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**RESEARCH FOR CULT
COMMITTEE - "LANGUAGE
TEACHING AND LEARNING
WITHIN EU MEMBER
STATES"**

IN-DEPTH ANALYSIS



DIRECTORATE-GENERAL FOR INTERNAL POLICIES
POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICIES

CULTURE AND EDUCATION

**RESEARCH FOR CULT COMMITTEE -
LANGUAGE TEACHING AND LEARNING
WITHIN EU MEMBER STATES**

IN-DEPTH ANALYSIS

This document was requested by the European Parliament's Committee on Education and Culture.

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DIRECTORATE-GENERAL FOR INTERNAL POLICIES
POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICIES

CULTURE AND EDUCATION

RESEARCH FOR CULT COMMITTEE - LANGUAGE TEACHING AND LEARNING WITHIN EU MEMBER STATES

IN-DEPTH ANALYSIS

Abstract

This briefing note provides an overview of available resources offering case studies of innovative projects and initiatives as well as examples of good practice aiming to improve the quality of language teaching and learning within EU Member States. A summary of results delivered by recent studies and surveys on comparability of national language assessment regimes is offered as well. In conclusion, recommendations are formulated on which of the European Strategy's on Multilingualism objectives need support more urgently in relation to the findings.

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CONTENTS

LIST OF ABBREVIATIONS	4
EXECUTIVE SUMMARY	5
1. GENERAL INFORMATION	7
1.1. State of Affairs	7
1.2. The European Strategy on Multilingualism	8
2. RESEARCH OBJECTIVES FOR THIS BRIEFING	9
2.1. Overall Objectives	9
2.2. Research Questions	9
3. APPROACH AND METHODOLOGY	11
4. OVERVIEW OF RESOURCES	13
4.1. Tasks 1 and 2: Cases studies and Good practices	13
4.2. Task 3: Comparability of assessment regimes	19
5. FINDINGS	27
5.1. Research question 1 and 2	27
5.2. Research question 3	27
5.3. Research question 4	28
5.4. Concluding recommendations	28
REFERENCES	27

LIST OF ABBREVIATIONS

- CEFR** Common European Framework of Reference for Languages
- CLIL** Content and Language Integrated Learning
- ECML** European Centre for Modern Languages
- ELL** European Language Label
- ELP** European Language Portfolio
- EPOSTL** European Portfolio for Student Teachers of Languages
- ESLC** European Survey on Language Competences
- FREPA** Framework for Pluralistic Approaches to Languages and Cultures
- ICT** Information and Communication Technology
- MOLAN** Network for the exchange of information about good practices that serve to motivate language learners
- NELLIP** Network of European Language Label Initiatives and Projects
- VET** Vocational Education and Training

EXECUTIVE SUMMARY

Background

This note has been drafted on request of the European Parliament's Committee on Education and Culture (CULT) as a research briefing on "*Language teaching and learning within EU member states*" for a workshop on the Implementation of the European Strategy on Multilingualism organised by the Committee in July 2016.

Aim

The following four objectives were set for the briefing note:

- Summarise selected case studies of policies and initiatives taken within individual EU member states to improve language skills, including assessment of their impact.
- Highlight best practices, including successful efforts to make language acquisition easier, and case studies of sharing best practice in language teaching.
- Compare different assessment regimes for language knowledge in member states and assess their compatibility.
- Offer recommendations on which of the Strategy's objectives need support more urgently in relation to the above findings.

A desktop research and analysis approach has been applied to address the following four questions related to the above objectives:

- 1) Can case studies of policies and initiatives in individual EU Member States aimed at improvement of language skills be identified to illustrate the efforts related to the implementation of the Strategy in such a way that their impact can be presented in a valid way?
- 2) Can practices linked to the implementation of the Strategy in the EU Member States be identified to serve as good examples that others have followed successfully?
- 3) Which studies and other sources can be identified and used to compare language assessment regimes in the EU Member States and to assess their comparability? What are the conclusions?
- 4) In relation to the above findings, which of the Strategy's objectives need support more urgently?

Key Findings

Questions 1 and 2:

Several resources with case studies of projects and initiatives on local, national, and transnational level can be identified. Some of these resources are very comprehensive and well organised in the format of easily accessible, searchable databases, like the impressive collection of initiatives awarded with the European Language Label each year. However, ***their long-term impact is generally difficult to assess or not being explicitly assessed and reported. This corresponds with the conclusions of the Country Comparative Analysis showing no clear relationship between standard national measures like increased input, earlier start and the outcome, at least in a short term.*** The same goes for the transnational level, like the rich collection of the ECML projects – the long-term impact aspect is usually not taken into account or feasible to look

at. Transferability of the vast number of locally successful initiatives awarded each with the European Language Label proves to be considerably limited in terms of transnational partnerships and collaboration stemming from the ELL campaign. It is difficult to estimate the success beyond a singular case – reports on successful transfer are rare.

Question 3:

Several studies and surveys conducted in recent years on European level attempted to offer insights to the issue of language testing and assessment across the countries. ***The conclusion that can be drawn for all of them is that to compare the very diverse national language assessment regimes is not a straightforward task.*** This is not only due to the understandable diversification of regimes but also to the quality of language examinations currently in place.

Question 4:

In relation to the above findings, the need to support the following strategic actions appears more urgent:

1. Make greater use of European tools and initiatives to support and promote good quality in language learning, such as the European Language Label and the Common European Framework of Reference for Languages.
2. Adopt measures aimed at systematic collection, examination and exploration of the potential, the immediate and (long-term) impact of innovative approaches to language teaching and learning.
3. Adopt measures to examine the transferability of the most promising initiatives and practices and to exchange experience and practices transnationally.
4. Encourage implementing measures at both national and European level that would increase the quality of current language examinations, and in turn ensure results are similarly valid and reliable across all jurisdictions
5. Continue and enhance cooperation with other organisations active in this field, such as the European Centre for Modern Languages of the Council of Europe.

