



DELIVERABLE 7.1

**INCLUDE NETWORK
LANGUAGE POLICIES AND
PRACTICES FOR ACTIVE
SOCIAL INCLUSION: THE
STATE OF THE ART**



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Deliverable Summary

The First Yearly Report explains the rationale, motivation, objectives and approach of the INCLUDE network, describes the current policies landscape in languages and social inclusion in the EU, provides a descriptive analyses of the resources collected in the “Observatory of language learning for social inclusion” and in the “Inventory of CLIL resources for social inclusion”, in order to investigate the actual degree of integration of language learning in social inclusion policies and provide some implications and opportunities for INCLUDE going forward.

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INTRODUCTION

INCLUDE is a 36 months network project aimed at establishing a network in the field of language policy and practices for active social inclusion. Among the project activities to support the networking action it is foreseen the production of three Yearly Reports on Language Policies and Practices for Active Social Inclusion. The purpose of these three reports is to provide an updated state-of-the-art of the field.

This is the the First Yearly Report which focuses on a research activity -- based on the desk analysis of secondary sources (laws, reports, documents collected and produced since the beginning of the INCLUDE project, etc) -- aimed at setting the scene for the following two Yearly Reports where the challenges and gaps in the field of language learning for social inclusion will be analysed and policy recommendations will be provided. The contents of all three Reports will feed into the final "Roadmap for integration of language learning in social inclusion policies".

The First Yearly Report is set out as follows:

- The first chapter explains “The INCLUDE network: its rationale, motivation, objectives and approach.
- Chapter two describes the current policies landscape in languages and social inclusion in the EU, “matching” the commitment of the European Union to developing language learning policies across Europe with the need – revealed by the economic crisis -- to support the most vulnerable groups (non-EU nationals, ethnic minorities, people with disabilities, young people, low-skilled workers, etc.) that need to be addressed in view of the Europe 2020 strategy’s ‘inclusive growth’ priority.
- The third chapter is focused on the resources collected in the “Observatory of language learning for social inclusion” and in the “Inventory of CLIL resources for social inclusion”, providing a broad descriptive analysis of the cases and resources collected by the main fields provided in both the databases.
- Chapter four provides conclusions and implications for INCLUDE project going forward.
- In Annex I is reported the methodological approach adopted to collect the resources for the “Observatory of language learning for social inclusion” and the “Inventory of CLIL resources for social inclusion”.

1. THE INCLUDE NETWORK

1.1. Overview of INCLUDE

INCLUDE is a European network operating in the field of language policy and practice for the active social inclusion of groups at risk of exclusion such as:

- migrant communities;
- minority-language communities;
- older people;
- people with disabilities;
- young people Not in Education, Employment or Training (NEET);
- “new” emerging vulnerable groups because of the economic recession, which has led to changes in the priorities of social programmes.

The INCLUDE network addresses the relevant topic of languages for social inclusion from a twofold perspective:

- *at Policy level*, by promoting, lobbying and exchanging experiences and practices supporting active inclusion and social cohesion;
- *at Practitioners’ level*, by identifying, pooling and disseminating successful practices of Content and Language Integrated Learning (CLIL) aimed at migrant and other ‘at risk’ groups , making these practices accessible to language training institutions, learning providers, teachers, trainers, facilitators and other stakeholders.

1.2. INCLUDE underlying principles and motivations

Language and language policy both exist in highly complex, interacting and dynamic contexts, the change of any part of which may (directly or indirectly) influence any other part. A multitude of non-linguistic factors (political, demographic, social, cultural, bureaucratic, etc.) explain the reasons why persons or groups try to intervene in the language practices and the beliefs of other persons or groups, and as a consequence why some subsequent changes do or do not occur. A simple cause-and-effect approach using only language-related data is unlikely to produce useful accounts of language policy, embedded as it is in a “real world” of contextual variables.¹ Therefore, the relationship between language and access to democratic processes is of the utmost importance: a democratic language policy could potentially play a key part in enabling active citizen participation.² Citizens should thus be able to participate actively in democratic forums and have the option to engage in debates, discussions, and dialogue. Moreover, in everyday life, citizens should not be hindered in their personal and professional fulfilment by language barriers: there must be equality of linguistic rights, as well as the possibility of linguistic participation.

¹ Bernard Spolsky, *Language Policy, ISB4: Proceedings of the 4th International Symposium on Bilingualism* (2005).

² Pia Vanting Christiansen, *Language policy in the European Union* (2006).

The European Union currently upholds the principle of complete multilingualism *de jure*³ (among the 24 official languages) and is committed to developing language learning policies across Europe, as part of its aim to *'improve the mastery of basic language skills in Europe'*⁴.

The Communication 'A new framework strategy for multilingualism'⁵ was the first step towards promoting multilingualism in a wider context, followed by the Communication 'Multilingualism: an asset for Europe and a shared commitment'.⁶ According to these Commission Communications, two central objectives for multilingualism policy were defined:

- a) to raise awareness of the value and opportunities of the EU's linguistic diversity and encourage the removal of barriers to intercultural dialogue;
- b) to give all citizens real opportunities to learn to communicate in two languages in addition to their mother tongue.

Nonetheless, *'improving foreign language learning'* is one of the specific objectives of the new strategic framework for European cooperation in education and training (Education and Training 2020 - ET2020), adopted by the Education Council in May 2009.⁷ In fact, the main policy areas that have most impact on language policies are those supporting education, youth and culture, with specific regard to competitiveness of European industry and enterprises. On the other hand, multilingualism and language learning are not 'mainstreamed' across a spectrum of European policies: for example, it is not specifically mentioned in the European Social Fund (ESF) policy to support growth and jobs, thereby strengthening economic and social cohesion, even if language training can be supported under the priority 'enhancing access to employment', sub-priority 'increase the participation of migrants in employment'.

Language learning is also promoted by national policies,⁸ and several projects across Member States have been carried out to promote language learning in groups at risk of exclusion; however, no common action has yet been undertaken to this aim. Despite the emphasis placed at the regional and local level on public awareness-raising and citizen involvement, there is a need to make language learning policies, strategies and initiatives more relevant to the 'life-worlds' of citizens (at home; at work; in everyday life),⁹ thus giving more emphasis to "social" implications of language learning, at a European level.

Language learning in fact fosters active social inclusion, which is in its turn a fundamental element favouring employability. For instance, one of the first steps towards employability of migrant citizens is no doubt constituted by the knowledge of the basics of the language of their host country. In this sense language policy intersects and should connect with both social policy and labour policy.

³ Rome Treaty article 217 and Regulation no. 1/58, 1958.

⁴ The policy context will be discussed in more detail in Chapter 2'. Here some insights are provided to explain the rationale for the INCLUDE network.

⁵ COM(2005)596 final.

⁶ Council Resolution of 21 November 2008 on a European strategy for multilingualism, OJEC C 320, 16/12/2008. pp 0001-0003.

⁷ Council conclusions of 12 May 2009 on a strategic framework for European cooperation in education and training (ET 2020), OJEC C 119 , 28/05/2009 P. 0002 – 0010.

⁸ Language learning is promoted in 244 priorities of 48 Operational Programmes of 21 Member States (from a total of 117 Operational Programmes of 27 Member States).

⁹ Joe Cullen, *Multilingualism between policy objectives and implementation*, European Parliament (2008).

Therefore, when talking about language policy all of the aspects that go beyond language learning and that respond to the needs of the target groups should be considered, by targeting:

- Businesses – in terms of increases in competitiveness linked to export and internationalization.
- Individuals – in terms of support to employability.
- Society – in terms of fostering social cohesion and active inclusion by offering everyone the opportunity to communicate appropriately in order to make the most of his/her potential in life and at work.¹⁰

The work carried out in 2008-2011 by the LILAMA Network¹¹ highlighted the need of addressing language policy for active inclusion purposes for the benefit of society, with specific regard to language training of migrants.¹² While the European countries share similar problems, they have not yet found common actions to tackle those problems. Likewise, practitioners in language learning addressed to migrants and vulnerable citizens do not currently have the opportunity to share and learn from each other across Europe. The INCLUDE Network motivations are based on the realization of this need for a networking action to encourage knowledge, practice and resources sharing to integrate language learning in social inclusion policy.

1.3. INCLUDE stepping stones and innovativeness

Most of the projects carried out in the field of language policies and practices for social active inclusion are part of wider policies to encourage language learning, targeting primarily ethnic minorities and migrants. They often go hand in hand with awareness-raising campaigns, occupational progression routes, international school partnerships, cross-cultural cooperation, anti-racism campaigns, literacy courses and special language support.¹³ However, up to now, a common vision and action on language policy addressed to active social inclusion does not exist, and policy debate includes the support to language learning by migrants in the frame of broader policies addressing multilingualism, social cohesion, and respect of human rights.¹⁴

In parallel, since 2003 the European Commission has supported CLIL as one of the innovative methods to improve the quality of language teaching.¹⁵ This has been exploited

¹⁰ *Towards a European Language Policy: Guidelines and Recommendations from the LILAMA Project* (2011) - http://www.LILAMA.ORG/uploads/documentos/LILAMA%20Policy%20Model_INGLES_FINAL.pdf.

¹¹ LLP KA2, project code 143523-LLP-1-2008-1-ES-KA2-KA2NW. The LILAMA core partners (IRS, University of Bordeaux and Iniciativas Innovadoras) are the promoters of the INCLUDE Network.

¹² Also legal requirements linking languages to residence permission is very different across countries: the Council of Europe survey in 2010 reported that “While a number of countries provide language training for migrants without attaching specific language conditions to residence, others require adult migrants to demonstrate proficiency in the official language of the host country before granting long-term residence permits or citizenship. Some countries recommend or require attendance at language courses while others require an examination. In those countries where evidence of language proficiency is required, many examination and certification bodies responsible for language assessment of non nationals applying for a residence permit or citizenship use the levels of the Common European Framework of Reference for Languages (CEFR).”

¹³ COMMISSION STAFF WORKING PAPER. *An Inventory of Community actions in the field of multilingualism* - 2011 update. Brussels, 7.7.2011.

¹⁴ i.e. by means of European Commission against Racism and Intolerance (ECRI), under the Council of Europe, which “recognises that speaking the host country’s language is essential for a successful integration process”.

¹⁵ “Promoting Language Learning and Linguistic Diversity”. European Commission Action Plan 2004-2006.

particularly in education (from schools to higher education), while tailored actions promoting CLIL to overcome gaps in language learning for adult migrants, not involved in formal education, have not been pursued for adult learners to same extent in all of the European countries so far. Some valuable initiatives and projects have been carried out¹⁶ but they remain isolated experiences with a low impact on the European situation.

To both dimensions, INCLUDE contributes by acting on two axes:

- *Policy level*, by promoting lobbying and exchange of experiences and practices supporting active inclusion and social cohesion, in order to make them available and transferrable across Europe, toward a common vision and action;
- *Practitioner level*, by identifying and coding successful practices of language learning for migrant integration and European social cohesion, disseminate them, and make them available and transferrable across institutions, learning providers, teachers, trainers, facilitators in Europe.

Multilingualism and social inclusion are key objectives of Europe, unanimously pursued by Member States. They underline common concerns of European countries – employability, mobility, active citizenship and full participation of citizens, regardless of nationality, age, gender, social and economic background. Local, regional and national initiatives in the field have been already carried out, also achieving limited goals at a small scale. However, to move forward, some European action is needed to contribute to policy cohesion: the issue is widely recognized as common to all European states, and requires a common vision and an agreed roadmap for the future.

Language policy cannot confine itself to national dimensions any longer, in order to be effective. While there is a huge effort towards multilingualism and social inclusion, the Eurobarometer survey still reported in 2012 that only 54% of respondents said that they could speak at least one language in addition to their mother tongue, and according to Eurostat, “language problems clearly influence the higher unemployment rates of migrants”.¹⁷

¹⁶ i.e. E-DREAM project, European Dream for Immigrants (Grundtvig 2005-2007) promoting CLIL for second language learning, and Team Teaching CLIL-AXIS –project (Leonardo da Vinci 2003-2005) aimed at presenting best practice examples of Team Teaching as a CLIL method in the world of professional education and work, including some examples of practices with migrants.

¹⁷ Migrants in Europe, 2011 edition. A statistical portrait of the first and second generation. Eurostat Books.

