LINGUA

the UK perspective

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TABLES

ACKNOWLEDGEMENTS

ABBREVIATIONS

CILT	Centre for Information on Language Teaching
DENI	Department for Education in Northern Ireland
DFE	Department for Education
DTI	Department of Trade and Industry
EA	Education Authority (in Scotland)
EC	European Community
ECP	European Cooperation Programme
ED	Employment Department
FE	Further Education
HE	Higher Education
INSET	In-service Training
IRD	International Relations Division (DFE)
ITT	Initial Teacher Training
JEP	Joint Educational Project
LEA	Local Education Authority
LEC	Local Enterprise Company (in Scotland)
LWULT	Least Widely-Used and Less Taught Languages
MFL	Modern Foreign Languages
PGCE	Post Graduate Certificate of Education
SME	Small and Medium Sized Enterprise
SOED	Scottish Office for Education
TEC	Training and Enterprise Council
UKLU	United Kingdom LINGUA Unit

1. INTRODUCTION

1.1 Background

The LINGUA programme was adopted by a decision of the European Council in July 1989. The programme itself, dedicated to improving foreign language competence in EC Member States, has various areas of application, designated as Actions I to V, and it is implemented by the LINGUA Bureau in Brussels and national LINGUA Units in each of the 12 Member States of the European Union.

The UK LINGUA Unit (UKLU) was one of the first of the national units to be set up, in January 1990. Some Actions are managed directly by the UK Unit; these concern the in-service training (INSET) of teachers (Action IA) and the exchanges of young people aged 16 to 25 involved in professional, technical or vocational education (Action IV). Action II provides assistance for students in Higher Education (HE) and is administered through the ERASMUS Student Grants Council. Other Actions are managed by the EC LINGUA Bureau in Brussels in cooperation with the national agencies and are concerned with cooperative links between institutions (Action IB), with the promotion of languages in the business world (Action III) and the development of language teaching materials (Action V). The provisions under each Action are described more fully in Appendix 1.

This evaluation of the programme within the UK was funded by the Department for Education (DFE) and the Scottish Office over a seven-month period starting in January 1993. The purpose of the evaluation was to assess the progress made so far and to identify areas for further development or modification.

1.2 Aims of the evaluation

The emphasis of the evaluation was on assessing the benefits provided by the programme and examining the framework for its administration. The main aims were to:

♦ assess the impact of the LINGUA programme on policies for modern foreign languages (MFL) and related developments in all parts of the UK;

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- assess the effectiveness, relevance and sufficiency of the mechanisms in place for implementing the programme;

- identify external factors which affect the implementation and success of the programme;

- recommend ways in which the programme might be developed in the UK and generally.

In the first phase of the project (January to March 1993) enquiries focused on the structure for administering the programme and in particular:

- the procedures adopted for promoting, supporting and managing LINGUA;

- the framework for implementing the programme, including coordination and communication at European Community level as well as within the UK.

A second phase (April to July 1993) extended the range of interviews being carried out and included the administration of questionnaires. The emphasis in this stage of the project was on:

- the benefits derived from the LINGUA programme in England, Northern Ireland, Scotland and Wales;

- the factors which exerted either a positive or negative influence on the effectiveness of the programme.

1.3 The evaluation procedures

The evaluation was conducted through interviews, documentary analysis and a questionnaire survey, directed at institutions and individuals who had been involved in the programme.

In the first phase of the project interviews were carried out with those who had been centrally involved in managing, administering or supporting the programme. Sixteen interviews, involving 20 interviewees in all, were conducted, providing a variety of perspectives from individuals and bodies associated with the LINGUA programme.

In the second phase of the project the programme of interviews was extended to include participants in LINGUA activities, under all Actions, except Action II (which is included in a separate evaluation of ERASMUS). Interviews with participants were held in 15 different locations, and over 20 interviewees were involved. Phase 2 included two further interviews, to gather the views of Her Majesty's Inspectorate in Scotland and in England. Appendix 2 provides an indication of the range of interviewees.

A major element of the data collection in phase 2 was the administration of a questionnaire to a sample of 200 successful applicants for LINGUA grants in 1991 and 1992. Details of the questionnaire sample, the response and the content of the questionnaire are given in Appendix 3.

In addition to the evidence obtained from interviews and questionnaire, this report draws on a review of management papers, steering committee minutes and documentation provided by UKLU. These documents are listed in Appendix 4. Analyses of statistical data supplied by UKLU were also undertaken, and the results of these are presented in Appendix 5.

1.4   Overview of the report

An interim report, focusing on the structure for administering the programme, was prepared on completion of the first phase of the evaluation. This forms part of this final report, in particular **Sections 2 and 3,** *Establishing the LINGUA Programme*, and *Management and Administration*. **Sections 4, 5 and 6** draw on evidence from both the questionnaire survey and interviews. These sections cover: *Access to the LINGUA Programme* and *Impact and Development*. **Section 7** identifies *key issues* and makes *recommendations*. Summary points are given at the end of each section. Tables relating to participation in the LINGUA programme appear in Appendix 5.

2. ESTABLISHING THE LINGUA PROGRAMME IN THE UK

2.1 Coordination with UK priorities

All available evidence indicates that LINGUA has accorded well with UK priorities at a time when the need for greater national competence in MFL has increasingly been recognised both by government and by the public at large. Since the EC did not have competence in mainstream education, there was initially some disappointment in schools that LINGUA provided no support for the bilateral arrangements in place for exchanges pre-16. Comments suggest, nevertheless, that although the loss pre-16 has continued to be felt, LINGUA has provided effective support for other national initiatives, particularly in teacher training through Actions I and II.

While those in education appeared to be quick to recognise the potential benefits of Actions I and II, considerable efforts have had to be made to spread a similar awareness of the provisions of Action III among those making up the employment constituency. Here there were clearly difficulties of coordination, initially, which were not parallelled in the education network where structures in support of language teaching and learning were already well-established. Nevertheless, both the Employment Department (ED) and the Department of Trade and Industry (DTI) have provided support for awareness raising. For example, the Training and Enterprise Councils (TECs) and the Local Enterprise Companies in Scotland (LECs) have promoted seminars on EC funding and on LINGUA, and the Euro Units have provided a focus for the dissemination of such information, particularly on Action IV, to institutions of Further Education (FE). The DTI has also been planning to include information about LINGUA in its dissemination material on EC funding.

LINGUA funds are apportioned according to criteria which include GNP, school population and geographical criteria, not national need or international demand. This may be thought to disadvantage the UK in two ways: first, because of the particular need for language reinforcement, UK teachers' requirements for training are perhaps greater than in many other countries; secondly, despite the 'least widely-used and less taught

languages' (LWULT) policy, other countries show great interest in promoting the learning of English. This may create a demand for exchanges with the UK which it cannot fund.

One of the most strongly emphasised and often repeated priorities of LINGUA is the promotion of the LWULT. However, in several ways the situation in the UK, as in some other countries, is unfavourable to this aim, in spite of government support for diversifying first foreign language provision. The demand in the education sector remains predominantly for support in French, German and Spanish, and the first priority of small and medium-sized enterprises (SMEs) is for the same languages - those of their main trading partners. The effect of the LINGUA policy to give priority to LWULT has mainly been to benefit German, Spanish and to a lesser extent Italian. This is particularly the case in Action I but in the post-16 Actions (II and IV) there is also evidence that languages such as Dutch and Danish have received some attention. The issue of the LWULT is considered further in Section 7.2.

There are some instances in which the specific provisions of the LINGUA programme have been directly in conflict with UK needs. For example, under Action I, the criteria for the 'eligible teacher' exclude those who are not yet teaching MFL. This affects those returning after a period of absence or transferring from other professions; in the UK situation these people represent a valuable pool of potential teachers. It has also restricted the possibilities for training teachers in special schools and in primary schools. Another constraint, impinging on all those seeking support under Action I, is the limit of 33 per cent on funding supply cover, as this is by some way the greatest cost to schools. It has been suggested that meeting such costs from devolved INSET funds is likely to make support for MFL seem expensive in comparison with training in other subjects.

2.2 Structure for the overall management of LINGUA

The role of the steering committee

The UK representatives on the EC LINGUA committee and members of the UK steering committee provided first hand evidence of the work undertaken in committee. The steering committee was set up to oversee the administration of the LINGUA programme in the UK, with

representation from all government departments concerned throughout the UK, from bodies involved with language learning - the Central Bureau, the Centre for Information on Language Teaching and Research (CILT) and the British Council - and from other education and employment interests; the committee is concerned with issues of policy. At the start it had an important part to play in setting up UKLU, discussing as yet undecided policy issues and briefing UK representatives on EC LINGUA. It had a clear remit and was able to take account of the views of all interested parties. Examples of issues on which the steering committee took a view include:

♦ For Action I, the definition of an 'eligible teacher' and the need to include a measure of funding for supply cover.

♦ For Action III, the removal of the restriction of the programme to specific economic sectors.

♦ For Action IV, the definition of the term 'vocational', to include 'professional' and 'technical'.

As the UK organisation was generally ahead of that of other Member States, the committee's view appears to have had a significant influence on the early development of the programme, an influence which has continued through direct contacts between UKLU and Brussels. Members agree, therefore, that the committee performed a very useful role in the early stages.

Now, however, in the mid-period, the steering committee's work seems largely confined to responding to papers for the next EC LINGUA meeting. This situation brings its own problems:

♦ EC LINGUA committee meetings are frequently postponed, for reasons that are not always clear to UK steering committee members.

♦ Papers for EC LINGUA meetings normally arrive only a few days ahead of time.

♦ The infrequency of meetings leaves some of the members feeling very out of touch. This is especially true of Wales, which has neither a LINGUA Unit nor any direct links to the EC.

♦ Minutes of meetings usually come only with the agenda for the next one.

Such problems make it very hard for the steering committee to operate as a forum for agreeing policy across the various interested Departments, and some have expressed doubts as to whether it is necessary, at least in its present form. Although the DTI and the ED participate in the work of the committee, alongside the DFE and Scottish Office for Education (SOED), they feel that a large part of the agenda is outside their area of interest. Hence, although the committee provides a useful vehicle for representing and informing members, particularly those from Scotland, Wales and Northern Ireland, some participants do not feel it is functioning as constructively as it might. It is perhaps worth noting that some other EC programmes do not have a steering committee. It is possible that much of this will correct itself as LINGUA I draws to a close and the committee has substantive issues to discuss. For example, EC LINGUA is currently discussing the nature of LINGUA II, if agreed, especially in the light of the Maastricht Treaty.

In the meantime, members of the steering committee have expressed a wish for more regular meetings of some group less dependent on Brussels to keep them in touch with developments in the programme. It has been suggested that this might be organised in smaller groups convened to discuss matters within their spheres of interest, with perhaps occasional plenary sessions. An arrangement such as this might remove some of the uncertainties about the steering committee and its role in future developments.