Concluding recommendations

- More systematic impact studies need to be encouraged, assessment of impact (short- and long-term) and transferability need to be included as required part of supported projects and initiatives experimenting with innovative language learning approaches and practices.
- Targeted dissemination (mediation) initiatives need to be supported to a much larger scale turning promising projects and initiatives, once concluded, to a permanent offer to the Member States to provide on-request services ranging from general professional consultancy to targeted training workshops run in the countries by individual experts or expert teams involved in the project work.

1. GENERAL INFORMATION

This note has been drafted on request of the European Parliament's Committee's on Education and Culture (CULT) as a research briefing on "*Language teaching and learning within EU member states*". The Committee asked for the organisation of a workshop on the Implementation of the European Strategy on Multilingualism during which this paper is to be presented together with two other papers addressing issues related to the main topic. The structure of the approved workshop has been indicated to the author(s) of the briefing paper(s) as follows:

a. Policy and implementation at EU level

Objectives: Provide an overview of EU-level policies related to the European Strategy on Multilingualism, highlighting the level of implementation, impact and possible gaps. Include EU-level policies intended to support initiatives within the Member States to enhance knowledge of foreign languages. Provide an overview, as far as available evidence permits, of how language competences within the EU member states have evolved in the past decade in relation to the "mother tongue+2" goal. Indicate the limits of available evidence and make recommendations for any desirable improvement in data collection.

b. Language teaching and learning within EU member states

Objectives: Summarise selected case studies of policies and initiatives taken within individual EU member states to improve language skills, including assessment of their impact. Highlight best practices, including successful efforts to make language acquisition easier, and case studies of sharing best practice in language teaching. Compare different assessment regimes for language knowledge in member states and assess their compatibility.

c. Benefits and costs of the European Strategy on Multilingualism

Objectives: Summarise available evidence for the measures implemented and the costs of the European Strategy. Summarise available evidence of the impact of the European Strategy, particularly on increasing the individual, educational, social and economic benefits of multilingualism. Analyse the relation between costs and benefits and make recommendations for any relevant change in policy at EU level. Identify gaps in information and data.

1.1. State of Affairs

The focus of the workshop is multilingualism and language learning viewed as an important policy area of the European Union. The reasons for the EU's activities in this area have been summarised in the Terms of Reference for this briefing paper as follows:

- 1) encourage intercultural exchange of ideas,
- 2) help the community to develop a sense of an EU citizenship,
- 3) facilitate cross-border workforce exchanges particularly among youngsters and
- 4) develop novel business opportunities for EU-based enterprises in the worldwide competition.

The EU commitments regarding linguistic diversity are included in such fundamental documents as the Treaty on European Union (Article 3)¹ and the European Charter of Fundamental Rights (Article 22).²

As summarised in the Terms of Reference for this briefing, the EU's multilingualism policy follows three aims:

- To encourage language learning and promote linguistic diversity.
- To give citizens access to EU legislation, procedures and information in their own languages.
- To promote a multilingual economy.

1.2. The European Strategy on Multilingualism

The measures defining the EU strategy related to multilingualism are stated in the Resolution adopted by the European Council in 2008³. The Council invited the EU Commission and Member States to:

- 1) Promote multilingualism with a view to strengthening social cohesion, intercultural dialogue and European construction
- 2) Strengthen lifelong language learning
- 3) Better promote multilingualism as a factor in the European economy's competitiveness and people's mobility and employability
- 4) Promote the linguistic diversity and intercultural dialogue by stepping up assistance for translation, in order to encourage the circulation of works and the dissemination of ideas and knowledge in Europe and across the world
- 5) Promote EU languages across the world.

The Councils conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training highlighted the importance of strengthening language competences⁴ and those of 28-29 November 2011 on language competences to enhance mobility the importance of foreign language competences as essential to success in the modern world and labour market⁵.

The current 'Education and training 2020 strategic framework' – as indicated in the Terms of Reference – gives language learning the highest priority among the areas included in the European Strategy on Multilingualism. Communication in foreign languages and communication in the mother tongue are two of eight key competences to improve the quality and efficiency of education and training. More specifically, the importance of learning two foreign languages from an early age is being underlined. In EU education policies increasingly driven by the Europe 2020 strategy, well developed language skills are crucial for the 'Agenda for new skills and jobs' initiative as they enhance mobility and employability.

¹ http://europa.eu/pol/pdf/qc3209190enc_002.pdf#page=18

² http://www.consilium.europa.eu/uedocs/cms_data/docs/2004/4/29/Charter%20of%20fundamental%20rights%20of%20the%20European%20Union.pdf

³ Council Resolution of 21 November 2008 on a European strategy for multilingualism, Official Journal C 320, 16/12/2008 P. 1-3.

⁴ Councils conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training, Official Journal C 119, 28/05/2009 P. 2-10.

⁵ Councils conclusions of 28-29 November 2011 on language competences to enhance mobility, Official Journal C 372, 20/12/2011 P. 27-30.

2. RESEARCH OBJECTIVES FOR THIS BRIEFING

2.1. Overall Objectives

The overall description of the objectives for this part of the workshop (see above, point b.) can be broken down to the following three areas to be covered by the corresponding briefing paper:

- Summarise selected case studies of policies and initiatives taken within individual EU member states to improve language skills, including assessment of their impact.
- Highlight best practices, including successful efforts to make language acquisition easier, and case studies of sharing best practice in language teaching.
- Compare different assessment regimes for language knowledge in member states and assess their compatibility.

In addition, a fourth issue has been included in the Terms of Reference:

- Offer recommendations on which of the Strategy's objectives need support more urgently in relation to the above findings.

2.2. Research Questions

With regard to the overall objectives outlined above, the following questions were to be addressed by the briefing:

- 1) Which case studies of policies and initiatives in individual EU Member States aimed at improvement of language skills can be identified to illustrate the efforts related to the implementation of the Strategy and their impact?
- 2) Which practices linked to the implementation of the Strategy in the EU Member States can be identified to serve as good examples that others have followed successfully?
- 3) Which studies and other sources can be identified and used to compare language assessment regimes in the EU Member States and to assess their comparability? What are the conclusions?
- 4) In relation to the above findings, which of the Strategy's objectives need support more urgently?

