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COMMISSION OF THE EUROPEAN COMMUNITIES
FINAL REPORT
High Level Group on Multilingualism

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Commission of the European Communities

High Level Group on Multilingualism

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CONTENTS

I	INTRODUCTION	5
(1)	Towards a comprehensive strategy for multilingualism in the European Union	5
(2)	What is Multilingualism?	6
(3)	Recent and current developments in and around the Union and in Member State societies and their implications for the issue of multilingualism	6
(4)	The remit of the High Level Group on Multilingualism and the scope of the full-length report	8
II	STRATEGIES TO PROMOTE THE LEARNING OF LANGUAGES: RAISING AWARENESS AND ENHANCING MOTIVATION	8
(1)	A need to raise awareness	8
(2)	Enhancing motivation	9
(3)	Recommendations	11
III	LANGUAGES AND THE MEDIA	11
(1)	The potential of the media in evoking, enhancing and sustaining motivation for language learning	11
(1.1)	“Edutainment”	11
(1.2)	Subtitling vs. dubbing	12
(2)	The role of the media in the creation of a European public sphere	12
(3)	Recommendation	13
IV	LANGUAGES FOR BUSINESS	13
(1)	The ELAN study	13
(2)	Considerations evoked by the discussion of the ELAN study	14
(3)	Recommendations	15

V	INTERPRETATION AND TRANSLATION – NEW TRENDS AND NEEDS	15
(1)	Interpretation and translation and related forms of language mediation for communication, business, and administrative purposes	15
(2)	Translation and cultural diversity	17
(3)	Recommendations	17
VI	REGIONAL OR MINORITY LANGUAGES	18
(1)	The maintenance and further development of regional or minority languages	18
(2)	Bilingual communities as good practice laboratories	18
(3)	The issue of the status of regional or minority languages	19
VII	RESEARCH INTO MULTILINGUALISM	19
VIII	CONCLUDING REMARKS	22
<u>APPENDICES</u>		
	APPENDIX 1 The Agenda of the High Level Group	24
	APPENDIX 2 Bibliographical notes	25
	APPENDIX 3 Acknowledgements	28
	APPENDIX 4 CVs of the Members of the HLG	29

High Level Group on Multilingualism

FINAL REPORT

I INTRODUCTION

(1) Towards a comprehensive strategy for multilingualism in the European Union

Multilingualism has been part of Community policy, legislation and practices from the time of the Treaties of Rome. In the early days, it was exclusively associated with the language regime put in place for the European institutions, including their contacts with authorities and citizens in the Member States. The very first regulation adopted by the Council of the European Economic Community (15 April 1958) confirmed the equality of the official state languages of the Member States and their status as official and working languages of the European institutions.¹ This principle was retained at each accession; it can only be changed by a unanimous vote of the Council.

Following the Maastricht Treaty (1992), the promotion of language learning and of individual multilingualism, combined with an emphasis on linguistic diversity, became a corner stone of the EU's educational policy; whereas in the nineties Community support was focused on the learning of the official languages, the first decade of the new century has seen the introduction of an inclusive language education policy, seeking to promote the learning of all languages, including regional or minority, migrant, and major world languages. Moreover, the learning of foreign languages is no longer simply regarded as being beneficial to the individual citizen, but as being of special importance for the Lisbon aims of economic growth and social cohesion.²

For many years, the EU did not seek to establish a coherent and comprehensive framework for its various regulations, policies, practices and initiatives regarding multilingualism. It was the decision of President José Manuel Barroso to make "Multilingualism" part of the portfolio of one of the Commission members and to assign him responsibility for multilingualism in education, culture, interpretation, translation, and publications that set the signal for the development of a coherent and comprehensive EU language policy.

¹ In the light of more recent developments, Article 2 of the Regulation, governing the use of languages in written communication between the institutions and the Member States or citizens, is particularly noteworthy: "Documents which a Member State or a person subject to the jurisdiction of a Member State sends to institutions of the Community may be drafted in any one of the official languages selected by the sender. The reply shall be drafted in the same language." (EEC Council 1958:0385)

² For the Commission's and the EU's language education policy in the nineties, see the following documents: Council of the European Union (1995) Council Resolution of 31 March 1995 on improving and diversifying language learning and teaching within the education systems of the European Union. Document 395Y0812(01). Official Journal C 207, 12/08/1995:0001-0005; Council of the European Union (2007) Council Resolution of 16 December 1997 on the early teaching of European Union languages. Official Journal 98 C 01/03/1998:2-3; European Commission (1995) White Paper on Education and Training – Teaching and Learning: Toward the Learning Society, 47-49.- For the development of an inclusive language policy, and emphasis on the economic dimension of multilingual competence, see inter alia the following documents: European Council (2002) Presidency Conclusions. Barcelona European Council – 15 and 16 March 2002, 19; Decision No 1934/2000/EC of the European Parliament and of the Council of the European Union (2000) Decision No 1934/2000/EC of the European Parliament and of the Council of 17 July 2000 on the European Year of Languages 2001 (2000). Official Journal of the European Communities L 232/, 14/09./2000:1-5; Council of the European Union (2002) Council Resolution of 14 February 2002 on the promotion of linguistic diversity and language learning in the framework of the implementation of the objectives of the European Year of Languages 2001. Official Journal of the European Communities, 2002 C 50, 23/02/2002:1-2; European Parliament and Council of the European Union (2006) Recommendation of the European Parliament and of the Council on key competences for lifelong learning (2006/962/EC). Official Journal of the European Union, L 394:13-18; European Commission (2003) Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee, and the Committee of the Regions: Promoting Language Learning and Linguistic Diversity: An Action Plan 2004-2006, COM(2003) 449 final; European Commission (2005) Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: A New Framework Strategy for Multilingualism, COM(2005) 596 final.

The drive towards the development of such a policy gained considerable momentum when, on 1 January 2007, "Multilingualism" was made a separate portfolio, assigned to one of the new Commissioners, Mr Leonard Orban.

The fact that multilingualism has been made an EU policy area in its own right is a clear indication of a heightened awareness on the part of the Commission of the increasing importance of the multilingual challenge for the European project. As a result of enlargement, the Single Market and increased mobility within the EU, the revival of the regions, the advent of the knowledge society, migration into the EU, and globalisation, this multilingual challenge has reached a completely new dimension – in terms of size, complexity, and policy relevance. Nowhere is this more clearly visible than in interlingual and intercultural communication. Whereas this was formerly primarily seen in terms of interpersonal exchanges between people residing in different Member States, practically all EU Member States have by now become multilingual and multicultural societies themselves, requiring strategies at local / regional / Member State level for facilitating communication across language and cultural boundaries.

The High Level Group regards the creation of a portfolio for multilingualism as being more than the uniting, under one Commissioner, of all Commission services dealing with multilingualism in one way or another, and also more than an acknowledgement of the interdependence of the various multilingual activities. Ultimately, it highlights the horizontal nature of the issue of multilingualism, i.e. its relevance to a wide range of policy areas, especially policy areas at the heart of the Lisbon agenda.⁴

(2) What is Multilingualism?

Multilingualism is understood as the ability of societies, institutions, groups and individuals to engage, on a regular basis, with more than one language in their day-to-day lives. In this context, a language is defined neutrally as a variant which a group ascribes to itself for use as its habitual code of communication. This includes regional languages, dialects, and sign languages. In addition, the term multilingualism is used for referring to the co-existence of different language communities in one geographical or geo-political area or political entity.

Looked at from the supranational perspective of the EU, unity in the various fields of human activity covered by the Treaty in a Community characterised by linguistic diversity can only be achieved if ways are found whereby people and bodies can communicate with each other – be it by using a language other than their first language, be it by availing themselves of language mediation. The Union has sought to facilitate both modes of interlanguage communication – by supporting language learning and teaching in the education systems of the Member States (and beyond) and by creating, expanding and maintaining interpretation and translation services of unparalleled size, complexity and quality.

As regards individual multilingualism, competence in a given other language can range from partial skills competence to full literacy. This needs to be borne in mind in view of the Commission's long-term objective "to increase individual multilingualism until every citizen has practical skills in at least two languages in addition to his or her mother tongue" (European Commission 2005:4). The Council and Parliament were, therefore, right in stating that "an individual's level of proficiency will vary [...] according to that individual's social and cultural background, environment, needs and/or interests." (European Parliament and Council of the European Union 2006:14).

An increasingly large number of people living in the Union are multilingual or even multiliterate because they (i) speak an autochthon regional or minority language in addition to the (major) national language, (ii) speak a migrant language in addition to the language of the host country, or (iii) grew up in mixed-language families or other multilingual environments (the Erasmus phenomenon). For a considerable number of people in Europe, the notion of "mother tongue" has lost its meaning; it would probably be more appropriate to speak of people's first language or even first languages, as the case may be.

(3) Recent and current developments in and around the Union and in Member State societies and their implications for the issue of multilingualism

Over the past fifteen years, and especially since the millenium, the Union and societies in the Union have undergone major changes. Moreover, people living in the Union have adopted new trends in behaviour.