2. LANGUAGES AND SOCIAL INCLUSION: THE CURRENT POLICY LANDSCAPE IN EUROPE

2.1. Introduction

This Chapter sets the INCLUDE project within the context of the EU policy landscape on language learning and social inclusion. To understand the vision of INCLUDE, what it sets out to do and in what ways it might achieve its vision requires an exploration of the policy environment in which the project is situated. To this end, this Chapter firstly considers the policy background on social inclusion at the EU level. The second section looks at how policies on language learning have developed within the EU. The third part of the Chapter examines the interface between these two policy domains and assesses whether and in what ways language learning and social inclusion policies complement each other. The Chapter concludes with a discussion on the implications of the policy review for the INCLUDE project going forward.

2.2. Social inclusion policy

Three discourses

The narrative of EU social inclusion policy is a tale of three contrasting discourses: a ‘moral underclass’ discourse, a ‘social integrationist’ discourse and a ‘redistributive’ discourse (Williamson, 2007).¹⁸

The moral underclass discourse

Before the early 1990’s, much of the thinking around social exclusion reflected a distinctive theoretical perspective, primarily based on concepts drawn from ‘New Liberal’ or ‘New Right’ thinking, and on American theories of welfare dependency and the rise of an underclass of welfare dependents (Smith, 1997; Anderson and Sims, 2000). The idea of the socially excluded as an ‘underclass’ owed much to an emphasis on macro-level structural factors, particularly economic processes that shape things like poverty and unemployment. There is an implicit argument in this perspective that sustained and repetitive exposure to social and economic ills – poverty; ill-health; upheaval; unemployment – itself saps the collective spirit and therefore ultimately increases the vulnerability of those exposed to social and economic pathologies (Elstad, 1998; Kreiger, 2004; Berkman et al, 2000)¹⁹. In this regard, some writers sometimes refer to social exclusion as if it were a form of ‘inheritance’: “Chronic poverty can be inherited from a child’s parents and from the wider community or society” (Harper et al, 2003), so that social exclusion leads to unintentionally self-defeating behavior (Twenge, et al, 2002).²⁰

¹⁸ Williamson H, (2007), Social inclusion and young people: some introductory remarks’, in Colley, H., Boetzelen, P., Hoskins, B. and Parveva, T. (eds), *Social inclusion and young people: breaking down the barriers*, Council of Europe, Strasbourg.

¹⁹ Elstad J (1998). The psycho-social perspective on social inequalities in health. In: Bartley M, Blane D, Davey Smith G, eds. *The sociology of health inequalities*. Oxford: Blackwell, 39–58.

²⁰ Twenge, J. M., Catanese, K. R., & Baumeister, R. F. (2002). Social exclusion causes self-defeating behavior. *Journal of Personality and Social Psychology*, 83, 606-615.

This perspective was superseded by a policy re-direction that extended the focus of social inclusion beyond poverty by concentrating on the relation between the individual and society (Fangen, 2010). This re-focusing from 'exclusion' to 'inclusion' reflected the influence of theorists and researchers in the social sciences who were exploring the idea of 'multidimensional disadvantage', which included aspects such as material and physical surroundings (Room, 1995). The strong co-operation between social scientists from academia and the research world who were working in this field and EU institutions shaped a number of policy innovations at the EU level. One significant departure signalled a policy shift to a multi-dimensional definition of social exclusion, which was seen as: 'a process whereby certain individuals are pushed to the edge of society and prevented from participating fully by virtue of their poverty, or lack of basic competencies and lifelong learning opportunities, or as a result of discrimination. This distances them from job, income and education opportunities as well as social and community networks and activities. They have little access to power and decision-making bodies and thus often feeling powerless and unable to take control over the decisions that affect their day to day lives'.^{21 22 23 24} As the UK's Social Exclusion Unit put it: "Social exclusion is about more than income poverty. It is a short-hand term for what can happen when people or areas face a combination of linked problems, such as unemployment, discrimination, poor skills, low incomes, poor housing, high crime and family breakdown. These problems are linked and mutually reinforcing" (SEU, 2004).

A second important policy innovation was the operationalization of this multi-dimensional definition by setting up a framework and mechanism at the EU level and in member states to apply a set of primary and secondary indicators to measure social exclusion (Fangen, 2010; Social Protection Committee, 2001). These form part of the current EU 2020 targets on employment, research and development, climate change and sustainability, education and fighting poverty and social exclusion. The relevant headline targets for employment are 75% of the EU 20-64 year-olds to be employed; for education, reducing the rates of early school leaving below 10% and at least 40% of 30-34-year-olds completing third level education, and for fighting poverty and social exclusion, at least 20 million fewer people in or at risk of poverty and social exclusion. Member states are committed to fulfilling these targets through National Reform Programmes (NRPs) and to report on progress through National Social Reports (NSRs) and Strategic Social Reports (SSRs), which are intended to underpin the social dimension of the Europe 2020 process by covering the fields of social inclusion, pensions, healthcare and long-term care. They are underpinned by a set of common European statistical indicators on poverty and social exclusion - the Laeken indicators - established at the European Council of December 2001.

²¹ COMMUNICATION FROM THE COMMISSION TO THE COUNCIL, THE EUROPEAN PARLIAMENT, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS, An EU Strategy for Youth – Investing and Empowering A renewed open method of coordination to address youth challenges and opportunities" 2009.

²² Coleman, John & Hendry, Leo (1999). *The nature of adolescence* (3rd ed.). London: Routledge.

²³ Schoon, Ingrid & Bynner, John (2003). Risk and resilience in the life course: Implications for interventions and social policies. *Journal of Youth Studies*, 6(1), 21-31.

²⁴ Burchardt, T., J. Le Grand and D. Piachaud. (2002). "Degrees of exclusion: Developing a dynamic, multidimensional measure". Pp. 30-43 in Hills, Le Grand and Piachaud (Eds.).

The social integrationist discourse

Current EU policy on social inclusion can therefore be viewed in terms of a 'social integrationist discourse' in which the language of social exclusion has been entrenched within EU policy debates on living conditions and the 'social situation'. In recent years, this 'social integrationist' discourse has been shaped conceptually by a focus on the 'narratives' of people's lives, and on understanding how the 'lifeworlds' of 'at risk' groups are socially and culturally constructed. This reflects the influence of 'post-modernists' like Beck, Giddens and Lash (1994; 2000) and their emphasis on changes in post-industrial society that have led, it is claimed, to the emergence of 'risk' society. As the old institutions of industrial society - family, community, social class - are undermined by globalization, people must learn to navigate society for themselves. This creates particular risks of exclusion for those at the extremes – the young and the old. For the young the threat of social exclusion is intensified through having to navigate risk society while navigating their own 'ambivalent biographies' with the support of increasingly fragile social structures including their own family, and in nation states that have restricted welfare provision for young people based either on their age or on their lack of employment history.²⁵ Giddens suggested that, no longer regulated by external structures and norms, the self has become a fluid and 'reflexive biographical project'.²⁶ On the one hand, the new globalised society allows unprecedented freedom and opportunities for people. On the other, self and identity become fragile, individualisation becomes a lonely business "full of risks which need to be confronted and fought alone".

This notion of 'risk society', and its implication that there are social groups that are particularly vulnerable to risk, has led to the centralisation in recent policy discourses of the notion of 'activation' and 'active inclusion'. The conclusions of the Lisbon Council in 2000 as well as the first European Employment Guidelines from 2007 promoted the ideas of activation and active welfare states. In 2008, this was further developed in the form of the European Commission's comprehensive "active inclusion" strategy. This integrated approach is composed of three strands: adequate income support; inclusive labour markets; access to quality services. In their early formulations, these policy developments focused primarily on active labour market inclusion, as one strand of the broader social inclusion concept, dealing with inclusion into society of people furthest away from the labour market. The Commission Recommendation of 2008 (European Commission, 2008/867) defined active inclusion as follows: "Active inclusion policies should facilitate the integration into sustainable, quality employment of those who can work and provide resources which are sufficient to live in dignity, together with support for social participation, for those who cannot". This shift towards an integrative approach has been widely seen as progressive. As SOLIDAR – a European network of NGOs working to advance social justice, democracy and equality in Europe and worldwide – points out the Commission's active inclusion strategy for people excluded from the labour market is an important step towards widening the perspective and going beyond a simplistic workfare approach. It perceives poverty and social exclusion as a result of monetary poverty, insufficiently incentive - driven social protection, a low investment in education and lifelong learning, and a lack of public services that allow (re-)integration into the labour market (Reuter, 2012).²⁷

²⁵ Beck U, Giddens A, Lash S (1994) *Reflexive Modernization. Politics, Tradition and Aesthetics in the Modern Social Order*. Blackwell. Oxford.

²⁶ Giddens, A(1999). *Runaway world*. London: Profile Books.

²⁷ Reuter, C (2012). *Facing New Challenges: Promoting active inclusion through social innovation*. Solidar.

However, organisations like SOLIDAR have criticized active inclusion policies for over-emphasising labour market inclusion as the key dynamic of social inclusion, whilst neglecting other important drivers like lifelong learning. It has also been claimed that not enough attention has been focused in active inclusion policies on highly marginalized and vulnerable groups – like older people who cannot work or fully participate in the labour market and on the crippling effects of child poverty, the poor quality of work and the growing group of working poor. These criticisms have probably influenced the most recent developments in active inclusion policy. The European Commission 2008 *Draft joint report on social protection and social inclusion* acknowledged that active labour market measures, including lifelong learning, had improved overall in recent years but identified the need for greater efforts to reach the low skilled, the young and the elderly, lone parents and those returning from caring breaks, migrants and ethnic minorities and people with disabilities (European Commission, 2008). As part of a preventative approach, it highlighted modern social security policies as an important tool to prevent people moving on to long-term sickness and disability benefits or early retirement schemes. Effective and personalised social and employment services were considered essential to overcome structural barriers to participation in the labour market and in society. At the same time, it noted that personal, family and social barriers also needed to be addressed by quality social and health services.

Subsequent policy innovations have moved some way towards addressing these issues. The 2012 Communication “Towards a job-rich recovery” and the youth employment package incorporate recommendations to Member States on a Youth Guarantee to ensure that all young people up to age 25 receive a good quality offer of a job, continued education, an apprenticeship or a traineeship within four months of leaving formal education or becoming unemployed; a Quality Framework for Traineeships so as to enable young people to acquire high-quality work experience under safe conditions; a European Alliance for Apprenticeships to improve the quality and supply of apprenticeships available. In turn, the Social Investment Package specifically focuses on these ‘neglected’ areas like affordable quality childcare and education, prevention of early school leaving, training and job-search assistance, housing support and accessible health care (European Commission, 2012).

The re-distributive discourse

However, other dissenting voices have raised more fundamental questions about the social integrationist philosophy that lies at the heart of current EU policy on social inclusion and on active inclusion, highlighting in particular the thinking that lies behind notions of ‘risk’ and ‘vulnerability’. It has been argued that the prevailing approach that currently dominates research, policy and practice in the field of social inclusion is focused on ‘evidence-based risk assessment’ (Bottoms, 2006).²⁸ This approach has been particularly influential in relation to the field of youth crime and its prevention but has also powerfully shaped policy and practice in the broader field of social exclusion. Underlying the approach is the application of ‘scientific’ methods based on statistical analysis and probability theory to identify those people who are deemed most likely to be at risk of social exclusion. These risk factors have been documented consistently in a range of studies and cover things like low income, poor housing, poor child-rearing methods, personality factors (e.g. impulsivity); intelligence and attainment (e.g. poor school performance), socio-economic factors (low family income; poor

²⁸ Bottoms A E (2006) Crime prevention for youth at risk: some theoretical considerations, in S. Cornell (ed.), Resource Material Series No. 68 (pp. 21-34). Tokyo, Japan.

housing) and peer situation (e.g. unemployed and low-achieving friends; school influences and community influences) (Farrington, 2008).²⁹ The corollary of risk assessment is risk reduction. So the prevailing social inclusion strategy is dominated by approaches that strive to reduce the risk posed to vulnerable people by increasing their resilience to risk factors. This has led to an increasing focus in social inclusion on developmental perspectives that seek to improve the well-being of 'at risk' people, thereby transforming their unused talents into personal and social goods (Ward and Stewart, 2003).³⁰ This current preoccupation with 'happiness' and 'well-being' as tools that can be successfully applied to reduce risk factors for people and improve their social integration in turn reflects a resurgence of interest in behavioural science and 'positive psychology' in public policy in general and in social inclusion policy in particular (Ecclestone, 2012).³¹ Current social inclusion strategies thus focus on programmes that deliver 'character-building' (Lexmond and Grist, 2011),³² the inculcation of emotional intelligence competences (Bailey, 2010),³³ and applications of 'Nudge Theory' as a strategy for manipulating people's 'architecture of choices' so that they act in socially beneficial ways (Thayer and Sunstein, 2008).³⁴

In response, alternative paradigms based on a 'radical re-distributive' concept of social inclusion have emerged in the literature on social inclusion, arguing for income maximisation strategies and a radical redistribution of wealth as crucial tools to support the long-term prospects of tackling exclusion. These alternative perspectives argue that the social integrationist paradigm that has dominated EU social inclusion policy over the past decade or so has taken a more punitive turn, one that re-instates many of the precepts of the 'underclass' approach that the social integrationist perspective displaced. The central proposition of these alternative positions is that the rise to dominance of neo-liberal economics has taken a strong grip on social inclusion policy. Muncie (2006) argues that it is not a simple matter of globalising economic trends per se that has put a distinctive stamp on current European welfare systems but the particular features – and contradictions – of neo-liberalism. Taking youth justice and youth offending prevention as an example, he suggests that all of the distinguishing features of current youth justice policy and practice have been shaped by neo-liberalist ideology. This, he claims, has its origins in von Hayek's critique of welfare interventionism and has fed a range of processes aimed at dismantling the welfare state itself, including the welfare approach to youth justice (Muncie, 2010).³⁵ At the core of this, it is argued, are the agendas of 'governmentality' and 'responsibilisation'. As Shamir (2008) notes, the shift from the Keynesian welfare state toward free market policies and the rise of neo-liberalism in Western democracies does not signal the retreat of the state and its replacement by the domination of the market but marks instead a positive technique of

²⁹ Farrington, D.P. (Ed.) (2008). Integrated developmental & life-course theories of offending (Advances in Criminological Theory, vol. 14). New Brunswick: Transaction Publishers.