3. APPROACH AND METHODOLOGY

Taking into account the extreme time constraints given⁶, a desktop research and analysis approach has been applied to address the four questions indicated above and slightly reformulated as follows:

- 5) Can case studies of policies and initiatives in individual EU Member States aimed at improvement of language skills be identified to illustrate the efforts related to the implementation of the Strategy in such a way that their impact can be presented in a valid way?
- 6) Can practices linked to the implementation of the Strategy in the EU Member States be identified to serve as good examples that others have followed successfully?
- 7) Which studies and other sources can be identified and used to compare language assessment regimes in the EU Member States and to assess their comparability? What are the conclusions?
- 8) In relation to the above findings, which of the Strategy's objectives need support more urgently?

The challenges related to Questions 1-4 were as follows:

1. Where to look for the most relevant quantitative and/or qualitative data?
2. What criteria can be used for the selection of resources?
3. What criteria can be used for the selection of policies/initiatives/practices to be highlighted as examples of good/promising practice?

These challenges were turned to the following four tasks:

1. Identify resources with most comprehensive collections of cases of European policies/initiatives/practices related to language teaching and learning – preferably available in a database form – and provide a general overview.
2. Identify evaluation approaches and/or initiatives that allow to assess the impact and the transferability of these policies/initiatives/practices and thus to highlight these as examples of good/promising practice – and provide a general overview.
3. Examine relevant large scale (European level) studies/surveys/reports of the last 5 years (2011-2016) aiming at comparison of language assessment regimes in the EU Member States and assessment of their comparability. Summarise approaches used, key findings, challenges identified, and recommendations or proposals made, if any.
4. Draw conclusions in form of recommendations for (further) research/project work/data collection.

⁶ Although the initial contacts with the author and initial agreements with regard to the topic and the task were established in some advance (mid February 2016), the contract confirming the final version of the objectives included in the Terms of Reference was signed on 3. June and sent to the author on 6. June, with the deadline to submit the draft set for 15. June 2016.

4. OVERVIEW OF RESOURCES

The findings related to Task 1 and 2 are presented together since the resources identified allow for a presentation of and search both for case studies and examples of good practice.

4.1. Tasks 1 and 2: Cases studies and Good practices

Task 1. Identify resources with most comprehensive collections of cases of European policies/initiatives/practices related to language teaching and learning – preferably available in a database form – and provide a general overview.

Task 2. Identify evaluation approaches and/or initiatives that allow to assess the impact and the transferability of these policies/initiatives/practices and thus to highlight these as examples of good/promising practice – and provide a general overview.

The following three relevant large-scale (European level) resources have been identified:

- European Language Label database for innovative projects in language teaching and learning
- Database of publications of the European Centre for Modern Languages
- Database of MOLAN – Network for the exchange of information about good practices that serve to motivate language learners

Several recent case studies from a selection of Member States related to the use of content and language integrated learning (CLIL) and computer assisted language learning (CALL) are also included in Languages Working Group Peer Learning Activity Report, 2014.

4.1.1. European Language Label database for innovative projects in language teaching and learning

The European Language Label (ELL) is an award “encouraging new initiatives in the field of teaching and learning languages, the rewarding of new techniques in language teaching, and spreading the knowledge of languages' existence, thereby promoting good practice”⁷.

The ELL is awarded annually or biannually to the most innovative language learning projects in each country participating in the scheme. The aim of the scheme that was launched by the European Commission in 1998 is to promote quality in language teaching across Europe by highlighting innovative projects or initiatives. The label can also be awarded to individual learners having made the most progress in foreign language learning, and the best language teachers.

While member countries can introduce their own requirements, the general criteria for winning an award are that initiatives should:

- *Be **comprehensive** in their approach, with every element ensuring that the needs of the students are identified and met*
- *Provide **added value** in their national context, which means a clear improvement in the teaching or learning of languages in terms of quality or quantity*
- ***Motivate** the students and teachers to improve their language skills*
- *Be **original** and **creative** by introducing previously unknown approaches to language learning*

⁷ http://ec.europa.eu/languages/policy/strategic-framework/language-label_en.htm

- Have a **European emphasis** and actively improve understanding between cultures by promoting language skills
- Be **transferable** as they could potentially be a source of inspiration for other language initiatives in other countries⁸

The official Project Database of the European Label, now available in 24 languages, has been developed by the European Commission, Directorate General Education and Culture – Multilingualism Unit. The continuously updated database contains an impressive total of over 2300 projects that have received the Label since 1999. The database is intended “to inspire practitioners, stakeholders and policy makers by presenting best practices in the field of language teaching and learning”⁹. The following three divisions of the database are maintained:

1. Official European Database of Projects that received European Language Label (since 1999)
2. Official National Databases of Projects that received the European Language Label (Germany, Italy, Poland, Romania, Slovakia)
3. Database of Projects that received the European Language Label selected by Network of European Language Label Initiatives and Projects (NELLIP – see below)

The database can be searched according to a number of different criteria:

- Year of the award
- Projects by country
- Educational sector(s)
- Pedagogical theme(s)
- Target language(s) of the projects

The selection can also be combined to conduct a more focused search. Each query generates a list of projects and individuals that have been awarded Labels linked up with references where to learn more about each project/initiative/achievement (contact details, etc.).

The database allows also to generate a number of statistical reports. The following statistics is presented on the website of the project:

- Total labels in the database per year;
- Number of project labels in the database per country (for each year);
- Number of project labels in the database per year (with breakdown by country);
- Number of individual labels in the database per year (with breakdown by country);
- Number of countries with at least one validated label in the database (for each year);
- Statistics for all target languages in %;
- Statistics for EU target languages in %;
- Statistics for non EU target languages in %.

An analysis of the brief project descriptions provided in the database does not allow to assess their value in terms of impact or transferability directly and in a valid way.

⁸ http://ec.europa.eu/languages/policy/strategic-framework/language-label_en.htm

⁹ http://ec.europa.eu/education/language/label/label_public/index.cfm?CFID=584497&CFTOKEN=93074181&jsessionid=13edad00ea25d1d46e4c79462b84a1e6e6e5TR

Categories, such as “added value” or “transferability” are not systematically used for the purpose of the presentation of the projects in the database – although they are explicitly stated among the general criteria for winning an award (see above). More detailed analysis of reports offered on the indicated project web pages – some of which are no longer functional, some offered in national languages only – would be required for the purpose. An attempt to overcome this difficulty in order to identify and highlight the most promising initiatives was made within the NELLIP Project.