The role of the management committee

The management committee was formed as a result of the efforts made by the Central Bureau and CILT to establish appropriate management structures in support of the work of UKLU. It was designed to back up the head of UKLU and to provide a tier of management which the Unit would otherwise have lacked. It appears in the early stages to have been a useful source of advice to the head of UKLU and a forum for the discussion of problems as they arose. In addition, because important issues were sometimes first debated within UKLU, its views were fed back through the management committee to the steering committee.

Now that UKLU has become a department of the Central Bureau, the management committee is not necessary and has been replaced by meetings of the directors of the Central Bureau and CILT and the head of UKLU. Reactions to the new arrangement suggest that the decision to

incorporate UKLU into the Central Bureau has effectively rationalised and improved the management of activities which are essentially complementary. It also gives UKLU proper legal status and line management, while retaining CILT's role in information support and policy guidance through regular meetings of the two directors. At the same time, comments made by the staff of UKLU highlight the importance of clarifying the relation of the Unit's activities to those of the other departments in the Central Bureau and of monitoring this situation as it develops.

2.3   Implementation of the programme

While the most obvious contribution is the financial one, LINGUA has a very substantial contribution to make to the development of experience and expertise in areas such as curriculum development, course design, materials development, methodology, vocational programmes and teacher training systems. In particular, the project reports and evaluations represent a major resource for sharing experience. This has already been drawn upon by UKLU staff in devising and conducting seminars and promotional meetings, and in giving advice to project leaders. LINGUA literature such as the Applicants' Guide gives comprehensive information about conditions, criteria and procedures, but does not seek to give detailed advice on the design, content and management of initiatives. In this context, one message emerging from the evaluation is that UKLU's role as a source of informed experience could be more explicitly utilised alongside its role in funding programmes.

Action IA

It is clear that while LINGUA provides only a contribution to costs, the majority of projects would not have taken place without LINGUA support. This is especially true of individual applicants seeking grants to attend INSET events; in many cases over the first two years, teachers funded the balance of the costs from their personal resources. This situation prompted a decision by the adjudication panel to seek assurances of funding from teachers' employers as a condition of the award of an individual LINGUA grant.

In other cases, LINGUA funding has 'topped up' planned funding and thus allowed existing development plans to be expanded. The most notable example of this is the DES Linguistic Retraining Programme, in

which the central government funding of £200 000 in 1992 was supplemented by a further £60 000 from LINGUA.

Action IB

It is clear from the EC LINGUA Decision and from the Applicant's Guide that European Cooperation Programmes (ECPs) were intended to have a major impact by providing 'a framework within which teachers and trainers may improve their communicative skills, their awareness of the cultural environment of the target language and their knowledge of different methods of teaching a language .... The main purpose of the ECP is to build into the in-service training provided for foreign language teachers the active participation of institutions in other Member States as a means of providing this contact with the target language and culture' (Applicant's Guide, 1992). At the outset of the LINGUA programme, expectations were that much INSET supported under Action IA would take place within the ECP framework, but so far this has not happened to the extent envisaged.

UK concern about ECP developments was first expressed after the first round of ECP awards, in August 1991. Although, predictably, UK institutions figured strongly in the list of those selected (partners in 9 of the 12 selected, and lead partners in 6), the development was patchy and variable in terms of both geographical spread and partner resources. At the January 1992 meeting of the UK steering committee, it was argued that the UK should seek to exercise a strategic role in the development of the ECP network, so as to ensure national coherence and to maximise the use of ECPs by grant-holding teachers. A paper was prepared on this issue (LSC(92) 2/6) for the meeting of May 1992, but consideration of the paper was deferred.

At the same time, there is some evidence to suggest that take-up by teachers depends crucially on the capacity of local education authority (LEA) advisers and others to organise and promote suitable programmes. For example, there were very few applications for the September 1991 deadline for Action IA, but subsequent outreach work, carried out by UKLU with advisers, produced an overwhelming response by the time of the next deadline, in January 1992. Given the importance of the role played by LEA advisers, there is growing concern about the diminishing resources in LEAs which will affect their ability to fulfil this particular function in the future.

Action II

The arrangement whereby Action II funds are effectively a major supplement to the ERASMUS programme has the effect of increasing support for languages within that programme. This has allowed the funding of more schemes involving languages in combination with other disciplines, and has contributed to the dramatic growth of institution-wide foreign language competence programmes in higher education (HE).

The ERASMUS model, with its emphasis on integration of study abroad into curriculum and assessment, and on the contractual obligations of partner institutions, has proved to be for many students a successful formula for developing foreign language competence. It appears capable of meeting the requirements of students as successfully as the assistant scheme or the moniteur/lecteur scheme, which have tended to recruit specialist language students following an academic career.

Action II has apparently had little impact, however, on initial teacher training (ITT), in spite of the priority it has in the LINGUA decision and in its application through the terms of the Applicants' Guide. Teachers being trained on B.Ed or equivalent courses are certainly in a position to take advantage of the support offered by LINGUA but, given the short duration of the post-graduate certificate of education (PGCE) course, it is difficult to see how many of those undergoing post-graduate training could participate. While this may not be a loss for specialist linguists, who are likely to spend up to a year abroad during their degree course, it may affect a few teachers in the future needing to offer a foreign language as a supplementary specialism, for example in primary or special schools.

Action III

Although not responsible for the administration of Action III, UKLU has sought to fulfil its role as a national agency in promoting and facilitating its provisions. As with Action IV, Action III has provided a spur to development in an under-resourced field. The major response has come from HE, which in recent years has seen several initiatives designed to foster the development of language services for the world of business and industry, and from national agencies such as CILT and the examining bodies. Given the difficulties of coordination noted above, it is clear that partnerships between business and education to foster language skills,

and between groups representing these interests in different countries, continue to need the support and stimulation of a national LINGUA agency working in close collaboration with employer interests and through TECs, and LECs in Scotland.

At a more detailed level, LINGUA appears to have been less than ideally matched to the requirements of development work in the UK. In particular, it has been suggested that the focus on SMEs is problematic in that in many cases such firms have been in no position to invest in language training in recent years. A further problem is that SMEs in the UK are likely to be interested mainly in the major LINGUA languages, and any attempt to apply priority to projects involving the LWULT is less likely to succeed.

Action IV

If in Action I the availability of LINGUA funds has provided valuable additional support and an expansion of existing activity, in Action IV all the evidence suggests that funding has had a more fundamental role, that of stimulating new initiatives in previously under-developed fields. UKLU staff have clearly invested major effort and expertise in this Action, and have contributed substantially to its success. In particular, insistence on the requirement that exchange visits be set in a well planned Joint Educational Project (JEP) has led to steady improvement in project quality. Demand for funding under this Action remains high, as does demand from Member States for the partner-finding service of UKLU.

Although a growth area and a success in stimulating initiatives, Action IV seems in many cases to be more important in the UK for generating interest in language learning and enhancing European awareness than in short-term gains in language competence. This is not perhaps surprising given that the goals of JEPs encompass other objectives. Indeed it has been possible to run projects with only a marginal dependence on foreign language communication, especially since UK participants are almost invariably dealing with partners who are learning English. Nevertheless, it is widely recognised that the LINGUA objective of increasing linguistic competence should be central to JEP planning. It is evident also that the development work of UKLU in advising projects in this field has led to a steady improvement in both the quality and number of bids, and an increasing commitment to language training.

2.4 Summary

♦ LINGUA has accorded well with present UK priorities, but there remain some areas in which improvements could be made:

  - definition of eligible teacher (Action I)
  - role of ECPs in support of INSET (Action I)
  - linking of Action II to teacher training
  - coordination of support for employers (Action III)

♦ It has not been possible in the UK to support the LWULT to the extent envisaged by LINGUA, but the same is certainly true of other Member States.

♦ The role of the steering committee in discussing undecided policy issues has declined in the mid-period and members feel a need for more regular meetings in a context less dependent on Brussels.

♦ The incorporation of UKLU into the Central Bureau has created the potential for improving the management and review of its activities.

♦ UKLU has developed considerable experience in the fields covered by the LINGUA programme and could play an important role in disseminating good practice, alongside its role in funding programmes.

3. MANAGEMENT AND ADMINISTRATION OF THE LINGUA PROGRAMME IN THE UK

This section discusses the work of UKLU in promoting and funding LINGUA projects in the UK. It covers separately the responsibility for promoting LINGUA, administering the programme and processing applications. It also deals with the subject of communications with other LINGUA Units.

3.1 Promotion and dissemination

A strategy for promoting the LINGUA programme was agreed with the original management committee and the means were devised by UKLU staff in the first year of its activities. The strategy envisaged promotional activities which both disseminated information about opportunities available under LINGUA and provided guidance and support for applicants.

All aspects of UKLU's promotional work appear to be well regarded by the EC LINGUA committee and by those with a long association with LINGUA in the UK. UKLU made substantial efforts at the outset of the programme to design and produce appropriate documentation at a time when there were no precedents set by other national agencies. Documents originating in Brussels, in particular the LINGUA Guide for applicants, have benefited by changes suggested by UKLU. The Unit's own documentation includes LINGUA News, of which there have been eight issues to date, and material designed specifically to guide applicants - information sheets relating to each of the Actions and the UK Supplement to the LINGUA Guide. The reduction in the number of enquiries received by the Unit supports the view that the guidance material is now as helpful and accessible as the complex provisions of the programme allow. The views of applicants on the support and advice they received are reported in Section 4.2.

Methods of promotion and dissemination

In order to disseminate information about LINGUA and provide support for prospective applicants UKLU uses a combination of promotional and explanatory material, individual advice, and outreach work which involves the Unit's staff in conferences and workshops.

The view of UKLU is that promotion is most effective when forming part of a cycle of activities which includes adjudication and evaluation. For this reason the Unit is less confident of its promotion of the centralised Actions (IB, III and V), because it depends partly for its information on advice from Brussels or from other competent bodies in the UK which may take an interest in these Actions. UKLU acts with much more conviction, on the other hand, in its promotion of the decentralised Actions (IA and IV), since it is informed by the Unit's own involvement in adjudication and the perspectives developed by reviewing evaluative feedback from completed projects.

The emphasis of UKLU's efforts in promotion and dissemination has changed several times during the life of the LINGUA programme. The changing priorities are evidence of the Unit's pragmatism and responsiveness to particular needs; they also reflect a shift from promoting opportunities to promoting quality. In promoting the decentralised actions UKLU has pursued, broadly, three strands of activity:

- providing specific advice, mostly by dealing with postal and telephone enquiries. Ten to 15 per cent of new Action IV projects are selected for sustained support

- carrying out new promotion, and encouraging the 'cascading of information' to reach new applicants. This is necessary if the benefits of LINGUA are to be spread more widely

- conducting outreach work, for example workshops on JEPs to ensure that applications continue to improve in quality.

