COMMISSION OF THE EUROPEAN COMMUNITIES

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EDUCATION ACTION PROGRAMME AT COMMUNITY LEVEL

THE TEACHING OF LANGUAGES IN THE COMMUNITY

(Communication from the Commission to the Council)

COM(78) 222 final.

EDUCATION ACTION PROGRAMME AT COMMUNITY LEVEL

THE TEACHING OF LANGUAGES IN THE COMMUNITY

INTRODUCTION

1. The development of greater understanding among the peoples of the Community and the effective exercise of their rights to free movement and freedom of establishment are dependent to a large extent on their ability to communicate through a second Community language other than their mother tongue. The Commission is aware of the efforts of Member States to strenghten language learning in the Community. It counters, however, that a Community wide effort is needed to give a fresh impetus to these efforts to ensure that all Community citizens are able to communicate with each other in at least one language other than their mother tongue.

The Council and Ministers of Education have already agreed (+) on the objectives and first measures for the encouragement of the extension of language teaching for pupils in the Community. Moreover, some of the measures within the framework of the social action programme in favour of migrant workers and their families will make a partial contribution in this field." These provide a basis for a Community plan which would give continuing opportunities for language teaching from an early age in primary school through the different stages of education to higher and adult education. Such a plan should consist of the following elements, to be implemented by Member States and at Community level :

- (a) Initial training of foreign language teachers.
- (b) Continuing training of foreign Language teachers.
- (c) Early foreign language teaching.
- (d) Mobility and exchange of pupils.
- (e) Teaching foreign languages to less able pupils.
- (f) Teaching of modern languages for the 16-25 age group in fulltime education.
- (g) Teaching of languages to adults for vocational purposes.
- (h) Encouragement ofsschools teaching through the medium of more than one language.

(+) Resolution of February 9th, 1976 (0.J. C 38 of 19.2.1976)

 * - Decisions 74/327/CEE of 27 June 1974 and 77/803/CEE of 20 December 1977 concerning the intervention of EFS in favour of migrant workers.
 - Directive 77/486/CEE of 25 July 1977 concerning the education of migrant children's workers.

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(i) Information and documentation services on language teaching.

The proposals referred to in the following paragraphs are modest in scope and designed to complement and in some cases to extend existing arrangements within the Community. National authorities will decise on the priorities to be given to languages on offer in the curricula.

INITIAL TRAINING OF FOREIGN LANGUAGE TEACHERS

2. All future foreign language teachers should spend a period of study and preparation in the country the language of which they intend to teach. Once this is implemented, the practical arrangements to make this effective could be greatly facilitated by a cooperative plan on a Community basis for the matching and balancing of the placement needs for student teachers to available opportunities in the nine countries. <u>Annex A</u> provides the detailed background and proposal for the extension of a scheme which exists in some Member States for the exchange of foreign language teaching assistants, the essentials of which are set out in paras 3 to 6 below.

It is therefore proposed that the Council and Ministers of Education should be invited to establish a Community wide scheme for the exchange of foreign Language teaching assistants, as set out in Annex A.

- 3. An initial three year programme for the period 1980 1983 should be developped to achieve an annual figure of 10.000 assistants in the Community as a whole. This would involve an overall extension of 3.000 from the figure of 7.000, using 1976 as the base year.
- 4. It is proposed that the Community should provide financial support for the scheme in the following three ways :
 - (a) A per capita grant for each assistant received, and a smaller per capita grant for each assistant sent ;
 - (b) A per capita grant for each assistant received in net excess of the number of assistants received in the previous year ;
 - (c) A 50 % participation by the Community in a scheme of pilot projects
 focussing on :
 - extension of the assistants scheme to vocational and technical establishments,

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- development of assistant scheme to and from countries whose language is not one of wide diffusion.

The organisational responsibility for administering the exchanges should reside with Member States.

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- 5. 1979 should be regarded as an intermediate year for planning and preparation prior to the launching of the scheme fully at Community level in 1980. Community funds could be used to provide study grants for officials to visit other countries and learn first-hand about practice.
- 6. Any problems of taxation which arise will be examined in the light, on the one hand, of encouraging the scheme and, on the other, of the problem of discrimination.

CONTINUING TRAINING OF FOREIGN LANGUAGE TEACHERS

- 7. All practising teachers of foreign languages should have the opportunity to spend officially recognized periods of refreshment and training in the country the language of which they are teaching. To complement and extend the various types of in-service training abroad for foreign language teachers, the following proposals are made for a Community contribution :
 - (a) Establishment of agreement in principle for the setting up of a Community scheme for the <u>long term</u> interchange of language teachers, for periods of 3 to 5 years, to be implemented in 1980 and a period of technical preparation during 1979.
 - (b) Promotion of medium term teacher visits and exchanges lasting for one term or one year. "Under the provisions on free movement of persons, the restrictions on movement and stay of nationals of Member States in relation to their occupation have been abolished". Member States are invited to remove any other legal or administrative barriers which prevent the release of national teachers or the reception of foreign teachers for this purpose. Community support should be given to such medium term teacher interchange, whether reciprocal or not, by a financial contribution to the return travel costs of the teachers concerned and by supplementing the salary of the visiting teacher where this is necessary to help to ensure that his salary is equivalent in real terms to that of a colleague of equal status in the host country. The Community's contribution will not exceed 50 % of the total cost of each expenditure throughout the Community in any given year. Such contribution will be determined after consultation with the Member States during which planned expansion of the activities for subsequent years will be taken into consideration.
 - (c) Establishment of a Community scheme to promote and facilitate short term (one to three weeks) study visits to other Community countries for educational personnel who are "multipliers" and specialists in language teaching, inspectors, teacher educators and those with special responsibilities in this field. The Community would contribute 50 % of the subsistence and travel costs of the visits.

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EARLY FOREIGN LANGUAGE TEACHING

8. An appraisal should be made by the Member States of the most effective methods of introducing more extensively the early teaching of another Community languages during primary education. To facilitate this review and development, a limited number of pilot projects should be set up with Community financial support. Account should be taken of the special situation of countries where there are two or more domestic languages.