³⁰ Ward, T., and C A Stewart (2003) Criminogenic needs and human needs: A theoretical model. *Psychology, Crime, and Law*, 9, 125–143.

³¹ Ecclestone, K (2012) From emotional and psychological well-being to character education: challenging policy discourses of behavioural science and 'vulnerability', *Research Papers in Education*, 27, 4, 463–480.

³² Lexmond, J, and M Grist, eds. (2011). *The character inquiry*. London: DEMOS.

³³ Bailey, L. (2010). *Promoting emotional resilience in children and young people*. Hemel Hempsted, Hertfordshire: Local Authority.

³⁴ Thayer, R T, and C R. Sunstein (2008). *Nudge: Important decisions about health, wealth and happiness*. New York, NY: Yale University Press.

³⁵ Muncie, J (2006). Governing Young People; coherence and contradiction in contemporary youth justice. *Critical Social Policy*, 26 (4), 770-791.

government which entails a transfer of the operations of government to non-state actors. Increasingly the state is delegating responsibility for welfare and inclusion to intermediaries – particularly new forms of public-private partnerships – and to excluded people themselves.³⁶

Current social inclusion policy: the Social Investment Package

It is hard to disagree with these arguments in the face of recent developments in EU social inclusion policy. The new Social Investment Package (SIP), cited above is a good example. It has been recognised for some time that the targets set for Europe 2020 Growth Strategy for smart, sustainable and inclusive growth (outlined above) are increasingly unlikely to be met in the face of the severe challenges to welfare systems posed following the financial downturn, the Eurozone crisis and the subsequent austerity measures imposed by member states. The response to this pessimistic picture has been the implementation of a range of policy measures intended to support member states in attaining their social inclusion and protection responsibilities and targets against a background of fiscal restrictions and mounting welfare needs. The EC Communication 'Towards Social Investment for Growth and Cohesion – including implementing the ESF 2014-2020' highlighted the fact that the need for investment in human capital starts at very early age and continues throughout life.³⁷ It reflected anxieties over the youth unemployment rate - standing at 23.4% for the EU as a whole in 2012 but at much higher levels, of up to 80% in some southern European states, and continuing to rise overall. It reflected the lack of progress in reducing early school leaving and failure to complete third level education, and concerns over the high proportion of young people in the EU who are not in employment, education or training (NEET), representing 12.9% of young Europeans (15-24) or 7.5 million in total in 2011. The Communication articulated the big worry for EU policy-makers – that in some Member States young people are becoming relatively more at risk of poverty than the elderly.

This Communication and its annexes, combined together, constitute the Social Investment Package (SIP). The SIP can be seen as a policy framework and guidelines to help member states reach the Europe 2020 targets for inclusive growth and provides a link between social policies, the reforms as recommended in the European semester to reach the Europe 2020 targets and conditions for the use of relevant EU financial instruments like the structural funds. It also gives guidance to Member States on more efficient and effective social policies in response to the significant challenges they currently face. Fundamentally, the SIP focuses on upgrading active inclusion strategies in the Member States through affordable quality childcare and education, prevention of early school leaving, training and job-search assistance, housing support and accessible health care.

At the heart of the SIP is an emphasis on three things: 'social investment', 'social innovation' and 'service integration'. 'Social investment' signifies the EU's prioritisation of the human and social capital dimension of EU2020. In order to achieve the goal of the becoming most efficient – and inclusive – economy in the world, the EU and its member states need to ensure that their citizens are equipped to perform the tasks demanded by a highly competitive, globalised world market whilst ensuring that citizens remain active, healthy and independent. The key policy areas for social investment therefore include education, quality

³⁶ Shamir R (2008) The age of responsabilization on market-embedded morality, *Economy and Society*, 37, 1, 1-19.

³⁷ Communication from the Commission, Europe 2020 – A strategy for smart, sustainable and inclusive growth, COM (2010) 2020 of 3 March 2010; European Council Conclusions of 17 June 2010.

childcare, healthcare, training, job-search assistance and rehabilitation. At the same time, the EU and member states are aware that they cannot afford the social investment they need given the twin constraints of economic retrenchment coupled with rising demands on welfare. This is where social innovation comes in. As defined in the SIP, social innovation “means developing new ideas, services and models to better address social issues. It invites input from public and private actors, including civil society, to improve social services. In particular, social innovation will play a crucial role in addressing several key questions: how to address societal challenges effectively and efficiently within a tight budget? What does strategic social investment look like and how can social policy support it? How to support people in lifelong learning to ensure adequate livelihoods in a changing world? How can innovative partnerships bring private and non-governmental resources to complement state funding? How to strengthen evidence-based knowledge in policy-making and reforms?”

Broadly speaking, social innovation can be defined as “new ideas that work in meeting social goals” (Mulgan, 2007). SOLIDAR (Reuter, 2012) defines social innovation as “innovations that are social both in their ends and in their means...new ideas (products, services and models) that simultaneously meet social needs (more effectively than alternatives) and create new social relationships or collaborations. In other words they are innovations that are both good for society and enhance society’s capacity to act”.

Because of its key role as a driver for social investment, social innovation is a theme that runs through many of the European Commission’s key initiatives. These range from the four policy ‘pillars’ of the EU Initiative for Employment and Social Inclusion 2014-20 – the EU programme for Employment and Social Innovation (EaSI); the European Social Fund, the Fund for the European Aid for the most Deprived and the European Globalisation Adjustment Fund - through initiatives like the New Skills agenda, the European Platform against Poverty and the EU Youth Strategy 2010-18 to research programmes like Horizon 2020, the 8th EU framework programme for research and innovation. The EU has supported social innovation through several instruments, including the EQUAL and PROGRESS programmes as well as FP programmes, and this will continue as a result of the adoption of the legislative package on cohesion policy for the period 2014, and the EU Programme for Social Change and Innovation (EPSCI) which supports investment in and scaling-up of social innovations and facilitating capacity building. In turn, there has been a recognition that policies aimed at promoting active inclusion through social innovation are unlikely to succeed without changes in the way that services are delivered. This has prompted an increasing focus in policy on integrated services.

In its simplest form, the term integrated services refers to examples of joined-up social services, for the benefit of service users or providers (OECD, 2011). A more detailed definition can be drawn from the health literature, where integrated services can be defined as a coherent set of methods and models on the funding, administrative, organisational, service delivery and clinical levels designed to create connectivity, alignment and collaboration within and between different sectors (Kodner and Spreeuwenberg, 2002).³⁸ In the literature, a distinction is often drawn between the ‘provider’ dimension of service integration and the ‘beneficiary’ dimension. From the provider side, service integration typically reflects three levels of integration: collocation, i.e. having all agencies in one location; collaboration - a higher level of integration involving agencies working together

³⁸ Kodner, D. L. and Spreeuwenberg, C. (2002). Integrated Care: Meaning, Logic, Applications, and Implications - a Discussion Paper. *International Journal of Integrated Care*, (2).

through information sharing and training, and creating a network of agencies to improve service user experience, and co-operation - professionals communicating and working together, for example within small clinical teams or from multiple agencies (OECD, 2011). Beneficiary-side service integration typically focuses on the management and delivery of services so that clients receive a continuum of preventive and curative services, according to their needs over time and across different levels of the service system (WHO, 2008). In practice, service integration combines provider and beneficiary integration. A good example is the UK 'Surestart' programme which provides a wide range of social service to families and children in areas of deprivation. This programme integrates early education, childcare, health and family support by developing outreach and community services for families with children from pregnancy up to age of fourteen or sixteen for children with disabilities.³⁹

What seems clear from this joining together of social investment, social innovation and service integration in the new Social Investment Package is a movement in EU social inclusion policy towards the 'responsibilisation' agenda noted by writers like Muncie (op. cit.). This is highlighted by a number of features of the SIP – the emphasis placed on 'intermediaries' whose shoulders are expected to take the weight of the welfare and social support demands the state cannot afford; the importance attached to 'social entrepreneurs and social innovators', who are expected to deliver the innovation that is singularly lacking in the public sector; the focus on 'early interventions' – which singles out 'failed individuals, failed families and failed communities' as the 'cause' of social exclusion. In short what is striking about the new social inclusion policy climate is not the systemic political and cultural change towards a more egalitarian and redistributive political economy demanded by advocates of the 'radical re-distributive' approach but in many ways a distinct step back to the neo-liberal vision of dismantling the welfare system.

2.3. Language policy in the EU

The key EU language policy instruments

The two main instruments for language policy at the EU level are the 'Action Plan on promoting Language Learning and Linguistic Diversity, adopted by the European Council on 27 July 2003'⁴⁰ and the 'European Charter for Minority Languages', adopted by the Council of Europe in November 1992.⁴¹ What is perhaps most notable about these two instruments is the extent to which they differ in focus and vision. Whereas the Commission's 'Action Plan' reflects a core 'economic' focus, the 'Charter' is rooted in 'human rights'. These in turn reflect two contrasting agendas that underpin these instruments. The 'multilingualism' agenda embedded in the 'Action Plan' resonates with the more 'hard edged' policy objectives that can be found in EU2020 themes and targets, like economic competitiveness and labour market mobility, although the Action Plan also supports elements of the EU2020 social inclusion objectives. In contrast, the 'Charter' embodies the argument for protection of minority languages. From a human rights perspective, to safeguard the rights of linguistic minority communities it is necessary to protect and preserve native languages. The notion of

³⁹ OECD (2011). *Doing Better for Families*, Paris: OECD Publishing.

⁴⁰ COM(2003) 449 final of 24.07.2003: Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions, Promoting Language Learning and Linguistic Diversity: An Action Plan 2004-2006.

⁴¹ European Charter for Regional or Minority Languages, Strasbourg, 5.XI. 1992, Council of Europe.

'endangered languages' is derived from UNESCO's approach which is explicitly based on human rights principles. Article I of its Constitution mandates UNESCO to collaborate in the work of advancing the mutual knowledge and understanding of peoples, through all means of mass communication. This compels the Organization to protect certain ethical principles concerning the languages, i.e. all languages are equal in their dignity; each language should be considered as part of the universal human heritage; linguistic diversity should be preserved and promoted; and, as some languages are more vulnerable than others, safeguarding of these languages is an obligation.

These two contrasting sets of values shape the different form and structure of the two instruments. The main objectives of the Action Plan are to support:

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

The main goal supported by the Action Plan is for every EU citizen to have knowledge of two languages in addition to their mother tongue. To support this goal, the Plan has three inter-related elements – Strategy Areas - each of which has its own objectives:

- Lifelong Language Learning
- Better Language Teaching
- Building a Language-Friendly Environment

The first Strategy Area - Lifelong Language Learning – has six sub-elements: promoting the acquisition of 'Mother tongue +2- - particularly through 'early start' language learning; Language learning in secondary education and training; Language learning in higher education; Adult language learning; Language learners with special needs; promoting a range of languages.