Effectiveness of promotion in the UK

The success of UKLU's promotional activities can be judged by the number of applications received and the quality of the projects proposed. The interest generated in the first year of the programme led to a demand for LINGUA support far in excess of the funds available. This had an adverse effect in the following year when the programme was expanded and exceptional efforts had to be made to increase the demand. These efforts at promotion have now led to a situation in which demand for

grants under Actions IA and IV is running in excess of funds available. The growth in demand has been accompanied, according to the adjudication panel, by an increase in quality, particularly with regard to applications under Action IV; this owes much to the Unit's commitment to outreach work and its policy of targeting areas of need.

Nevertheless, it has been suggested that more could be done to promote the potential for initiatives linking different Actions, for example, Actions I and II on teacher training or Actions I and IV on INSET. The division of responsibility on the centralised Actions means that there is limited scope for coordinating promotional work across Actions which may be complementary (e.g. Actions III and V). However, UKLU has made provision for special efforts to be directed at times towards the parts of the LINGUA programme for which it does not have direct administrative responsibility and this work, along with its advice to enquirers, has been much appreciated by potential applicants. If it is to incorporate this work into an integrated strategy for promotion, it is likely to need more resources than it has available at present, when it is already fully stretched in meeting existing demands.

3.2. Communications

Communication between the various LINGUA agencies and units is thought by staff to be excellent at informal, personal levels. There appears, however, to be scope for improvement at formal, systematic levels, particularly through the provision of up-to-date statistics to act as a basis for on-going decision-making and monitoring. There is also a need for information about important changes, sent out in a form which is easily identifiable by staff in units dependent on advice from EC LINGUA or UKLU. Several interviewees stressed that it might be that they lacked information because, through pressure on their own time, they had not asked for it, but this in itself points up the lack of an effective system, operating as part of routine.

On the other hand, it is clear overall that the systems for communicating with prospective and actual participants in LINGUA-funded schemes seem to be working well. UKLU understandably gave these priority in the initial stages and, amended in the light of experience, they appear to have stood the test of time. The views of participants are reported in Section 4.

Communication with Brussels

UKLU staff report that their informal contacts with Brussels have been very healthy and have aided the development of the programme. Electronic mail has been in regular use. Meetings in Brussels of lead persons for various Actions have also been productive, as for example those considering the criteria for SMEs under Action III.

The problems of communication between the steering committee and EC LINGUA, arising from the uncertain meetings schedule and late arrival of papers, have been referred to in Section 2.2 above. These problems are compounded by a lack of up-to-date information on developments across the programme, and across the EC as a whole. UKLU is dependent on EC LINGUA for background data against which progress in the UK can be judged.

Communication between UKLU and other EC national agencies

Comments from the staff of UKLU and from applicants suggest that communication between national agencies could be improved, especially in joint work on Action IV JEPs with problems, which at present tend to be tackled only from the UK end. The formal meetings of EC LINGUA agencies have been useful for detailed issues such as the local interpretation of LINGUA rules, but difficulties have arisen where Member States have been slow to develop national agencies or have set up multiple agencies. As in other areas, direct personal contacts, for example a recent visit by UKLU to the French national agency, often lead to more immediate improvements in communications.

Communication between UKLU and other LINGUA Units in the UK

Communication between UKLU and the LINGUA Units in Edinburgh and Belfast is based on regular informal contacts and, for most purposes, appear to work successfully. UKLU staff have given the other LINGUA Units valuable help with specific problems and with general promotion of the LINGUA programme. On the other hand, it is acknowledged by UKLU that communication with the other LINGUA Units has not been sustained systematically. For example, the Scottish and Northern Irish Units do not always seem to have received specific information on relevant recent changes or on the progress of proposals from their regions. In the case of at least one of the Units this has led to a number of problems, for example:

- The Unit was recently asked for advice on various standard LINGUA documents of which it had not been sent copies.

- Although closely involved in setting up Action IV JEPs, the Unit was not told which bids had been successful. This placed it in the embarrassing position of learning the outcome from the applicants themselves.

- In one instance the Unit had just been encouraging bids for the January Action I deadline when it learnt that most of the funding was already committed.

It would not be practical for UKLU to send the other Units all the information it sends to projects, but a concise summary of decisions made is necessary for the efficient operation of the LINGUA Units in Scotland and Northern Ireland and the maintenance of their relationships with local institutions.

Similarly, although printouts of bids have been circulated, and LINGUA News has summarised projects by region, other LINGUA Units do not have regular information from UKLU on, for example, the breakdown of applications and grants by language, by geographical area, by phase and by Action (see Appendix 5 for up-to-date figures). The provision of such information would be of benefit to the work of both UKLU and the LINGUA Units in Edinburgh and Belfast, by giving a perspective on the level of activity locally.

The weaknesses in the formal systems of communication have been compounded also by the cancellation of some meetings of the three UK LINGUA Units. Such meetings should be the main means of reducing uncoordinated action by individual regions and ensuring that UKLU remains the central clearing house for all UK projects.

The difficulties of communication are made greater for Wales because there is no Welsh Unit. Knowledge of the programme tends to be picked up incidentally. For example, information on Action IV is disseminated to FE colleges through the work of EuroEd Wales which gathers information through membership of the adjudication panel. UKLU has taken compensatory action to promote LINGUA in Wales, but it is desirable both for the sake of the region and to relieve the pressure on UKLU that some more systematic means of communication with Wales be set up.

3.3　Administration

Administrative procedures

The 'single agency' arrangement in the UK, whereby all Actions are managed in the same location, appears to have much merit administratively, as well as potential for integrating the different strands of the programme. The independence of UKLU has been further strengthened by the recent decision to pass line management from government to the Central Bureau. However, the UK agency bears a substantial administrative load. Enquiries from other Member States are disproportionately high because of the status of English; there is much additional work on Actions IB, III and V, not envisaged in the initial arrangements; and the increase from year to year in grant funding creates similar increases in the administration. These are factors which need to be borne in mind when estimates are made for future operational funding.

The cycle of administration in UKLU is dictated by deadlines laid down by LINGUA Brussels. Within this framework the UKLU management, in consultation with the Management Committee, designed administrative procedures which, in the third year of the programme, are still in place. The systems used, including a database containing details of all applications, appear to have served their purpose well in spite of the rapidly increasing scale of the Unit's operations.

UKLU's efforts to streamline and simplify the administration in the UK are made more difficult by its dependence on administration in the EC and in other Member States, and the complexity of the LINGUA regulations. Those close to the work of UKLU, such as members of the adjudication panel, fully appreciate the constraints under which the Unit works and are generally complimentary about its achievements. The perception of the public, on the other hand, is thought by the Unit's staff to be dominated by the impression that the administrative procedures themselves are complicated. Judgements about the effectiveness of the administration are likely, therefore, to be coloured by this view. It also helps to explain the volume of enquiries received, which may not have been anticipated when the administrative systems were established, and which have

contributed greatly to the Unit's workload. Participants' views on questions of management and administration are reported in Section 6.1.

Role of the LINGUA Units in Scotland and Northern Ireland

The initial decision to centralise the adjudication of LINGUA bids from all parts of the UK seems to have had wide support in principle, and to have been generally successful in practice. However, there are two quite conspicuous effects of the arrangements: the Scottish and Northern Irish Units, which act primarily as clearing houses, to sift and comment on local bids, are inclined to feel that they have only a marginal influence on the process; secondly, the work associated with adjudication cannot be equally shared by the supporting Units, and this imposes a heavy burden on UKLU.

Without introducing a pro rata allocation of grants for the different countries of the UK, and the balance of opinion appears to weigh against this, it is hard to see how this situation can alter. Nevertheless, there is clearly scope for a better definition of the supporting Units' administrative function, by clarifying and facilitating their role in relation to local constituents. There is general agreement, endorsed by the Scottish and Northern Irish Units themselves, about the need to specify more precisely the responsibilities they have, and to clarify their relationships with SOED and the Department for Education in Northern Ireland (DENI) and the role which these Departments play in the work of LINGUA.

The Units in both Scotland and Northern Ireland have expressed uncertainty about their responsibility for promotion. There is an understanding that applicants for bids should be supported locally and that this process be informed by both adjudication and evaluation, but the local Units do not always have adequate access to the kinds of information which they need to pursue this work. After the Scottish Unit was established in 1990, regular meetings with UKLU at first took place but the change of personnel at UKLU and pressure of work seems to have interrupted this arrangement.

3.4 Processing of applications

The adjudication procedures

The task of scrutinising applications and awarding grants is central to the administration of LINGUA and is carried out by the adjudication panel, guided by the staff of UKLU and the other LINGUA Units. In the first year of the programme extensive planning was undertaken to establish 'an effective and sensitive scheme' for processing applications, covering:

- guidance to applicants

- guidance to the adjudication panel

- advice to LINGUA Brussels on centralised Actions

- feedback to unsuccessful applicants.

Comments from those interviewed and documentation examined in the course of the first phase of this evaluation bear witness to the effectiveness of guidance provided by UKLU. In particular, members of the adjudication panel have commended the preparatory work for adjudication meetings: the sorting of applications into categories marked 'yes', 'no', 'possible' and the production of papers designed to structure the adjudication process.

Feedback from the adjudication process has a significant influence on the development of the programme as a whole, as well as on individual applications. The adjudication panel, in consultation with UKLU, is thus a valuable source of feedback into the LINGUA programme. There have been a number of instances in which the concerns of UK constituents have been resolved through the intervention of the adjudication panel. However, in the case of Action III, the lack of feedback to UKLU from Brussels on bids, successful and unsuccessful, means that important issues may not be identified and taken up in the same way.

The part played by the Scottish and Northern Irish Units in this process is intended to be complementary. However, since their contribution is confined to commenting and advising on bids originating locally, they have little opportunity to incorporate the lessons learned from adjudication into their future work on promotion and advice. The issue of communication between UKLU and the supporting Units is crucial in this respect and is referred to in more detail in Section 3.2 above.

The criteria for judging applications

The main criteria for judging bids are derived from the EC decision (89/489/EEC) and the Applicants' Guide. The application of the criteria appears to present few problems to the UK adjudication panel judging bids for grants under Actions I and IV, or, according to one of the UK participants, to the Brussels committee judging Action III bids. Some comments suggest that criteria are interpreted more strictly in the UK than in many other Member States, although this does not appear to apply to adjudication on Action III which is conducted by national representatives working collaboratively.

In their interpretation of the Applicants' Guide the adjudication panel and UKLU have taken into account particular UK concerns. The panel attaches great importance to the coherence of a bid, in educational terms, alongside more obvious LINGUA priorities such as the LWULT. For similar reasons the UK committee has laid down four essential criteria for JEPs: evidence of

- information exchange between staff
- information exchange and planning between students
- student exchange and implementation of project
- production of work by students.

The quality of bids appears to have improved, as a result of the promotional work on the criteria for JEPs, and this has made selection more difficult. Nevertheless, with the increase in the number of eligible bids, the panel has been able to apply more rigorously criteria such as geographical spread and priority for the LWULT. The effect of applying criteria in this way has been to broaden the range of projects undertaken and to widen access to LINGUA funds. The geographical spread is now thought by UKLU to be quite even although it reports a shortage of bids from the North West (see Section 5.1 for details of distribution by region).