MOBILITY AND EXCHANGE OF PUPILS

- 9. It is proposed that steps be taken to promote the following activities at Community level :
 - (i) group visits and exchanges for pupils in general or technical education between the ages of 11 and 16 ;
 - (ii) vacation activities (study conferences or field-study programmes) organized cooperatively to involve pupils from several countries, engaged in general education and aged between 16 and 19;
 - (iii) a scheme of pilot projects to develop activities which are of special value but which present particular difficulties; the launching of pilot projects to explore the exchange needs of handicapped children, the possibilities for the exchange of. pupils in technical and vocational education, and the problems of associating all countries, particularly those whose language is not in wide use;
 - (iv) the necessary information and advisory services on educational exchange, and the links between these services.

Detailed proposals on each of these four categories are set out in Annex B.

TEACHING FOREIGN LANGUAGES TO LESS ABLE PUPILS

10. It is proposed that a series of pilot projects should be established at Community level to help in introducing guidelines for future actions to strengthen the existing provisions in this respect.

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TEACHING OF MODERN LANGUAGES FOR THE 16-25 AGE GROUP IN FULL-TIME EDUCATION

11. Studies should be made at Community level of the ways in which students entering higher and vocational educational could be given increased opportunities for language courses as an integral part of their programme of study.

TEACHING OF LANGUAGES TO ADULTS FOR VOCATIONAL PURPOSES

12. It is proposed that a special study should be made at Community level of the language needs and provisions for those liberal professions for whom the right of establishment has been achieved or is under negociation (e.g. doctors, nurses, architects). The possibility for collaboration with the European Foundation may be envisaged in due course. The young workers exchange programme, provided by Art. 50 of the EEC Treaty, should also be taken into account in this respect.

SCHOOLS TEACHING THROUGH MORE THAN ONE LANGUAGE

- 13. In order to promote the teaching of languages to migrant workers and to members of their families, and in particular with a view to the implementation of the directive 77/486/CEE concerning the education of the children of migrant workers, the Community could increase the relevant interventions of the Social Fund established by the Council decision 77/803/CEE, interventions to which the Commission has moreover assigned a first priority.
- 14. By virtue of the Resolution adopted by the Council and Ministers of Education on 9 February 1976 (paragraph 6.3.), the Commission, in Liaison with the Education Committee, was invited to study at Community level "the setting up of a European or international type establishments following specific curricula and using several languages."

To avoid undue expense and the danger of isolation from the local environment it is not porposed to set up new schools as such. Is is proposed that existing schools under public administration should be adapted so as to meet the needs of local and foreign children. The principle objectives would be to encourage the development of schools which emphasize the development of language-learning at a high standard for local children, and offer appropriate education to other children especially from Community countries.

A proposal for the selection of schools and the management of the financial support offered to them by the Community should be embodied in a scheme to be called the "European Community School Scheme" (<u>Annex C</u>).

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INFORMATION / DOCUMENTATION SERVICES ON LANGUAGE TEACHING

15. From January 1979 onwards, a Community-wide network of information services (by the Member States and Commission) on education is to set up so as to provide speedy access to the latest information on trends and developments in the Member countries. As a priority, the network will provide specialized information on foreign language teaching.

IMPLEMENTATION OF MEASURES

16. The financial and staffing implications of the various measures concerned are set out in the attached Annex D.

XII/335/78

ANNEX A

THE EXCHAINGE OF FOREIGN LANGUAGE TEACHING ASSISTANTS. WITHIN THE EUROPEAN COMMUNITY

BACKGROUND TO THE FOREIGN LANGUAGE TEACHING ASSISTANT SCHEME

- The existing scheme for the exchange of foreign language assistants, which operates on a bilateral basis only between some countries, has its origin in the early years of this century. Six Members States (Denmark, Luxembourg and the Netherlands being the exceptions) cooperate on the scheme, which offers an existing well-tested framework capable of transformation into one of the Community's principal instruments for promoting the teaching of foreign languages in a practical way.
- 2. By the 1970s more than 6,000 Foreign Language Assistants (FLA) were being appointed to schools and colleges in Community countries. In 1976, there were 2,600 assistants in the UK, 2,200 in France, 900 in the Federal Republic, 140 in Italy, 20 in Belgium, and 38 in Ireland. The table below gives a statistical breakdown of language assistants appointed within the European Community in 1972/3 and 1977/8.

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3. Nearly forty other countries have participated in the scheme, mainly as senders of assistants. Spain, Austria, Switzerland and the USA accepted Community assistants in some numbers, in addition to sending some hundreds of their own students and young teachers to Community establishments.

THE ROLE OF THE FOREIGN LANGUAGE ASSISTANT

- 4. By international agreement the FLA assists with the teaching of his own language for twelve hours each week. It is recognised that in almost all instances he will not be a qualified and experiences teacher. The assistant's contribution is therefore designed to complement the work done by the permanent staff.
- 5. The foreign language assistant is supernumerary to the national teaching force. The scheme in no way affects the calculation of pupil-teacher ratios in any country/ The assistant is used to conduct small conversation groups and to assist the class teacher with those aspects of language teaching in which it is valuable if not essential to have a native speaker. This may include work in a language laboratory, monitoring or helping with the production of tapes, assistance with dictation, reading, pronunciation and oral composition. Only a strictly limited amount of class instruction is normally authorised, and this is arranged only when the school is satisfied that the assistant is capable of discharging this responsibility and when he or she agrees to do so. This may be the case with students in their mid-20s and with young teachers who are accepted up to 30 years of age.
- 6. The majority of assistants who come from Community countries are proposed and appointed as a result of university and teacher training policies in their own country. In institutions of higher education in the United Kingdom, for instance, students of foreign languages are often obliged to spend a year abroad as an integral part of their degree programme. For the most part, this occurs after two years of study, leaving one year after the student's return before final examinations are taken. A majority of universities require an intercaled year to be spent as an assistant, believing that this is to be preferred to a year spent in a university abroad. This method of intercalating a year of work and study abroad during one's university course or between that course and the taking of a teaching qualification has been taken up by many students and professors of languages in other Community countries in recent years.
- 7. The introduction of higher education study courses which add a foreign language (commonly called a vehicular language) to a technical or technological or scientific subject has also been an important

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development in the last few years. For example, a French student of aeronautics could find himself helping British students of aeronautics with the technical terminology of their subject, whilst pursuing his own studies in appropriate classes of the host college. This has led to requests from universities and other higher education institutions, including those concerned with teacher education, for the posting of assistants to equivalent institutions abroad. Encouragement from the European Community to enable technical and scientific institutions to receive foreign students from similar institutions as assistants, would contribute greatly towards increased mobility, exchange and cooperation between different kinds of workers in the Community in the years ahead.