The second Strategy Area - Better Language Teaching - also has six sub-elements: promoting the language friendly school; promoting the language classroom; language teacher training; supply of language teachers; training teachers of other subjects; testing language skills.

The three sub-elements of Building a Language-Friendly Environment cover: an inclusive approach to linguistic diversity; Building language friendly communities; Improving supply and take-up of language learning.

The 'Charter' is more diverse and complex than the 'Action Plan'. It incorporates seven elements (Articles):

- Education.
- Judicial authorities.
- Administrative authorities and public services.
- Media.
- Cultural activities and facilities.
- Economic and social life.
- Transfrontier exchanges.

These seven elements in turn provide for a wide range of detailed technical sub-provisions – over 100 of them. The article covering Education (30 sub-provisions) includes provision for

preschool, primary, secondary, higher, vocational and adult education. The article covering Judicial authorities (15 sub-provisions) involves requirements for things like legal and court proceedings and documentation. Administrative authorities and public services (21 sub-provisions) specifies requirements for things like dealings between public and officials; publication of documents; training of staff. The Media element (15 sub-provisions) covers broadcasting; newspapers; freedom of the press; recruitment of staff. Cultural activities (10 sub-provisions) embraces access to cultural works; translations; dubbing and so on. Economic and social life (9 subprovisions) provides stipulations on documents; regulations; health and safety; banking and finance; hospitals. Transfrontier exchanges (2 sub-provisions) cover cross-border collaboration.

In addition to the two main policy instruments – the ‘Action Plan’ and the ‘Charter’, there are a number of additional diverse policy initiatives, directives and instruments at EU level that refer to language learning. These include:

- The Lisbon Treaty Article 2:3 – which states that the EU “shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced.”
- Charter of Fundamental Rights Article 21 – which clearly embeds linguistic rights in the EU and gives grounds for appeal in cases of discrimination on the grounds of language and which sets the terms of reference for the Fundamental Rights Agency (FRA).
- Article 314 of the Union Treaty which provides for the equality of all language versions of the Treaty. Language rights granted by a Member State to its nationals must be extended to other Community nationals where appropriate. In the field of education and vocational training, the EC Treaty also gives the EU the task of supporting and supplementing action by the Member States aimed at developing the European dimension in education, particularly through the teaching and dissemination of EU languages (Article 149(2)), while fully respecting cultural and linguistic diversity (Article 149(1)).
- a series of communications and resolutions issued by the European Parliament, including (EP Resolutions: 1981, OJ C 287, p.1006; 1983, OJ, C68, p.103; 1987, OJ C 318). These resolutions called for the Commission to take action in order to promote the use of minority languages and to review all Community legislation or practices which discriminate against minority languages. EP Resolution 1981, 6; EP Resolution 1983, 1(2)). They also urged Member States to officially recognise their minority languages if they or their Constitutions do not already do so. The European Parliament envisaged a division of labour with the Member States being responsible for policy realisation, and the Community having a coordinating role. However, a major problem is that none of these initiatives were binding upon the Member States.

Finally, there are a number of funding instruments that support EU language policy. These include: The European Social Fund (ESF); The Lifelong Learning Programme (LLP), 2007-2013; the Sixth Framework Programme (FP6); the eTEN programme; the Seventh Framework Programme (FP7); the e-Learning Programme; the eContent Programme and the eContent Plus Programme, and other programmes with a ‘language’ component, including Tempus and Erasmus Mundus.

How policies have been implemented

A major study carried out for the European Parliament assessed the extent to which and in what ways language policies have been implemented in the EU.⁴² The review used a scoring system to calculate the degree of implementation of the 'Action Plan' and 'Charter' on the basis of: whether the provisions in the two instruments are addressed; whether an action has been proposed to address the provisions; whether the action has been unfulfilled; formally fulfilled; partly fulfilled or completely fulfilled, using data available from National Action Plans. Figures 1 to 3 show the level of implementation for the three main Strategy Areas of the Action Plan and Figure 4 the level of implementation for the seven Articles of the Charter.

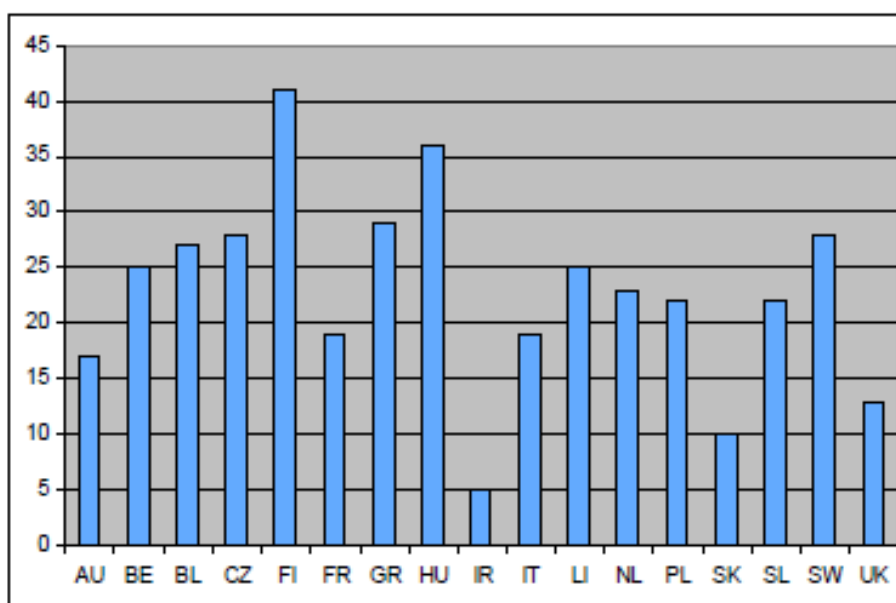
The scoring system is based on calculating individual scores for each country for each of the sub-elements of the three main objectives of the Action Plan, as follows:

- Lifelong Language Learning (25 sub-elements, covering primary; secondary; higher education; vocational learning; adult ;learning and range of languages).
- Better Language Teaching (12 sub-elements covering things like teacher training; supply of language teachers; assessment).
- Building a Language-Friendly Environment (10 sub-elements, covering things like supporting linguistic diversity; use of technologies; improving supply and take up).

Each sub-element is scored as follows:

- 0 = nothing has been done
- 1 = the idea is supported
- 2 = some schemes have been developed
- 3 = many schemes have been developed and implemented

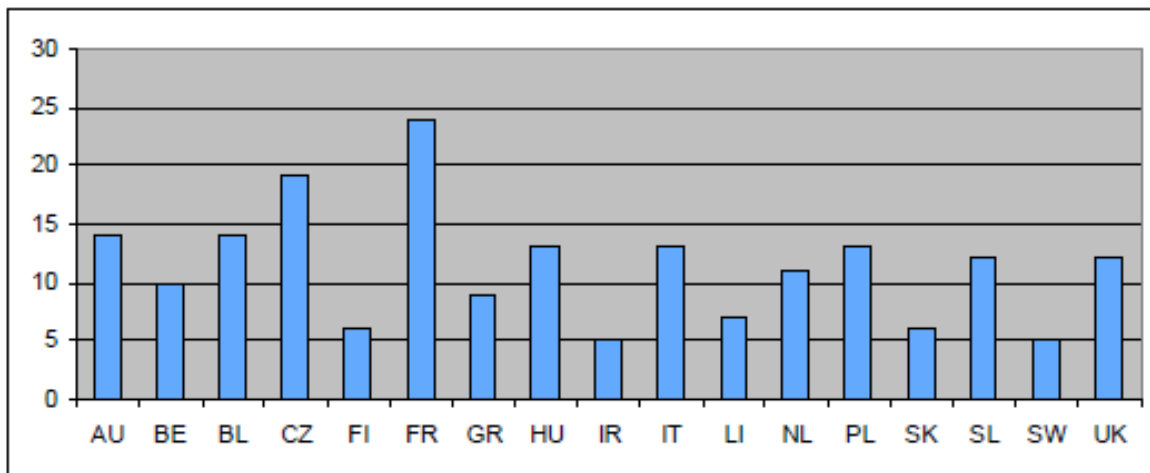
Figure 1: Implementation of the Action Plan - Lifelong Language Learning



Source: Action Plan National Reports

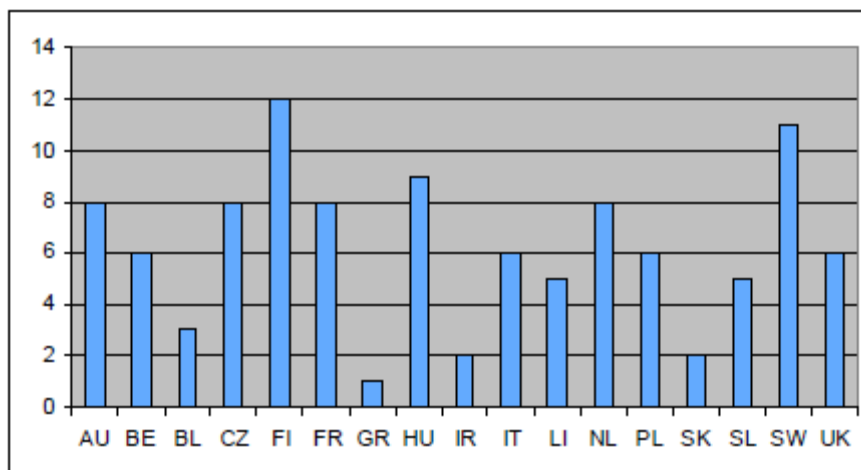
⁴² Cullen, J Cullen, C, Maes, V and Paviotti, G (2008). *Multilingualism: Between Policy Objectives and Implementation*. Brussels: European Parliament. IP/B/CULT/IC/2007-100.

Figure 2: Implementation of the Action Plan – Better Language Teaching



Source: Action Plan National Reports

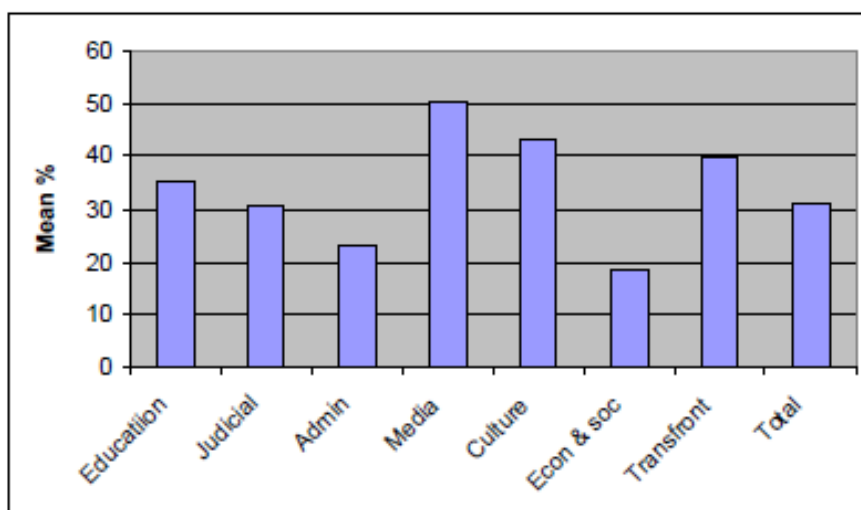
Figure 3: Implementation of the Action Plan - Building a Language-Friendly Environment



Source: Action Plan National Reports

The scoring for the Charter implementation used a similar methodology based on the level of implementation (expressed as a %) of the 100 elements covered in the seven Charter Articles in the countries for which data are available.