4.1.2. NELLIP: Network of European Language Label Initiatives and Projects

NELLIP was funded by the European Commission in the framework of the Lifelong Learning Programme Key Activity 2 Languages, for a three years period (2012-14) with the aim to review and select relevant language learning initiatives having received the European Language Label most “consistent with the current political priorities of the European Commission in the field of language learning”¹⁰.

A total of 556 out of 1600 ELL projects were identified and selected to create a NELLIP database of politically most relevant initiatives in the 19 Member States participating. Out of these, 227 projects were selected by the National Agencies, in cooperation with the NELLIP project partners, to be highlighted as most promising Case Studies. The selection criteria was mainly based on the consistency of the initiatives with the political priorities of the European Commission in the field of language learning derived from the key documents produced until 2011, in the form of the following set:

- *the enhancement of quality of language learning*
- *evaluation of performance of language teaching*
- *teachers training*
- *new approaches to language teaching and learning*
- *supporting mobility for language learning*
- *the promotion of multilingualism*
- *language learning for specific purposes*
- *tools for monitoring progresses in language learning*
- *recognition and validation of language skills acquired through non formal and informal learning*
- *implementation of the Common European Framework of Reference (CEFR)*
- *promotion of links between Vocational Education and Training (VET) qualifications and CEFR*
- *promotion of less widely spoken languages*¹¹

Within the collection of Case Studies, the project partners identified 46 cases of Best Practices, “which can be used as examples and benchmarks in the planning and development of quality language learning projects and initiatives”¹². These Best Practice Projects are presented in the database in four sections:

- School Education (14 Best Practice Projects)

¹⁰ <http://nellip.pixel-online.org/>

¹¹ http://nellip.pixel-online.org/PP_index.php

¹² http://nellip.pixel-online.org/RP_best_practies.php

- Higher Education (8 Best Practice Projects)
- Vocational Education and Training (12 Best Practice Projects)
- Adult Education (12 Best Practice Projects)

In addition, on the basis of the national ELL reports, the project partners compiled a Transnational Report on the Implementation of the European Language Label, (NELLIP 2013) which provides quantitative and qualitative information on the projects that were awarded the European Language Label in 18 of the EU countries involved (Austria, Belgium, Bulgaria, Czech Republic, Denmark, Estonia, Finland, France, Germany, Iceland, Italy, Ireland, Lithuania, Portugal, Romania, Spain, Sweden, and UK). Their analysis shows that most of these ELLs were awarded for initiatives related to the enhancement of quality in language learning (290), followed by projects in the field of vocationally oriented (241) and technology enhanced language learning (230). The smallest number of the ELLs was awarded in the area of cultural awareness of regional/minority languages (95) and in the field of languages for mobility (114). The Authors of the Report indicate that, “due to the inconsistency of available data, it was not possible to assess how many of the projects that were awarded the European Language Label are in line with the following political priorities”¹³:

- tools for monitoring progress in language learning
- evaluation of performance in language teaching
- implementation of the Common European Framework of Reference (CEFR)
- promotion of links between vocational education and training (VET) qualifications and the CEFR

The analysis of the 201 projects selected by the Network in 2013 as most relevant Case Studies in the 18 European countries involved, and the interviews with the coordinators of the projects, has shown that among the most important reasons for the project coordinators to submit their application to the European Language Label were the willingness to promote the project’s sustainability, to share the good practice developed, and to establish transnational partnerships to ensure the transferability. These expectations were met only partially, mainly in the framework of official national and transnational events (for example fairs to promote good practice in the field of language learning) organised by either the national agencies or the European Commission. Apart from these official events the coordinators of awarded projects felt that the opportunities for sharing good practices were rather limited. The expectation to engage in transnational partnerships and examine the transferability of the innovative approaches developed was generally not fulfilled (with Sweden and Lithuania, where there was “a slight increase in transnational cooperation initiatives”¹⁴, being the exceptions).

4.1.3. Good practice resources of the European Centre for Modern Languages (ECML)

The European Centre for Modern Languages (ECML) based in Graz (Austria) is an Enlarged Partial Agreement of the Council of Europe grouping 33 European states (as of June 2016). It was set up in 1994 and started its work a year later in response to a need expressed by the Council of Europe’s member states to enhance quality in language education and reinforce respect for the cultural and linguistic diversity in Europe. The main task for the Centre is to assist and support its member states in the implementation of innovative

¹³ Transnational Report on the Implementation of the European Language Label, 2013, p. 20.

¹⁴ Op cit., p. 23.

approaches and dissemination of good practice in all three areas of language education: learning, teaching, and assessment.

For the last 20 years the ECML has been running medium-term project programmes, which consist of initiatives focusing on the development and promotion of innovative approaches to European language education through professional networks of language educators and the production of resources and toolkits. The resources produced by the ECML project teams are research-based and transformed into tools which practitioners review and reflect on in relation to their particular context.

Recently, the Centre started to turn all the ECML projects – once concluded – to a permanent offer to the member states to provide services ranging from general professional consultancy to targeted training workshops run in the countries by individual experts or expert teams involved in the ECML project work. Two training and consultancy areas under the 2012-15 programme were offered jointly by the ECML and the European Commission: one providing a reviewed inventory of ICT tools and open educational resources as well as training in the use of them¹⁵, the other offering assistance and training “in relating language tests and examinations to the CEFR in a valid and equitable way and in exploring relationships between foreign language curricula and the CEFR.”¹⁶

Under the current 2016-19 programme the European Commission offered also to co-finance the ECML training and consultancy service in support of multilingual classrooms. This initiative provides training workshops “to help member states ensure access to quality education for migrant learners which will help bridge the attainment gap between these learners and non-migrant pupils”¹⁷. The other areas for training and consultancy on offer under the 2016-19 programme, in addition to the ones mentioned above, include:

- using the *European Portfolio for Student Teachers of Languages (EPOSTL)*¹⁸
- ensuring quality in language and citizenship courses for adult migrants
- setting up and using an electronic European Language Portfolio (ELP)
- implementing content and language integrated learning (CLIL) approaches
- providing quality education in Romani
- plurilingual and intercultural learning through mobility
- using the *Framework for Pluralistic Approaches to Languages and Cultures (FREPA)*¹⁹.