Effectiveness of the adjudication process

All the available evidence suggests that the adjudication panel, working with UKLU, has developed effective procedures for judging applications and that these continue to evolve in response to the increase in both the number and quality of bids. As the programme reaches the halfway stage different interests need to be balanced: successful projects, already

supported by LINGUA funding, need to be consolidated; new projects need to be generated; submissions to other national agencies for cooperative projects need to be taken into account. The efficiency of the operational procedures being adopted by the panel to deal with this increasing workload is one of the issues discussed in Section 4.3.

3.5   Summary

Promotion

♦   The strategy developed by UKLU for promoting Actions IA and IV is seen as particularly effective, both in extending opportunities and in raising the standards of LINGUA projects.

♦   UKLU's restricted role in Actions IB, III and V means that staff are unable to promote and support developments in these Actions to the same extent as in Actions IA and IV.

♦   Sustaining support to applicants and to potential applicants through advice and outreach work places considerable demands on UKLU's resources; demands would be further increased if such support were offered in respect of the centralised Actions.

Communications

♦   Communication between UKLU and the EC LINGUA Bureau, the national agencies and the other UK LINGUA Units is thought to work well at informal, personal levels but there is scope for improvement at formal, systematic levels.

♦   Arrangements for information exchange between UKLU and the LINGUA Units in Scotland and Northern Ireland appear to need strengthening, particularly with regard to feedback from UKLU to the other Units.

♦   There is an urgent need for regular information to be made available on the breakdown of applications and grants by language, geographical area, by phase and by Action.   This applies to information about the EC as a whole, needed by UKLU (supplied from Brussels), and to information on the UK, needed by the Scottish and Northern Irish Units (supplied by UKLU).

Administration

♦ The administrative systems created by UKLU management appear to have served their purpose well even if deploying resources to administer funding on the one hand, and promoting the programme on the other, has been a difficult balance to achieve.

♦ Both the volume and complexity of the administrative tasks faced by UKLU have increased alongside the growth in grant funding; UKLU's work is further complicated by its dependence on decisions made in Brussels and other Member States, as well as by the diversity of the Actions making up the LINGUA programme.

♦ The establishment of LINGUA Units in Scotland and Northern Ireland has had a positive effect on the growth of the programme by providing a framework for the creative involvement of Scottish and Northern Irish interests; however, more systematic and improved communications are needed to realise fully the potential in this direction.

Processing of applications

♦ The adjudication procedures have been effective for sorting and selecting, and in accommodating new developments such as repeat bids. It is clear that LINGUA criteria are sensitively interpreted and rigorously applied in the UK.

♦ Information obtained from the adjudication process has been constructively used to inform the development of the programme and assist future applicants.

4. ACCESS TO THE LINGUA PROGRAMME

In section 2 there was some discussion of those aspects of the LINGUA programme for which UKLU has a central responsibility: promoting and administering the programme, and processing applications for grants. In this section, the process of gaining access to LINGUA is considered from the perspective of those seeking grants.

4.1 The effect of publicity

Questionnaire respondents were asked about how they first found out about LINGUA. Across the UK the most popular source (31 per cent of respondents) was literature sent out by UKLU, while for 19 per cent the source had been their own institution. LEAs, TECs, EC publications, national and local conferences, and publicity in the press accounted for the remaining 50 per cent of responses. When the responses were considered by UK country one finding to emerge was that in Scotland,

Figure 4.1.1 First source of LINGUA information by country
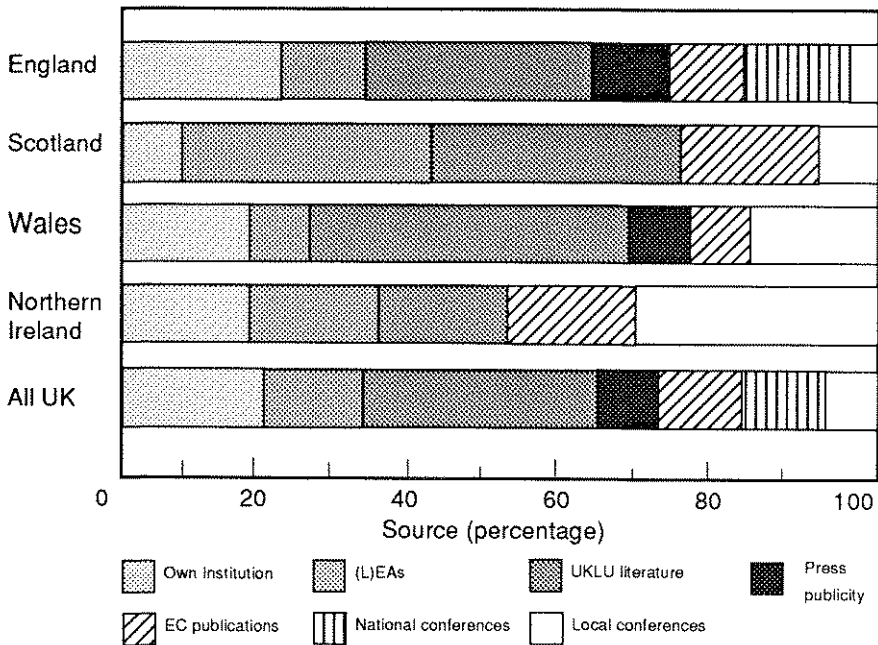
Education Authorities (EAs) were cited as the first source of information as often as UKLU literature, but the numbers are very small. Figure 4.1.1 illustrates the details. When calculated according to Actions only those associated with Actions IB and V had first found out about LINGUA other than through UKLU literature.

Another question asked which of the sources listed in Figure 4.1.1 had been helpful in providing information. Again, literature from UKLU was cited two or three times more frequently than any other source of information (36 per cent of all responses and 92 per cent of all respondents.

4.2   Support and advice for applicants

Applicants for LINGUA funds were almost unanimous in their opinion that the first attempt at completing applications for funds presented formidable difficulties. A very important consideration has therefore been the availability of support and advice. In order to establish where participants turned to for support, they were asked which of the sources listed were used and how helpful these had been.

The most commonly used source of information in preparing applications was the UK LINGUA Supplement (90 per cent). About 80 per cent of respondents used the EC Applicants Guide, over 70 per cent obtained individual advice from the LINGUA Units and 60 per cent referred to the information sheets on particular Actions and to LINGUA News. The LINGUA Compendium, which provides information on the centralised Actions, was used in 33 per cent of cases, a figure which is certain to include some applicants under Actions IA and IV. Since the Compendium provides information only on Actions IB, III and V, this would explain why, among those using it, only 12 per cent found it 'very helpful'.

The most helpful support for all respondents was clearly the individual advice provided by the LINGUA Units; fewer than five per cent found this advice 'not helpful' and over half found it 'very helpful' (two-thirds in the case of applicants under Action IA).

The value of the help provided by the LINGUA Units is endorsed by comments made in the evaluation reports submitted to UKLU on completion of the LINGUA activities. Respondents were also positive about the value of the UK LINGUA supplement (44 per cent 'very

helpful', 50 per cent 'quite helpful') and of the information sheets (46 per cent 'very helpful', 46 per cent 'quite helpful'). The only support which was reported on negatively was the partner- finding service; this only applied to about 20 per cent of respondents but 64 per cent of these found it 'not helpful'. There is evidence to suggest that several organisations become involved in partner-finding, thus making it difficult for UKLU to provide a coordinated service. One interviewee commented that it was an important part of the task for applicants to find their own partners without outside help.

In addition to the sources of support and advice listed in the questionnaire, a few respondents mentioned (in order of frequency of response):
- LINGUA Brussels
- local authorities
- education authorities
- LINGUA coordinators
- conferences/workshops
- partner institutions
- Eurodesk
- Goethe Institute

All of those who mentioned coordinators or local authorities had found their support 'very helpful'. This confirmed the impression, gained from the positive response to the support provided by the LINGUA Units, that the most valuable resource for applicants is individual advice from a source readily accessible on a continuing basis. The issue of the coordination of bids and its importance to LINGUA developments will be addressed later in this report.

4.3 Completing applications

The problems associated with preparing LINGUA applications were investigated by asking questionnaire respondents how difficult they had found different aspects of the preparation. Figure 4.3.1 illustrates the comparative levels of difficulty.

Figure 4.3.1 shows that between about a quarter and two-thirds of respondents had found one or other of the tasks associated with preparing LINGUA applications 'very' or 'quite difficult'. Most difficult were carrying out the administration and meeting LINGUA deadlines.

Figure 4.3.1 Comparative levels of difficulty in preparing applications
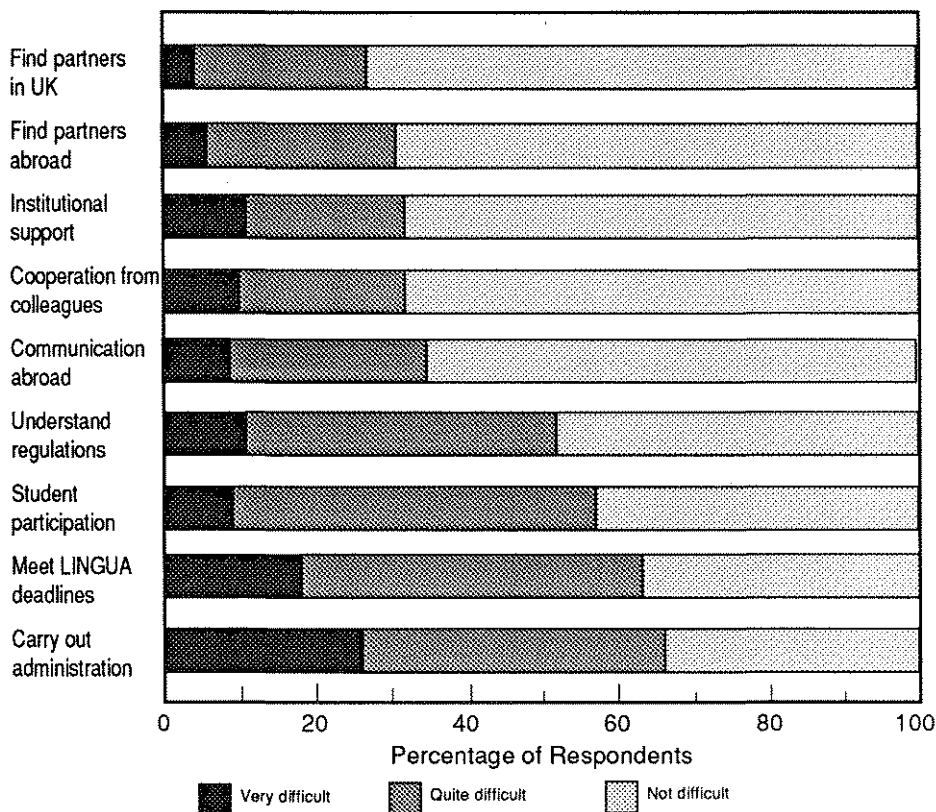
Other difficulties indicated by respondents, and representing between seven and 20 per cent of responses, included:

- fitting-in with LINGUA regulations
- acquiring application forms
- obtaining information about courses
- establishing compatibility of partners
- finding time for preparation
- covering incidental costs
- adjusting to changes in the regulations
- finding complementary funding
- having to type the application form when word-processing is in general use.