THE EFFECT OF THE ASSISTANTSHIP SCHEME ON LANGUAGE TEACHING

8. In the late 1960s, it was ascertained that about 60 % of assistants went on to become career teachers of foreign languages. It is thought that the proportion may have gone down in recent years, perhaps to about 40 %. Nonetheless, this means that about 2,500 young people start a language a language teaching career each year in Community countries who have benefited from a full year of work and study in the country whose language they are to teach. The beneficial effects on standards of language teaching and on the attitudes towards and ability to comprehend situations and people in other Community countries cannot be quantified. The general assessment of the scheme to date by those most closely engaged has been positive both as a factor in improving language teaching and in contributing to greater student mobility. There are now tens of thousands of former assistants teaching in Community schools, colleges and universities. There are in addition tens of thousands of former assistants working in industry, commerce, politics, the creative arts. The ability of Europeans to get on with each other, their ability to work together in all manner of occupations and projects, must have been enhanced by this scheme with its uniquely double service to the young person who is enabled to live abroad for a year and to the school and community where he or she spends the year abroad.

ADMINISTRATION AND FINANCING OF THE SCHEME

- 9. The existing scheme is operated by Ministries of Education or their nominated agencies. The existing method of financing is as follows:
 - (i) the receiving country pays an allowance or bursary to the incoming assistant;
 - (ii) the sending country is responsible for any travel expenses to and from the country visited (in effect the assistant usually pays his or het own expenses);

(iii) Ministries of education provide the administration for the scheme, or finance an executive agency for this purpose. No fees are charged either to the receiving institution or to the incoming assistant.

Over 6,000 appointments of assistants are made by the existing national agencies each year for a one year period. In the mid-1970s the figure was ever higher, with the UK alone appointing 4,500 assistants through the Central Bureau for Educational Visits and Exchanges. It is considered that the administrative machinery that is already in position could cope with the changes needed to establish the scheme on a Community basis and to accommodate the proposed variation in funding procedures.

A COMMUNITY DIMENSION TO THE SCHEME

- 10. The existing scheme offers a well-tested framework for developing an intensified programme of exchange at Community level, and thus to extend and complement existing national efforts. Community support will encourage the introduction of the scheme for the first time in Denmark, Luxembourg and the Netherlands, who will be able to benefit from the considerable expertise of other Member countries in running the scheme to date. This will contribute in turn to the achievement of the important Community objective of supporting and extending the oractise of all languages used in the Community. It is recognised that some countries will be more interested in sending than receiving assistants, and this factor is taken into account in the design of the proposals set out later.
- 11. Establishing the scheme at Community level would also make possible several other developments. In particular, it would provide encouragement for the further numerical expansion of the scheme in all Member countries. An incentive would be given to Belgium, Ireland and Italy to expand the very modest number of assistants who are currently engaged. So far as France, the Federal Republic of Germany and the United Kingdom are concerned, the limiting effects experienced as a result of the economic recession could be offset. It would provide a fresh incentive to all countries to saveguard the forward planning of the scheme and further expand the numbers involved.
- 12. In the long term, the aim should be to enable every primary and secondary school to have access to at least one native speaker of the language studied, who at the same time could act as interlocuter of the social and cultural system of his or her own country. This could be in the form of 'language' or 'cultural' assistants, according to the particular needs involved. It would be important

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to make possible the availability of foreign language teaching assistants to all institutions engaged in the training of future foreign language teachers. The Community's engagement would strengthen the capacity to diversify the types and levels of educational institutions in which assistants currently tend to be primarily located (e.g. in the case of the Federal Republic, assistants have taught mainly in gymnasia).

- 13. Such an impetus to the existing scheme would moreover facilitate the use of different types of foreign language teaching assistants. Whilst the scheme will continue to be used as a preparatory period for future foreign language teachers, it can be opened up more widely to students from other disciplines for whom the acquisition of another Community language and the experience of living and working abroad will be an invaluable preparation for a wide range of professional careers.
- 14. The success of the foreign language teaching assistants scheme depends in large part on the quality of the preparation, training and induction given to the assistant before he or she takes up the post in question. This involves in particular understanding the new social and educational environment and the basic skills involved in teaching and learning a second or third language. Community support should be given concentrated on extending and improving the cooperative training arrangements, and the production of appropriate training materials on a shared basis.

CONCLUSIONS AND PROPOSALS

- 15. It is therefore proposed that the Council and Ministers of Education should be invited, at its forthcoming meeting in the Autumn, to establish a Community-wide scheme for the exchange of foreign language teaching assistants.
- 16. In the perspective of the long term aims set out in paragraph 12 above, an initial three year programme for the period 1980-1983 should be developed to achieve an annual figure of 10,000 assistants in the Community as a whole. This would involve an overall expansion of 3,000 from the figure of 7,000, using 1976 as the base year.
- 17. The distribution of numbers within this figure would be based on the projected needs and applications of each country. Inevitably, there will not be a balanced distribution of numbers; some countries will be greater net importers whilst others will be primarily exporters of assistants. The experience gained in the first three years will permit a practical assessment of the flow between member countries, and the preparation of a revised strategy of numerical buildup and distribution could be made for the subsequent years.

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- 18. It is proposed that the Community should provide financial support for the scheme in the following three ways:
 - (a) In order to support improvements in the quality of preparation, induction during the period of service and evaluation, a per capita grant for each assistant received, and a smaller per capita grant for each assistant sent.
 - (b) In order to encourage extension of the scheme, a per capita grant for each assistant received in net excess of the number of assistants received in the previous year.
 - (c) In order to develop activities which present particular difficulties, the establishment of a scheme of pilot projects, on the basis of a 50 % participation by the Community, focussing on:

extension of the assistants scheme to technical/technological
 establishments

- development of assistant schemes to and from countries whose language is not one of wide diffusion.