Figure 4: Implementation of the Charter



Source: EBLUL

The main results of this assessment are as follows:

- Only a few member states are close to achieving implementation targets of the ActionPlan across the board. Implementation of the Action Plan has been particularly variable with regard to Strategy Area 2 – Better Language Teaching – and Strategy Area 3 – Building a Better Language Environment.
- The main obstacles to implementing the Action Plan are as follows. For Lifelong Language Learning, the areas where obstacles to implementation of the Plan remain are:
 - i) implementing ‘mother tongue+2’ and promoting smaller class sizes, better information for parents and teaching staff; a lack of trained teachers; shortage of specialised courses; competition for curriculum time for CLIL (content and language integrated learning)
 - ii) secondary schools: lack of priority given to programmes like Comenius; lack of support for Language assistantships
 - iii) higher education: the autonomy of Higher Education (HE) institutions; no integration into curriculum development; lack of funding for study abroad
 - iv) adult language learning: lack of partnership with individual organisations and the private sector; no concerted effort by national agencies; lack of incentivisation initiatives
 - v) special needs: lack of proper special needs provision in place; shortage of trained teachers; no training programmes
 - vi) range of languages: dominance of English; lack of support for world and lesser-used languages.
- For ‘Better Language Teaching’, the main obstacles are: wide interpretation of the provisions of the plan by member states; the low use of e-learning and information and communication technologies (ICTs); cost and mobility issues of language teacher training; variability in legal status and work conditions of teachers across Europe; lack of resources devoted to training teachers in other subjects; lack of curriculum flexibility; difficulties in getting teachers to apply testing instruments in the classroom.
- For ‘Building a language-friendly environment’, the main obstacles are: the lack of concrete actions to support linguistic diversity; failure by governments to recognize the highly contextualized and localized nature of languages; the lack of recognition of the factors that shape demand.
- Implementation of the Charter has been limited, slow and uneven. Only fifteen member states have ratified the Charter, and only eleven member states have fully complied with

the Charter monitoring process. Less than a third of the full provisions of the Charter have been implemented. Most progress has been made in compliance with provisions covering 'Media', where around half of the provisions have been addressed, and in Cultural activities. In the education sector, progress has been both generally slow and uneven. Although 13 EU member states have made provision to support minority language teaching, this has been mainly in the primary and secondary sectors. The shortage of adequately trained teachers is a major problem affecting most regional or minority languages. The areas where least progress has been achieved in implementing the Charter are firstly the provisions for Administrative authorities, public services and Economic and Social Life. Many states have failed to push forward implementation of one of the key Charter provisions – promotion of regional and minority languages in employment contracts, technical documents and similar employment related documentation.

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

Assessment of the impacts of implementation of the Action Plan and Charter are difficult to calculate. It is not clear whether language skills support freedom of movement of people, goods and services, or whether policies supporting multilingualism and linguistic diversity reinforce barriers to economic, social and cultural mobility for ordinary European citizens. The main policy areas that have most impact on language policies are those supporting education, youth and culture. The inter-relationships between language and other policies, and their multiplier effects, are complex. The evidence base is poorly developed and remains contested.

Assessment of the contribution of EU funding programmes to supporting language learning suggests that main EU funding mechanisms for languages are the principle 'education and training programmes' including the second phases of the Socrates and Leonardo da Vinci programmes and the subsequent Lifelong Learning Programme. Much of the funding has supported language learning initiatives. Investment in minority languages has been much lower. EU Funding to support languages and promote linguistic diversity has shown a downward trend in recent years. The main impacts have been in: supporting student and teacher mobility; developing training tools and courses for language teachers; developing new language learning or testing tools; bringing language learning to citizens. Overall, the impact of these programmes on proficiency in EU languages can be considered to be small, yet important. The main effects have been to: improve skills of teachers; create networks; improve mobility of teachers and students and promote awareness-raising for citizens. The impact on widening the use of languages generally has been minor, especially for less widely used languages.

2.4 Bridging Language learning and social inclusion

From the above discussion, it is clear that there is a tension between the two main instruments for promoting language learning in the EU in terms of their contribution to social inclusion objectives. This tension is reflected in the stance taken by the European Commission, which promotes the 'Action Plan' on multilingualism and that of the Council of Europe, and the European Parliament, which promote the 'Charter' on linguistic diversity. Multilingualism is seen within the EC's over-arching strategic vision, enshrined in 'EU2020', of making the EU the most competitive economy in the world. The main goal of the EC's 'Action Plan' is for every EU citizen to have knowledge of two languages in addition to their mother tongue. In contrast, the Charter promotes a focus on human rights and the preservation of linguistic diversity which has a much stronger affinity with social inclusion agendas. The Charter on linguistic diversity provides for a wide range of targets – covering human rights, culture and media, transportation, legal systems and education - that emphasise the cultural rather than the economic dimension of language learning. The Action Plan has a less explicit focus on social inclusion – only one of the sixteen elements embedded in the three Strategy Areas of the Plan directly refers to social inclusion – building an inclusive approach to linguistic diversity.

There is a strong impression from reviewing policies in the field of language learning for social inclusion of a lot of rhetoric and little tangible outcomes. On the one hand, language as a dimension of equality is clearly embedded in a number of EU policies. For example, the *Charter of Fundamental Rights Article 2*, cited above, clearly embeds linguistic rights in the EU and gives grounds for appeal in cases of discrimination on the grounds of language and an appellant being a "member of a national minority". In turn, there are a number of policy initiatives promoted by the European Commission that, on the surface, promote social inclusion through language learning. These include: The Council Recommendation on Roma integration measures⁴³; the Council conclusions of 11 May 2010 on the social dimension of education and training⁴⁴ and the Green Paper - Migration & mobility: challenges and opportunities for EU education systems⁴⁵. However, whilst these initiatives provide clear directives for supporting the social inclusion of ethnic and minority communities, and for expanding access to adult education to create new possibilities for active inclusion and enhanced social participation there is scant attention paid to practical measures to apply language learning for active inclusion. These policy initiatives clearly articulate the potential contribution language learning can make to social inclusion. It is pointed out, for example, that language learning is an important dimension in supporting migrants in learning the host country language in order to promote social integration, as well as improving basic skills and employability. There are citations of evidence that shows that migrant pupils tend to perform better when they are taught together with classmates skilled in the host language and who have high educational aspirations. More broadly, as the 'Green Paper' on migration and mobility points out, there is some evidence that reinforcing the heritage language can be educationally advantageous, and that fluency in the heritage language is valuable for the cultural capital and the self confidence of children of migrants and it may also represent a key asset for their future employability.

⁴³ Brussels 26.6.2012, COM (2013) 460 Final.

⁴⁴ Brussels 2010/C 135/02.

⁴⁵ COM/2008/0423 final.

Yet the over-riding impression of the language learning for social inclusion policy landscape is that very little is actually done on the ground – beyond the policy rhetoric – to embed language learning as an element of promoting social inclusion. As an example, analysis of the database of projects awarded the European ‘Language Label’ shows that only 6% of all projects awarded the label between 2004 and 2008 used language learning as a tool to support social inclusion and only 1% were specifically targeted at immigrant and ethnic minority (IEM) groups. The evidence thus seems to suggest that there are only a handful of examples of language learning initiatives specifically directed at social inclusion objectives. A recent study by the EC’s Institute for Prospective Technological Studies – IPTS – looked at key policy initiatives in the context of demographic trends in migration and immigration. Net migration to the EU from 2001 to the present has been running at a rate of around 1.5-2 million per year from outside the EU. Some of this comes from new member states but a significant proportion of new immigrants come from outside the EU. There are currently 27 million non-EU foreign immigrants in the EU - about 6% of the total population. If resident citizens are included, the number of immigrant and ethnic minority people in the EU is around 50 million. Against this background, currently policy agendas are based on i) regulating flows ii) promoting integration and cultural diversity. For example, the 2006 Riga Declaration formulated priority 24 – improving the possibilities for economic and social participation and integration creativity and entrepreneurship of IEMs by stimulating their participation in the information society. Yet this and other policies reflect the same tensions observed above in the analysis of language learning policy in general – particularly the tension between on the one hand control and regulation (for example pressuring immigrants to adopt the language of their ‘host country’ in order to support EU2020 objectives) and on the other supporting cultural diversity.

Against this background it is hardly surprising that examples of initiatives based on language learning for ‘active social inclusion’, funded through EU programmes like the Lifelong Learning Programme and FP7, reflect a wide spectrum of diverse interpretations of active social inclusion and often widely contrasting objectives, as illustrated by the following examples:

- The Learning Migration Network – a Comenius project funded under the EC Lifelong Learning Programme that supports students, teachers, teacher trainers, schools, research groups and educational authorities in promoting the understanding of the phenomenon of migration in daily learning.
- The MASELTOV project (Designing for inclusion through incidental language learning) – an FP7 project developing a framework for facilitating the creation of technology rich and socially inclusive learning opportunities for immigrants within cities.⁴⁶
- TRIO - an initiative implemented by the Tuscany Regional Administration, financed by the European Social Fund and running since 1998, with an investment of 33 million euro over 10 years. Part of TRIO is a Project for Foreigners, involving 230,000 foreigners in Tuscany (6% of the regional population) mainly Albanian, Chinese, Romanian, Moroccan. It provides 26 on-line courses in Italian language; health and safety at work; information on the region.

⁴⁶ Kukulska-Hulme, Agnes; Gaved, Mark; Brasher, Andrew; Jones, Ann; Scanlon, Eileen and Paletta, Lucas (2012). Designing for inclusion through incidental language learning. In: ICT for Language Learning (5th Edition), 15-16 November 2012, Florence, Italy

- Multikulti - Multikulti's aim is to improve social inclusion of IMEs by raising awareness of their rights. It provides a website specifically focused on culturally and linguistically relevant information, addressing key information needs for things like health, education, housing, debt, employment. Multikulti provides information in a range of languages including Albanian, Bengali, Chinese, Farsi, Gujrat, Arabic, Turksih, Urdu, Spanish, Portugese, English (12 languages).

As can be seen by the above brief summary, the four example initiatives represent widely divergent discourses on the role of language learning in social inclusion. With the Learning Migration Network we see a discourse and strategy based on what is termed the 'deficit model'. The logic is that social exclusion is driven by ignorance. When people get better information about how migration patterns operate, they will respond with a more tolerant view of immigrants. MASELTOV takes the position that active social inclusion through language learning can only be achieved by embedding it within the everyday 'incidental' activities that immigrants face. TRIO reflects an 'assimilation' position - widespread in many EU states – that sees social inclusion as a process whereby people become immersed in the language and culture of the 'host' country. Multikulti takes a more radical position, based on reinforcing the human rights of IEMs by giving them access in their native languages to key information.

In the case of policy experiences funded under EU structural funds, there is a more coherent focus on language learning and social inclusion. The European Social Fund (ES) has supported language learning for social inclusion for a number of years. In the latest (2014-2020) period, the focus of EFS is on four main objectives:

- promoting employment and supporting labour mobility
- promoting social inclusion and combating poverty
- investing in education, skills and lifelong learning
- enhancing institutional capacity and an efficient public administration

These objectives clearly support firstly the key objectives and targets of EU2020 and, secondly, the new Social Investment Package (outlined above) – particularly with regard to supporting innovation in delivering social services through more efficient administration. The following examples of funded projects focusing on language learning for active social inclusion reflect this focus:

- The Swedish 'SpråkSam' project. The project has its roots in the large demand for personnel in the elderly-care sector – where many immigrants find jobs. The problem is that they have little professional knowledge and often speak very poor Swedish – creating difficulties in communicating with the people around them. Without a better knowledge of the Swedish language they risk losing their jobs and suffering from social exclusion.
- Hungarian programme to support foreign language skills and IT training to boost employability and competitiveness. The programme is offering training in foreign languages and IT skills to some 100 000 individuals at 300 training institutions nationwide. Priority is given to unemployed mothers, Roma people and disadvantaged job-seekers.
- The 'Portuguese for all' project offers language training to immigrants at a group of schools in the municipality of Mangualde.

2.5. Implications for INCLUDE

The exploration of the policy landscape of language learning for active conclusion, presented above, highlights a number of implications and opportunities for INCLUDE going forward. These are as follows.

Policy tensions

A key conclusion of the policy review was its highlighting of the tensions inherent in the policy landscape. These are most clearly illustrated by the contrasting agendas and objectives represented by the 'Action Plan' on multilingualism and the 'Charter' on linguistic diversity, both of which pursue, on the one hand a 'human capital' agenda and, on the other a 'human rights' agenda. These are mirrored in the 'social inclusion' policy landscape – particularly with regard to recent developments – such as the Social Investment Package – that appear to be moving away from the established 'social integrationist' approach to inclusion to a position that has a strong resonance with neo-liberal economics and the scaling back of welfare systems, through a focus on 'responsibilisation' and 'efficiency gains'. Against this background, there is scope for INCLUDE to continue to monitor how policies are evolving in the field, in order to provide critical review and analysis to network members. For example, there is little evidence on the potential negative impacts, and unforeseen effects, that could arise in the event of a large-scale de-centralisation and devolution of responsibility for service delivery to migrants from public institutions to intermediaries and to 'self-help' models of service delivery.