Although applicants commented in interview that the application procedures became easier with familiarity there was almost universal agreement about the need for simplification. Specific points made by interviewees about the procedures reflected some of those detailed

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above: the arbitrary nature of the rule requiring applications to be typed, the inordinate amount of time required for administration (a particular difficulty for practitioners with a full-time teaching responsibility), and the hidden cost involved. The extent to which applicants found the procedures difficult seemed to vary according to their role: those responsible for coordination in authorities or institutions had often been involved in several bids and therefore found the procedures less burdensome than others with less experience.

There was also a discrepancy between the view of UKLU, which claims to have modified procedures to accommodate individual difficulties, and of some applicants who had found them more and more burdensome in succeeding years. Simplifying the application procedure and reducing the level of detail required by the application form, for example in the breakdown of the financial estimates, would undoubtedly relieve applicants of some of the administrative burden. Clearly, sufficient detail is needed to allow for judgement and discrimination in the adjudication process, but only for the purposes of establishing eligibility and for differentiating by quality.

4.4   Sources of complementary funding

Successful applicants for LINGUA grants are eligible for between 50 per cent and 70 per cent of costs, perhaps more if particular criteria are met. Participants or organisers therefore have to obtain complementary funding and some have commented, as we have seen above, on the difficulties which this can create.

Results from the questionnaire showed that although it was the participants themselves and their schools or colleges that most frequently provided additional funding, there were many other sources which appeared to have helped. Table 4.4.1 indicates the different sources of complementary funding and the percentage of respondents who referred to them.

The picture shown in Table 4.4.1 is strongly influenced by the number of respondents who were applicants under Actions IA and IV. Among Action IV applicants, for example, additional funding was provided by individual contributions in 82 per cent of cases and by schools or colleges in 73 per cent of cases; the figure for both sources under Action IA was about 65 per cent.

Table 4.4.1 Sources of complementary funding: percentage of respondents

	% respondents
Individual contributions	71
School/college	65
TEC/LEC/TVEI/Enterprise	27
(L)EA	21
Business	18
Goethe and French Institutes	18
Local Authorities	18
DFE/GEST	15
Student fund-raising	12
Educational trusts/charities	9
Central Bureau	9
Partner institution	6
Parent Teacher Association	3
Publishers	3

Figure 4.4.1 overleaf, shows the breakdown by UK country of the main sources of complementary funding from which respondents had benefited. Although figures are based on small numbers in countries other than England, it is worth noting two features in particular: the strength of support from the EAs in Scotland and from business sources in Wales. Individual participants in Wales were also much more likely than those in other countries to contribute to the cost of their LINGUA activity.

Apart from the general difficulty of raising funds from other sources, mentioned by some respondents, specific problems were identified in the course of interviews. The first is one which has already been touched upon, namely the decline in the ability of English LEAs to provide support through INSET grants. The reasons underlying changes in the level of LEA support are threefold. First, more of the specific grant from central government is devolved directly to schools, rather than earmarked for local priorities. Secondly, general restrictions on LEA expenditure may have caused LEAs to sacrifice INSET expenditure not tied to specific grants. Finally, the setting of priorities by the developing INSET agencies, set up in LEAs in response to the devolution of funds to schools, is no longer in their own hands.

Figure 4.4.1   Sources of complementary funding
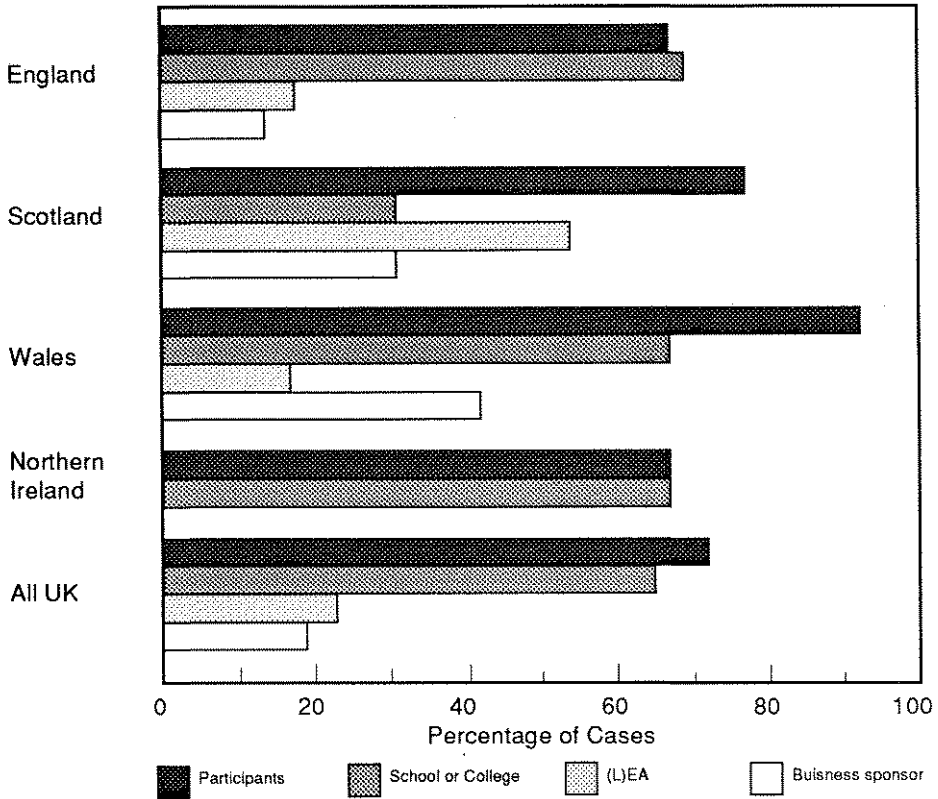
There is a widely held view that these developments will lead to a greater reliance on other sources of funding. It was perhaps significant that between 1991 and 1992, the increase in support from schools and colleges and from business sources was between six and eight per cent, but only two per cent in the case of LEAs - and these include Scottish authorities which have been shown to be particularly supportive.

Another problem identified was the issue of equal opportunity. One Action IV organiser pointed out that this was a concern when external funding fell below 100 per cent, as the less well-off students were unable to finance themselves, and self-financing among teachers could not always be counted upon.

The importance of support from LINGUA is underlined by answers to a question asking how likely it is that the activity undertaken would have gone ahead without LINGUA funds. Seventy-eight per cent said that it was 'not likely', 15 per cent 'quite likely' and only seven per cent 'very likely'. If the alternative funding from local sources is to become more scarce, reliance on centrally administered funds such as LINGUA is likely to be even greater in the future than it is at present.

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4.5 Summary

♦ UKLU and the LINGUA documentation it produces are the principal sources of information and advice to those applying for LINGUA grants.

♦ Partner-finding is not centralised and the service provided by UKLU does not consequently give successful results in most of the small number of cases on which it is used.

♦ The support and coordination of education authorities locally appears to be an important factor in the success of LINGUA applications, particularly under Action 1A.

♦ Applicants for LINGUA grants found most aspects of the process difficult, particularly the burden of administration and the deadlines for submission. Most sought some simplification of the procedures.

♦ Costs not met by the LINGUA grant were raised from a variety of sources, but most commonly from the participants themselves or from their institutions.

♦ Many think that complementary funding will be more difficult to obtain in the future than in the past, because local sources, particularly from the LEAs, will no longer be available.

5. IMPACT OF THE LINGUA PROGRAMME

Section 3 reported in general terms the contribution which LINGUA is making to developments in language learning in the UK. In this section, evidence collected from those taking part, as well as from UKLU, provides a more detailed assessment of the impact of the programme in terms of the number supported and the benefits which appear to have been derived from participation.

5.1   UK participation in the LINGUA programme

Action IA

An analysis of information provided by UKLU reveals that, for the years 1990/91, when the programme was launched, to 1992/93, a total of 1,586 teachers had received LINGUA grants for INSET in other EC countries. The great majority of these (1,436) had attended training courses in groups. The numbers involved in group training have increased from 11 in 1990/91, to 614 in 1991/92 and 811 in 1992/93. The figure of 811 can be seen in the context of EC figures which suggest that in the same period the UK had 13 per cent of all EC teachers' benefiting under Action IA. The numbers for 1993/94 are, at the time of writing, incomplete, but further increases in participation are expected.

The total grant awarded to all applicants under Action IA up to 1992/93 was about £1,056,000; about 89 per cent of these funds were awarded to teachers in groups and the remainder to teachers making individual arrangements. The average per capita award for teachers in groups has risen from £213 in 1990/91, when the overall grant was small and thinly spread, to £617 and £683 in the two subsequent years. Over the whole period being reviewed the average per capita grant for teachers in groups was about £650, compared with over £800 for individual applications. Per capita grants in 1991/92 to 1992/93 varied from an average of about £250 to about £750. Differences might be explained by variations in the cost of travel, the quantity of supply cover required (up to 33 per cent maximum allowed), and the duration of the training courses attended.

The costs of training courses also appear, in some cases, to have been met totally from other sources, for example when supported by the Goethe Institute.

An analysis of participation and funding was undertaken in order to investigate whether the benefits of the LINGUA programme under Action IA had been evenly spread over all parts of the UK. When considering the results of these analyses, it was recognised that for Action IA, the figures for England, especially for London and the Home Counties, encompass London-based national courses, including those run by the Central Bureau which recruit throughout the UK. It might be thought that this would result in England receiving a disproportionately high percentage of funding, compared with other countries. However, the figures for the grant allocations show that it was the percentage awarded to Scotland which was disproportionately high, relative to its population: about 13 per cent of the funding for groups and 14 per cent for individual applications, over the whole period of the programme up to 1992/93. One reason for the relatively high proportion of funding going to Scotland may be the quality of the bids. Other reasons may include:

- the Scottish Primary Initiative which has added to the number of Scottish teachers eligible for LINGUA support

- the degree of central coordination remaining in Scotland, through the EAs

- the smaller than average size of groups (see below).

A breakdown of Action IA funding and participation by UK country and English region is given in Appendix 5, Table A5.1. The disparity between the national figures for participation in projects (as opposed to individual INSET) is largely explained by the larger group sizes for England. For example, the percentage of groups (68 per cent for England and 30 per cent for Scotland and Wales together) contrasts with the percentage of participants in group projects (81 per cent and 16 per cent respectively). It should also be noted that the large national courses held in London, which affect the percentages for participation in projects, are attended by participants from across the UK.