The following developments are of particular relevance to the language constellation and to language learning and language use in the Union:

- the enlargements in 2004 and 2007, whereby the number of Member States has increased from 15 to 27;
- increasing recognition and seizure, by individuals and organisations, of opportunities provided by the Single Market, notably increasing trans-European trade, and mobility of workers;
- globalisation and internationalisation in many fields of human activity;
- revitalisation of regions within Member States, and of cross-border regions;
- migration into the Union - to the extent that practically all the Member States are now migration countries;
- rampant developments in ICT, facilitating, among other things, instant communication from any place in the world to any other;
- creation of a European higher education and research area, including increasing student mobility;
- changing job profiles and increasing mobility between jobs;
- advent of global tourism.

As a result of some of these developments, the linguistic landscape of the Union and of Europe as a whole has changed dramatically, and these changes continue. The number of official EU languages has more than doubled between 1995 and 2007. Regional and minority languages have experienced a remarkable revival. Overall, the number of languages spoken in Europe has increased beyond what anyone could have imagined only ten years ago. According to the VALEUR project carried out under the auspices of the Council of Europe's European Centre for Modern Languages in Graz, no fewer than 438 languages are spoken in the 22 European countries covered by the project.³ In other words, all EU Member States have practically become multilingual and multicultural societies. Moreover, there is heightened awareness of the importance of major non-European world languages such as Bengali, Hindi, Japanese and Mandarin Chinese.

Furthermore, there is clear evidence of changing patterns in language learning and language use, including changes in the education systems in several Member States. English has been further gaining ground as a means of non-mediated intra-European and international communication. English is now also the no. 1 foreign school language. Early language learning, and content and language integrated learning (CLIL) – both strategies which are promoted by the EU – are quickly becoming the rule, but in many cases they only serve to strengthen the role of English; 90% of all pupils in secondary education in the EU are now learning English (Eurydice 2005:11). (This trend is reflected in the most recent Eurobarometer findings, according to which “English keeps on growing its share as the most widely spoken foreign language (Eurobarometer 2005:7); it confirms earlier findings, according to which 71.1% of those questioned believed that EU citizens should be able to speak an language in addition to their mother tongue, and roughly the same percentage – 69.4% - thought that this language should be English (Eurobarometer 2001b:6).) At the same time, Member States apply a variety of strategies to come to terms with the new language constellations in their territories and beyond, including measures designed to facilitate the integration of migrants into their societies, as well as according status to non-Community languages in their education systems.

Just as the developments sketched above partly reflect contradictory trends – for example, globalisation vs. decentralisation -, trends in language learning and language use reveal contradictory patterns – preference for English as a *lingua franca* vs. revival of regional or minority languages; emphasis on the world-wide value of specific languages (Bengali, English, Hindi, Japanese, Mandarin Chinese, Portuguese, Russian, and Spanish) vs. emphasis on the community value of “small” languages. Moreover, it is observable that individuals and authorities respond differently to the developments mentioned. While some fear a loss of identity, others stress the value constituted by the linguistic and cultural diversity present in our societies and across Europe, welcoming the rise of multiple identities. In other words, it may well be possible to recognise the role of a quasi *lingua franca* for European integration, while at the same time stressing the importance of multilingual competence.

³ Cf. VALEUR: Valuing All Languages in Europe. European Centre for Modern Languages. 2nd Medium-term programme 2004-2007) http://www.ecml.at/mtp2/VALEUR/html/Valeur_E_news.htm#March2007

What should be clear is that the new comprehensive strategy for multilingualism that the Commission has in mind needs to take into account the political, social and economic changes and developments described, as well as current trends in foreign language use and learning related to them.

(4) *The remit of the High Level Group on Multilingualism and the scope of the full-length report*

The High Level Group on Multilingualism (HLGM), set up by Commission decision on 20 September 2006, its rationale and remit are directly related to the Commission's drive towards a new comprehensive strategy for multilingualism. Its creation was first announced in the Commission's Communication *A new framework strategy for multilingualism* (European Commission 2005:15). The Group was given the general remit "to provide support and advice in developing initiatives, as well as fresh impetus and ideas for a comprehensive approach to multilingualism in the European Union". Its specific task was "to bring about an exchange of ideas, experience and good practice in the field of multilingualism and make recommendations to the Commission for actions in this domain"(European Commission 2006:12). In line with its general and specific remits, the Group sought to develop ideas relevant to policies and practices across the Union, as well as to make recommendations for concrete actions at Community level.

The structure of this, the full-length report is based on the agenda laid down at the beginning of the Group's mandate; in this way it gives a detailed account of the work undertaken by the Group.⁴

The multilingual challenge in Europe has evoked diverse responses, and contradictory trends in thought and behaviour. Many of these opposing responses and trends can be explained by the fact that languages have different roles and perform different functions. Languages are a means of communication, but they are also an important aspect of personal, social, and cultural identity – and different people and groups attach greater importance to one specific function than to others. However, although these different functions are interrelated, it is important not to get them mixed up when dealing with concrete policy issues.

II STRATEGIES TO PROMOTE THE LEARNING OF LANGUAGES: RAISING AWARENESS AND ENHANCING MOTIVATION

(1) *A need to raise awareness*

In its Communication of November 2005, the Commission describes the ability to understand and communicate in more than one language as "a desirable life-skill for all European citizens" (European Commission 2005:3). It is said to

- encourage people to become more open to other people's cultures and outlooks,
- improve cognitive skills and strengthen mother tongue skills, and
- enable people to take advantage of the freedom to work or study in another Member State.

The Recommendation on key competences for lifelong learning identifies "Communication in foreign languages" as one of eight key competences "necessary for personal fulfilment, active citizenship, social cohesion and employability in a knowledge society" (European Parliament and Council of the European Union 2006:13).

It is doubtful that the benefits of language learning highlighted by the EU will convince Europeans at large. The appeal English holds for young people is a well-researched topic. However, what is perhaps even more important is that for a variety of reasons many policy-makers and decision-makers – including

⁴ For the themes of the five content meetings held by the Group, see Appendix 1.- During the final stage of its deliberations, the Group sought to align the outcomes of its work with Commissioner Orban's political agenda. (Cf. European Commission, Press Release (2005) A political agenda for multilingualism. MEMO/07/80. Brussels, 23/02/2007 <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/07/80&format=HTML&aged=0&language=EN&guiLanguage=en>). This particular aspect of the Group's reflections informs the structure of the brief version of the Final Report.

parents – firmly believe that all that children at the beginning of the 21st century need to acquire is a good command of English.

It is against this background that the Group would like to present the following further arguments in favour of the learning of several languages in addition to one's first language.

- If current trends are anything to go by, mobility between jobs, geographical mobility, and transnational co-operation will become an accepted part of the working lives of a large percentage of Europeans. It will become increasingly difficult to predict the course of people's careers. It is precisely because of this that the learning and knowledge of several languages is an important aspect of sustainable employability. The experience of learning several languages, and competence in several languages form a sound basis for learning additional languages if and when the need arises. Of course, this is particularly true for the learning of additional European languages, as many of them are closely interrelated.
- Learning other languages has an intercultural value. In addition to openness to other people's cultures and attitudes (see above), language education can raise awareness of one's own culture and values and stimulate the willingness and enhance the ability to communicate and co-operate with people across language and cultural boundaries.
- The learning of other languages has a transversal value. It supports cognitive functions such as attention, perception, memory, concentration, concept formation, critical thinking, problem solving, cognitive flexibility, and ability to work in teams. It supports both the cognitive development of young children and the mental agility of old people. However, it is important to bear in mind that the aforementioned abilities have to be regarded as long-term effects of language learning, rather than as short-term outcomes.
- It goes without saying that the benefits for the individual listed above are of major importance for the wellbeing of society at all levels. Language learning has a major impact on the level of education of an entire community, which in turn has been demonstrated to correlate with living standards, health standards and societal wellbeing in general.

While these arguments in favour of language learning are not new, they are not sufficiently well known among parents, young people, organisations active in the fields of education and culture, decision-makers and policy-makers. It is, therefore, important to launch information campaigns among these groups, especially at local, regional and Member State level. The Commission should take the initiative and consult with Member States and stakeholder groups at all levels about the best ways forward.

(2) *Enhancing motivation*

Important though awareness raising among, and motivating the motivators may be, ultimately it is the learners who need to be motivated. Motivation is a key, if not the key, to successful language learning. Enhancing learner motivation is *the* crucial element in achieving the desired breakthrough in language learning across Europe.

It is here that schools and teachers play a role of paramount importance. All too often, schools have in the past succeeded in demotivating pupils from learning languages. It is a common phenomenon across Europe that pupils drop languages during secondary education for sheer lack of motivation, only to find out at a later stage in their lives that they missed an important opportunity. Positive experience in language learning at school is likely to encourage people to take up and to continue language learning at a later stage. Although it is a truism, the point has to be made that the success of lifelong language learning hinges on the availability of qualified, highly motivated teachers, as well as on a sufficient number of teaching hours per week and small-size classes. Creating innovative learning environments, with the right mix of individual and collaborative learning, will further reflective learning, strengthen learner autonomy, and promote the development of different learning strategies, which are known to be key elements in the development of language competence and in supporting motivation for language learning.