The ECML maintains a comprehensive database of all publications produced to date by the Centre since its founding in 1994 reporting on a total of 90 project initiatives, in several languages in addition to French and English – the two official languages of the Council of Europe²⁰.

The database can be searched for language, theme, and target group. The following themes are covered: early language learning, teacher education, signed languages, portfolios, employment and languages, content and language integrated learning, evaluation and assessment, language policy issues, mobility and intercultural learning, new media in language education, migration and language education. The target groups are ranging from young language learners to researchers and policy makers. Most publications can be downloaded free of charge from the 'details' page of each publication.

¹⁵ www.ecml.at/ictinventory

¹⁶ <http://relang.ecml.at/>

¹⁷ <http://www.ecml.at/TrainingConsultancy/Multilingualclassrooms/>

¹⁸ www.ecml.at/epostl

¹⁹ <http://carap.ecml.at>

²⁰ <http://www.ecml.at/Resources/ECMLPublications>

4.1.4. MOLAN – Network for the exchange of information about good practices that serve to motivate language learners

The MOLAN network project, funded by the European Commission under the Lifelong Learning Programme (LLP), was carried out in 2008-11 by 45 higher education institutions and schools from 22 European countries, and four European and national organisations. The project's principal aim was to identify and disseminate policies, strategies and practices which enhance the motivation of young people in formal education to learn and continue learning foreign languages. To this end, case studies were collected from schools and higher education institutions, to be disseminated online and via the MOLAN handbook²¹.

The MOLAN network project officially ended in February 2011. However, the project Web site and the MOLAN Information System were supposed to be maintained further. This does not seem to be the case – the website remains active but with no updates beyond the lifetime of the project. However, a collection of 82 case studies was made available and remains freely accessible on-line²². They are organised in 4 sections:

1. Innovative teaching and learning practices (24 case studies describing “initiatives aimed at connecting with the 'real world' through extracurricular activities, empowering students to learn through independent language learning, and acquiring knowledge through the medium of a foreign language – CLIL”);
2. Motivating language learners through language policy (25 case studies showing “ways in which specific policies adopted by schools and universities have succeeded in stimulating language learning: early language learning, minority language initiatives, and university language policies”);
3. Cooperation with other partners and stakeholders (25 case studies demonstrating “the many avenues explored by schools and higher education institutions in attempting to enhance learner motivation through cooperation with other institutions and stakeholders, and with civil society”);
4. Motivating through integration, accreditation and certification (8 studies illustrating the many ways to achieve “the integration of language learning into study programmes in higher education”)²³.

4.1.5. Languages Working Group Peer Learning Activity Report, 2014

The Report is a result of two meetings of the Working Group Languages in Education and Training that focused on teaching methods to improve the efficiency and effectiveness of language learning through Content and Language Integrated Learning (CLIL) language learning in vocational education and training in compulsory schooling (VET), and Computer Assisted Language Learning (CALL).

The meetings were organised in a follow up to the Working Group activities that brought the comprehensive Country Comparative Analysis (summarised briefly below under Task 3). The Analysis showed that “while it is clear that there are gradually less problems with the availability of foreign language learning in a school setting, the effectiveness of foreign

²¹ <http://www.molan-network.org/>

²² <http://www.molan-network.org/>

²³ <http://www.molan-network.org/>

language education in many Member States is problematic and a renewed focus must be made on the quality of language teaching"²⁴.

The two promising ways to improve the quality and the effectiveness of language education indicated in the conclusions of the Analysis were to enhance the application of computer assisted language learning (CALL) and increase the integration of content and language in learning (CLIL). The Report covers the use of CLIL and CALL in language education bringing up several case studies, project examples and country experiences from Belgium, Finland, Latvia, Austria, Switzerland and Slovenia. Cases from the vocational domain within secondary education with particular reference to CLIL in Austria, Finland and France are showcased, too.

4.2. Task 3: Comparability of assessment regimes

Examine relevant large scale (European level) studies/surveys/reports of the last 5 years (2011-2016) aiming at comparison of language assessment regimes in the EU Member States and assessment of their comparability. Summarise approaches used, key findings, challenges identified, and recommendations made.

In recent years, language teaching and learning within EU member states has been a subject of several larger scale investigations where the comparability aspect related to assessment of language competences within the Member States was covered, such as:

- Study on the Implementation of the Common European Framework for Languages in European Education Systems (European Parliament 2013)
- Languages in Education and Training: Final Country Comparative Analysis (European Commission 2014)
- Languages in Secondary Education: An Overview of National Tests in Europe – 2014/15 (European Commission 2015).
- Study on comparability of language testing in Europe (European Commission 2015)

4.2.1. Study on the Implementation of the Common European Framework for Languages in European Education Systems (European Parliament 2013)

4.2.1.1. Approach

The study analyses the use of the Common European Framework of Reference for Languages developed by the Council of Europe (CEFR) with the aim to enhance transparency, comparability, and transferability of foreign language education outcomes. For learners, teachers, course providers and language assessment institutes, the CEFR provides transparency and creates possibilities to make comparisons of the courses and examinations offered.

The focus of the study was on “foreign language competences in learning outcomes of qualifications/certificates provided at the end of secondary education, where reference to the CEFR as a ‘translation device’ is made”²⁵. The analysis covers six countries – Sweden, France, the Netherlands, Hungary, Austria and UK (Scotland) and one qualification type comparable in scope, function, and position on the European Qualifications Framework (level 4: qualifications giving access to higher education).

²⁴ Languages Working Group Peer Learning Activity Report, 2014, p. 1.

²⁵ Study on the Implementation of the Common European Framework for Languages in European Education Systems, 2013, p. 10.