The categorisation for applications supporting national courses result in a disproportionately high level of funding appearing to be awarded to London and the Home Counties. The figure for London can therefore be

organisation of the UK-based ECPs is divided between LEAs (four programmes) and HE institutions (three programmes). The number of partner countries ranges from two to six. Details of partnerships are given in Appendix 5, Table A5.3.

Action III

Projects funded under Action III are aimed at developing competence and practice in Community languages in economic life, particularly SMEs. As development projects, they are therefore likely to require funding over more than one year. Across the whole of the EC, 58 projects were funded in 1991 and 86 in 1992; of these 86, 34 were renewals of awards made in the previous year. The UK share of these projects was considerable: 12 in 1991, with participation in another 19 projects, and 17 in 1992, with participation in 37 projects. Details of countries with which UK organisations have partnerships, are given in Table A5.3. This shows that contacts in Action III are spread quite evenly across the EC, even if most partnerships are with France. Those benefiting from participation in the Action III projects are drawn from many different kinds of employment but staff dealing with the public is the largest group (seven projects), followed by managers/executives/proprietors (five projects).

Action V

Action V projects are divided into two categories: VA and VB. Action VA projects are designed to support transactional exchanges between different European organisations concerned with foreign language teaching, for example by funding conferences. Action VB supports the development of teaching materials and encourages cooperation on the development of new technologies in foreign language learning.

LINGUA funded eight projects under Action VA in 1991, of which three were coordinated in the UK, and 22 in 1992, of which six were in the UK. UK bodies were partners also in three projects in 1991 and 1992, coordinated in other countries.

Figures for UK-based projects under Action VB are of the same order: three in 1991 and two in 1992. Involvement in projects based elsewhere was slightly greater with partnership in four projects in 1991 and 11 in 1992 (see Table A5.3).

Partners in UK-coordinated projects under Action V are drawn from all countries of the EC and UK participants include some in managerial and administrative positions as well as language teachers and trainers.

Action II

Action II is administered by the UK ERASMUS Student Grants Council and, as indicated in Section 2, is effectively a supplement to that programme, ensuring support for students of foreign languages to spend periods of residence abroad, attached to HE institutions. UK ERASMUS has provided figures for 1991/1992 which show that 477 students were awarded grants under LINGUA Action II, about seven per cent of all UK ERASMUS grants, accounting for 30 per cent of UK ERASMUS grants for languages in the same year.

5.2 Languages used by UK participants in LINGUA

A central objective of the LINGUA programme is to diversify language learning in individual Member States and, to this end, promote the LWULT of the Community. The issue of the LWULT has already been touched upon in Section 3, and is discussed in relation to the development of LINGUA in section 6. What is reported here is the range of languages involved and used in LINGUA activities.

Among the questionnaire respondents there was a predictable pattern in which French, German, Spanish and Italian accounted for 90 per cent of all responses. Table 5.2.1 below shows the range of languages used, the percentage of responses for each and the percentage of cases in which each language was indicated (percentage of cases total more than 100 because some respondents indicated more than one language).

Table 5.2.1   Languages used in UK LINGUA activities

Language	% responses	% respondents
French	40	52
German	22	29
Spanish	18	24
Italian	10	14
Danish	3	4
Portuguese	2	3
Dutch	2	2
Greek	1	2
Irish	1	2
N = 126	99	132

The information in Table 5.2.1 is roughly in line with the breakdown of Action IA and Action IV support by language, given in Appendix 5, Tables A5.4 and A5.5. The figures for Action IA reflect, as one would expect, the pattern of language teaching in UK schools; there is little or negligible support shown, therefore, for the LWULT.

By contrast there is apparently significant support shown under Action IV for Danish and Dutch and, to a lesser extent, Portuguese. It has been commented, however, that contacts with the Danish and Dutch within JEPs are facilitated by their ability to speak English.

This raises the question of the extent to which active use of the foreign language plays a part in LINGUA activities. The survey showed that for 56 per cent of respondents they played 'a very large part', 27 per cent 'quite a large part', 16 per cent 'a small part' and three per cent 'no part'. These figures conceal considerable differences between Actions. Nearly all Action I respondents indicated that language use played 'a very' or 'quite a large part', while for Actions III, IV and V this applied to about two-thirds of respondents.

Although the numbers are very small some observations can be made on the differences between the Actions, which reflect to a large extent differences in the opportunities for participants to use the foreign languages. It is to be expected that for all or nearly all of Action IA participants the use of the foreign language would play a large part in their training. The reciprocal nature of contacts within ECPs and JEPs is reflected in the higher percentages of Action IB and Action IV participants for whom it played only 'quite a large part'; and the third or so of Action III and Action V participants for whom the use of the foreign language played 'a small' or 'no part' can be explained in terms of the projects which often provide few opportunities for direct contact.

Perhaps the most interesting result is the one which shows that for about a third of Action IV participants the use of the foreign language played only 'a small part'. Many Action IV participants start with a low level of foreign language competence which itself reduces opportunities for active use and, as we have seen in the case of contacts with Denmark and the Netherlands, it is largely the partners' competence in English which allows exchanges to take place. However in one recent project students both acquired an elementary knowledge of Danish and expressed an

interest in learning more. This is no doubt a result of the insistence on evidence of language training now required by UKLU, noted in section 2.2 above.

A fuller picture of the foreign languages involved in the centralised Actions (IB, III and V) is given in Appendix 5, Table A5.6. This shows that Action III projects based in the UK involved all 11 of the languages of the EC, and Action IB ECPs eight languages. In the case of the ECPs, the range of languages reflects the countries forming the partnerships rather than the bilateral exchanges which have at this stage of the programme taken place. There is some evidence to suggest that, because of the paucity of applicants for the LWULT, exchanges and courses arranged within the ECP framework have so far involved only the major languages, and to this extent practice still falls short of LINGUA principles.

5.3   Benefits from participation in LINGUA

Although the primary aim of LINGUA is to promote the development of foreign language competence, participation in LINGUA activities brings with it many other benefits of a professional, social or personal nature. The questionnaire survey sought to establish what these benefits were and to assess the extent to which particular benefits were a result of the activity supported by LINGUA. A question asked respondents whether their LINGUA activity had helped 'a lot', 'a bit', or 'not at all' with respect to a list of presumed benefits. Figure 5.3.1 provides an illustration of the extent to which these had been helped 'a lot'.

The picture given in Figure 5.3.1 overleaf provides a considerable endorsement of the value of LINGUA to participants. Indeed, there were few wholly negative responses in respect of most of the benefits investigated, the average for 'not helped at all' being below ten per cent. It is instructive also to see the extent of the benefits in terms of cultural awareness and personal and professional development; these should not be seen as greater benefits than that of improvement in foreign language competence, but associated benefits. Teachers taking part in the NFER evaluation of post-to-post teacher exchanges in the 1980s provided similar evidence of the benefit to personal and professional development stemming from contacts with foreign cultures, and the value which was

Figure 5.3.1 Benefits from LINGUA activity: category - helped 'a lot'
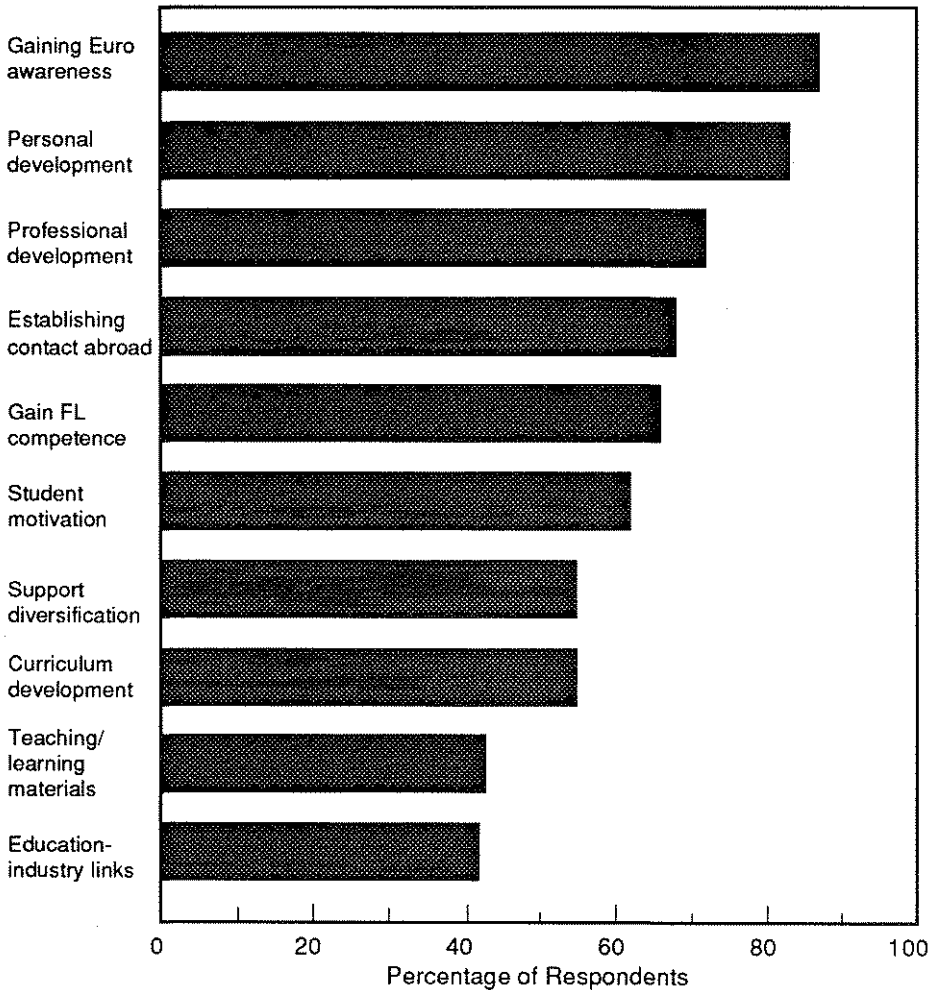
attached to these benefits. The results from the present evaluation confirm the impression that improvement in competence (foreign language skills) and in confidence (personal and professional development) are interrelated.

These results also provided confirmation that specific benefits accrue for different Actions. This is particularly the case with: personal and professional skills among Action IA respondents; cultural awareness and personal effectiveness among Action IV students (reported by organisers but supported by many participants' evaluation reports); diversification of language learning and better contacts abroad among Action IB

respondents; and new developments in teaching/learning materials among Action III respondents. It is possible that answers given are to some extent prompted by the expectations created by the terms in which the different LINGUA Actions are framed. The strength of the views expressed was, however, largely confirmed by comments of those who were interviewed.

The benefits listed in Figure 5.3.1 were not the only ones identified; among other benefits mentioned by respondents were some of a general nature:

- improving relations with students
- creating links between students;

and some which were related to specific projects:

- improving technical/industrial awareness
- bringing foreign languages and English as a foreign language together
- promoting the role of the local international unit
- promoting joint award qualifications
- developing links between SMEs
- developing INSET material
- improving the potential for teacher mobility.