However, there is a limit as to what can be expected of formal education, and because of this, additional learning opportunities should be created and made available. The Group was of the opinion that the following points deserve particular attention in this respect.

- Motivation is closely related to personal emotional involvement, and to getting things done through using (an)other language(s) in authentic contexts and in pursuit of realistic goals. Here, again it is important to bear in mind that the strategies to be applied will have to vary in accordance with the interests of specific target groups.
- Generally speaking, efforts should be made to make language learning part of leisure activities, such as sports. Language learning, and speaking and writing in different languages should become an experience of pleasure, rather than of frustration and failure.
- Regarding children and young people at school age, language learning should become a matter of extracurricular and out-of-school activities. School partnerships, email tandems, and language weekends are just a few activities known to be effective in this respect. Moreover, the range of languages offered can be extended this way. European schools are often held up as models in this regard. In fact, all our schools should become European schools in the sense that all schools should cultivate a European, multilingual and multicultural ethos.
- Efforts have to be made to target adult learners, especially in the wider society. This is all the more important as the family – including grandparents – is known to be a major factor in motivating children to learn languages.
- The potential for language learning of virtual border-transcending communities (“chats”) should be further explored. There is reason to believe that chats that are related to common interests or spare-time activities can be particularly effective in this respect.
- In trying to enhance motivation for language learning, the emphasis should be on the learning of languages rather than of one language. It is interesting to note that, given the right kind of learning environment, young people tend to take pride in developing their own individual language profiles. Language portfolios have an important role to play in this.

Moreover, in discussing learner motivation, the Group highlighted the following issues.

Motivation for language learning among migrant communities

All too often, migrants are only seen as a problem – migrant children underperforming at school or adult migrants with only a minimal command of the language of the host country. What is often overlooked is the fact that migrants constitute a valuable language resource. By giving value to migrant languages in our midst, we may well enhance migrants’ motivation to learn the language of the host community, and – indeed – other languages, and enable them to become competent mediators between different cultures.

Very often, young second- and third-generation migrants possess well-developed aural/oral skills in their heritage or community languages, but cannot read and write them. Many of them are highly motivated to become literate in these languages. Schools, higher and adult education institutions should make it their business to provide special learning opportunities for these target groups. This would be sound investment, as these people could help to establish economic contacts in their countries of origin, and could be brought to play an active role in intercultural dialogue and integration programmes for newly arrived immigrants.

Sustainability of motivation

A distinction needs to be made between *eliciting or initiating motivation* and *sustaining motivation*. As regards the latter – particularly important for lifelong learning – specific methodological approaches such as Content and Language Integrated Learning (CLIL), Learning Across the Curriculum, and the promotion of learner autonomy and of collaborative learning have been found to be particularly effective.

Motivation for learning languages to advanced levels

As was mentioned before, motivation has to be seen in relation to learner interests and learning goals. In a Europe characterised by linguistic diversity and open to the world, there is bound to be an increasing demand for highly qualified language specialists. Because of this, ways have to found of motivating young

people to learn foreign languages to advanced levels. For this, modes of cooperative learning may be more appropriate than formal educational settings.

(3) Recommendations

1. Community action programmes such as the Youth in Action Programme, the Europe for Citizens Programme, the Culture Programme and exchanges under the Lifelong Learning Programme should be further developed with a view to expanding contact with, and extracurricular learning of other languages.
2. In order to give new impetus to language learning, to organise extracurricular language learning opportunities, and to broaden the range of languages learnt, the Commission should encourage the creation of local / regional language learning networks comprised of schools, vocational training, higher education, and adult education institutions, cultural institutes and other pertinent organisations, and support their collaboration at European level.
3. There is a wealth of experience available across the Union regarding strategies relevant to initiating and sustaining motivation for the learning of languages. The Commission should support projects designed to make successful strategies for initiating and sustaining learner motivation known to stakeholders across Europe, and to promote the development of innovative strategies.
4. In the spirit of the Open Method of Coordination, the European Commission should invite authorities in the Member States and other stakeholders to identify and exchange examples of successful practice of integration and intercultural dialogue resulting from the learning and use of migrant languages by members of host societies.
5. Research should be conducted on the impact on integration and intercultural dialogue of the learning by first-generation migrants of the language of the host society, by second- and third generation migrants of their heritage languages, and by members of the host society of migrant languages.

III LANGUAGES AND THE MEDIA

The impact the media have on individuals and societies, their attitudes, tastes, and aspirations can hardly be overestimated. The media are a major factor in shaping people's attitudes to other languages and cultures, as well as their responses to political developments, such as the European project.

(1) *The potential of the media in evoking, enhancing and sustaining motivation for language learning*

(1.1) "Edutainment"

While across Europe as a whole, traditional educational language programmes on radio and television are decreasing to the point of extinction, an emphasis can be noted in a number of Member States on TV programmes that raise awareness of other languages, along with the cultures they represent. These programmes can motivate viewers to learn other languages by presenting them in new entertainment-based formats.

The HLGGM heard a report of a Finnish TV "edutainment" series designed to encourage the learning of Italian in Finland ("Una Casa in Italia"). The series, which combined reality TV with education, took the form of a learning contest, in which contestants followed an all-inclusive on-line beginner's course, which was also available to viewers free of charge. The effect on viewers was dramatic; language centres offering courses in Italian witnessed a sharp increase in enrolments – and, what is perhaps even more surprising, the number of learners was still at a high level a year after the series had been broadcast.

The report of the Finnish experience demonstrated that the media can motivate people to learn languages in ways that are beyond the methods available to formal education. The media have a unique capacity to make languages visible and to show how different nationalities behave. They can deliver an appreciation of other cultures in a way that textbooks cannot, countering traditional stereotypes. The Finnish experience also highlighted the different roles that different media can play in language learning outside formal educational settings. While TV programmes and series may kindle interest in other cultures as well as motivation to learn languages or to take up previously learnt languages again, the Internet can provide support for language learning through websites and learning portals featuring learning materials, webquest activities, activity books etc.

The potential of the media in promoting the integration of migrants

The Finnish series has attracted much interest from TV broadcasters in other Member States. It would seem logical that the languages of popular holiday destinations lend themselves especially to this kind of approach. However, the media could also play a major role in pulling down barriers between different communities living in our societies. Migrants outside education could be encouraged to set aside stereotypes and to learn the language of the host country, while citizens of the host country could be brought to appreciate the culture of a given migrant community to the extent that they become motivated to learn the language of that community.

(1.2) Subtitling vs. dubbing

Traditions vary across Europe with regard to the subtitling and dubbing of foreign TV programmes. For example, in Finland subtitling is even used in TV news programmes, while in Germany there is a long-established dubbing tradition.

The Group felt that TV programmes with sub-titles can be effective tools for language learning, in that they can promote functional literacy and receptive multilingualism, especially as they present viewers / listeners with a given language as used by speakers of that language. Because of that, TV companies which normally use dubbing should be encouraged to offer sub-titling in addition to traditional dubbing, so that viewers have a choice. Moreover, it is worth considering how the fact that national TV programmes can be received via satellite across Europe can be exploited for the dissemination of Community languages. For example, it would be ideal if select programmes were to be broadcast by national / regional companies with sub-titling available in a number of EU languages.

Sub-titling, which is part of the audiovisual-translation branch, is a profession of its own and differs from other varieties of translation in that it is highly context-related. It requires a particularly well-developed ability to summarize the essential message. There is reason to believe that there is a shortage of sub-titling translators. European and international associations with a special interest in the training of language mediators should attempt to assess the current situation across the Union and encourage the development and delivery of new training courses in sub-titling to fill any gaps that might exist in current provision.

In sum, the Group believes that the potential of the media for motivating people to learn languages, for facilitating language learning, and for promoting intercultural dialogue should be further explored with a view to exploiting this potential across the Union. Many Europeans are locked up in their cultural towers, as it were. It is through the media, notably through television, that they can be confronted with diversity, i.e. can experience diverse languages and cultures.

(2) *The role of the media in the creation of a European public sphere*

Even though a majority of the laws and regulations in force in the Member States are made in Brussels, the general public tends to believe that all important decisions are made by national parliaments and governments. In fact, opinions in Europe are shaped within separate national frameworks. It has been shown that news about the EU is perceived by journalists through national filters, edited according to domestic agendas and only sparsely absorbed by home audiences.

Admittedly, there are a number of “national” international radio and TV networks, some of which cater for large audiences. However, *Euronews*, which broadcasts in seven languages, is felt by many to be boring. In any case, it does not play a major role in news coverage across Europe.

It is this state of affairs which explains why many Europeans are hardly aware of the EU’s political agenda and of the political agendas in other Member States, for that matter. It is not difficult to imagine why awareness of and openness to other European cultures, and interest in other European languages remain underdeveloped. The “democratic deficit” and the lack of a European identity are major obstacles to further progress of the European project.