Social innovation

Linked to the above is the recent prioritisation of 'social innovation' in policy discourses and policy developments. This development is recent, embryonic and rapidly evolving. The language dimension has not been articulated in the current literature, and there is considerable scope for INCLUDE to make a contribution to developing this 'language dimension' of social innovation. More broadly, there is scope for INCLUDE to explore how language learning for active social inclusion can contribute to the SIP objectives – both from a 'critical' perspective (for example in identifying contradictions and gaps in SIP policy) and from an 'evidence-based' perspective – there is currently very little evidence on the contribution social innovation is making to SIP objectives, even less on the role of language learning.

Policy implementation monitoring

The two main policy instruments for language learning at EU level – the Action Plan and the Charter – have had a limited impact. Their implementation has been variable, both sectorally and geographically. Both instruments – particularly the Charter – have potential to support a more effective contribution by language learning to social inclusion objectives. There is scope for INCLUDE to assist in this contribution in a number of ways – by identifying how these instruments can be used more effectively and efficiently (particularly in identifying 'gaps' in the current contribution); by monitoring and collecting evidence on implementation; by producing evidence-based reports on impact.

Research and research results

Analysis of the 'policy experiences' that have been implemented in recent years – programmes, projects, other initiatives – suggest a number of conclusions. Firstly, the state of the art in innovative language learning interventions for social inclusion is poorly-

developed. Secondly, interventions represent widely divergent discourses on the role of language learning in social inclusion. Thirdly, the evidence base on 'what works' is poorly developed. In this context, there are opportunities for INLCUDE to: develop, through expanding its Observatory and Repository, a comprehensive database on policy experiences, interventions and their characteristics; develop an evidence base on what works; highlight for network members opportunities for research under current and forthcoming funding programmes like Erasmus+, HORIZON 2020 and ESF.

3. THE INCLUDE OBSERVATORY ON LANGUAGE LEARNING FOR SOCIAL INCLUSION AND INVENTORY OF CLIL RESOURCES FOR SOCIAL INCLUSION

3.1. Introduction

INCLUDE network -- by means of a collection of practices and other relevant documents in the field of language learning for social inclusion -- provides resources to the following two databases

- the Observatory on language learning for social inclusion, collecting existing policies or practices linking languages with social inclusion purposes, both directly or indirectly, as well as initiatives, trends, policy agendas at a local, national and European level.
- the Inventory of CLIL resources for active social inclusion, promoting the sharing and adoption of successful practices across Europe on methods and materials applied to language learning for integration of migrants. The inventory collect cases, learning materials, approaches, and methods in different formats and languages and it is addressed particularly to practitioners in the field, including teachers, trainers, facilitators, learners, and educational/training organisations.

The resources provided both in the Observatory and in the Inventory have been collected on the basis of an *ad hoc* methodology designed by the INCLUDE network (see Annex I). *On the basis of the latest data audit, 57 cases were provided in the Observatory of language learning for social inclusion and 40 cases for Inventory of CLIL resources for social inclusion*

This chapter addresses issues related the Observatory of Language Learning for Social Inclusion and the Inventory of CLIL Resources for Social Inclusion. In particular, the main results of the descriptive analysis of the resources collected in both the databases are presented in order to further investigate the actual degree of integration of language learning in social inclusion policies, thus identifying additional information about existing challenges and gaps.

The chapter starts with a descriptive section of issues related to the Observatory of Language Learning for Social Inclusion and to the Inventory of CLIL Resources for Social Inclusion. A short analysis of the resources is conducted together with some propositions for future data collection, which could provide more complete and diverse perspectives for enriching both of the Observatory and Inventory.

3.2. Observatory of language learning for social inclusion – descriptive analysis

This section includes the descriptive analysis of the four categories of cases in the Observatory: policy description, theoretical perspectives, innovative practices and trends.

Policy description

14 policy cases were selected and analysed (see table 1). The time line covers from the year of 2002 to 2012. Different types of documents are chosen for data collection from different

geographical scales, from national, European to international and the resources include reports, scientific article, survey, language learning strategies, reviews of policy, policy recommendations, action plans, different types of national language policies, commission communications, policy guidelines etc.

Table 1.

| Category | Name Of The Item | Date |
|--------------------|--|-----------|
| Policy description | Commission Staff Working Document. Language Competencies For Employability, Mobility And Growth | 2012 |
| | Rethinking Education: Investing In Skills For Better Socio-Economic Outcomes | 2012 |
| | Civil Society Platform on Multilingualism | 2011 |
| | Council Conclusions On Language Competences To Enhance Mobility | 2011 |
| | A New Approach To English For Speakers of Other Languages (ESOL) | 2009 |
| | Guidelines Of State Policy For Language | 2008 |
| | Multilingualism: Between Policy Objectives And Implementation | 2008 |
| | Languages Review | 2007 |
| | Communication From The European Commission To The European Parliament And The Council. The European Indicator Of Language Competence | 2005 |
| | White Paper On Education And Training Teaching And Learning. Towards The Learning Society | 2004 |
| | Communication From The European Commission To The Council. The European Parliament, The Economic And Social Committee And The Committee Of The Regions | 2003 |
| | Languages For All: Languages For Life. A Strategy For England | 2002 |
| | Business Platform For Multilingualism report For The Period September 2009-June 2011 | 2009-2011 |
| | European Language Policy And CLIL. A Selection Of EU-Funded Projects | 2004 |

Theoretical perspectives

16 cases were studied from theoretical perspectives and they were produced during the period from 1997 to 2012. Most of these documents are official reports, papers, etc. which could be accessible directly from the internet and few are scientific articles only open to academic institutions or organisation; however, a summary template is available for all interested groups of readers on the INCLUDE website.

Table 2.

| Category | Name Of The Item | Year |
|--|---|------|
| Theoretical Perspectives | 'Social inclusion of socially excluded youth: more opportunities, better access, and higher solidarity'—policy review of the Youth Research Cluster on Social Inclusion | 2012 |
| | Immigrant Integration in Europe in a Time of Austerity | 2011 |
| | Comparative integration context theory: participation and belonging in new diverse European cities | 2010 |
| | Educating inclusion? Aspects of exclusion within the inclusive policy concept of Lifelong learning | 2008 |
| | Tradeoffs between equality and difference: immigrant integration, multiculturalism, and the welfare state in cross-national perspective | 2008 |
| | Understanding Integration: A Conceptual Framework | 2008 |
| | The Aspect of Culture in the Social Inclusion of Ethnic Minorities: assessing Language Education Policies under the EU's open method of coordination | 2007 |
| | The end of national models? Integration courses and citizenship trajectories in Europe | 2007 |
| | Is there a pedagogy of social inclusion? Critical reflections on European policy and practice in school-to-work transition | 2007 |
| | Migration, minorities and multilingual in Europe: language ideologies and the practices of language difference | 2006 |
| | 'National' languages in transnational contexts: language, migration and citizenship in Europe | 2006 |
| | Social cohesion: a policy and indicator framework for assessing immigrant and host outcomes | 2005 |
| | What does integration mean? Social insertion of Russian Jewish Immigrants in Israel | 2003 |
| | Social exclusion and inclusion of young immigrants | 2002 |
| | A model of destination-language acquisition: application to male immigrants in Canada | 2001 |
| An analysis of English-language proficiency among U.S immigrants | 1997 | |

Innovative practices

12 Innovative practices cases were analysed (see table 3) and the documents were produced during the period from 2003 to 2013. They contain different types of resources: research paper, reports, language training course, hand book, database of good practice, video, programme, good practice activity report .The cases selected are studies from different countries: UK, Bulgaria, Germany, Norway, UK, Belgium, Germany, Greece, Italy, Malta, the Netherlands, Portugal, Spain and the United Kingdom, Slovakia, Australia, Spain, UK, Romania, Bulgaria, the Netherlands, Italy etc..

Table 3.

| Category | Name Of The Item | Date |
|----------------------|--|-----------|
| Innovative Practices | Adult Migrant English Program (AMEP) | 2013 |
| | METIKOS-Informal Language Learning For Immigrants Website | 2012 |
| | Case Study On Active Inclusion Strategies In EU Countries | 2012 |
| | The Quality Label “French Language For Integration” | 2011 |
| | Virtual Documentation Center (VDC) Of Best Practices In The Field Of Innovative And Creative Ways Of Language Learning | 2010 |
| | Final Report Of The Eating Abroad Together Linking Language And Health (EAT) Project | 2009 |
| | Project Of Moroccan Women Integration And Improvement Of Their Literacy Needs In Leganés (Spain) | 2009 |
| | Global Project Of Educational Actions With Immigrants In The Castilla Y León Region (Spain) 2007-2009 | 2007-2009 |
| | Programmes and Working Models With Children And Young Immigrants In The Learning Of Spanish As a Second Language | 2007 |
| | Facilities For The Integration Of Immigrant Students | 2003 |
| | Intercultural Social Mediation and Translation Service | 2004-2011 |
| | Illinois Migrant Education Program | |

Trends

16 trends cases were selected for the analysis (see table 4), covering period from the year of 2000 to the year of 2013. The documents include reports, articles, Commission working document case, papers, book chapter, and working papers. Analysed documents report trend cases from different countries. Some of them are at European level and others are at national or transnational scale; presenting the trends of language learning and social inclusion in Denmark, US, Canada, UK, Estonia and South Africa.

Table 4.

| Category | Name Of The Item | Date |
|----------|--|------|
| Trends | Linguistic Diversity, Standardization and Disenfranchisement. Measurement and Consequences | 2013 |
| | Language Rich Europe - Trends in policies and practices for multilingualism in Europe | 2012 |
| | What is the Point? Policies on Immigration and the Language Issue in Denmark | 2012 |
| | Language requirements for adult migrants in Council of Europe member states: Report on a survey | 2011 |
| | Education and Language Policy in Colombia: Exploring Processes of Inclusion, Exclusion, and Stratification in Times of Global Reform | 2009 |
| | Minority Language Rights Before and After the 2004 EU Enlargement: The Copenhagen Criteria in the Baltic States | 2008 |
| | The Aspect of Culture in the Social Inclusion of Ethnic Minorities: Assessing Language Education Policies under the EU's Open Method of Coordination | 2007 |
| | Report on the implementation of the Action Plan "Promoting language learning and linguistic diversity" | 2007 |
| | Language policies and practices for helping immigrants and second-generation students succeed | 2007 |
| | Regional or Minority Language Use before Judicial Authorities: Provisions and Facts | 2007 |
| | Economic Considerations in Language Policy | 2006 |
| | Managing Multilingualism in the European Union: Language Policy Evaluation for the European Parliament | 2006 |
| | Linguistic human rights as a source of policy guidelines: A critical assessment | 2005 |
| | Ex-Post Evaluation of Activities in the Field of Regional and Minority Languages 1998-2002 | 2004 |
| | Multilingual Societies and Planned Linguistic Change: New Language-in-Education Programs in Estonia and South Africa | 2002 |
| | Evaluating policy measures for minority languages in Europe: towards effective, cost-effective and democratic implementation | 2000 |

3.3. Inventory of CLIL resources for social inclusion – descriptive analysis

This section includes the descriptive analysis of the four categories of cases in the Inventory: CLIL theory and methods, innovative practices, CLIL research and learning resources. Some cases are also discussed selectively in details.

Theory and methods

16 cases are selectively studied in this category of theory and methods (see table 5). They point out that there is a link between multilingualism and creativity and that multilingualism broadens access to information, offers alternative ways of organizing thoughts and

perceiving the surrounding world. Furthermore CLIL is more than an approach for language learning but an instrument for intercultural communication and identity development. CLIL is not the answer but it offers an alternative to be explored by learners, teachers and trainers. Political motivation behind CLIL development is analysed and the real problems in the real practices, which could help to figure out how to improve the CLIL implementation in the future, are exposed. “CLIL Compendium” (2002) identifies the core principles of this educational approach as it is done in very different European contexts. It is obvious that many educators find it difficult to apply a multiple focus on content and language, as well as on cross-curricular integration, cognition, and reflection. More training and supporting for teachers’ developing their critical thinking about language, content, learning skills and assessment for learning is recommended.

