imitation and mimicking in early childhood;

- Learning a living language in primary school age by playful communication, and working with an artistic approach;

- The introduction of formal reading and writing starting from the age of 9-10 years old;

- Children's literature and poetry especially apply to the lower classes of primary education;

- Learning language structures are practised in an appropriate manner from class 5;

- Formal literature and language reflection are developed in secondary education.

As a prominent method, among others, we prefer the <u>artistic dialogue</u>. This applies from kindergarten all the way up to adult learning.

Especially in secondary education motivating non-formal language learning experiences are created by setting up <u>challenging multicultural projects</u> crossing the national borders, mostly by creating joint concert or theatre occasions, or by organising classical work experiences in nature or in practising arts and crafts. Recent remarkable examples are e.g.:

- A joint concert of Polish and a German school choirs, presenting a multilingual programme in several cities in both countries, as part of a 'peace and reconciliation' project;

- The musical celebration of the joint venture of the French-German high speed train connection (ICE-TGV Est), by a joint concert journey of several French and German school choirs, performing with 100 pupils in Paris, Saarbrucken, Fulda, Stuttgart and Frankfurt.

Although primarily engaged in formal education, the schools are run on their own, rather international curricula, opting out of national curricula in many countries.

SW schools are meant as 'learning communities': of teachers and parents as well as pupils.

For teachers and children it should be a <u>common adventure</u>, a discovery trip.

Teachers work on self development, also in languages. <u>Parents</u> participate in many school activities, also related to foreign languages, e.g. as native speakers, and are involved in the theatre plays, choirs, and public events.

Classes have exchanges with <u>peers in other countries</u> and share nature and sports activities. Individual pupils are encouraged to stay for some time in a school in another country, or do practical work abroad. SW education is not just schools but also training centres, parents associations and forms of adult education.

www.ecswe.org.

BEST PRACTICE EXAMPLE 4: Multiplication Not Division: Bilingual-Bicultural Programme for the Education for Muslim Children in Greece

Administrating Organisation & Partners (Countries) / languages involved: The Greek Operational Program for Education and Initial Vocational Training, Action Line 1: Promotion of equality in accessing the labour market for all and especially for those in danger of social exclusion, Action Category: "Integration of children with distinct cultural and language characteristics into the educational system", Title of the Action: "Education of the Muslim Children" It consists of a multivalent Project, on the education of the Muslim Minority youth The Project is directed by a group of Academics, headed by Anna Frangoudaki, Professor of Sociology of Education (U of Athens)	**Project Location(s) (Country) & Duration:** The Muslim Minority populations are Greek citizens living in the province of Thrace (north-eastern Greece, bordering Bulgaria and Turkey). The largest part of the Muslim population is Turkish speaking, while a smaller one Slav speaking. The project started in 1997 to 2000 (1st phase), continued 2002-2004 (2nd phase), and 2005-2008 (3rd phase)
Please specify the Target Group(s) of the project: The Muslim Minority population, 6 to 15 years of age, consisting of 7.000 students of primary school (6-12 years old) and 3.000 lower secondary school students, completing compulsory education)	**Topics / aims of the project:** The Project aims at the reform of the education provided to the Muslim minority of Greek citizens in Thrace (Greece). Its main goal is the learning of Greek in view of the harmonious integration of minority student population in the Greek society, and given through education equal opportunities of social mobility and welfare.
Financing: It is co-financed by the European Social Fund and the Greek state. The Project funds are managed by the Special Account for Research Funds of the University of Athens, headed by the Vice Rector in charge of Economic Affairs	**Contact / Website:** Secretariat of the Project on Muslim Children Education: University of Athens, 35 Hippocrates str, 10680 Athens, tlf: 0030-210-3688513, 3688536, 3688508, fax 0030-210-3688506, e-mail: fmpothou@ecd.uoa.gr / thath@ecd.uoa.gr / mmavrea@ecd.uoa.gr www.museduc.gr the central site of the Project, containing description and presentation of the entire set of activities with students and teachers, families and the local society, educational materials produced, innovations, and results in Greek, with summaries in English and in Turkish www.kleidiakaiantikleidia.net the site on training materials, in Greek www.ilsp.gr/muslimgr.html the site on electronic materials for teaching Greek as a second language, in Greek.
Main reason(s) why your project is a best practice example: The most successful initiative of the project is the creation of community Centres, 2 in the	**Project Objectives and Description:** The Project was a turning point in relations between the Muslim minority and the Greek government, and the long-established fixations of

big towns of the area since 2003, and 6 more in smaller settlements since 2005, as well as two mobile units (the mobile Centers), equipped with laptops and visiting since 2005 the isolated and remote Minority villages.