Among the measures considered by the Group with a view to overcoming the current state of affairs were the following: the creation of European journals, owned by European companies and run by European editors; the creation of multilingual websites featuring articles from magazines and journals published in different Member States; the launch of a multilingual TV channel broadcasting programmes that could be expected to attract a substantial percentage of residents in all the Member States, including programmes likely to arouse interest in the Union’s activities and policies. Of course, these and similar suggestions do not lend themselves to short-term implementation, but will require the preparation and launch of new initiatives in the European institutions and beyond.

(3) Recommendation

The Commission and Member States should explore the possibility of providing incentives for the production of so-called edutainment programmes designed to arouse interest in other languages and cultures. One such possibility would be an annual award for film/media students for ideas designed to raise awareness of the value of multilingualism.

IV LANGUAGES FOR BUSINESS

(1) The ELAN study

In its Communication of 2005, the Commission, in line with the Lisbon strategy, confirmed its conviction that skills in several languages are important for the performance of the EU’s economy as a whole, the competitiveness of individual companies, and the employment prospects of individual workers. Also in late 2005, the Commission commissioned a study on the impact on the European economy of shortages of language skills - *ELAN: Effects on the European Economy of Shortages of Foreign Language Skills in Enterprise*. The study was handed over to the Commission a year later.⁵

The HLG had the privilege of being briefed on the main findings and outcomes of the study by the project director and the principal investigator.

The main thrust of the research was a survey of nearly 2,000 exporting small and medium-sized enterprises (SMEs) in 29 European states “to collect data on approaches to the use of language skills, intercultural competence, awareness of language strategies, loss of business owing to lack of language skills, future exporting intentions and hence projected requirements for further language skills” (ELAN 2006:4).

The significance of the study results from the fact that SMEs account for more than 50% of employment in the EU and that exporting SMEs are more productive than non-exporting SMEs. Language and intercultural skills were found to be relevant to success in export, and a significant amount of business had been lost as a result of lack of language skills – and presumably also because of lack of intercultural skills. In this context, it is interesting that nearly half of the SMEs surveyed plan to enter new export markets in the next three years.

⁵ The ELAN study is available for download at http://ec.europa.eu/education/policies/lang/doc/elan_final_report_en.pdf

Generally speaking, the level of awareness among SMEs of the relevance of language skills is high, as is evidenced by the fact that many businesses keep a record of their staff's language skills. Moreover, a substantial number of companies have undertaken language training for their staff, even though both large and small companies indicated a preference for recruiting staff who already had language skills rather than having to invest in training. However, in spite of the fact that the study revealed a complex picture, there was evidence that many SMEs thought that English was enough.

(2) Considerations evoked by the discussion of the ELAN study

The presentation of the ELAN study was the point of departure of the Group's discussion about languages for business. The following points were regarded as being particularly relevant to future policy development and action.

- The ELAN study gives rise to the question as to what further studies on languages for business are needed. This is directly linked to the question which policy-makers and decision-makers should be targeted by future studies. In view of the differences that obtain across the Union, more specific surveys at Member State or regional level may now be called for, designed to produce facts and figures that will impress and convince both business associations and public authorities.
- Over the past few years, in many parts of the Union, education institutions have entered into structured dialogue with enterprises and business organisations in the region. The ELAN study provides support for the view that dialogue of this kind should also focus on the issue of language and intercultural skills, and this for more than one reason. For one thing, providers such as schools and tertiary education institutions need to adjust their offerings to the requirements of enterprise; for another, higher education institutions are often in a position to assist enterprise in gaining a clearer understanding of what their requirements are. Either way, both education institutions and authorities, and enterprises need to regularly evaluate their policies and practices in the light of changing circumstances and needs.
- The ELAN study shows that in attempting to assess the linguistic needs of businesses one should not only address the question as to which languages are needed, but also for which communicative situations a given language is typically required. This would allow education institutions to define learning outcomes in terms of competences required for the mastery of these situations.
- Higher education institutions and other organisations which undertake career tracking surveys should include questions on languages and language-related skills in their questionnaires.
- Businesses should offer special incentives to their staff to learn languages and to continue learning languages they already have.
- There is a growing demand for major world languages such as Arabic, Chinese, Hindi, Japanese and Russian, which is currently not matched by provision. This calls for two types of action: (i) Education systems and institutions need to diversify their offerings. (ii) The training in these languages needs to be professionalized, which includes the development of pan-European benchmarks.
- There is reason to believe that in specific regions enterprises require proficiency in less widely used and taught languages. This is an aspect that should be addressed by future surveys conducted at regional or Member State level.
- The working environment constitutes one of the most effective areas of learning, in which languages can be acquired and developed in meaningful contexts.
- The presence of an increasing number of speakers of other languages in Member State societies represents considerable economic potential, which needs to be fully exploited and further developed. Many migrants belong to international networks and are, therefore, able to establish business contacts abroad and overseas.
- Business language information services, i.e. databases of linguistic and cultural experts, operate successfully in several countries. These services are an important instrument for pooling resources. Links should be developed between different national and regional databases to assist business.

- The relevance of language skills to business performance makes it all the more necessary that reporting instruments such as Europass and the Diploma Supplement are properly applied. Education authorities and institutions must make sure that language competences are measured and conveyed in a way that employers understand.
- In order to give impetus to language learning in a vocational context, vocationally contextualised multi-lingual resources need to be developed for use in vocational training institutions.
- Resources need to be developed for career advisors which highlight the added value of language skills in enhancing employability.
- The rapidly expanding and diversifying language industry is a major factor in the European economy, with new job profiles and new employment opportunities. It is important that higher education institutions and other training organisations prepare students for this new sector of the employment market.

Irrespective of the urgent need to cultivate links between education and industry, education authorities and institutions should not lose sight of the fact that (i) multilingualism is also a general educational good, that (ii) many young people do not seek or find employment in their region / Member State, but elsewhere on the global market, and that (iii) young people need to be prepared for lifelong learning and sustainable employability, whereas, because of their profit-oriented interests, businesses are frequently more concerned with short-term requirements.

(3) Recommendations

1. The European Commission should encourage the establishment of regional education-enterprise networks or platforms and their linking at European level. To this end, a project or projects should be launched designed to address issues such as aims and objectives of regional networks, ways of establishing them, membership, and working modes. The added value of European collaboration, incl. aims and activities, should be given special attention.
2. The European Commission should support research or a study into ways in which the linguistic resource available in migrant communities can be exploited and further developed with the specific aim of assisting the export effort of enterprise.
3. The European Commission should explore further opportunities for using the European Social Fund and the Structural and Cohesion Funds for supporting language learning with a view to enhancing employability and economic performance.
4. The European Commission, if possible in cooperation with the Parliament and Council, should develop a European label to be awarded to SMEs which achieved export success through exemplary language and culture management, including effective staff development.
5. Research should be undertaken into the relationship between multilingual competence and creativity.

V INTERPRETATION AND TRANSLATION – NEW TRENDS AND NEEDS

(1) Interpretation and translation and related forms of language mediation for communication, business, and administrative purposes

Like the labour market and job profiles in general, interpretation and translation have undergone considerable changes over the past few years. Only ten years ago, it was possible to discuss, at a European level, interpretation and translation mainly in terms of the needs of the EU's interpretation and translation services, even though new terms denoting other types of language mediation, such as community or public service interpreting, could be heard on occasion.

The Group took note of the following developments and stressed a number of points related to them.

- The increase from 11 official EU languages in 1995 to 23 official languages in 2007 has resulted in a number of major changes in the management of interpretation and translation in the European institutions, signalled by such terms and phrases as “supply on demand”, “real needs”, “relay” and “retour”, and an increased use of free-lancers, especially for the recently added official languages. The changes must not result in a decline in quality. It must be clear to all concerned that quality has its price.
- The demands made on the EU’s translation services as a result of expansion are hard to imagine; the European Commission alone translates 1.5 million pages a year, both in-house and via sub-contractors. The translation of EU legislation into all the official languages has to have absolute priority.
- In the light of spiralling costs, and, more so, for reasons of practicality and time, the European institutions will have to exercise their responsibility for regular reviews of their demand management strategies, while taking into account their political priorities.
- The Union’s translation services have a major role in maintaining all the domains in smaller EU languages, for example through updating terminology.
- In spite of the fact that translation and interpretation are and will remain essentially human activities, the EU’s language services should continue to take a lead in the development of new technological tools.
- The Group was pleased to learn that in the DG for Translation, the databases for internal document management and the interfaces of software application and hardware equipment have been built around Unicode, allowing representation of the alphabets of all languages. The Group appeals to those authorities in the Member States and webmail providers who have to net done so to change over to Unicode in order to avoid continuing discrimination of EU citizens on the grounds of nationality or language.⁶
- The Member States and higher education institutions in the Member States are and must remain responsible for the training of the highly qualified interpreters and translators required in the European institutions and bodies.
- The working environments of interpreters and translators have considerably changed in recent years, particularly, but not only, outside publicly funded organisations; remote interpreting, outsourcing of translation, and the expansion of IT language tools indicate just a few of these changes. At the same time, completely new forms of language mediation, such as localisation, have appeared on the labour market.
- While it is apparently possible to estimate future demand for translators, interpreters, and other types of language mediators in international organisations such as the UN and its associated organisations, predictions are more complex for EU institutions and bodies, and certainly more difficult for the private market, which might have a discouraging effect on young people contemplating an interpreting career. That said, it needs to be emphasised that there is an acute shortage of interpreters in Europe who have Arabic, Chinese, Korean or Japanese as B or C languages. This partly has to do with the fact that the learning of these languages is an arduous and time-consuming task.
- Whereas for a long time, the political dimension of translation and interpretation was primarily associated with communication at Community and international level, in the past 10 years the importance of translation and interpretation for the functioning of multilingual societies at Member State, regional and local level and hence for further progress of the European project has come to be widely recognised (cf. Commissioner Orban’s address at the 11th SCIC-Universities Conference, 11/05/2007). Member States and authorities at local and regional level have to live up to their responsibilities in this respect. While it would be useful to conduct studies – preferably at Member State level – into current and future demands in legal / court and community

⁶ The HLGGM wishes to thank Mr Bernd Kappenberg of Leibniz Universität Hannover for drawing their attention to this issue.

interpreting and translation, it should be clear that analyses of this kind can be quickly overtaken by developments.