- 19. The organisational responsibility for administering the exchanges should reside with Member States, either in the Ministries of Education or other designated agency (e.g. Pädagogischer Austausch-dienst in the Federal Republic of Germany, Central Bureau for Educational Visits and Exchanges in the United Kingdom, the Office des Universités in France). Meetings between the responsible administrators should be organised on a regular basis to establish the necessary cooperative planning for the development of the scheme, to pool information on the flows and projected needs between countries, and to arrange cooperatively induction and training programmes with supporting materials for the assistants.
- 20. 1979 should be regarded as an intermediate year for planning and preparation prior to the launching of the scheme fully at Community level in 1980. This would in particular permit the three countries for whom the programme is new to study the experience of the scheme to date and establish the necessary infrastructure for the exchange programme. Community funds could be used to provide study grants for officials to visit other countries and learn first-hand about practice and experience.
- 21. One of the most important practical factors to be considered at Community level concerns the need for a reciprocal agreement that allowances paid to assistants are tax free bursaries, not taxable salaries. In some cases, certain assistants are taxed by the home government when they return, whilst others having served abroad under exactly the same conditions are not. In others, assistants working alongside each other are treated differently, depending on whether or not their country has a double taxation agreement with the host country. It is proposed that all Member States should recognise the payments as bursaries so as to regularize this position.

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MOBILITY AND EXCHANGES OF PUPILS

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In cooperation with the Education Committee, the Commission received reports during 1977 on existing pupil exchange activities from the Ministries of Education within the Community. In October 1977 the Commission organized in Venice a working conference of national and regional experts on pupil exchange. This conference was based on a survey of existing pupil and teacher exchanges within the Community, and confirmed the need for a Community strategy along the general lines indicated below. The working papers and final report of this conference are also presented to the Education Committee.

2. The enquiries and discussions undertaken by the Commission's services have revealed both the great value of well-organized pupil visits and exchanges and the deficiencies in the range of activities which Member States have up till now been able to organize.

- No educational activity could be richer from a Community point of. 3. view than the offering to children and young people of appropriate, well-planned direct experience of another Community country. Moreover. visits and exchanges of pupils can be organized in such a way as to extend the benefits of direct contact and experience beyond the pupils These activities involve whole families - indirectly in themselves. all cases, directly in the case of home-to-home exchanges. Very commonly, they involve teachers, advisers and administrators in their planning and organization. They can stimulate, or form an active part of, continuing links between local educational authorities and even, for example in the context of 'twinnings', local communities as a whole.
- 4. From this standpoint it is evident that, although many excellent activities take place, the total picture of pupil visits and exchanges in the Community falls far short of what should be desired. Financial restraints affect all countries, and may become more stringent in the years ahead. Moreowar, the balance of activities as between Member States is energies in 1977 one Member State for example had 2,390 educational. The focussed on pupil exchange with two other countries and a total of 3 s th 1976s with the other six.

Geographical disadvantage, which affects certain regions as well as whole countries, is one reason for this. Linguistic disadvantage is another: countries whose language is not in high demand in the schools of other Member States have difficulty in attracting visitors and therefore in organizing any sort of reciprocal schemes with any other country. In some Member States too there are either administrative impediments, or progress is prevented by the lack of information and advisory services at national level.

5. In this context there can be little doubt that supporting initiatives at Community level in this field are necessary and would be effective. It is therefore proposed that immediate steps should be taken, at Community level and by Member States individually, to promote the exchange of pupils in accordance with the Resolution adopted by the Council and Ministers of Education on 9 February 1976, viz:

"In order to enable the greatest number of students to learn the languages of the Community Member States will encourage exchanges of pupils or groups of pupils' (Paragraph IV 17 and 19);

and to establish the structures which will facilitate these activities as specified in the same Resolution:

'In order to give a European dimension to the experience of teachers and pupils in primary and secondary schools in the Community, Member States will promote and organize the development of the national information and advisory services necessary to promote the mobility and interchange of pupils and teachers within the Community Cooperation in these areas at Community level will be developed in the light of the activities and experience of Member States'. (Paragraph IV 5).

6. While it is right to stress the importance of language-learning as an objective of pupil visits and exchanges, this must not be interpreted narrowly. In many activities which contribute to giving a 'European dimension to the experience of pupils' other learning objectives will also be important, such as studies of civilization, history, geography. or environmental problems.

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- 7. Taking account of the conclusions formulated at the Venice Colloquium, the activities to which the Community should give priority in a first phase of development are the following four categories, each of which is elaborated in greater detail in the later paragraphs of this paper.
 - group visits and exchanges for pupils in general or technical education between the ages of 11 and 16;
 - (ii) vacation activities (study conferences or field-study programmes) organized cooperatively to involve pupils from several countries, engaged in general education and aged between 16 and 19;
 - (iii) a scheme of pilot projects to develop activities which are of special value but which present particular difficulties;
 - (iv) the necessary information and advisory services, and the links between these services in the different Member States.
- 8. Group visits and exchanges (general and technical education, ages 11-16)

This is the right domain for a major Community initiative; pupils of this age are known to benefit greatly from well-planned exchanges or visit experience, but are still dependent on highly organized systems. Priority should be given to visits and exchanges which are organized in term-time, which are closely linked to the normal learning programmes of the pupils, which depend on the full involvement of the teachers in their organization, and from which no pupil is excluded for financial reasons.

To promote these activities, the Commission proposes that:

(a) <u>Member States</u> should encourage and develop group exchanges with other Member States of pupils aged 11-16, by removing the financial, administrative and legal barriers to these activities, by encouraging the formation of links between schools and local or regional authroities and by enabling inspectors or teachers to make the necessary planning visits to the partner establishment or locality.

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(b) <u>At Community level</u> a fund should be established to assist Member States in developing a strategy both in compensating schools or localities which are geographically remote or disadvantaged and in ensuring that the children of poor families are not excluded from the activities.

9. Vacation activities (general education, ages 16-19)

The more concentrated experience of study conferences or joint fieldstudy expeditions is appropriate to this age-group, who have difficulty on the other hand in being absent from school in term-time on account of examination commitments. Such activities could be organized on the basis of one common vehicular language. As well as the languagelearning objectives of the visiting pupils, such events could focus not only on history (including study of the European Community), geographical and biological or environmental sciences, but on disciplines such as mathematics, music and the visual arts.

The Commission therefore proposes that:

(a) <u>Member States</u> should organize and act as 'hosts' for a series of vacation activities (study conferences or field-studies) for pupils in general education aged 16-19, and invite, through the responsible national agencies, pupils from other Member States to participate.

The 'host' Member State would be responsible for the organizational costs and the subsistence costs of the visitors; the 'home' country of the visitors would be responsible for 50% of their travel costs.