Improving foreign language competence

The questionnaire included a question about the extent to which different opportunities had contributed to improvement of foreign language competence. Figure 5.3.2 overleaf shows the percentages reporting 'a lot' of improvement, in relation to a variety of learning contexts.

Not surprisingly, the largest contribution to improvement appears to be practice with native speakers abroad (over three-quarters of all respondents reporting this as the source of 'a lot' of improvement). Instruction in the UK, instruction abroad and involvement in projects each contribute 'a lot' in around a half of all cases. Practice with native speakers in the UK contributes least, presumably because UK hosts are expected to communicate in English.

Figure 5.3.2 Contributions to FL competence: category - helped 'a lot'
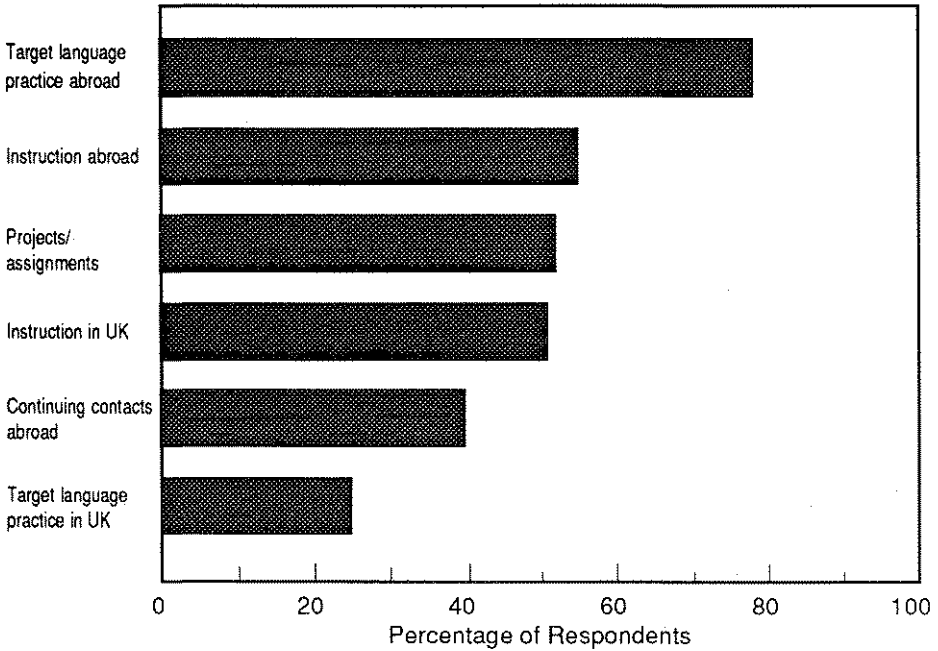
Opportunities for foreign language use and foreign language learning obviously vary according to the provisions of the different Actions. Although, as noted previously, numbers are very small, responses show larger contributions from UK-based instruction in Action IV (supporting the observation made in Section 5.2 above) and IB than in IA, and more improvement from instruction abroad in Action IA and IB, compared with other Actions. The greater contribution of practice with native speakers abroad to improvement among Action IA respondents is probably a function of the higher levels of competence of this group, compared with some others, as well as of opportunity. The contribution to improvement in foreign language competence of continuing contacts abroad provides some evidence of the success of the LINGUA programme in creating cooperative links which are capable of enduring and providing benefits into the future.

Information collected in the course of interviews revealed some interesting variations. Recipients of grants under Action IA reported immediate and direct improvement in foreign language competence from their training abroad. Comments from Action IV organisers show that the benefits here are likely to be felt only in the longer term. For example, LINGUA had

sometimes led to developments in the foreign language curriculum in FE colleges: the creation of language modules in vocational courses, the development of new combined courses with a foreign language component, or simply extended foreign language provision, as in the case of one college which had introduced Italian into the curriculum. One Action IV organiser observed a marked improvement among exchange students in their willingness to use German on the second visit, when compared with the first; and in the same institution the exchange had led to a considerably increased take-up in German.

It is clearly not appropriate to look across all Actions for similar benefits or evidence of similar improvements to foreign language competence. Benefits should be assessed in the light of the aims of different activities and the kinds of personal involvement which each entails. In this light, the impact of LINGUA has been very positive.

5.4 Dissemination of LINGUA experience

An important aspect of the work of LINGUA is the dissemination of the experience of participants, in ways which can inform future developments. The LINGUA Units have an important role to play in dissemination, and, as we have reported in section 2, they perform this most effectively in their outreach work, as well as through LINGUA News. At the same time, it was pointed out in section 2, that the evaluation reports, submitted by all participants in Actions IA and IV, while informing some of UKLU's dissemination work, could be more systematically and effectively exploited if the Unit's resources allowed. Nevertheless, UKLU has recently made an important contribution to dissemination by preparing a handbook for prospective applicants under Actions IA and IV, based apparently on the Unit's accumulated experience of administering the LINGUA programme.

Information about dissemination undertaken was sought in the questionnaire survey. Sixty-two per cent of respondents indicated that they had taken opportunities to disseminate their experience of LINGUA, and impressions gained in interviews suggest that such dissemination aims mostly to give information about projects or course organisation to help future applicants. The means of dissemination described by those

responding positively were a mixture, involving both national and local audiences. They included:

- Conferences, meetings, seminars
- INSET, lectures, talks
- Contributions to LINGUA News/LINGUA Compendium
- Contributions to newsletters, magazines
- Journal publications, articles
- Contributions to national, local media
- Production of video
- Information for TVEI special school network.

The forms of dissemination cited most frequently were those in the first two items listed above, suggesting that local dissemination predominated. Any impact which these kinds of dissemination are likely to have in the future may well depend on the survival of local structures which have traditionally provided opportunities for INSET. One interviewee commented that there was reluctance to publicise the value of LINGUA since the local authority preferred to retain control over local coordination and develop an ECP; encouraging individual initiatives was seen as working against this. This is not, however, typical.

5.5 Summary

- Figures for the participation of the UK in the LINGUA programme as a whole show that it has easily the greatest involvement in the centralised Actions.

- In Actions IA and IV the UK has a much greater involvement in hosting visitors from elsewhere in the EC, than in sending participants abroad.

- The distribution of LINGUA support across the UK is quite even, with only small discrepancies: Scotland has a higher than average level of support under Action IA and Wales and Northern Ireland under Action IV; among the regions of England, East Midlands, Northern and North-West have a smaller than average share under Action IA, and East Midlands and East Anglia under Action IV.

- ♦ The most widely used languages - French, German and Spanish - are those mainly supported by LINGUA in the UK. There are signs, however, that in Actions III, IV and V, involvement in the LWULT is growing.

- ♦ The immediate benefits derived from LINGUA activities are as much in the areas of cultural awareness and personal or professional development as in foreign language competence, with which they appear in any case to be associated.

- ♦ Improvement in FL competence through involvement in LINGUA came from a variety of sources depending on the provisions of the different Actions. However, overall, practice abroad in the target language provided the best opportunities.

- ♦ Most dissemination of LINGUA experiences involving participants was organised locally and directed at informing potential applicants.

6. DEVELOPMENT OF THE LINGUA PROGRAMME

6.1 Managing and administering LINGUA activities

One of the questions considered by the evaluation was the manageability of the procedures which organisers and participants were obliged to follow in carrying out their LINGUA activity. Questionnaire respondents were asked about the extent to which difficulties were encountered in four aspects of the management and administration of activities: managing in the UK, managing abroad, managing the budget and monitoring effectiveness.

Overall, managing the budget was the element which was found to be 'very' or 'quite' difficult by most respondents (59 per cent), and consistently so across all Actions. Just under a half found managing the programme abroad difficult, and about a third the other two aspects of management. There are some differences between Actions, with Action IB and Action IV respondents finding all aspects of the management more difficult than was the case for Action IA respondents, as one would expect given the complexity of ECPs and JEPs. Other results showed that there were no significant differences between UK countries but there was an increase of between 10 and 15 per cent in the percentage of respondents funded in 1992 who found all elements, except managing abroad, 'very' or 'quite difficult', compared with respondents funded in 1991. This may be because there were more first-time applicants in 1992.

The comments of those interviewed, when asked about the management of their activities, focused invariably on budgeting and financial reporting. A few of these were positive, for example one expressed satisfaction with the system of accounting since it was manageable 'when the details are mastered'. Much more numerous, however, were criticisms of the complexity of the procedures involved, of the uncertainty surrounding the award and payment of grants, and the lack of trust which was thought to characterise the arrangements for financial reporting.

All interviewees acknowledged the need for accountability but, although the improvements were made to the reporting systems after the initial

phase, most felt that the procedures presently in place were still unnecessarily burdensome. The requirement to break down the bid into detailed items such as photocopying, and afterwards account for minor items of expenditure and justify them with vouchers seemed to many merely petty. An added difficulty was sometimes the need to reconcile local auditing systems, for example in colleges and LEAs, and different financial years. Another concern expressed was about 'the possible request for detailed information at a later date', a requirement which it was thought might prove difficult if the relevant information had not previously been documented. Uncertainty in the minds of organisers about the validity of certain items of expenditure seemed to underlie this concern.

Other criticisms of the accounting included comments about the form filling, the repetition, the need to divide outward and return expenses (Action IV), the conversion from Ecus to Sterling (which entailed added costs in the year in which this applied), the restrictions on virement and the irrelevance of forms to individual situations (Action V). It is hard to know the extent to which these criticisms are justified, or merely the expressions of frustration about administrative burdens, understandable in the case of practitioners with little time for unscheduled work.

Nevertheless, it is worth considering in detail one of these complaints, that concerning the division of outward and return expenses in Action IV. The arrangement by which each side pays for the costs of its own students (instead of funding being partly for hosting and partly abroad) was seen by one organiser as being two-edged: paying the expenses of students abroad would be more expensive for the weaker currencies, be more subject to fluctuations in exchange rates and incur higher charges in changing money. Against this, paying for one's own students gives the organiser much more influence on the programme abroad, and therefore control over expenditure. This may be typical of other complaints which point up only the disadvantages.

Criticisms which seemed to have more substance concerned the notification and payment of grants. It was clearly the case, particularly with Action IV organisers, that expenditure had to be incurred before confirmation of the grant; this seemed inescapable given the planning cycle which left little room for manoeuvre. In some cases it appears that temporary funding was provided by a float from the institution, but in others it appeared that the participants were required to commit funds in advance, without any guarantee that the grant would be awarded. Similar cases

were reported by Action IA participants who sometimes found that plans had to be revised when the level of grant was lower than anticipated.

Delays in the payment of grants were also reported by participants in both centralised and decentralised Actions. This evidently caused problems, particularly for students, and, in the case of one Action V project, the activity was completed before the result of the bid was known, imposing restrictions on the scope of what was originally planned, because there was uncertainty about the level of the grant which would be awarded. In the latter case, a factor contributing to the six month delay was thought to be the arrangements for centralised Actions which prevented follow-up by UKLU on behalf of UK applicants, when communications with Brussels broke down.