- In spite of rapid changes in the language industry, or rather because of these rapid changes, schools of translation and interpretation should be encouraged to track the careers of their graduates with a view to acquiring up-to-date information about changing needs and professional requirements.

Many of the developments mentioned above and more were identified by the Commission in its Communication of 2005 (European Commission 2005:10-15. As in so many other fields the Group looked at, there are seemingly contradictory developments. In spite of increasing demands in certain sectors, the interpreting profession seems to be particularly vulnerable. Training for high-quality interpreting requires major investment in terms of time and money; interpreting is a highly demanding profession. Whereas in the past, it was possible to expect adequate returns on the investment made, the market has now become much more volatile, requiring increased flexibility in terms of languages, directionality, the immediate work environment, and modes of delivery.

In addition to developments and issues pertaining to translation and interpretation, the Group reviewed recent efforts made by the Commission to reach out to citizens through novel means, such as multilingual internet chats, multilingual web-streaming of European events and web translation. The Group was at pains to point out that improvements in communication with citizens are not just a matter of successfully coping with multilingualism or of employing novel forms of communications technology, but also of speaking a language that citizens can understand. This would seem to call for experts in multilingual communication.

(2) *Translation and cultural diversity*

In discussing new trends and needs in language mediation for communication, business, and administrative purposes, the Group never lost sight of the fact that languages are more than a mere means of communication. Each language deserves to be seen and treated as a language of culture – on account of its semantic and grammatical peculiarities as well as literary and other works written in this language. Looked at from this point of view, multilingualism is a value and as such a characteristic of European cultural identity.

Translation is, therefore, not just a method for facilitating communication between members of different language communities, but also an indispensable means of enabling Europeans to read cultural products written in European languages they do not understand. The Group welcomed the fact that the European Commission is continuing to fund the translation of European literary works in the 2007 Culture Programme. However, the Group also felt that more should be done to encourage the translation of literary works, and it deliberated on concrete measures that could be taken to this end. One of the ideas put forward was for the setting up of a European translation observatory, whose functions would include creating synergies between different public and private actors, selecting works for translation, supporting the development of translation tools and methods designed to enhance speed and quality, and promoting the publication of bilingual editions, deemed to be excellent instruments for gaining access to Europe's abundant literary wealth.

(3) *Recommendations*

1. Following the success of the European Master in Conference Interpreting, the European Commission should encourage and support the development of European / international degree programmes in interpretation and translation that would help to meet current and anticipated future shortage in specific language combinations. The European Master in Translation (EMT) project is a good example of what needs to be done. It could be expected that these international programmes would exploit opportunities provided by distance learning.
2. The European Commission should consider the possibility of supporting a European project or projects for the joint development of higher education programmes for the training of specialists in multilingual communication. Likewise, the Commission should encourage the launch of a project or projects for the joint development of continuing education

3. modules / courses for the acquisition of new professional competences and knowledge (cf. use of technological tools).
4. The European Commission should encourage the launch of projects for the learning of major non-European languages, such as Arabic and Mandarin Chinese, to levels required of professional translators and interpreters. The Commission should seek to provide funding for study periods spent in target language countries.
5. The European Commission should encourage the launch of European projects for the joint development of higher education programmes in legal / court translation / interpretation and community translation / interpretation. Projects should focus on the identification of the competences required in carrying out the respective professions. As it is difficult to make medium-term predictions, the programmes to be developed should also equip students with competences sought after in related sectors of the labour market.
6. The European Commission should call a meeting of leading experts from higher education, pertinent institutions and organisations, and Member State authorities to consider what issues regarding translation, interpretation and multilingual communication need to be addressed at European level and how this could best be done.
7. The EU should establish a translation award for outstanding achievements in literary and non-literary translation.

VI REGIONAL OR MINORITY LANGUAGES

The revival of the regions and the revitalisation of regional and minority languages are among the most striking developments in the history of the Union. The Group's discussion about regional and minority languages, in which Commissioner Orban took a leading role, focused on the following three issues.

(1) The maintenance and further development of regional or minority languages

Regional and minority languages are constituent elements of Europe's linguistic and cultural diversity and wealth; for a considerable number of EU citizens these languages are an important means of communication as well as part of their personal, cultural and social identity. Members of the Group shared the view that the revitalisation, maintenance, further development, and long-term survival of Europe's regional and minority languages should continue to be a matter of European concern, and they welcomed the fact that Community support would continue to be available for networks and platforms dedicated to this aim. They also expressed the opinion that the vitality of these languages depended not only on the official status enjoyed by and the public support provided for them, but also on the motivation of the members of the communities in question to learn and use these languages. As the case of the revival of the Welsh language showed, the media had a decisive role in this respect.⁷

(2) Bilingual communities as good practice laboratories

Bilingual communities comprised of speakers of regional or minority languages and of majority languages are good practice laboratories relevant to the EU's aim of promoting multilingualism across the Union. In this context, reference was made to the know-how acquired in bilingual schools in the Basque Country, Galicia, Catalonia and the Valencian Country, where sophisticated methods of language immersion and special teacher training programmes had been in place for decades. It was felt, that these methods should be disseminated throughout the Union, as should the promotion of passive bilingualism, the management of linguistic conflicts, and the management of multilingualism in companies and public administration practiced in those territories. The Group came to the conclusion that further research

⁷ This point was made convincingly by Nia Lewis of the Welsh Assembly Government EU Office in her presentation on "Media and the Welsh Language: current developments", made at the meeting of the HLG held on 8 November 2006.

should be conducted into educational and management practices in bilingual communities with a view to assessing their potential for application in other situations.

(3) *The issue of the status of regional or minority languages*

The Group took note of the fact that a number of leading advocates of regional and minority languages have for some time now been calling for a change in the EU's language regime, whereby regional languages that enjoy official status in Member States would achieve the status of official EU languages. The following arguments were presented against this kind of proposal.

- It was highly unlikely that the official language regime installed through Regulation No 1 would ever be changed, because a change would require a unanimous vote of the Council.
- The change in the EU's language regime suggested would increase the complexity of the language situation in the European institutions to a degree that would make it nearly unmanageable and result in an inordinate increase in cost. Following recent enlargements, the language regime put in place in 1958 had, for the first time, come under pressure, and future enlargements were going to present considerable additional challenges for the EU's translation and interpretation services.

At the same time, the Group welcomed recent moves made by the Spanish government to enhance the status in EU contexts of regional languages enjoying official status in Spain; however, responsibility for such moves would primarily have to be the responsibility of the Member States concerned.

Members of the Group further acknowledged that multilingualism was of utmost importance in the Commission's drive towards improvements in communication with citizens. They also felt, however, that there was a limit as to the number of languages that could be included in this initiative, given the determining role of the factors of quality, speed, and cost. In addition, they drew attention to the fact that the languages and cultures of migrant communities as well as major non-European languages and cultures were becoming increasingly relevant to the European project as well.

A number of the research projects proposed in chapter VII are a direct outcome of the Group's wide-ranging discussion on regional and minority languages.

VII RESEARCH INTO MULTILINGUALISM

The Group devoted its entire first official meeting to the issue of research. This in itself highlights the fact that research is of fundamental importance for the development of policies, strategies and practices in the field of multilingualism. This view was confirmed by the outcomes of the Group's discussions conducted at the following meetings, when time and again it became clear that new knowledge, generated by scientific research, was needed in order to bring about improvements in the acquisition of multilingual competence and the management of multilingualism. A number of research topics proposed during those meetings are in fact mentioned in previous chapters.

In this chapter, a select number of research topics identified by the Group are presented under inclusive categories. Quite a few of these topics call for a European research effort, including research conducted under the auspices of the 7th Framework Programme. A few of the topics listed might become the subject of studies rather than of full-fledged research projects.

Research area 1: The effectiveness of informal language learning; long-term effects of early language learning

Across the Union, early language teaching is becoming normal practice. However, it is not known what the long-term effects of these measures are, especially since practices vary considerably with regard to starting age, number of contact hours, and teaching methods. Comparative studies into the language and cultural competence of pupils, school leavers, and workers would be particularly useful. The long-term

effects of bilingual upbringing and of out-of-school contacts with speakers of other languages – in combination with educational measures – are of particular interest in this respect.