4.2.1.2. Key findings

The main general conclusion of the study is that countries implement and use the CEFR to different degrees, ranging from anchoring the CEFR-related learning outcomes in law to no reference to the CEFR whatsoever. The more the CEFR is implemented and used in policy documents (laws, national curricula), the more it is used in examinations, schoolbooks and teacher training. Major challenges in the implementation of this practical reference tool concern the lack of empirical evidence to establish links between learning outcomes and the CEFR levels and the ability of teachers to use the CEFR in their teaching as intended. The stated learning outcomes across the six countries are generally similar: the level of learning outcomes related to the first foreign language is usually set at level B2, for the second one in general the related level is B1. A majority of the selected countries implemented the CEFR in tests or examinations; however the links between the actual learning outcomes and the declared reference levels lack in general empirical evidence not allowing for a valid comparison of the certified results. The CEFR is generally well embedded in the private providers' practices and procedures which issue foreign language certificates. The CEFR is reflected in the certificates by a CEFR level indication, included in the used material, and teachers are trained in the use of the CEFR through in-service training programmes.

4.2.1.3. Recommendations

The Authors conclude the study with recommendations to improve the comparability of the foreign language learning outcomes through the valid use of the CEFR as reference, such as:

- *Stimulate sharing experiences at national level of reforming language learning policies towards a more action-oriented approach and creating unity in assessing and indicating competence levels of pupils.*
- *More pronouncedly require European programmes such as the follow-up of the Lifelong Learning Programme to support the use of the CEFR and the action oriented approach.*
- *Link the European Qualifications Framework, which has a similar base, more clearly to the CEFR to enhance the transparency and awareness of both the action-oriented approach and the CEFR level indications.*
- *Establish principles for linking language learning in national education systems to the CEFR by involving all relevant stakeholders (policy makers, experts, teachers, schools, publishers); making use of external expertise; establishing a common action plan for the referencing to the CEFR to establish agreement concerning the scope for linking to the CEFR.*
- *Facilitate the involvement of other countries in making links between language learning in national education systems and the CEFR.*
- *Stimulate peer learning and peer review among policy makers from different countries to stimulate the establishment of clearer links between language learning in national education systems and the CEFR and hence using the CEFR as a reform agenda for language learning policies.*
- *Stimulate the use of the CEFR levels to set yearly target levels to monitor progression on school level.*
- *Either stimulate the alignment of schoolbooks with national curricula, or make teachers/schools knowledgeable in making use of existing material to adopt an action-oriented approach.*
- *Enhance the emphasis of the action-oriented approach in pre-service and in-service teacher training.²⁶*

²⁶ Study on the Implementation of the Common European Framework for Languages in European Education Systems, 2013, p. 14-15.

4.2.2. Languages in Education and Training: Final Country Comparative Analysis (European Commission 2014)

4.2.2.1. Approach

In 2013, the Commission assigned the Thematic Working Group (TWG) on Languages in Education and Training to provide up to date information on the state of language learning in the member states. The information, collected through country specific fiches provided by the members of the TWG, was analysed in the context of other relevant evidence such as the results of the First European Survey on Language Competences (ESLC) and published in a consolidated report in June 2014. The approach to collect information directly through validated country fiches proved to be very effective and allowed to offer:

- a review of the differences and similarities in the context of language learning and the policy direction of countries to improve language learning covering 25 countries;
- a comparative study that shows the differences and similarities between 30 countries in a range of characteristics of language learning in compulsory education (duration, ages, learning time, competency expected and achieved, languages learnt);
- an assessment of the degree to which challenges are faced by countries in improving language learning to make progress towards children achieving an independent user competence;
- an assessment of the relationships between policies and practices and progress towards overcoming these challenges.

4.2.2.2. Key findings

The analysis shows that:

- it is easier to collect information to compare the inputs to language learning (age, duration, curriculum time, number of languages learnt) and to see trends over time than to compare the target level of proficiency and the results actually achieved. This is explained by the Authors by the finding that "some countries do not set ambitions in relation to the CEFR (or have only recently done so) while not all countries have standard assessments to compare with each other or to discern the impact of their policies and initiatives on language learning"²⁷;
- there is limited evidence of the outcomes of the many specific national policies and initiatives that have taken place over the last ten years. As a consequence "there is not much evidence of whether and how additional hours of learning, an early start to learning, raising the quality of new language teachers or introducing new pedagogies make a difference to results"²⁸.

4.2.2.3. Challenges

The Authors of the report indicate a number of constraints limiting the comparative analysis, such as:

- the fact that not all countries have been able to provide data on some of the characteristics of language learning in schools;
- not all (only about half) of the Member States participated in the First European Survey on Language Competences which means that there is no comparable source for the language competences of young people in those countries;

²⁷ Languages in Education and Training: Final Country Comparative Analysis, 2014, p. 50.

²⁸ Op cit., p. 50.

- relatively few countries have been able to provide any evaluative information of their policies' and programmes' impact over time in their fiches.

The Authors find that these constraints limit the analysis of such interesting aspects as the relationships between policies and programmes to increase language learning in the curriculum and the results achieved or how challenges can be overcome to improve language learning competences. They were able to find little evidence in the fiches supplied by the countries that the programmes and initiatives that the countries have invested in to overcome challenges in relation to improving competences have actually achieved these:

"The relationship between the level of inputs (duration of learning a foreign language, curriculum time), ambitions (expected level of competence to be achieved by a proportion of learners) and the quality of outcomes (proportions achieving a competency level in reading, writing, listening and speaking) is not strong. More than sufficient (or relatively higher) curriculum hours do not necessarily produce relatively better outcomes at present. (...) Additional curriculum time is not necessarily needed in many countries except at ISCED 3; and higher ambitions could be introduced in some countries without additional guided learning time."²⁹

4.2.2.4. Recommendations

The analysis has shown that it is required to gain a better understanding of which policies and practices have made or are making a difference in terms of competences achieved by the end of each ISCED level in both learning first and second foreign languages. There is a need for national analyses that could provide clearer evidence of "the links between inputs and outcomes", in other words that:

- the desired outcomes have been achieved (in terms of the level of competences reached by learners at different ages);
- the desired outcomes have been achieved more efficiently with few additional teaching resources (through f. ex. the use of CLIL approaches, ICT for personal learning, teacher training, transition teaching between stages, or out of school activities and media exposure);
- the outcomes have been achieved by "changing teachers' and learners' behaviours such as performance targets, merits and entry requirements for progression";
- improvements have been achieved from new approaches to language learning.³⁰

4.2.3. Languages in Secondary Education: An Overview of National Tests in Europe – 2014/15 (European Commission 2015)

4.2.3.1. Approach

This Eurydice report covering the 28 EU Member States as well as Iceland, Liechtenstein, Norway, Turkey, Montenegro and Serbia provides a comparative overview of the national tests in Europe assessing the language competences of secondary school students. The analysis examines aspects such as the objectives of the tests, the skills tested, the scoring procedures, and the use of the Common European Framework of Reference for Languages. The information has been collected through a short questionnaire completed by national experts and/or the national representative of the Eurydice Network. Primary sources of information were the official documents issued by central/top level education authorities.

The questionnaire included the following questions:

²⁹ Op cit., p. 50.

³⁰ Op cit. p. 51.

- Have national tests in languages been administered to students over a long period of time?
- What are their purposes?
- What is the student population tested?
- When are students tested, at which educational level and in what grades?
- What are the languages tested?
- What are the skills (reading, listening, writing and speaking) tested?
- Are test items linked to the Common European Framework of Reference for languages (CEFR)
- Are national tests marked internally or externally?

4.2.3.2. Key findings

The final report is structured around the following 15 key features of national tests in languages that summarise the main findings³¹:

1. *National tests in languages have become increasingly important across Europe over the last two decades*
2. *The majority of countries administer national tests in languages at both lower and upper secondary levels*
3. *The majority of national language tests carry high stakes for students*
4. *High-stakes tests results are often used as a basis for certification*
5. *The results of half of the low-stakes tests in languages are used at both school and education system levels*
6. *National tests in languages are mostly administered at the end of an educational level*
7. *About two thirds of all national tests in languages target all students but only around half are compulsory*
8. *Nearly all countries have developed at least one national test in English at secondary level*
9. *Almost half of the national tests in languages administered in Europe assess all four main skills*
10. *In the majority of countries, all national tests are linked to CEFR levels*
11. *In lower secondary education, CEFR levels A2 and B1 are usually the highest levels tested*
12. *In upper secondary education, the majority of national tests are not set above level B2*
13. *Of the national tests linked to CEFR, about half use its levels to report on student proficiency*
14. *Tests impacting on student progression are predominantly externally marked*
15. *Low-stakes tests used only at school level are often internally marked*

³¹ Languages in Secondary Education: An Overview of National Tests in Europe – 2014/15, p. 3.

4.2.4. Study on comparability of language testing in Europe (European Commission 2015)

4.2.4.1. Approach

Following the "Conclusions on Multilingualism and the Development of Language Competences", adopted by the Council of the European Union in May 2014, a new approach was suggested for measuring language competences at the European level. Rather than develop a language benchmark across all Member States, it was concluded that measures should be implemented for promoting multilingualism and enhancing the quality and efficiency of language learning and teaching, and to develop measures for assessing language proficiency preferably within each country's educational system. The Council invited the European Commission to explore the feasibility of assessing language competences across all the Member States by making use of existing national language tests. The aim of the study was then to critically assess the comparability of existing national tests of pupils' language competences in Europe at both ISCED 2 and ISCED 3 levels. The study draws upon data on existing national tests of language competences in the 28 EU Member States collated by the Eurydice Network (see above).

The five main tasks considered by the study were:

- Task 1: Assessment of comparability of the existing national language tests administered to secondary school students.
- Task 2: Proposals for ex-post adjustment that can increase the comparability of existing results.
- Task 3: Proposals for development work that can increase comparability of existing language tests.
- Task 4: Proposals for Member States not having a system for language testing and interested in developing one.
- Task 5: Comparative overview of existing country data on language testing.

The Common European Framework of Reference (CEFR) was used as the comparative framework in the study.

4.2.4.2. Key findings

Task 1: Assessment of comparability of the existing national language tests administered to secondary school students.

The qualitative **content analysis** included 133 language examinations (33 jurisdictions, 28 EU Member States). Considerable diversity was found across these examinations, which limits the potential for a clear comparison of test results. In the four main areas under investigation (constructs, interpretations of test results, test taking populations, and measurement characteristics) evidence was found indicating a lack of comparability.

In the area of **constructs**, examinations show considerable diversity, even if the components are usually being called in the same way (e.g. 'Reading'). As a consequence, it does not make sense to compare results of different tests because they may actually be testing different things.

As for **interpretations of results**, the main problem was with tests which did not indicate alignment to the CEFR scales – in these cases it was impossible to establish how test results were to be interpreted.

In the area of **measurement characteristics**, many findings showed questionable comparability. Several tests were not clearly equivalent across administrations.

Comparability of these tests with other tests is impossible to achieve because the results of one examination session could not even be compared to those of another session for the same test.

A quantitative analysis of existing results using **comparative judgement** was also undertaken showing how national results of the different jurisdictions can be related to the CEFR scales of proficiency on the basis of the difficulty of the tasks. The analysis allowed to demonstrate differences in the relative difficulty of tasks across language examinations, but it was not possible to provide a full comparison of the results of individual tests.

4.2.4.3. Proposals

In view of the above findings, a number of proposals have been put forward.