(b) <u>At Community level</u>, the Commission would offer the assistance of its services in coordinating the annual programme of such events.

The Commission would be responsible for including a subvention to each vacation activity to cover 50% of the travel costs of the visiting pupils.

10. Pilot Projects

It is clear that there are certain categories of exchange which would be of great value but which are impeded by exceptional pedagogic or administrative difficulties. The Commission believes that the

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stimulus and experience of a series of pilot-projects is essential if headway is to be made in overcoming these problems.

The Commission therefore proposes that:

(a) <u>Member States</u> should cooperate with the Commission in the development of a series of pilot-projects aimed to overcome the special difficulties presented by certain desirable categories of pupil exchange, on the basis of a 50% financial responsibility of the Member States concerned for each pilot project involved in the scheme.

The pilot projects will focus on the following activities:

- (i) exchanges involving physically and, perhaps, certain
 categories of mentally handicapped children, especially
 when in company with other children;
- (ii) exchanges for pupils/students engaged primarily in technical and vocational studies;
- (iii) exchanges for younger (under 14 years, perhaps including the 9-11 age-group);
- (iv) reciprocal activities involving as one partner (or both) a country whose language is not one of wide diffusion whether or not the pupils visiting such a country have a non-linguistic objective (e.g., an environmental study), or include a linguistic objective which would be of special value in the light of the need to diversify the learning of Community languages.

(b) At Community level the Commission would be responsible for coordinating the selection, for inclusion in the scheme, of project proposals, submitted by Member States, in such a way as to ensure a total programme which is well-balanced. The Commission would be responsible for 50% of the development and operational costs of the projects included in the scheme, and for the total cost of the evaluation and publication at Community level of the results of the projects.

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11. National services of information and advice

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The experience of those countries which have till now been able to organize pupil visits and exchanges on a substantial scale shows that success depends to a great extent on the existence at national level of well-resourced and specialized units able to offer information and advice to all levels of the educational system on the effective planning and preparation of exchanges.

The Commission therefore proposes:

(a) <u>Member States</u> who have not already established specialized national services of information and advice in respect of pupil visits and exchanges should establish such services as soon as possible, drawing on the experience of those Member States where such services already exist and adapting such experience to the administrative and legal possibilities appropriate to each national situation.

(b) <u>At Community level</u>, the Commission would assist in the building of contacts between these national services, and in the coordination of the programmes they promote, by organizing regular meetings of the heads of all the designated national units.

Schools teaching through more than one language

- By virtue of the Resolution adopted by the Council and Ministers of Education on 9 February 1976 (paragraph 6.3), the Commission in liaison with the Education Committee, was invited to study at Community level 'the setting up of European or international-type establishments following specific curricula and using several languages'.
- 2. In 1974, the Commission sponsored a comparative survey of the education provided by the European Schools and by a number of international schools located in Community countries. Account has been taken of this survey and of the most recent developments in the European Schools in the period following the enlargement of the Community.
- 3. In November 1976, the Commission organized a colloquium on 'Schools of a European and International Type' which was attended by representatives of a number of the present establishments as well as by governmental and independent experts. In March 1977, the Commission then organized a further meeting of non-governmental experts, from which emerged an experts' analytical report and a guidelines paper prepared by the service itself. These three papers formed the basis of a first extensive discussion of this topic by the Education Committee in May and June 1977, together with a general report concerning the specific educational needs of the children of migrant workers.
- 4. One of the most striking results of these studies and discussions has been to draw attention to the valuable contribution which many of these schools are making to language learning. Although they are as a rule constituted to give a special service to mobile and, in some cases, migrant children, it is clear that a significant number of schools of a 'European or international type' are also offering exceptional opportunities for language learning to indigenous children, and that this is made all the more effective by the presence of foreign children and foreign teachers in the school.
- 5. In general, therefore, the presence in the schools of foreign children from other Community countries should be viewed not merely as a problem but also as an opportunity and potential enrichment. The presence of such foreign children should enrich the culture of the schools and help break down national berriers which stand in the way of greater mutual understanding in the Community. In particular, the challange of meeting the linguistic needs of such children could be a stimulus both to the diversification of language-learning in the schools and to the promotion of bilingualism on a wider scale. Bilingual education is by no means abnormal seen in a European context, and can be enriching, not merely compensatory; if available on a wide scale it could promote a greater sense of European identity. The provision of such education for migrant

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and mobile children (as well as for resident ethnic minorities and for frontier-dwelling children) could be the starting-point for a wider dissemination of positive attitudes towards bilingualism in general among main resident populations who only speak one language.

- . 6. So far as the children of migrant workers are concerned, provisions for their basic educational needs are made in the Directive adopted by the Council in July 1977 (O.J. No. L 199/32/33 of 6 August 1977) and the associated declaration regarding children from third countries. The right to equality of treatment for mobile and migrant children living abroad has increasingly become a question of common concern. It is a legal right for the children of Community migrant workers, 'insofar as the children of a national of a Member State who is or has been employed in the territory of another Member State shall be admitted to that State's general educational, apprenticeship and vocational training courses under the same conditions as the nationals of that State, if such children are residing in its territory. Member States shall encourage all efforts to enable such children to attend these courses under the best possible conditions'.
- To avoid undue expense and the danger 'of isolation from the local 7. environment, it is not proposed to set up new schools as such. The Commission proposes that the most effective and equitable long-term strategy would be the adaptation of existing schools under public administration, so designed as to meet the needs of indigenous and foreign children by methods appropriate to the local reality and conditions. In these conditions, indigenous children will be placed in a natural bilingual environment in which they learn through the medium of more than one language. The principal objectives would therefore be to encourage the development of schools which emphasize the development of language-learning at a high standard for indigenous children, and to offer appropriate and adapted education to mobile children especially from Community countries. Inevitably, this experience will also be of value in developing effective systems for bilingual teaching to migrant children generally.
- 8. It would be of considerable value both to the promotion of a closer relation between the educational systems of the Member States to the encouragement of the effective learning of Community languages, and to the improvement of education for children living abroad if a limited number of such schools were developed, consciously and with the active (including financial) support of the Community, as schools with a special purpose and symbolic significance. The selection of such schools, and the management of the financial support offered to them by the Community, could be embodied in a scheme to be called the European Community Schools Scheme. This proposal is presented in the following paragraphs.
- 9. Eligible for inclusion in the Scheme as 'European Community Schools' will be secondary schools which are under public administration (whether official schools at national, regional or local level, or free schools subsidized by the State), which are aiming to provide exceptional facilities for language learning to indigenous children, to offer an appropriate education to mobile children, and also, on a basis of equality, to extend the opportunities for learning in a multi-cultural context. Priority would be given within this scheme to children from other Community countries, but the needs of children from other countries would also be considered.