1. Language learning outside formal educational settings
Key issue: investigation into the impact of extracurricular or out-of-school measures, including leisure activities and exchanges, on the acquisition of competence in languages.
2. Long-term effects of early language learning
Key issue: investigation into the language competence of adults in relation to different starting ages and different teaching / learning scenarios (e.g. traditional language teaching, various forms of immersion, CLIL, stays in countries where the language is / languages are spoken etc.).
3. Language learning and emotion
Key issue: the role of emotional factors in acquiring multilingual competence (e.g. the relevance of contacts, attitudes, motivation, self-awareness, music, sports etc.).
4. The potential of multilingual electronic tools as support for non-specialist users of second and third languages
Key issue: systematic incorporation of the use of electronic tools into language teaching / learning in formal educational settings with a view to preparing learners for the use of such tools in real-life situations.
5. Language biographies
Key issue: people who have achieved high levels of multilingual proficiency, or multiliteracy; success factors; different types of individual multilingualism present in Europe.

Research area 2: The management of multilingualism in Europe in a variety of contexts

As described in previous chapters, the Union and its Member States are confronted with a multilingual challenge of unprecedented size, complexity and policy relevance. Scientific research is required into the practices and strategies applied by individuals, social groups, and organisations in dealing with and exploiting Europe's linguistic diversity. The utilisation and further development of electronic multilingual tools as well as the linguistic potential inherent in migrant communities are of particular interest.

1. The impact of Europe's linguistic diversity on the production, transfer, and application of knowledge
Key issue: comparative studies of conditions and practices in the EU and the U.S.
2. The potential and limitations of the use of English as a *lingua franca* at European level
Key issue: an empirical investigation into monolingual communication practices in political, economic, scientific, cultural and social contexts.
3. Multilingual tools for language mediators
Key issue: the further development of electronic multilingual tools as support for professional translation and interpretation work.
4. New needs in language mediation in a changing multilingual environment
Key issues: new needs at different levels and in different sectors resulting from enlargement, integration, migration into the Union, and internationalisation / globalisation; newly emerging language industries.

5. Second- and third-generation immigrant speakers of non-European languages
Key issues: exploitation of existing international networks; Europe's ambassadors in the world; potential for foreign economic contacts, and for intercultural mediation.
6. The relevance of multilingual competence to the employability and mobility of European workers
Key issues: evaluation of results of different types of career tracking; development of a model for regular surveys.
7. Receptive multilingualism
Key issue: communication strategies used by speakers of Scandinavian, Romance and Slavonic languages and their relevance to improved intra-European communication.

Research area 3: Language and social integration

As a result of mobility and migration, new forms of multilingualism are coming into existence, especially among young people. At the same time, the presence of migrants and people from other Member States in our societies, as well as globalisation and advances in ICT give rise to new needs in and forms of interlingual and intercultural communication.

1. Comprehensive integration policies and practices
Key issues: comparative studies on concepts of integration; involvement of families, and of the social environment of host societies in language and culture acquisition; changes in host societies brought about by cultural transfer.
2. Interlingual dialogue – new forms and needs
Key issues: different levels and sectors; enlargement, integration, and migration into the Union; globalisation.
3. New speech habits
Key issues: changing patterns in multilingualism and social identity among children and young people; mobility and migration; technology-based communication; impact of the media.

Research area 4: Language – identity – political power

While the EU rightly stresses the close relationship between language and personal, social, and cultural identity, the link between language policies or language education policies and political power is somewhat of a taboo subject.

1. Europe's regions and multilingualism in previous centuries
Key issues: relationship between language and identity; family ties across language boundaries; practices in different language border regions.
2. The strengthening of regional and minority languages, and language needs arising from expansion, integration, migration, and globalisation
Key issues: the political dimension of the revitalisation of regional or minority languages; regional identity in a rapidly changing social and political environment; multiple identities.
3. Languages as instruments of political power
Key issues: regional and national language policies; external language policies; language education and multilingual competence as tools of political power.

In addition, the EU should consider ways of harmonising the collection of data on the multilingual repertoires existing in Member States.

VIII CONCLUDING REMARKS

The discussion papers prepared and the presentations made by members of the Group, and the discussions triggered by the papers and presentations confirmed that the Commission had been right in deciding to address the issue of multilingualism in a comprehensive manner.

- There are direct links between language learning and multilingual competence on the one hand, and language mediation on the other. If, for example, young people are unwilling to learn languages to a high level of competence, there will be an acute shortage of high-quality translators and interpreters. At the same time, the fact that many people operating at a European level now have a good command of English is bound to have an effect on the demand for interpreting at European level.
- Presentations and deliberations alike provided convincing evidence of the transversal nature of the issue of languages in general and of multilingualism in particular. The learning of other languages, and multilingual and intercultural competence are no doubt of direct relevance to economic growth, competitiveness, employability and social cohesion. They are relevant to the integration of migrants and to intercultural dialogue, as well as to the Commission's drive towards improved communication with citizens. Moreover, multilingualism has a direct bearing on such diverse policy areas as justice and individual rights; health; external relations and foreign affairs; education and training; higher education, science and research; culture; social rights; regional and local development; consumer protection; tourism; and last but not least on the internal workings of the Union's institutions and bodies.
- The new dimension of the multilingual challenge the Union, and the private and public sectors at all levels are confronted with as a result of developments over the past ten to fifteen years makes it necessary for all stakeholders to address issues regarding multilingualism such as language learning, language choice, language mediation, interlingual communication and language support in new and unconventional ways. (This is all the more necessary as people's views on language-related issues tend to be influenced by long-standing beliefs, values and attitudes, personal experiences, and professional and political interests.)
- Without any doubt, it is primarily the responsibility of stakeholders in the public and private sectors to take up this challenge; however, the HLGGM firmly believes that the Commission has a special role to play in designing new policies, launching new initiatives, stimulating pilot activities and facilitating the dissemination and exchange of innovative and successful practices.

The Group believes that it managed to make considerable progress in identifying and defining relatively new aspects of the multilingual challenge the Union is confronted with, and to develop a number of ideas as to how these aspects could be addressed, including recommendations for action to be taken at Community level. The Group hopes that these recommendations and ideas will be taken up by the Commission, the Member States, and other stakeholders.

The following ideas and suggestions would seem to be particularly relevant to future policy development, and action:

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| <p>(i) Emphasis on the importance of multilingualism is anything but an ideological hobby horse of the European Union and the Council of Europe. The various dimensions of multilingualism, above all the learning of languages, have the greatest significance for the good of society and for the well-being of individuals. In order to raise awareness on this issue, information campaigns need to be launched at all levels, targeted at the whole range of stakeholders in the public, voluntary, and private sectors, including parents.</p> |
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- (ii) **Motivation is key to language learning.** Enhancing motivation for language learning must be the **no 1 priority of language teaching at school**. New learning scenarios have to be designed and put in place and new strategies applied that are known to enhance motivation for language learning – **extracurricular and out-of-school activities** which make language learning an **experience of enjoyment and success**, rather than of frustration and failure. **The media** are known to motivate people to learn languages that are beyond the methods available to formal education; this potential needs to **be exploited on a large scale across Europe**. In addition to children and young people in school education, **new groups of learners** such as students in vocational training, workers and adult learners in the wider society **should be targeted**.
- (iii) **Language learning** – both of languages of the host society and of migrant communities – and **interlingual communication** are of utmost importance to **integration and intercultural dialogue**. Moreover, the migrant communities in our societies represent an **economic and cultural resource** which should be recognised, developed and made use of in the social and economic environments.
- (iv) In many parts of Europe, enterprises, especially small and medium-sized enterprises and employers organisations, as well as authorities responsible for and institutions active in education have been slow in taking appropriate action to meet the **linguistic and intercultural needs of international trade**. In the wake of the ELAN study, **studies at national and regional level** need to be conducted to identify the specific requirements of enterprises and to make proposals for appropriate action.
- (v) The new multilingual challenge calls for new forms of consultation and collaboration, such as **regional networks of providers, and of education institutions and enterprises** (including pertinent authorities and organisations), which should **collaborate at European level** to facilitate the **exchange of examples of successful practice**. Also, **the vocational and professional careers of young people** need to be **surveyed** with a view to obtaining information about the language requirements in the labour markets.
- (vi) As a result of recent developments such as expansion, migration into the Union, and globalisation, there are **new requirements** in the fields of **language mediation** and **interlingual communication**, which call for **new professional qualifications**, the further development of **technological tools**, and the provision of **additional financial resources**. Among the **priorities** identified are the **communication of the EU with citizens** and **legal and community interpreting and translation**.
- (vii) **Regional or minority languages** are an constituent element of Europe's linguistic and cultural diversity, which needs to be maintained and further developed. Case studies of **language education and the management of multilingualism** in Europe's autochthonous bilingual communities should be **disseminated** across the Union, as they may well lend themselves to **application and adaptation** in other multilingual communities.
- (viii) The new multilingual challenge gives rise to a considerable number of questions to which we only have tentative answers. The Group identified several **research topics** which should be addressed as a matter of priority with a view to producing **new policy-relevant knowledge**. Many of these topics call for **collaborative and comparative research** as foreseen under the **7th Framework Programme**. The Group would hope that these topics can be incorporated into future FP7 work programmes, and that they will arouse the interest of the European research community.