Table 5.

| Category | Name of the item | Year |
|--------------------|---|------|
| Theory and Methods | A Methodological Model for Integrating Character within CLIL in Sociology of Religion | 2013 |
| | Content and Language Integrated Learning (CLIL): Considerations in the Colombian Context | 2012 |
| | An Inventory of Community Actions in the Field of Multilingualism | 2011 |
| | Content-and-Language Integrated Learning: from Practice to Principals | 2011 |
| | Immersion and CLIL in English: More Differences than Similarities | 2010 |
| | CLIL Counterweights: Recognizing and Decreasing Disjuncture in CLIL | 2008 |
| | Content and Language Integrated Learning Motivating Learners and Teachers | 2008 |
| | The Sociolinguistics of CLIL: Language Planning and Language Change in 21st Century Europe | 2007 |
| | CLIL Compendium | 2002 |
| | Using Languages to Learn and Learning to Use Languages | 2000 |
| | On-line Course “The Use of ICT in CLIL” | 2000 |
| | Building bridges between different levels of education: Methodological proposals for CLIL at University | 2013 |
| | E-CLIL – European CLIL resource centre for Web 2.0 Education | 2012 |
| | CLIL and E-learning | 2011 |
| | Initiative tools citizenship intervention certification of language skills (CLIL) | 2013 |
| | Languages for jobs | 2011 |

Innovative practices

13 cases are selected for study in this category of innovative practices. During the analysis, it’s become quite evident that if European citizens are to reap the benefits of an integrated Europe and be more competitive in the global arena, the ability to converse in two foreign languages is a necessity. The item “The CLIL Tool Kit: transforming theory into practice”(2010) provides a tool kit for teachers to map CLIL practice for their own context and learners. It is based on two core principles: that all learners have an entitlement to quality teaching and learning environments, and that CLIL has a contribution to make in achieving this. Language teachers and trainers should make good use of the Tool kit (models and templates) mentioned in this article. Other analysed items discuss teaching

contents through language which leads to more varied activity ideas and a wider scope for learning than in normal language lessons; point out how to make the learning interesting, relevant and interactive based on the limited range of languages of learners; how to apply CLIL in minority language teaching in classes of learners with bicultural and bilingual background; stress expansion of knowledge, both language and subject; point out development of IT skills, co-operation possibilities and career opportunities. Another innovation – Café CLIL is the forum of volunteers interested in the area of foreign language medium education. The Café CLIL discussions began in December 2008, simply as a way of promoting, sharing and discussion of the issues related to work in the area of Content and Language Integrated Learning in a relaxed atmosphere. The European Language Portfolio has been a very successful development in language teaching and learning generally. It can serve a number of functions, but among the ones of immediate interest in the present context are (a) recording learners' achievements and documenting their progress; (b) as an instrument for children to reflect on their learning. It clearly has a substantial role to play in increasing motivation and promoting learner autonomy.

Table 6.

| Category | Name of the item | Year |
|----------------------|--|-----------|
| Innovative Practices | Developing Academic Register in CLIL: an Exploratory Study of Spanish L2 Students Latin American Political Economy Writing in the UK | 2013 |
| | The CLIL Tool Kit: Transforming Theory into Practice | 2010 |
| | Developing CLIL Training for Modern Languages Teacher Trainees | 2009 |
| | Relevance of CLIL in Developing Pedagogies for Minority Language Teaching | 2009 |
| | Café CLIL - Forum for Across the Curriculum Teaching | 2008 |
| | Multilingual Education in Europe: Policy Developments | 2008 |
| | Italian as a Second Language Experiences from a Changing Education Environment | 2008 |
| | Content and Language Integrated Learning (CLIL) at School in Europe | 2006 |
| | Content and Language Integrated Learning | 2006 |
| | The Network CLIL - Udine Experience in the Design and Implementation of Teaching Multilingual | 2000-2001 |
| | Content and Language Integrated Learning (CLIL): a development trajectory | 2012 |
| | The CLIL quality matrix | 2005 |
| | CLIL Project Work at Early Ages: a case study | 2009 |

Research

8 cases are studied in this category (see table 7). The analysis finds out that the integrative nature of CLIL classes provides an opportunity for taking not only a dual-focussed but a triple-focussed approach: simultaneously combining foreign language learning, content subject learning and intercultural learning which is very applicable for the INCLUDE. Looking back into the history it appeared that CLIL in Germany had been conceptualized from its start in the late 1960s as an instrument to foster European integration. CLIL was seen as an opportunity to better foster the learning of the target language.

Table 7.

| Category | Name of the item | Year |
|----------|--|------|
| Research | Integrating the Spiritual-Cultural, Rights-Responsibilities, and Economics of a Citizenship Development Higher Learning through a Differently Conceived and Practiced Sociology in (Second Language)English in the Japanese University | 2013 |
| | Step Together – Migrant Children in Schools | 2013 |
| | Effective Language Teaching: A Synthesis of Research | 2011 |
| | International CLIL Research Journal, Vol. 1 (4) 2012 | 2012 |
| | CLIL and Intercultural Communicative Competence: Foundations and Approaches towards a Fusion | 2010 |
| | Integrating Reading and Writing into the Context of CLIL Classroom: Some Practical Solutions | 2010 |
| | The Linguistic and Educational Integration of Children and Adolescents from Migrant Backgrounds: Language(s) of Schooling: Focusing on Vulnerable Learners | 2010 |
| | The Integrated Nature of CLIL: A Sociocultural Perspective | 2010 |

Learning resources

3 cases are studied as learning resources (see table 8). The items in this category state that policy makers, practitioners and specialists working in education field could promote greater cooperation in the development of good policies and practices for multilingualism. These policies ensure that the language and cultural exchange continue to be promoted and encouraged at school, university and society in general. The items also stress the integrated nature of content and language integrated learning, and advance a more in-depth understanding of integrated relationship from a sociocultural perspective.

Table 8.

| Category | Name of the item | Year |
|--------------------|-----------------------------------|-----------|
| Learning Resources | Language Rich Europe | 2009-2012 |
| | Assessment and Evaluation in CLIL | 2012 |
| | UK subject association for EAL | 2011 |

3.4. Conclusion

The pooling of resources for both the Observatory and the Inventory has achieved a satisfactory level both quantitatively and qualitatively. In this concluding section, some of the general observations on cases and propositions for future data collection are elaborated.

With regard to the Observatory, most of the cases focus on social integration of immigrants or children of immigrants and the studies are conducted from the perspectives of language proficiency and employability in the labour market. The diversity of research angles are well presented in these cases and the question of language policy and social inclusion is analysed from social, political, economic, judicial and moral aspects. For the future, more cases on language policy and social integration of elder and disabled people will be needed. Meanwhile, it will also be interesting to select some cases at national or even local level and concerning the written language of case, some examples for study in national languages will also be targeted.

With regard to the Inventory, the cases are mostly related to studies on students at different levels, CLIL teaching and learning practices in schools, CLIL teacher training. The profile of the targeted population should be diversified in the future and more cases should be collected on CLIL learning resources, such as how CLIL is employed for immigrants' language training, for young people's employability.

4. CONCLUSIONS AND IMPLICATIONS FOR INCLUDE PROJECT GOING FORWARD

This chapter proposes -- on the basis of the desk analysis performed in the previous chapters -- some concluding remarks and some suggestions concerning the next steps for the INCLUDE project. Indeed, the study of the EU policy framework on language learning and social inclusion and the descriptive analysis of the resources collected both in the Observatory and the Inventory show some interesting results and evidence useful in setting the scene for the following two yearly reports where the challenges and gaps concerning the integration of language learning in social inclusion policies will be investigated in more depth and policy recommendations will be provided. To this end, the contents of the second and the third yearly reports will feed the final "Roadmap for integration of language learning in social inclusion policies".

INCLUDE is a 36-month project funded by the EU Lifelong Learning Programme, with the mission of establishing a network in the field of language policy and practices for active social inclusion (Chapter 1). The focus of the INCLUDE project is therefore necessarily on EU social inclusion policy, EU language policy and learning and the link between these two broad policy areas (see chapter 2).

The **promotion of social inclusion**, in particular through the reduction of poverty, is set among the five ambitious *Europe 2020 strategy* targets (see Box 4.1). Three *flagship initiatives* of the Europe 2020 strategy (*Youth on the move*; *An agenda for new skills and jobs*; *European platform against poverty and social exclusion*) support the efforts to reach in particular employment, education and social inclusion EU 2020 strategy targets. The *Social Investment Package* (SIP) -- the DG Employment's main social inclusion contribution to Europe 2020⁴⁷ -- gives guidance to Member States on more efficient and effective social policies in response to the significant challenges they currently face (high levels of financial distress, increasing poverty and social exclusion, as well as high unemployment, especially among young people). The EC Communication 'Towards Social Investment for Growth and Cohesion -- including implementing the ESF 2014-2020' in particular states "the need for investment in human capital starts at very early age and continues throughout life", especially because in some Member States young people are becoming relatively more at risk of poverty than the elderly. In this framework, *education and training policy* play a relevant role to allow citizens *to acquire and update over a lifetime the knowledge, skills, and competences needed for employment, inclusion, active citizenship and personal fulfilment*. SIP aims also at better coordinating and boosting EU Funds to deliver on inclusive growth through a combined use of European Structural Funds and Investment Funds (ESF, ERDF, PROGRESS 2007-2013, EUPSCI and FEAD). With this regard, in the Programming period 2014-2020, the role of ESF has been reinforced, by allocating at least 20% of the Fund to social inclusion, meaning that more vulnerable target groups will get more support to have

⁴⁷ It consists in a series of eight papers: a Commission Communication on Social Investment; a Commission Recommendation Investing in Children: Breaking the Cycle of Disadvantage and six staff working documents providing background on active inclusion, long-term care, homelessness, health, demographic trends change and social investment.

the same opportunities as others to integrate into society: the ESF will continue to finance many thousands of projects helping disadvantaged target groups to get skills and jobs and have the same opportunities as others do.

Box 4.1 - The 5 targets for the EU in 2020

1. **Employment:** 75% of the 20-64 year-olds to be employed.
2. **R&D:** 3% of the EU's GDP to be invested in R&D.
3. **Climate change and energy sustainability:** greenhouse gas emissions 20% (or even 30%, if the conditions are right) lower than 1990; 20% of energy from renewable; 20% increase in energy efficiency.
4. **Education:** Reducing the rates of early school leaving below 10%; at least 40% of 30-34-year-olds completing third level education.
5. **Fighting poverty and social exclusion:** at least 20 million fewer people in or at risk of poverty and social exclusion.

These 5 targets are interrelated and mutually reinforcing:

- *Educational improvements help employability and reduce poverty.*
- *More R&D/innovation in the economy, combined with more efficient resources, makes us more competitive and creates jobs.*
- *Investing in cleaner technologies combats climate change while creating new business/job opportunities.*

Source: http://ec.europa.eu/europe2020/europe-2020-in-a-nutshell/targets/index_en.htm

Regarding **EU language policy**, two different approaches can be distinguished. The one promoted in the 'Action Plan on promoting Language Learning and Linguistic Diversity (adopted by the European Council on 27 July 2003) and the one advanced in the 'European Charter for Minority Languages' (adopted by the Council of Europe in November 1992). As a consequence:

1. From one side, as part of its efforts to promote mobility and intercultural understanding, the EU has designated **language learning as an important priority**, and funds numerous programmes and projects in this area (*i.e. Erasmus+*, which started in January 2014). **Multilingualism** is an important element in Europe's competitiveness, too. One of the objectives of the EU's language policy is therefore that every European citizen should be able to speak two other languages in addition to their mother tongue. Yet too many Europeans still leave school lacking a working knowledge of a foreign language: the Special Eurobarometer Survey on "Europeans and their languages" -- conducted in 2012 -- show that just under half of all Europeans (46%) are not able to speak any foreign language well enough to hold a conversation.
2. From the other side, because in addition to the 24 official EU languages, many regional and minority languages are spoken in Europe, the EU considers it essential to ensure that **languages are not a barrier to participation in society**, and that marginalised language groups can be identified, represented, and included in society. In this context, the Commission has funded projects to support regional and minority languages (*i.e. NPLD*), sign languages (*i.e. Dicta – Sign*), and bilingual education (*i.e. ECLIL*).

The differences between the two different approaches adopted in Europe are evident and can be illustrated by the fact that the "Charter on linguistic diversity" emphasises the cultural rather than the economic dimension of language learning, whereas the "Action Plan" has a less explicit focus on social inclusion.

When it comes to assessing **whether and in what ways language learning and social inclusion policies complement each other**, it seems that there are a number of policy initiatives promoted by the European Commission that, at least on the surface, promote social inclusion through language learning: the Council Recommendation on Roma integration measures [COM (2013) 460 Final]; the Council conclusions of 11 May 2010 on the social dimension of education and training (2010/C 135/02) and the Green Paper - Migration & mobility: challenges and opportunities for EU education systems [COM(2008) 423 final].