The Centers are staffed equally by minority and majority personnel, providing a sample of the work environment through the use of both languages and language switching. They operate a lending library, offer afternoon classes, the use of computers, summer courses, educational counselling for parents and teachers, and Greek classes for parents and to unemployed young women. They have proved to be the best way for offering an alternative learning context to that of the minority school, and their educational results are very promising.

The entire Project and the community Centers have been recognized as a good practice by two Human Rights experts visiting Greece. See recommendations in the following reports:

(a) M. Hunault, Committee on Legal Affairs and Human Rights, Freedom of religion and other human rights for non-Muslim minorities in Turkey and for the Muslim minority in Thrace-Eastern Greece, 22 January 2009, Recommendation 96.

(b) G. Mc Dougall, Report of the independent expert on minority issues, Human Rights Council, United Nations, 18 February 2009, Recommendations 92 and 93.

the past gave way to promising new openings. It was a major undertaking of an interdisciplinary nature. The project team numbers more than 300 specialists and trained school teachers.

The project has as its following logo the phrase: *"Addition, NOT Subtraction, Multiplication, NOT Division"*, and it consists of the following.

- New educational materials for primary and lower secondary school, printed and electronic, respecting the students' maternal language and ethnic identity.

- Teacher training (for 80-100 hours per school year) aiming at: (i) cultivating the idea that respect for a different religion, culture and language, and the integration of minority children into society is to the benefit not only of the minority, but of the entire population; (ii) introducing methods of teaching Greek as a second language and conflict resolution techniques.

- Extended teaching programme: In nineteen secondary schools more teaching hours were added to the regular schedules. Nearly 1,500 students attend the extended programme, with very good results.

- Work with the community: The community Centres (see: good practice)

The changes observed:

- The rate of secondary-school attendance has quadrupled. [In 1997 gymnasium attendance was 25%, today it is near to 55%, this means that still half of the school population does not finish compulsory school]

- Female enrolment is rapidly growing

- There is definite improvement in school performance and the learning of the official Greek language

- For the first time, children and adolescents are working together in mixed minority and majority groups in the Centres and as such have been dealing with the local conflict with greater ease and wisdom than many adults

- The most promising aspect of the project is that stakeholders –especially Muslim children– are asking that the project be continued. What is more, they are putting forth their own proposals for the future.

Sustainability:

Is a continuation of the Project foreseen?

A call by the Greek Ministry of Education is on-going for the continuation of the Project: September 2010 to the end of 2013.

Give another good practice example you know of:

The 132 primary school of Athens, in which the student population is close to 70% children of immigrants. Since 2000, through the sole initiative of the teachers and the school director,

	and against a strong polemic by part of the Athenian press, the populist political party "Greek Orthodox Rally", and part of the educational authorities, the school has nevertheless become an example of students' achievement, harmonious integration, participation of parents, and antiracist education.
Possible follow-up Project: The eventual taking charge of the Community Centers and the mobile Units by the local authorities in the province of Thrace	**What changes would you like to see (and by what actors, at what levels) that will help you do your work better ?** Although this Project has been educational in nature, the core of the work was accommodation of the political demands of a deep and defiant diversity. Dealing with students most of which have a Turkish ethnic identity, bearing the stigma of the enemy of Greece, the conflicts of the past have pervaded the classrooms of the present. The years since 1977 have been marked by a string of opposition and controversies from all sides. As a result of the local resistances, for a long time, results were very difficult to identify, and progress was almost invisible. Nevertheless, despite delays and difficulties, the overall influence of the project has led to significant results. What would mainly help would be the continuation of the community Centers, since they created an environment, unique in comparison to the entire local society. Staffed in equal proportions by personnel belonging to the majority and the minority, they became the only institution in Thrace (and first in its history) where minority and majority individuals worked together on equal terms, where differences in identity were functional, and languages constantly alternated. The mixed and multilingual environment of the Centers had immediate and positive effects on children, while it helped the Project gain the trust of most Minority parents.