The Group thinks that in order to achieve the necessary momentum the Commission should take the initiative in most of the fields of action sketched above.

Members of the HLG would hope that the outcomes of their reflections can inform the ministerial conference envisaged for early 2008 and provide input for the Commission's Communication on a new strategy on multilingualism due to be presented in the second half of 2008.

APPENDIX 1 The Agenda of the High Level Group

The Group held a total of seven meetings: one preparatory meeting and six official meetings. Five of the official meetings were devoted to one or more than one specific topic, more or less directly related to the themes announced at the unofficial meeting held on 28 June 2006. The sixth official meeting was devoted to the preparation of the final report. At the thematic meetings, individual members of the Group made presentations based on discussion papers circulated ahead of the meetings. In addition, three invited external experts made presentations (see below) on three different occasions. The presentations were followed by discussions, which were summarised at the end of each meeting by the *rapporteur*. The meetings were minuted by William Aitchison and Teresa Condeço of the Multilingualism Policy Unit respectively.

Meetings, themes, and presentations

28 June 2006

Informal introductory meeting

3 October 2006

Research into multilingualism

Research into Multilingualism (Rita Franceschini)

Recherches sur le multilinguisme (Barbara Cassin)

Language issues in FP7 (Pascal Dissard, Scientific Officer, EC - DG RTD /
Directorate L "Science, Economy and Society)

8 November 2006

Languages and the media

Languages and the Media (Jaana Sormunen)

Media and the Welsh Language: current developments (Nia Lewis, Welsh Assembly Government
EU Office)

Border transcending media and the emerging European public sphere (Abram de Swaan)

19 December 2006

Languages and business

The impact of languages on the European economy (Isabella Moore, and

Professor Stephen Hagen, University of the West of England, Bristol, UK)

2 February 2007

Issues related to interpreting and translation

Simply: Translation, and how to deal with it (if at all) (Branislav Hocheľ)

Interpreting (Barbara Moser-Mercer)

16 March 2007

Strategies to promote language learning: awareness raising and motivation

Motivation and self-awareness in language learning (Hanna Komorowska)

Issues in language learning: awareness raising, motivation, and promotion (Ineta Savickienė)

The specific obstacles to the promotion of 'regional and minority' languages and to highlight 'success stories' in which these obstacles were overcome (Josep Palomero)

7 June 2007

Preparation of the Final Report

The meetings were chaired by the Commissioner responsible at the time; they were attended by the directors-general and/or other representatives of the Directorates-General for Education and Culture, Interpretation, Translation, and of the Publications Office. Moreover, representatives of the DG for Information Society and Media and of DG Enterprise participated in the meetings on 8 November and 19 December 2007 respectively. All the official meetings were attended by one or more than one representative of DG Research (Directorate L "Science, economy and society").

APPENDIX 2 Bibliographical notes

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APPENDIX 3 Acknowledgements

The writer and *rapporteur* for the High Level Group on Multilingualism would like to acknowledge that this report reflects eleven months of hard and dedicated work, and of open-handed, wide-ranging, and sometimes fervent discussion on the part of the members of the Group. This was matched by the extremely helpful expert contributions made by the directors-general of the Directorates-General for Education and Culture, Interpretation (SCIC), Translation, and of the Publications Office, and by contributions from other Commission staff. The report compilation was greatly aided by comments and text contributed by individual members of the HLG, and by the minutes of the meetings prepared by Commission staff. The writer was especially helped by the advice of Professor Rita Franceschini and Professor Barbara Moser-Mercer, who commented in great detail on successive versions of the report, and of Mr Harald Hartung, head of the Multilingualism Policy Unit (DGEAC). Any remaining weaknesses are, of course, the responsibility of the writer.

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- Eva Valle Lagares (Member of the Cabinet of Commissioner Leonard Orban)
- Noël Muylle (Honorary Director and Special Advisor on Multilingualism to Commissioner Figel')

The writer would like to take this opportunity to thank Commissioners Figel' and Orban for the inspiration and guidance provided, and for the trust placed in him.

APPENDIX 4 CVs of the Members of the HLG M

Dr Barbara Cassin is Directeur de Recherches at the Centre National de la Recherche Scientifique in Paris (Centre Léon Robin de Recherche sur la pensée Antique, Paris IV Sorbonne-CNRS). She studied philosophy and philology, specialising in ancient Greek and Greek philosophy.

Her initial research focused on the relationship between philosophy and sophistics. This led to an edition with commentary of two fundamental texts: Gorgias' *Treatise of Non-Being* (*Si Parménide*, P.U.L.-M.S.H., 1980) and book *Gamma* of Aristotle's *Metaphysics* (*La Décision du sens*, with Michel Narcy, Paris, Vrin, 1989).

She has pursued this inquiry as a way of approaching some of the major modern and contemporary philosophical positions as strategies of appropriation of antiquity, from Heidegger to Habermas, via Hannah Arendt (as co-editor, *Ontologie et politique. Hannah Arendt*, Tierce, 1989, and as editor, *Nos Grecs et leurs modernes. Les stratégies contemporaines d'appropriation de l'Antiquité*, Seuil, 1992). Her major publications are *L'Effet sophistique* (Paris, Gallimard, 1995), *Aristote et le logos, Contes de la phénoménologie ordinaire* (Paris, PUF, 1997), *Parménide, Sur la nature ou sur l'étant, La Langue de l'être* (Paris, Seuil, Points-bilingues, 1998), *Voir Hélène en toute femme, d'Homère à Lacan* (Paris, Les Empêcheurs de penser en rond, Institut d'édition Sanofi-Synthélabo, mars 2000).

She worked on contemporary rhetorical and political issues, as Truth and Reconciliation Commission in South Africa, to experiment in concreto what kind of things words can do in our days, and published *Vérité, Réconciliation, Réparation* (with Ph. J. Salazar and O. Cayla, "Le Genre Humain", Seuil, 2004), and examines critically some new modern tools of "cultural democracy" in *Google-moi, la deuxième mission de l'Amérique* (Albin-Michel, 2006). She has also initiated and directed an international Groupement de Recherches (research team) at the CNRS, and published a *Vocabulaire Européen des Philosophies, Dictionnaire des Intraduisibles* (Paris, Seuil-Robert, 2004), which deals with about 15 european languages (ancient and modern), and shows how a tongue is much more than a set of words but is rather a web through which the world is perceived and thought.

Her works are translated in a dozen of languages.

Professor Abram De Swaan is Research professor of Social Science at the University of Amsterdam and held the chair of sociology from 1973 until 2001. He was co-founder and dean of the Amsterdam School for Social Research (1987-1997) and is presently its chairman.

De Swaan was the recipient of several awards and held visiting professorships at the New School, Columbia and Cornell, the École des Hautes Études, the École de Science Politique and the Collège de France. He is a member of Dutch and foreign academies and since 2004 the director of the Academia Europea de Yuste (Spain).

De Swaan published in English, apart from numerous articles, a.o. *Coalition theory and cabinet formations*, 1973; *In care of the state; Health care, education and welfare in Europe and the USA in the Modern Era*, 1988; *The Management of normality; Critical essays in health and welfare*, 1990; *Words of the world; the global language system*, 2001; and *Human societies; An introduction*. His books have appeared in eight languages. His most recent research is about the state, mass extermination and social identifications. A collection of essays on this theme appeared in 2007: *Bakens in niemandsland; Essays over massaal geweld [Beacons in no man's land; Essays on massive violence]*.

Professor Rita Franceschini

CURRENT POSITION AND CHARGES

- Rector of the Free University of Bozen/Bolzano (since 2004)
- Full Professor of Linguistics and Philology at the Free University of Bozen/Bolzano (since 2004)
- Director of the Centre for Language Studies (since 2004)
- Member of the University Council of the University of Basel (since June 2007)

- Member of the Board of the NFP56 “*Diversité des langues et compétences linguistiques en Suisse*” of the Swiss National Science Foundation (since 2005)
- Member of the High level Group for Multilingualism of the European Commission
- Advisor for quality assurance of the Swiss Science and Technology Council
- Expert (a team) of the Center of Accreditation and Quality Assurance of the Swiss Universities (OAQ)
- Member of the South Tyrol Advisory Board for Research and Innovation

RESEARCH INTERESTS

Conversation analysis, language contact, code switching, second language acquisition, morphology, neurobiology of multilingualism.

ACADEMIC BACKGROUND

1980-1987: Universities of Zurich and Trieste, Romance and German language studies and completion of studies (*Lizenziat*)
 1991-1992: recipient of a Swiss National Fund grant for research and Visiting assistant at the Faculty of Languages and Literature at the University of Bielefeld
 1992: Doctorate of University of Zurich (Phd)
 1998-1999: University teaching qualification (*Habilitation*)
 2000: Appointment as full Professor (chair C4) at the University of Saarland.