Proposals for ex-post adjustment to increase the comparability of existing national results

The study suggests the use of comparative judgement as the most suitable methodology for ex-post adjustment of existing results. However, in order to fully implement this methodology, a number of presumptions is required:

A common approach to reporting national results

- *Jurisdictions' commitment to provide relevant evidence*
- *An annual schedule set and monitored by a responsible body³²*

Proposals for development work to increase the comparability of existing language tests

The study has shown that the comparability of test results is affected by test quality and by diversity due to understandable differences in testing contexts and purposes. Quality issues affecting tests should be addressed by national assessment boards. A number of quality recommendations have been put forward by the Authors of the Study:

- **Construct**
 - *expand the range of the types of reading and listening tested at B2 and above;*
 - *design tasks which elicit the appropriate cognitive processes for each CEFR ability level.*
- **Interpretations**
 - *develop criterion-based interpretations of test results which may be mapped to the CEFR if alignment to the CEFR is not to be sought.*
- **Population**
 - *collect information regarding the characteristics of those taking the test.*
- **Measurement Characteristics**
 - *ensure that recruitment of all staff (test developers, item writers, editors, markers, raters, analysts, etc.) is based on the full set of competences required for the job;*
 - *ensure that deficiencies in staff competences is addressed by training;*
 - *ensure that rater judgement is standardised so that consistent judgements are made;*

³² Study on comparability of language testing in Europe, 2015, p. 11.

- *ensure rating procedures involve monitoring and remedial action in cases where the monitoring reveals issues;*
- *develop procedures to correct for differences (especially in difficulty) between forms of the same test;*
- *pursue a thorough programme which aims to align the test to the CEFR;*
- *routinely collect score and response data and analyse it to initiate improvement in procedures of development and administration;*
- *improve item writing and editing processes to remove item flaws;*
- *review legitimate features of the test and determine whether they can be made more comparable with those of tests from other jurisdictions;*
- *consider the use of a single test for comparison of candidate ability across jurisdictions*³³.

4.2.4.4. Comparative overview of existing country data on language testing

The Authors of the Study conclude that in order to produce in the future a European summary table of adjusted national results which could be used to regularly monitor students' proficiency in one or several foreign languages, a number of elements need to be carefully considered beforehand. Issues to be taken into consideration indicated in the report include:

- the use of "passing" grades;
- the question how accurately the data represents the test population;
- the question whether language tests are optional or compulsory.

4.2.4.5. Conclusions³⁴

The Authors underline that "comparisons of national results are only feasible when the data being compared have sufficient elements in common" Their conclusion is that "there seems to currently exist too much variability on the information made available by the different jurisdictions and the format in which this information is provided". The study has shown that language examinations across jurisdictions vary widely in terms of the constructs tested, the populations of test takers, the interpretations of the results and the measurement characteristics of these examinations. The Authors find that these features "importantly determine test quality, and in turn impact on the validity and reliability of the results obtained".

³³ Op cit., p. 12.

³⁴ Op cit., p. 92-93.

5. FINDINGS

5.1. Research question 1 and 2

Can case studies of policies and initiatives in individual EU Member States aimed at improvement of language skills be identified to illustrate the efforts related to the implementation of the Strategy in such a way that their impact can be presented in a valid way?

Can practices linked to the implementation of the Strategy in the EU Member States be identified to serve as good examples that others have followed successfully?

Several resources with case studies of projects and initiatives on local, national, and transnational level can be identified. Some of these resources are very comprehensive and well organised in the format of easily accessible, searchable databases, like the impressive collection of initiatives awarded with the European Language Label each year. However, their long-term impact is generally difficult to assess or not being explicitly assessed and reported. This corresponds with the conclusions of the Country Comparative Analysis showing no clear relationship between standard national measures like increased input, earlier start and the outcome, at least in a short term.

The same goes for the transnational level, like the rich collection of the ECML projects – the long-term impact aspect is usually not taken into account or feasible to look at. Transferability of the vast number of locally successful initiatives awarded each with the European Language Label proves to be considerably limited in terms of transnational partnerships and collaboration stemming from the ELL campaign. It is difficult to estimate the success beyond a singular case – reports on successful transfer are rare.

5.2. Research question 3

Which studies and other sources can be identified and used to compare language assessment regimes in the EU Member States and to assess their comparability? What are the conclusions?

Several studies and surveys conducted in recent years on European level attempted to offer insights to the issue of language testing and assessment across the countries. The conclusion that can be drawn for all of them is that to compare the very diverse national language assessment regimes is not a straightforward task. This is not only due to the understandable diversification of regimes but also to the quality of language examinations currently in place. The following conclusion of the Comparability Study brings it best to the point:

The meaningful comparability of national results of language examinations across EU Member States will (...) depend not only on these results being expressed in a uniform format, but also on implementing measures at both national and European level that would increase the quality of current language examinations, and in turn ensure results are similarly valid and reliable across all jurisdictions.³⁵

³⁵ Study on comparability of language testing in Europe, 2015, p. 93-94.

5.3. Research question 4

In relation to the above findings, which of the Strategy's objectives need support more urgently?

In general, the actions already recommended by the Council of the European Union in the Conclusions on multilingualism and the development of language competences of 20 May 2014³⁶ remain as valid as they were by the time of their adoption. In particular and in relation to the above findings, the need to support the following strategic actions appears more urgent:

1. Make greater use of European tools and initiatives to support and promote good quality in language learning, such as the European Language Label and the Common European Framework of Reference for Languages.
2. Adopt measures aimed at systematic collection, examination and exploration of the potential, the immediate and (long-term) impact of innovative approaches to language teaching and learning.
3. Adopt measures to examine the transferability of the most promising initiatives and practices and to exchange experience and practices transnationally.
4. Encourage implementing measures at both national and European level that would increase the quality of current language examinations, and in turn ensure results are similarly valid and reliable across all jurisdictions.
5. Continue and enhance cooperation with other organisations active in this field, such as the European Centre for Modern Languages of the Council of Europe.

5.4. Concluding recommendations

- Systematic impact studies need to be encouraged, assessment of impact (short- and long-term) and transferability need to be included as required part of reports on supported projects and initiatives experimenting with innovative language learning approaches and practices (as well as the ones awarded with European Language Label).
- Targeted dissemination initiatives need to be supported to a much larger scale – like the one started by the European Centre for Modern Languages of the Council of Europe (*mediation* in the ECML terms) turning all projects and initiatives, once concluded, to a permanent offer to the Member States to provide on-request services ranging from general professional consultancy to targeted training workshops run in the countries by individual experts or expert teams involved in the project work (with the longer-term impact of these activities to be systematically assessed, too).

³⁶ Conclusions on multilingualism and the development of language competences of 20 May 2014, Official Journal C 183 of 14.6.2014, p. 3-4.

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