BEST PRACTICE EXAMPLE 5: Springboard to Languages

Administrating Organisation & Partners (Countries) involved:	Project Location(s) (Country) & Duration:
Esperanto UK, Great Britain. Partners from several countries act as language consultants, advisors and translators. Springboard to Languages functions as a Comenius project partnered with schools in Hungary and Germany. EAB/Esperanto Association of Britain	Project has been running for four years in Great Britain and the Isle of Man: project ongoing. Four pilot schools currently on-stream. Partner schools abroad run sections of the programme and use the materials. Flanders translating the materials with a view to introducing it in schools. Several countries showing interest.
Please specify the Target Group(s) of the project: Young learners in primary schools (ages 5-11).	**Topics / aims of the project:** The project aims to raise language awareness in young children such that they may benefit from explicit learning rather than relying on the usual implicit learning at this age which, given the minimal input that is to be found in most classroom contexts, is not encouraging the rapid and effective progression that should be expected. The project aims to encourage tolerance and respect for all languages by using a neutral, but nonetheless highly propaedeutic and internationally-based language as a basis for learning about language and language learning. What better way to learn about language than through learning *a* language? This unique combination of incremental (vertical) and concurrent (horizontal) learning make it an efficient and productive foundation course, a springboard to subsequent learning of other languages. The project uses Esperanto, a language with regular grammar and phoneme-grapheme correspondence which can be effectively manipulated by young children. The result is that children experience a feeling of success, an '*I can do it*' feeling such that they view themselves as successful language learners; attitude and self-belief are important motivating factors for high achievement. The project looks at the similarities and differences between languages and encourages children to use all the languages they know in order to independently access other languages.
Financing: Esperanto UK Esperantic Studies Foundation	**Contact / Website:** Ms Angela Tellier

Foundation Holdler '68	www.springboard2languages.org
Main reason(s) why your project is a best practice example: The project is inclusive and aimed at all primary school children irrespective of language background or ability. The project provides a level playing field from which all children can explore languages – this is not least important for native English-speaking children who, ironically, risk remaining monolingual because of the predominance of English as an international language. The project aims to provide a swift and secure foundation in language learning, allowing children to subsequently derive maximum benefit from the generally minimal input provided by schools in other languages i.e. it seeks to work within current educational provision and exploit it to the full.	**Project Objectives and Description:** Objectives: To raise language awareness. To prepare children for the subsequent study of other languages. Description The project gives a taste of rapid success in language learning to all students, due to the uniquely streamlined nature of Esperanto (no exceptions to grammatical rules, but an elaborate structure, e.g. six participles when English has only two). Over 99% of words learned give the children a word in another language, due to the international vocabulary of the language. Its structure also provides a stepping-stone to more exotic languages such as Turkish or Chinese.
Sustainability: *Is a continuation of the Project foreseen?* The project will continue to run in schools in Great Britain and it is expected that it will soon be introduced into primary schools in other European countries. *Possible follow-up Project:* A web-based resource area which will allow children and adults to benefit from this unique approach to language learning. This will include using Esperanto as a simple international phonetic alphabet which will allow users to independently access, pronounce and learn other languages.	**Give another good practice example you know of:** Intercultural and Multilingual dialogue between European schools (see below) **What changes would you like to see (and by what actors, at what levels) that will help you do your work better ?** Main problem is finance. Ideally a secure infrastructure in place and financial backing to ensure that the project can be implemented Europe-wide, if only as a pilot and an independent body to evaluate such.

BEST PRACTICE EXAMPLE 6: Intercultural and Multilingual dialogue between European schools

Administrating Organisation & Partners (Countries) involved: Secondary School I.E.S. Quatro Caminos de Don Benito (Spain) Escola Secundaria Braamcamp Freire-Pontinha, Lisbono (Portugal) State secondary school "C.Cavour" in Modena (Italy)	**Project Location(s) (Country) & Duration:** Spain, Portugal, Italy Two-year project comprising three international meetings using the international language, Esperanto
Please specify the Target Group(s) of the project: Students and their teachers who are learning Esperanto to communicate internationally	**Topics / aims of the project:** Promotion of intulcultural understanding between students; interchange of cultural, linguistic and historical experiences; critical assessment of human rights and the rights of children through international debate between the students
Financing: European Commission through its Member State representations	**Contact / Website:** http://www.multlingve.eu/index.phpk
Main reason(s) why your project is a best practice example: Through the use of the international, non-discriminatory bridge language, Esperanto, our project is really succeeding in overcoming the communication barriers within the European Union, and contributing to the conscious strengthening of European citizenship. Our students experience the importance of teamwork and group work and they see the it is possible to solve the problems of international communication when all communicate on the basis of equality and there is no dominant language or group.	**Project Objectives and Description:** The partner schools use new communication technologies (e-mail and video-conferencing) as often as possible. The students very actively cooperate in publicising the results of the international meetings in the newspapers.
Sustainability: *Is a continuation of the Project foreseen?* Yes, even if unofficially. In any case, the culural work which has been initiated will certainly encourage the continuation of international youth contacts, which will further strengthen intercultural and multilingual	**Give another good practice example you know of:** Three years ago our Italian secondary school "Cavour" in Modena participated in the Comenius 2 project AKEL (Alternativa Komunikado inter Eŭropaj Lernejoj – alternative communication between European schools) and in its six international gatherings in Bulgaria, Italy, the UK and Spain, there were hearing-impaired students. We therefore used