RESEARCH AND TEACHING ACTIVITIES

Assistant posts 1986-1991 at the University of Basel
 Lectureships 1992-1997 at the University of Zürich
 Professorship 1993-1995 at the University of Bergamo:
 Associate Professorship 1995-2000 at the University of Basel:
 Visiting professor in the USA (1997) at Middlebury College (VT)
 Full Professorship 2000-2004 at the University of Saarland.

OTHER RESPONSIBILITIES

Member of the governing boards of the University of Basel (University reform 1996)
 Deputy and then executive director of the Department for Romance Studies at the University of Saarland (2002-2004)

EDITORIAL ACTIVITIES

(Co-)Author and (Co-)Editor of 26 books and journals issues
 Author and Editor of over 80 articles or chapters of books
 Co-Editor of the [Vox Romanica](#), *Annales Helvetici Explorandis*, *Linguis Romanicis Destinati* journal (since 1999) and of the “Zeitschrift für Literaturwissenschaft und Linguistik (LiLi)” journal (since 2000).

Doc. PhDr. Braňo Hochel, CSc. is the Vice-chair holder of the UNESCO Chair of Translation Studies at Comenius University (CU), Bratislava, and a senior-lecturer at the Faculty of Arts of CU. He is editor-in-chief of the monthly *Revue aktuálnej kultúry RAK*, a member of the national Ph.D. commission in translatology, and President of the Community of Writers of Slovakia. He was the director of the Budmerice Summer School of Translation, the vice-director of *Studia Academica Slovaca*, and the coordinator of the TEMPUS JEP project „Language – Literature – Translation“. He was a visiting professor at Moscow State University and at the University of Pittsburgh, Pen. He has been a guest lecturer at the University of Warsaw, the University of Warwick, and at La Sapienza (Rome). From 2002 to 2006 he served as deputy mayor of the City of Bratislava.

Braňo Hochel graduated in English/American and Slovak Studies, and defended his PhDr. and CSc. theses in translatology. As an author and translator he was awarded a number of prizes. Both his literary and scholarly works have been translated into English, Polish, German, Slovenian, Hungarian, Italian, Spanish, and Russian. However, what he is most proud of is his six-month-old daughter Luna.

Professor Dr Hanna Komorowska, full professor of applied linguistics and language teaching at the Institute of English, University of Warsaw, works in the field of pre- and in-service teacher training. As head of the curriculum development center she built a team which designed the first set of communicative syllabus documents for foreign and minority languages taught in the Polish school system. In 1990-92 she was heading the Expert Committee for FL teaching and teacher education reform in Poland. Former vice-President of Warsaw University, member of the ELTJ editorial board and the Polish delegate for the Modern Languages Project Group of the Council of Europe, now member of the EU High Level Group on Multilingualism, consultant to the European Centre of Modern Languages in Graz, head of the Polish edition of the European Language Label and co-author of the European Portfolio for Student Teachers of Languages, she publishes widely in the field of FLT methodology and teacher education.

Professor Wolfgang Mackiewicz is director of the Language Centre and Honorary Professor of English Philology at the Freie Universität Berlin (FUB). He is the president of the Conseil Européen pour les Langues / European Language Council (CEL/ELC). He was chair of the SIGMA Scientific Committee on Languages (1994-5) and has been coordinator of successive Thematic Network projects in the area of languages since 1996 (Socrates-Erasmus Programme). He was coordinator of the DIALANG and ENLU projects. He has been advisor to both the European Commission and the Council of Europe in a number of capacities. He chaired the Expert Group on the Humanities in FP7 convened by DG Research, and was recently appointed a member of the Advisory Group Socio-Economic Sciences and the Humanities for the 7th Framework Programme.

Wolfgang Mackiewicz studied English and German at FUB and at the University of Leeds, and wrote his PhD thesis on Daniel Defoe's "Robinson Crusoe". His research focuses on European language policy and language education policy. He has published numerous articles and chapters in books. He holds three honorary doctorates (Universitatea Babeş-Bolyai Cluj-Napoca, Université Charles-de-Gaulle – Lille3, and Vrije Universiteit Brussel), and was awarded the Order of Merit of the Federal Republic of Germany in 1997.

Dr Isabella Moore CBE founded a company providing language services to industry in 1986, which she sold in 2002. From September 2002 to June 2004 she was the first female President of the British Chambers of Commerce and Vice-President of Eurochambres, the association of European Chambers of Commerce. She is immediate past Chairman of the Confederation of West Midlands Chambers of Commerce; past President of Coventry and Warwickshire Chamber of Commerce. She is a Board member of Advantage West Midlands, the regional development agency for the West Midlands and Chairman of the West Midlands in Europe office and the Regional International Trade Strategy Group; she has been a member of the National Modern Apprenticeships Task Force; Chair of the National Women's Enterprise Panel, President of the Eurochambres Women's Network and Vice President of the SME Union in Brussels; she is currently CEO of CILT, the National Centre for Languages. Isabella holds Honorary Doctorates from Sheffield Hallam University and Aston University for services to industry and languages and a Fellowship from the Institute of Linguists. She was awarded the CBE in the 2004 New Years Honours List.

Professor Barbara Moser-Mercer is the Director of the Interpreting department and Vice-president of the Ecole de Traduction et d'Interprétation, University of Geneva. She is co-coordinator of the European Masters in Conference Interpreting Consortium (EMCI), and convener of the research committee of AIIC (International Association of Conference Interpreters), Founding Editor of the first international journal devoted entirely to interpreting (INTERPRETING), and editorial board member for FORUM and The Interpreter and Translator Trainer. She was co-author on a report requested by the European Council of Ministers in 2000 on managing interpreting services in preparation for EU enlargement in 2004.

Barbara Moser-Mercer received her MA in conference interpreting and her PhD from the University of Innsbruck in English linguistics and psychology, after having studied as Fulbright scholar at the University of Rochester, USA. Her dissertation is entitled "Simultaneous interpreting: Linguistic, psycholinguistic and human information processing aspects", and her research since then has focused on the cognitive dimension of interpreting with special emphasis on human factors, cognitive load in relation to new technologies in the interpreter's work place, stress and fatigue in interpreting, and interpreters' working memory. She currently leads a research and development team in her department which developed the first pedagogically driven fully web-based learning environment for training interpreters (Virtualinstitute©) and has developed and directs, in collaboration with the International Committee of the

Red Cross and other international organizations, the first international effort to improve the skills of interpreters working in zones of crisis and war through distance learning.

Professor Josep M. Palomero Almela (Burriana, Valencian Country, Spain, 1953), is currently working as Professor for Valencian Language and Literature, and is also Professor for Spanish Language and Literature on voluntary leave. Between 1987 and 1994 he was regional director of the Culture Council of the Valencian Government [Consejería de Cultura de la Generalidad Valenciana] in Castellón and was also part of Burriana City Council as First Councillor and as Culture and Education Councillor.

Josep Palomero is author of many novels, narrations for children and teenagers, poetry and drama books, translations, adaptations and cinema scripts. He has also published numerous textbooks and several studies on didactics, teaching, popular science books and literary criticism. He has been awarded with several literary prizes.

His novel *Los Secretos de Meissen* has been adapted to a 180min film for TVE (*El secreto de la porcelana*), which was directed by Roberto Bodegas with Omero Antonutti, Sancho Gracia, Paulina Gálvez, Nacho Duato y Eusebio Poncela in the main characters. It was broadcasted by TVE (1999), TVE Internacional (2000), an other television channels in different countries.

He is a member of the Acadèmia Valenciana de la Llengua [Valencian Academy for Language], where, after having been a vice-president, he directs nowadays the department of sociolinguistic studies. He is a member also of PEN Club, Associació d'Escriptors en Llengua Catalana (AELLC) [Catalan Writers' association] and others. In 2005-06 he took part in the Experts Committee that studied the usage of the Coofficial Languages of Spain in the General Administration of the State (which was a project of the Public Administration Ministry of the Spanish Government).

Professor Ineta Savickienė is professor of general linguistics and Head of the Regional Studies Department at Vytautas Magnus University, Kaunas, Lithuania. She is actively involved in research and educational projects in Lithuania and at international level. Her research interests are related to socio- and psycholinguistics, especially to first and second language acquisition, normal and impaired language development, language use and variation. She is the author of numerous articles, a monograph and an editor of few books. As a member and coordinator of EU projects (Socrates/ Lingua) she has devoted herself to promoting lesser used and taught languages, creating new methodologies and disseminating good practices.

Jaana Sormunen is executive producer for language programmes at the Learning and Science department of the Finnish Broadcasting Company (YLE). She was chair of the European Broadcasting Union's Language producers' group (2004-2007).

Jaana Sormunen studied French and Italian at the University of Helsinki, and wrote her M.A. thesis on the French gastronomic vocabulary of the late 14th century. Since 1991 she has been working as broadcast journalist and producer at the YLE. She has written, directed or produced language learning and cultural programmes for TV and radio in several languages (French, Italian, Spanish, Portuguese, Russian, Estonian, English, Swedish, German, Chinese, Greek, Finnish for foreigners), French and Italian being her main languages. She has also edited or produced other language learning material, such as books, recordings and online materials.

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