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Already existing schools which satisfy the terms set out above may be included in the Scheme, as well as schools newly-adapted or established with these ends in view. Schools to be considered for inclusion in the Scheme will be nominated by the Member States, and accepted by the Commission on the advice of the Education Committee. The term 'European Community School' will refer only to a school's participation in the Scheme, and would not be intended as a substitute for the school's name or title.

- 10. The principal objectives of the Scheme, and of the schools in their participation in the Scheme, should be:
 - (a) To experiment with and achieve high quality in the teaching and learning of Community languages, both for the indigenous and the foreign children; and in so doing to develop experience of value to the educational systems at large, particularly in regard to diversification of the learning of Community languages and to the spread of bilingualism.
 - (b) To achieve high standards in meeting the linguistic, pedagogic, cultural, and social needs of children from abroad studying with indigenous children.
 - (c) To enrich the cultural, linguistic, social and European education of the indigenous children in the school through the opportunity to mingle with, learn with, and learn from the foreign children originating from Community countries.
 - (d) To incorporate in the teaching force a significant number of foreign teachers (from Community countries). As well as giving valuable service to the schools concerned, these teachers, who would be on secondment from their countries of origin, would bring back to their own countries the benefit of their experience in a multicultural establishment.

Relationships with schools of a European or international type

11. The Commission recognizes the important contribution which is made by schools which have been specially constituted to offer education to mobile children, and the value of their experience to all organizations or individuals working in this field. It appreciates therefore the need for a continuing exchange of experience between all schools engaged in this work, and proposes to facilitate such an exchange once the European Community Schools Scheme is under way. It will be especially important to provide opportunities for exchange of ideas and experience with the existing European Schools.

Scale and growth of the Scheme

12. It would be advisable to define a first phase of five years from the time when the Scheme becomes operational; before the end of that phase, the objectives and scale of any second phase would be reviewed and determined. The Community should plan for a build-up to a total of not less than twenty European Community Schools by the end of the first phase. A substantial extention of these numbers could be considered as a longterm objective. The extension of the Scheme in a second phase to include primary schools should be envisaged.

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- 13. The Community's financial contribution to the adaptation and continuing development of the schools participating in the scheme should be made under the following heads:
 - (a) Support to the development costs of schools newly adapted or established for inclusion in the scheme.
 - (b) Grants to participating schools for teaching materials.

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- (c) Continuing support to the cost of teachers seconded from Community countries.
- (d) Animation of, and support for, exchange of experience between the schools in the scheme.
- (e) Evaluation of the scheme.

Information/documentation services on language teaching

- 14. During 1977, the Commission sponsored a feasability study into the establishment of a Community-wide set of information services on language teaching. So as to provide speedy access to the latest information on trends and developments in the member countries. This study was entrusted jointly to the Centre d'Information et de Recherche pour l'Enseignement et l'Emploi des Langues Vivantes (CIREEL, Paris) and the Centre for Information on Language Teaching and Research (CILT, London).
- 15. At its meeting on November 21-23, 1977, the Education Committee considered this report in the wider context of the proposed arrangements to establish the network of information services on education in the Community agreed by the Council and Ministers of Education on 9 February, 1976. This network is to commence operation from January 1979.
- 16. The underpinning by such a service of the various measures to improve and extend foreign language teaching is essential within the Community. The Education Committee has agreed in principle to these proposals subject to further technical elaboration during 1978.

Implementation of measures

17. The financial and staffing implications of the various measures concerned are set out in the attached Annex D.

FINANCIAL AND STAFFING IMPLICATIONS

1. Budget line

392. Expenditure relating to actions in the field of education.

2. Heading within budget line

3924. Expenditure relating to the teaching of Community languages.

3. Legal base

- Resolution of the Council, and Ministers of Education meeting in the framework of the Council, comprising a programme of action in the field of education (OJ C 38 of 19.2.1976); in particular paragraphs IV 17 to IV 19 of that Resolution, which read:

'17. In order to enable the greatest possible number of students to learn the languages of the Community, the attainment of the following objectives shall be encouraged:

- offering all pupils the opportunity of learning at least one other Community Language,
- the principle that before qualifying as a foreign-language teacher a student should have spent a period in a country or region where the language he is to teach is spoken,
- the promotion (e.g., on radio and television) of language teaching outside the traditional school system, in particular to meet the vocational training requirements of adults.

18. As initial measures, the following action shall be undertaken at Community level:

- organization of consultation between those responsible for organizing language teaching and specialized researchers in that field,
- examination at Community level of the results of research into the methodology of language teaching, particularly that undertaken in the CCC of the Council of Europe.

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19. At the same time, Member States will:

- organize regular extended periods abroad for teachers and encourage the exchange system for foreign language assistants.
- encourage exchanges of pupils or groups of pupils."
- Paragraph IV 5 of the same Resolution, which reads:

*5. In order to give a European dimension to the experience of teachers and pupils in primary and secondary schools in the Community, Member States will promote and organize:

- short study visits and exchanges for teachers, with special emphasis on student language teachers,
- development of the national information and advisory services necessary to promote the mobility and interchange of pupils and teachers within the Community,
- contacts between the authorities of establishments concerned with teacher training,

Cooperation in these areas at Community level will be developed in the light of activities and experience of Member States.

- Resolution of the Council, and of the Ministers of Education meeting within the framework of the Council, adopted on 9 February 1976, comprising a programme of action in the field of education (OJ C38 of 19.2.1976); in particular -

Paragraph IV 6 of the Resolution, which reads:

'6. The following will be studied at Community level the setting up of European or international-type establishments following specific curricula and using several teaching languages.'

- Resolution to be adopted by the Council, and the Ministers of Education meeting within the framework of the Council, in the autumn of 1978 establishing a European Community Schools Scheme.