	Italian sign language to communicate.
dialogue.	**What changes would you like to see (and by what actors, at what levels) that will help you do your work better ?**
Possible follow-up Project:	We would like to see our working language, Esperanto (much more easily learned than a national language) more widely accepted for international communication.
During our international meetings a significant amount of time is dedicate to getting to know the host country. The friendly relations between the three schools are continuing through correspondence and other forms of contact.	

BEST PRACTICE EXAMPLE 7: Young Europe – Young Creation and Education in Theatre

Administrating Organisation & Partners (Countries) involved: ETC (France), Nottingham Playhouse (UK), Det Norske Teatret (NO), Deutsches Theater Berlin (DE), Théâtre de l'Est Parisien (FR), Cyprus Theatre Organisation (CY), Theater an der Parkaue (DE), Comedie de Geneve (CH), Theater & Orchester Heidelberg (DE)	**Project Location(s) (Country) & Duration:** 01.10.2008-31.10.2010 United Kingdom, Norway, Germany, Cyprus, France, Switzerland, Romania, Slovakia
Please specify the Target Group(s) of the project: Young audiences and students (9-15 years) and young theatre professionals	**Topics / aims of the project:** Create relations beyond natural language borders and to experiment new theatrical languages in Europe Reinforce collaborations between theatre and education and to stimulate encounters between young theatre professionals and young audiences
Financing: 406 000 EUR: 48,81% funding from EU culture programme 2008	**Contact / Website:** ETC: Heidi Wiley, hwiley@etc-cte.org http://www.etc-cte.org, http://youngeurope.wordpress.com/about/
Main reason(s) why your project is a best practice example: The project promoted multilingualism, raised awareness of the European linguistic diversity and opened up the discussions between the participants and beneficiaries of the project about the linguistic importance when working in a cultural diverse environment. Foreign language learning can be fostered when an interest in other cultures has been initiated. The project reached out to young people and adult learners who have been confronted with language learning subjects when working on an international collaboration project.	**Project Objectives and Description:** Theatre is important to a society as it tells the stories of the lives of its members. In a society in change theses stories become even more important. The theatre in Europe today has therefore an important role as it has to tell the stories and witness the lives, not just about "ourselves" but also "the other" and the confrontation with "the other". For young theatre professionals the world becomes more and more open, but the tools to assimilate this new situation and present it on the stage are limited. The project consists in eight co-creations, two workshops with theatre students, and two international conferences. The participants are confronted with questions regarding identity and belonging, immigration and rejection, violence, family and relationships, and will explore how new theatrical languages can be used while crossing borders.
Sustainability: *Yes, in 2010 individual performances will be presented in new countries to a new audience speaking another language. A festival will be organised where all performances will be presented in schools and theatres.* *Possible follow-up Project:* *A new edition of the project is in preparation for 2011-2013..*	**Give another good practice example you know of:** THEATRE YOUTH FORUM, ETC STAFF EXCHANGE What changes would you like to see (and by what actors, at what levels) that will help you do your work better ? The creation of multilingual work requires assistance on an international level. Therefore increased costs for travel, accommodation and also translation costs must be covered for . Additional funding opportunities for small scale projects would help very much to organise more efficiently a higher number of alike projects.

WORKING GROUP ON TRANSLATION AND TERMINOLOGY

Group Members' Position Papers

Contribution from EEU/European Esperanto Union

Traduttore, traditore?

Translation is difficult to appreciate in the abstract – most consideration of this 'most difficult of arts'[41] quickly leads us to specific problems in translating between two specific languages.

The present note looks very briefly at the situation regarding translation to and from Esperanto.