Nevertheless, the prevailing impression is that very little is actually done in order to embed language learning as a tool to promote social inclusion. In fact:

- existing evidences show that there are only a few examples of language learning initiatives specifically supporting social inclusion: for example, only 6% of all projects awarded the 'European Language Label' between 2004 and 2008 used language learning as a tool to support social inclusion and just 1% were specifically targeted at immigrant/ethnic minority groups (see chapter 2 for additional detailed evidences)
- most initiatives based on language learning for 'active social inclusion', funded through EU programmes (i.e. Lifelong Learning Programme, FP7, etc.) are often characterized by different interpretations of active social inclusion, contrasting objectives, and different provisions about the role of language learning in social inclusion; whilst a more coherent focus on language learning and social inclusion emerges in the case of policy experiences funded under EU structural funds.

In order to support greater effort and knowledge in this complex field of language learning and social inclusion, and to address some of the challenges and gaps highlighted in this Report, the **pooling of resources** aimed at collecting and categorizing resources to create an **Observatory of linguistic learning for inclusion** and an **Inventory of CLIL practices for social inclusion**, covering all levels of education and training, and selected through a benchmarking process, is one of the main activities of INCLUDE project.⁴⁸

The descriptive analysis of the resources collected in both the Observatory and the Inventory (reported in chapter 3) is relevant because they can contribute to further investigate the actual degree of integration of language learning in social inclusion policies, thus identifying additional information about existing challenges and gaps as well as providing further policy recommendations.

So far, a relevant number of resources have been collected: **57 cases in the Observatory** of language learning for social inclusion and **40 cases in the Inventory** of CLIL resources for social inclusion.

The adopted methodology allows the classification of the resources provided in the **Observatory** in four categories:

- *Theoretical perspectives*: resources on theory and key studies in the field of language learning for social inclusion, highlighting the different perspectives and tensions;

⁴⁸ An ad hoc Workpackage (WP3) is devoted to this specific research activity.

- *Policy description*: major policies on language learning and social inclusion at EU, national and regional level;
- *Innovative practices*: examples of innovative programmes and projects using language learning to promote social inclusion;
- *Trends*: material showing the degree of implementation of policies and practices on language learning for social inclusion, including impacts analysis.

The distribution of the resources collected by categories is bimodal: 16 cases each are classified both in “theoretical perspectives” and in “trends” categories. But also relevant is the number of cases provided in the “policy description” and “innovative practices” categories (respectively 14 and 12). Most of the cases are focused on first and second generation of immigrants and are related to linguistic and cultural integration in the society as well as to language proficiency and employability in the labour market. The descriptive analysis of the cases provided in the Observatory confirms the main conclusions emerging from the investigation of the context of the “EU policy landscape on language learning and social inclusion” (chapter 2):

- language learning is an important dimension in supporting migrants in learning the host country language in order to promote social integration, as well as improving basic skills and employability;
- the existence of a twofold approach in the EU language policy (and not only in EU), one promoting multilingualism (‘Action Plan on promoting Language Learning and Linguistic Diversity’) and one striving to protect regional and minority languages spoken in Europe (‘European Charter for Minority Languages’).

Similarly, four categories are adopted in order to classify the population of **‘CLIL Inventory’**:

- *CLIL Learning Resources*: specific courses for use in delivering learning programmes;
- *CLIL Theory and methods*: material on CLIL theory and pedagogic methods;
- *Innovative CLIL practices*: innovative case studies of projects using CLIL for the social inclusion of migrants;
- *CLIL Research*: research studies on use of CLIL for social inclusion of migrants, including impacts assessment.

The majority of the cases (16) collected in the Inventory are classified in the “CLIL Theory and methods” category. Also relevant is the number of resources provided in the “Innovative CLIL practices” and in the “CLIL Research” categories (respectively 13 and 8). Only a few cases (3) regards with “CLIL Learning Resources”. Most of the cases gathered in the Inventory are aimed at students at different levels and concern CLIL teaching and learning practices in schools as well as CLIL teacher training.

In general, the resources collected in the Inventory supports the proposition that in order to fulfill the requirement that every European citizen should speak two further languages in addition to their native language, many Member States have been opting for integrated forms of language and content communication for some time, and are introducing them into their school systems. As a result of the diverse educational traditions and language contexts, varying models of bilingual teaching have developed in Europe, which are worthwhile comparing because the strengths and weaknesses of one’s own model become conspicuous through knowledge of the other models.

The resources provided in the Inventory give also an overview (although partial) of the languages used as CLIL languages. For foreign languages, English is a long way in front in all countries, although in many countries of the European Union, minority languages are also used as CLIL languages. In a large number of countries CLIL is offered at both primary and secondary level.

The study of the policy landscape of language learning for active inclusion and the descriptive analysis of the resources collected in both the Observatory and in the Inventory stress a number of **implications and opportunities for INCLUDE going forward**. In fact, there is scope for INCLUDE:

- to perform qualitative analysis (interviews, focus groups, etc. with relevant stakeholders) in order to derive some significant insights to support a more effectiveness bridging between language policy and social policy;
- to continue to monitor -- according to the tensions inherent in the policy landscape highlighted in the policy review (Chapter 2) and recalled in this concluding chapter -- how language and social inclusion policies are evolving, in order to provide critical review and analysis to network members;
- to contribute in developing the 'language dimension' of social innovation (i.e. "new ideas that work in meeting social goals") as well as to explore how language learning for active social inclusion can contribute to the Social Investment Package objectives;
- to identify how the Action Plan and the Charter can be used more effectively and efficiently, to monitor and collect evidence on their implementation as well as to produce evidence-based reports on their impact;
- to populate the Observatory with more cases related to language policy and social integration of elder, people with disabilities and other vulnerable target groups less represented in the database; to select cases at national, regional or local level or even small scales as well as some resources written in national languages;
- to diversify the target groups of the cases included in the Inventory and to collect more cases on CLIL learning resources, such as how CLIL is employed for immigrants' language training, for young people's employability, etc.;
- to expand the Observatory and Repository in order to create comprehensive database on 'policy experiences' (including programmes, projects, other initiatives, interventions implemented in recent years) and their characteristics, to show what works on evidence-based analysis and to highlight for network members opportunities for research under current and forthcoming funding programmes (Erasmus+, HORIZON 2020, ESF, etc.).
- to involve new members who could bring their knowledge, experience and skills in languages and social inclusion.

ANNEX I – THE METHODOLOGICAL DESIGN FOR THE COLLECTION OF CASES FOR THE OBSERVATORY AND INVENTORY

Pooling of the resources aims at collecting and categorizing resources to create an Observatory of linguistic policies for inclusion and Inventory of CLIL practices for inclusion, covering all levels of education and training, and selected through a benchmarking process.

The whole process is performed in 4 stages:

- Step 1: Data Audit, which implied searching for relevant material and collating a 'long list' of material,
- Step 2: Quality and relevance appraisal, in order to reduce the 'long list' to a short list of material,
- Step 3: Content Analysis of each example selected, to check the validity and the relevance of the cases.
- Step 4: Once this preliminary work accomplished, we produced a summary of each example and then we uploaded each of them, together with relevant original material. This is how we studied and assessed the cases which, subsequently, were allowed to populate the INCLUDE database.

More specifically, data audit involved searching, collating and defining items for review and then entering them into a spreadsheet. Searching procedures covered i) 'official' literature – e.g. books; journal articles; formal reports and ii), as well as 'grey' literature, e.g. website material; dissertations. We decided that information was confined to the period 2000-present unless key 'landmark' texts and surveys have been identified that have been published earlier. This was concentrated on the 'academic' and practice literature, mapping concepts, theories, policies and practices.

Within this framework, four main areas were covered collecting data on the observatory and language learning for social inclusion: theoretical perspectives, policy, Innovative practices and trends. Accordingly, the research priorities and design were similar for the Inventory of CLIL resources for social inclusion: CLIL learning resources, CLIL theory and methods, innovative CLIL practices and CLIL research.

Analysis description

Each of these cases provided both in the Observatory and in the Inventory are analysed with three templates: appraisal checklist, coding frame for content analysis and summary template.

The appraisal list mainly deals with quality and relevance of the cases and this benchmarking procedure is quite helpful for reducing a long-list to a short list and identifying the most relevant materials. Here are the five criteria:

- Domain relevance
- Category relevance
- Timeliness
- Quality

- Transferability

Here are the two examples of appraisal list for the Observatory and the Inventory.

Observatory:

| Criteria | Question | Tick box |
|---------------------------|--|--------------------------|
| Domain relevance | Does the item cover languages and inclusion? | <input type="checkbox"/> |
| Category relevance | Does the item cover: Theory Policy Innovative Practices Trends | <input type="checkbox"/> |
| Timeliness | Is the item relatively recent (i.e. produced after January 2000)? | <input type="checkbox"/> |
| Quality | Is the item sufficiently well-written and intelligible enough to summarise? | <input type="checkbox"/> |
| Transferability | Does the material provide transferable learning that is useful to INCLUDE members? | <input type="checkbox"/> |
| SCORE | | |

Inventory:

| Criteria | Question | Tick box |
|---------------------------|--|--------------------------|
| Domain relevance | Does the item cover languages and social inclusion of migrants? | <input type="checkbox"/> |
| Category relevance | Does the item cover: CLIL Learning Resources CLIL Theory and Methods CLIL Innovative Practices CLIL Research | <input type="checkbox"/> |
| Timeliness | Is the item relatively recent (i.e. produced after January 2000)? | <input type="checkbox"/> |
| Quality | Is the item sufficiently well-written and intelligible enough to summarise? | <input type="checkbox"/> |
| Transferability | Does the material provide transferable learning that is useful to INCLUDE members? | <input type="checkbox"/> |
| SCORE | | |

The classification and coding frame of content analysis were divided into two sections.

- Section 1 provided details on the item (name; type of material; source; brief summary of the content).
- Section 2 provided a framework for analyzing the item. Each item was analysed across two dimensions: a Thematic dimension, reflecting the key themes of the project and each theme was broken down into a number of 'constructs' that were searched for within each item being analysed.

Here are the two examples of content analysis templates for the case in the Observatory and the Inventory:

Observatory:

| | | | |
|--|------------------|---|--|
| Template compiled by: | | Item Name | |
| Item Category: Theory Policy Innovative Practices Trends | | Type and Source (e.g. book; article; website url) | |
| Scope (local; regional; national; EU) | | Date produced | |
| Target groups and audience addressed | | Relevance for INCLUDE | |
| Summary (give a brief description of the content of the item) | | | |
| | | | |
| Content Analysis | | | |
| Themes | Construct | Code/Descriptor/Example | |
| Language themes covered (e.g. multilingualism; minority languages) | | | |
| | | | |
| | | | |
| Theoretical perspectives covered | | | |
| | | | |
| | | | |
| Social inclusion perspectives covered | | | |
| | | | |
| | | | |
| Target groups addressed | | | |
| | | | |
| | | | |
| Implementation | | | |
| | | | |
| | | | |
| Evidence on 'what works' (outcomes and impacts) | | | |
| | | | |
| | | | |
| Innovation | | | |
| | | | |
| | | | |
| Transferable learning (any good practices that can be transferred to INCLUDE) | | | |
| | | | |
| | | | |
| Other | | | |

Inventory:

| | |
|--------------------------------|--|
| Resource Name | Name of the resource. Insert any relevant graphic (e.g. logo) |
| Resource Category | CLIL Learning Resources CLIL Theory and Methods CLIL Innovative Practices CLIL Research |
| Resource Type | Teaching module; Resource Pack; Guidelines; Book; Article; Report; Database; Video; website etc. |
| Resource Location | Where copy of resource can be accessed e.g. downloadable form INLCUDE database; url link etc.) |
| Resource Benchmarking Analysis | Summarise results of appraisal analysis (domain and category relevance; timeliness; quality; transferability) and appraisal score |
| Description of the Resource | Brief and concise description (from content analysis template) |
| Target audience | Describe who would benefit from using this resource |
| Relevance for INCLUDE | Describe why this resource contributes to the INCLUDE vision, mission and objectives |
| Resource applicability | Describe what the resource could be used for (e.g. as a teaching resource; good practice example; research findings etc.) |
| Learning transferability | Describe the key transferable learning that can be derived from this resource - what the resource can tell users about using CLIL for social inclusion of migrants |

The whole pooling of resources is considered as the most time-consuming process. All selected cases are well examined with these three templates and the detailed findings could be found in the deliverable 5 and 6.