4. Objectives of the action

4.1.0. General objectives

- To promote the effective learning of foreign languages, and especially of Community languages, in and beyond the school systems of the Member States:

- To offer to all children and young people the opportunity to learn at least one, and wherever possible two, Community languages other than his own;

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- To encourage the learning of these Community longuages which are not at present languages of wide diffusion.

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4.1.1. Specific objectives

- To develop, and disseminate throughout the Community, effective methods for:

- (i) introducing language learning at an early age;
- (ii) teaching languages to less able children;
- (iii) teaching languages to pupil and students in technical or vocational education.

- To encourage, by means of Community Schemes the development and scope of the following activities, and to promote a well-balanced distribution of them among the Member States:

- (i) the exchange of language assistants;
- (ii) one-term and one-year exchanges of serving teachers;
- (i.i) study visits for those with special responsibilities for language-teaching;
- (iv) visits and exchanges for pupils at secondary level.

- To establish a scheme of European Community Schools, consisting of pilot schools which will be models of good practice in:

- (i) promoting, for the benefit of the educational systems as a whole, the learning of Community languages, and (wherever appropriate) bilingualism;
- (ii) offering an appropriate education to children who originate from Community countries other than those in which the given school is situated.

5.0. Implications for expenditure

5.0.0. Total cost of the action

The means for financing some of the activities concerned differ widely among and within the Member States. Pupil visits, for example, which would be eligible for Community support under the proposed Community Scheme, may be at present funded from any or all of a number of sources (local, regional or national education authorities; subventions from the private sector; contributions from the families themselves).

No comprehensive detailed forecast of the cost of the action to national authorities can therefore be given. Details of the cost to the Community are therefore given under 5.0.0.0 below, and indications of the cost to the Member States under 5.0.0.1/5.0.0.2.

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5.0.0.0. <u>Implications on expenditure from Community budget</u> (estimates in e.u.a.)

ACTION	1980	1981	1982	1983
A. <u>Pilot Projects</u>				
Al. First batch of 10 projects	750,000	, 750,000	750,000	
A2. Second batch of 10 projects		750 , 000	750,000	750,000
B. Exchange of assistants				
Bl. Grants to improve pre- paration, induction, evaluation	1,400,000	1,500,000	1,600,000	1,700,000
B2. Grants to support growth of the system	500,000	500,000	500,000	500,000
B3. Scheme of pilot projects:				
B3.1. First batch of five projects	250,000	250,000	250,000	
B3.2. Second batch of five projects	~	250,000	250,000	250,000

	ACTION	1980	1981	1982	1983
C.	Exchange of serving teachers				
çı.	Contribution to travel costs	150,000	150,000	150,000	150,000
C2.	Support of basic costs	1,000,000	1,0 00 ,000	1,000,000	1,000,000
D.	Programme of study visits	100,000	100,000	100,000	100,000
E.	Visits and exchanges of pupils				
El,	Support to overcome geographical dis- advantage	1,250,000	1,250,000	1,250,000	1,250,000
E2.	Support to overcome socio-economic dis- advantage	6 00,000	600,000	600,000	600,000
1	Vacation courses	- 100,000	100,000	100,000	100,000
	2. Grant for subsistence during vacation courses	150,000	150,000	150,000	150,000
	Pilot projects				
E4.	l. First batch of five projects	250,000	250,000	250,000	250,000
E4.:	2. Second batch of five projects		250,000	250,000	250,000

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Action F The European Community Schools Scheme

Explanatory note: The plan is for a new introduction of five schools to the Scheme for each of the four years 1980-1983 (giving a total of 20 schools by 1983). The 5 schools to participate for the first time in 1980, are designated Group I; in 1981, Group II; in 1982, Group III; in 1983, Group IV.

ACTION	1980	1981	1982	1983	
 Fl. Participation of Group I Schools in the Scheme Fl.1 Initial development costs Fl.2 Grants for teaching materials Fl.3 Cost of foreign teachers 	50,000	50,000 80,000	160,000	50,000 240,000	
F2. Participation of Group					
II Schools in the Scheme F2.1 Initial development costs		50,000			
F2.2 Grants for teaching materials F2.3 Cost of foreign	· .		· 50,000		
F2.4 Study visits	-		80,000 · 5,000	160,000 5,000	
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ACTION	1980	1981	1982	1983
 F3. Participation of Group III Schools in the Scheme F3.1 Initial development costs F3.2 Grants for teaching materials F3.3 Cost of foreign teachers F3.4 Study visits 			50,000	50,000 80,000 5,000
 F4. Participation of Group IV Schools in the Scheme F4.1 Initial development costs F4.2 Grants for teaching materials F4.3 Cost of foreign teachers F4.4 Study visits 	- -			50,000

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ACTION	1980	1981	1982	1983
F5. Cost of unit adminis- tering exchanges for the Scheme				
F5.1 Administrative costs		12,000	15,000	20,000
F5.2 Newsletter		4,000	5,000	5,000
 F6. Cost of Evaluation <u>Unit for the Scheme</u> F6.1 Organization of induction courses for teachers F6.2 Organization of annual seminar F6.3 Evaluation - visits and reports 		15,000	25,000 40,000 20,000	40,000 40,000 40,000
TOTALS, ACTION F	50; 000	211,000	450,000	785,000

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<u>SUMMARY</u> (estimates)

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	ACTION	1980	1981	1982	1983
А.	Main pilot projects	750000	1,500,000 '	1,500,000	750,000
в.	Exchange of Assistants	2,150,000	2,500,000	2,600,000	2,450,000
C.	Exchange of teachers	1,150,000	1,150,000	1,150,000	1,150,000
D.	Study visits	100,000	100,000	100,000	100,000
E.	Exchange of pupils	2,225 ,000	2,475,000	2,475,000	2,225,000
F.	European Community Schools Scheme	50,000	211,000	450,000	785,000
	TOTALS	6,425,000	7,936,000	8,275,000	7,460,000

5.0.0.1./5.0.0.2. Expenditure by national administrators/other sectors

Owing to the different financial structures of the educational systems of the Member States, it is not possible to distinguish in detail what proportion of the Member State expenditures on this action will fall to national administrations, to local or regional authorities or to other sectors.

As a general indication of the extent of Member State contribution to the expenditure, the principle is that, as far as actions A - E are concerned, the Community will not normally contribute more than 50% of the cost of each exchange or project carried out. As far as concerns Action F, the following details can be given:

Actions F.1. - F.4.