Esperanto and Translation – some little-known facts

Though original literature in Esperanto is now more extensive than translations[42], the Shakespearean scholars, Janton and Tonkin, tell us that[43]

> *"… at least 10,000 literary works have been translated into Esperanto … these constitute the largest anthology of world culture ever undertaken for popular consumption. … Through Esperanto translation, several masterpieces of little-known or minority cultures have gained a worldwide audience and reached levels of society normally indifferent to foreign literatures."*

Nagy 2007, for instance, lists 622 translations by 78 translators from Romanian to Esperanto, and literary anthologies translated from most major languages, and many minor ones, have been published in Esperanto[44]. Auld 1991 contains poetry translated from 73 languages. But translation flows in both directions: for instance, McKay 2009 contains English, Scottish Gaelic and Scots versions of William Auld's magnum opus *La Infana Raso* (The Infant Race), which had already been published in Portuguese, Polish, Dutch, French and Hungarian translations. Oeste, Becker, Cherpillod, de Diego, Richmond and Schulze deal with other aspects of translation. Janton 1989 draws our attention to a fact that is often overlooked:

> *"... translators into Esperanto enjoy a unique advantage over translators into ethnic languages because they translate from their own vernacular whereas the reverse is the rule with translators into ethnic idioms. … Thus Esperanto acts as a bridge between cultures. It is the Esperanto version of* Marta *that has been translated into Chinese and Japanese. … Only a Finn could give to the* Kalevala *that fidelity down to the last syllable that the translator Johan Leppäkoski provides."[45]*

Much Croatian and Hungarian literature, for instance, has been translated into Esperanto, and thence to Chinese and Japanese, thus creating a real cultural bridge. To give just one example of the potential of Esperanto: the concept behind the Italian *traduttore, traditore* (the translator is a traitor) is not easily expressed in other languages in two words, and is therefore normally quoted in Italian. Auld, however, produces a brilliant Esperanto version, *traduko, trukado*,[46] where the brevity of the original is not only maintained, but surpassed, and the letters used in both words are identical. Shakespeare's *Hamlet* has been translated

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[41] Auld 1986: 91.
[42] Valén 2004: 81; Sutton 2008: 2.
[43] Janton and Tonkin 1993: 93, 94, xii.
[44] Many are listed at http://katalogo.uea.org/katalogo.php?kateg=antl.
[45] Janton 1989: 213; Janton and Tonkin 1993: 94-95.
[46] Auld 1986: 104. The meaning of *traduko* is obvious; *trukado* comes from the verb *truki* (related to French *truc*, plus the suffix –*ad*, signifying duration)

into Esperanto twice: the first (Zamenhof 1894) was beautiful but not completely faithful, the second (Newell 1964) was faithful to the most minute nuance, but not as beautiful.

Piron deals with an interesting intercultural discussion within the Esperanto-speaking literary community, between those who want Esperanto to have a word corresponding to every word in their own particular native language and those who prefer the language to exploit its own resources, as do German, Finnish, Hungarian and Turkish (one thinks of words such as *Mitleid, Zwiegespräch, Wasserstoff, Sauerstoff, Stichstoff*, where English and French borrow more opaque terms from Greek – *sympathy, dialogue, hydrogen, oxygen, nitrogen*). Piron, in opposing the introduction of unnecessary neologisms, puts it succinctly, *la lingvo deziras eleganti, ne elefanti* [47](the language wishes to be elegant, not to be like an elephant).

Seán Ó Riain

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[47] Piron 1997: 111.

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ONLINE RESOURCES

Council of Europe ECRML

http://www.coe.int/t/dg4/education/minlang/default_en.asp

EFNIL

http://www.efnil.org

EfVET

http://www.efvet.org

Eurolang

http://www.eurolang.net

News, features and numerous articles focusing on RMLs, EU language policy and planning:

http://www.facebook.com/pages/Eurolang/174907085047

Euromosaic

http://www.uoc.edu/euromosaic

European Centre for Minority issues:

http://www.ecmi.de

European Centre for Modern Languages:

http://www.ecml.at

European Commission:

http://ec.europa.eu/education/languages/languages-of-europe/index_en.htm

European Commission Action Plan for Linguistic Diversity 2004

http://ec.europa.eu/education/doc/official/keydoc/actlang/act_lang_en.pdf

European Parliament Intergroup for Traditional Minorities, National Communities and Languages

http://galkinga.hu/en/minority_intergroup

Federal Union of European Nationalities: http://www.fuen.org

Foundation for Endangered Languages: http://www.ogmios.org

Mercator Centres: http://www.mercator-central.org

OSCE High Commissioner on National Minorities:

http://www.osce.org/hcnm