- Initial development costs. The Member State contributions will on average be at least as great as those of the Commission, but will vary according to the different needs of schools.
- Grants for teaching materials. The same applies.
- <u>Cost of foreign teachers</u>. Teachers will remain on the pay-role of their home country. As far as possible, teachers will be exchanged reciprocally between countries; in all such cases, the Commission will, as far as salaries are concerned, contribute only sppplementary costs where these occur owing to different salary structures or unfavourable exchange rates. Where reciprocity is not possible, the Commission will make a contribution also to the basic cost. Under neither of these heads will the Commission's contribution normally exceed 50% of the total actual cost involved.
- Study visits. The Commission will bear the full cost of these, up to the limit fixed.

Actions F.5. and F.6.

It is proposed that the Commission should bear the whole cost of these coordinating and evaluating activities.

5.0.1. Separate credits

Not applicable.

5.0.2. Method of calculation

Action A

Main pilot projects

20 three-year projects, in two batches of 10 each, one batch starting 1980, one 1981; Community contribution 75,000 per year per project, being c. 50% of total project costs

750,000 1980 and 1983 1,500,000 1981 and 1982

estimates in e.u.a.

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Action B

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Action B	· .
Exchange of language assistants	
Assumption: growth of 500 exchanges p.a.	
Bl. Grant to improve preparation etc.	, 100,000 to 1000
50 e.u.a. for each assistant sent	1,400,000 in 1980
150 e.u.a. for each assistant received	Itarug to.
7,000 exchanges in 1980, rising to 8,500 exchanges in 1983.	1,700,000 in 1983
B2. Grant to stimulate growth	
1,000 e.u.a. for each new exchange	500,000 p.a. 1980 - 1983
B3. Special scheme of pilot projects	
10 three-year projects, in two batches of 5 each, one batch starting 1980, one 1981;	250,000 1980 and 1983
Community contribution 50,000 per year per project, being c. 50% of total project costs	500,000 1981 and 1982
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Action C	
Exchanges of teachers	
Cl. <u>Grants towards travel costs</u>	
500 journeys at 300 e.u.a.	150,000 p.a. 1980 - 83
C2. Grants towards basic costs	
average of 1,000 e.u.a. for 250 reciprocal visits average of 3,000 e.u.a. for 250 non-reciprocal visits	1,000,000 p.a. 1980 - 83
Action D	
Study visits	
Approx. 400 visits p.a. at 250 e.u.a. per visit, constituting 50% of total cost	100,000 p.a. 1980 - 83
Action E	· · · · · · · · · · · · · · · · · · ·
Pupil visits and exchanges	
El. Geographical disadvantage grants	
150 group visits, long distance at 5,000 e.u.a. per	group

= 750,000 e.u.a. 1,250,000 p.a. 1980 - 83 150 group visits, middle distance, at 2,500 e.u.a. per group = 375,000 e.u.a.

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estimates in e.u.a.

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E2. Socio-economic disadvantage grants average of 100 e.u.a. for each of 10 children in each of 600 groups (all distances) 600,000 p.a. 1980 - 83 Ē3. Vacation courses E3.1. Travel costs 100,000 p.a. 1980 - 83 1,000 pupil journeys at 100 e.u.a., constituting 50% of total cost E3.2. Subsistence costs 150.000 p.a. 1980 - 83 10,000 pupil-days at 15 e.u.a., constituting 50% of total cost E4. Special pilot projects 10 three-year projects, in two batches of 5 each, one starting 1980, the other 1981. 250,000 1980 and 1983 Community contribution 50,000 per year per project, being c. 50% of total project costs 500,000 1981, and 1982 Actions F1.1, F2.1, F3.1, F4.1 (Initial development costs to schools) 10,000 e.u.a. per school, first year only (visits by experts; visits of development group; teacher training courses) 50,000 1980 - 83 -Actions F1.2, F2.2, F3.2, F4.2 (Grants for teaching materials) 10,000 e.u.a per school, second and 50,000 .1981, 1982 fourth years of participation 100,000 1983, 1984 (equipment and consumables) Actions F1.3, F2.3, F3.3, F4.3 (Costs of foreign teachers) 80,000 2,000 e.u.a. p.a. for each reciprocal teacher 1981 240,000 5,000 e.u.a. p.a. for each non-reciprocal teacher 1982 assumptions: 3 out of every 5 foreign teacher will be reciprocal. 480,000 . 1983 Number of foreign teachers in each school will build up (after 2nd year of participation) from 5 to 15 in 720,000 three years. 1984

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Actions F2.4, F3.4, F4.4		
(Study visits to already experienced schools)		
Second and third year of participation for all but Group I	5,000	1982
2 visits per school at 500 e.u.a.	10,000	1983, 1984
Action F5.1		
(Administration of exchanges)		
Notional administrative cost, allowing for from increase in number of teachers engaged. to	12,000 25,000	1981-4
Action F5.2		
(Production and distribution of newsletter)		
3 issues per year.	4,000 5,000	1981 1982, 1983, 1984
Action F6.1		
Organization of one course per year; allowing for increase in numbers of new teachers, levelling out in 1984.	15,000 25,000 40,000	1981 1982 1983, 1984
Action F6.2		· · _ · _ ·
Organization of annual seminar (approx. 60 people for 3-4 days)	40,000 p.	a. from 1982
Action F6.3		
Evaluation - visits and reports	20,000	1982
(2 visits to each school between 1982 and 1984; administrative and report		,
costs)	40,000	1983, 1984
5.1. Implications for resources		
Not applicable.		·
6. Financing		
6.0. Financing possible by means of credits inscribed in chapter of the budget.	the relev	vant

None. Credits allocated to this action for the 1979 budget can cover only essential preparatory studies on a modest scale.

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estimates in e.u.a.

5.1. Financing possible by virement between chapters of the current budget.

None. There are no other chapters from which virement can be made.

6.2. Need for supplementary budget.

Nil.

6.3. Credits to be inscribed in future budgets.

The estimates given above cover the years 1980 - 1983. Any future financial implications of the project will be determined in 1982.

Supplementary information for a new action

A provision must be made for administration staff. For the implementation of this programme the following additional staff resources will be needed in the Commission's services: $1\frac{1}{2}A + \frac{1}{2}B + 1\frac{1}{2}C$.