The views of participants across all Actions suggest two conclusions. The first is that many problems appear to arise from the diversity of the programme and its complex and bureaucratic procedures. More simplification, and more coordination between the national LINGUA agencies would undoubtedly be welcomed by participants, and presumably by those administering the programme, if their concerns for accountability could be satisfied at the same time. This is related to the second conclusion: that accountability might be sought more in the quality of project outcomes than, as at present, in the management of budgets. As one organiser put it: 'If the outcomes are considered value for money, then it should not matter how I manage the detailed expenditure'. Clearly the need to assure the quality of outcomes and good financial management are both important. The question raised by participants is whether a suitable balance has been found.

As noted above, comments in interview about the other aspects of project management were relatively few. There were references to the difficulties of arranging accommodation in the UK through home-to-home exchanges, which are often not appropriate for the UK students taking part. Alternative arrangements, for example the use of hostel accommodation, have often found to be satisfactory and acceptable to visitors. Problems have also arisen in both the UK and abroad because decisions have had to be made which were not consistent with original proposals set out in the application. Here it should be noted that organisers were encouraged by the LINGUA agencies to notify changes so that these were known before evaluation reports were submitted.

Finally, monitoring effectiveness: results showed that this was not thought to present undue difficulties (only six per cent found it very difficult.) This may well be because the monitoring process is confined in many cases to the completion of the evaluation reports which are structured and quite explicit about the information sought from participants. The question often raised by participants, of the value of this monitoring, is largely unanswered. As noted above in section 5.4, UKLU draws on evaluation reports to produce dissemination material which benefits new applicants. It does not, however, assist with the problem of quality assurance, which remains a local responsibility. This is an issue which is referred to again in section 7.7.

6.2   Restrictions on access to LINGUA

One of the questions which was investigated in both the questionnaire survey and the interviews was the extent to which the provisions of LINGUA complemented or restricted the aims and objectives of the different groups for whom the programme was intended. The questionnaire asked what parts of the LINGUA regulations, if any, had prevented respondents from achieving their aims and priorities, and to list up to five. The answers given may not be fully representative, since only successful applicants were involved. Nevertheless, a number of obstacles were identified which related specifically to the regulations and restricted access to LINGUA. Answers are listed below with some commentary, based on interviews, where relevant. Some refer to central aspects of the regulations, others to procedural questions. The key issues are discussed further in Section 7.

The two-week rule, applying to minimum periods of residence abroad under Actions IA and IV. Many complained that it was not rational to insist on a minimum stay and sometimes difficult to comply with the rule in practice. Action IA organisers considered that the length of stay was only one of a number of criteria on which the quality of a course should be judged, and that the importance attached to it should take account of the fact that courses are increasingly part of a continuing process which involves preparation and follow-up training. The minimum period militated against women, because they were often constrained by domestic commitments. Similarly, the three month rule worked against PGCE students who could not take advantage of Action II grants because the demands of their courses allowed too little flexibility. It should also be

noted that the two week rule, which precludes shorter stays abroad, and the restriction on claiming costs for teacher supply cover, work negatively in conjunction.

The rules governing the eligibility of foreign language teachers. Some felt that the criteria applying to minimum experience (normally three years) and commitment to foreign language teaching excluded many who would otherwise be ideal candidates for support. Accepting the eligibility of teachers involved in the Scottish Primary Initiative appears to prove the point that the merits of individual claims should be judged against local circumstances.

The restriction on age and vocational context. The background to this restriction is well known and it is not negotiable by the LINGUA authorities. Nevertheless, respondents felt it important to emphasise the loss on the part of those of compulsory school age, and others specialising in foreign languages post-16, who are unable to benefit from the LINGUA programme.

The insistence on foreign language competence as a priority. This may not be the contradiction of the central aim of LINGUA that it appears. Many felt that there were circumstances in Action IV where it was spurious to make claims for the short-term gains in foreign language competence that bids need to demonstrate, when it was more realistic to make a priority of other benefits, which were nevertheless associated with developing foreign language competence in the long term. (See also section 5.3 on Benefits of participation in LINGUA).

The need to accommodate the least widely-used and less taught languages (LWULT). Again, many saw the priority attached to the LWULT as an obstacle to the real needs of the UK educational system, and of many in economic life, particularly in SMEs. In the minds of those interviewed this view did not contradict the ideal of multilateral cooperation, reflected in the LWULT priority; it merely acknowledged the reality of short-term needs. Participants in ECPs recognised that progress towards cooperation with some partners would be slower than with others. The realism about present needs did not therefore preclude some commitment towards the LWULT in the future.

The separation of Actions IA and IB. The principle of the ECP as a framework for delivering teacher training and developing curriculum is one to which participants are strongly committed. Their ability to mount

training, however, depends exclusively on their separate bids for support under Action IA, and, since these are judged without any special reference to the existence of the ECP, there is no guarantee of success. The question of lack of coordination between centralised and decentralised Actions is particularly crucial in the case of Actions IA and IB.

The two-year rule which prevented repeat applications when projects had been funded for two years in succession. Although comments suggest a sympathy with the rationale for this rule, which aims to spread benefits as widely as possible, many have concluded that it is in conflict with the aim of promoting the best developments, if rigidly applied. In fact the rule has now been relaxed as a result of UK representation; priority is, however, given to applicants who have not had grants within the previous two years.

The rule governing student numbers in groups undertaking exchanges as part of a JEP. This rule is concerned with cost-effectiveness, but some organisers have found it difficult to recruit sufficient numbers and would like to see support for smaller groups than those that are allowed at present. Differences between group sizes appear to have been negotiated between exchange partners without difficulty, often when visiting groups are the larger.

The insistence on the JEP framework for Action IV exchanges. Some have argued for the value of exchanges which do not appear to fit the criteria of the JEP (see Section 3.3). Others have thought that the criteria may be easier to accommodate than the commitment to develop cooperation beyond the first year of the exchange. In one case, a project involving engineering students, although regarded as a success, was not thought worth repeating, and a different project was proposed for the following year, involving students in childcare.

The inflexibility of Action V. This appears to have been an obstacle for a few of those undertaking projects supported under Action III, which do not always qualify for additional funding under Action V. The implication is that the provisions of Action V need to be widened to take account of the variety of activities undertaken under Action III, and the ways in which the scope of the work could be enhanced.

Restrictions on length of stay abroad for Action III staff. Unlike some Action IA respondents who found the minimum length of stay constraining, participants in Action III project would evidently like, in some cases, to

have more opportunity to develop collaboration with partners in other countries through direct contact. The restriction in this case appears to be the shortage of funds, rather than the inflexibility of the regulations.

The summary above is of comments on the LINGUA regulations. Other comments referred to the way in which regulations were interpreted, or decisions made in the adjudication process. These, as much as the regulations themselves, have the potential for restricting access to LINGUA.

Most of the comments in this group related to the difficulty of planning LINGUA activities; they fall under three main headings:

The long lead-in time. The length of the planning cycle, covering preparation, bid, notification of award, planning the detail of the activity and carrying it out often extends to 18 months. The requirements of LINGUA were clearly at odds with local conditions in many cases, particularly where there were LINGUA restrictions on plans spanning academic years. A good example, and probably quite typical, was a college where the students involved in the Action IV project were following a one year BTEC course. Participants could not be identified until they had settled in in the first term of the academic year; the course requirements and examination timetable meant that February/March was the only period of the year in which the outward part of the exchange could take place; and the inward part had to be accommodated to suit both partners, within the same academic year. In these circumstances, it was impossible to include a preparatory visit, because it had to take place before funding for the exchange was granted. In another case, a project had to be delayed for a year because the deadlines were incompatible with the local planning. 'Planning can't be held in suspension' and 'commit and be held to ransom, or pull out' were typical of comments describing the dilemma created by the long lead-in time.

The discrepancy between regulations in different countries. Different practices and different systems or differences in the way LINGUA regulations were interpreted created difficulties for coordination and planning, particularly for organisers of JEPs. This underlines the importance of preparatory visits for purposes of planning and familiarisation: the questionnaire survey showed that about 90 per cent of those undertaking preparatory visits had derived the benefits they

expected and these were most commonly: opportunity to plan the programme; getting to know partners; and clarifying communication.

A third set of comments referred to the inhibiting effect of the arrangements for dealing with grants and the procedures for budgeting and accounting. Many of these echoed the remarks about the difficulty of managing LINGUA activities, reported in 6.1 above, but other points were mentioned:

- the percentage limit on awards
- the system of releasing grants and claiming retrospectively
- the restriction on claims for supply cover
- the exclusion of administrative and management costs.

The comments made by respondents about restrictions on access to LINGUA fall therefore into two categories. Those relating to eligibility and levels of provision reveal a concern to widen access; those relating to the implementation of the programme are largely concerned with facilitating access and removing the frustrations which some appear to experience. In spite of the above reservations a substantial 77 per cent of respondents said they would consider submitting another application in the future, for the same activity: the remainder were evenly divided between those who would not reapply and those who were 'not sure'. For a different activity, 80 per cent answered 'yes', six per cent 'no' and 14 per cent 'not sure'. The percentage replying 'no' was higher than average to both questions for Action IB respondents. Nevertheless, these figures suggest a good measure of confidence about applying for grants in the future and dealing with whatever problems of management and administration may have been encountered previously.

6.3 Prospects for participation in LINGUA

The views of experienced participants, reported above, provide one indication of the future prospects for participation in LINGUA. In order to broaden this perspective, and establish whether present conditions were thought conducive to involvement in LINGUA, a further question asked whether the circumstances in which respondents were working had changed in ways which would make it more or less difficult in the future to take advantage of LINGUA opportunities. A half of all responses indicated that there had been no change. Of the remainder, two-thirds

indicated that the changes they had experienced made involvement more difficult in the future and one-third less difficult. There was a significant difference between the two years represented, with 29 per cent of respondents who participated in 1991 indicating 'more difficult', compared with 37 per cent of those participating in 1992. The suggestion that reductions in external support may account for the increased difficulties is borne out by the higher than average percentage of respondents indicating 'more difficult' in England, where structural changes, particularly in LEAs, have been greatest. Table 6.3.1 illustrates the differences between UK countries.

Table 6.3.1: Changes in working conditions: percentage reporting LINGUA involvement difficult

| | Percentage | | | |
	Less difficult	No change	More difficult	n
England	14	48	38	92
Scotland	20	60	20	15
Wales	25	58	17	12
Northern Ireland	17	67	17	6
All	16	51	33	125

Respondents were also asked to specify what in particular had made the prospects for LINGUA more or less difficult. Of all the reasons given there were just over three qualifying the response 'more difficult' to every one 'less difficult'.

Over 40 per cent of the reasons given to explain why involvement would be more difficult concerned changes in the LEAs. These included: the new emphasis on inspection as opposed to advice and curriculum support; the inflexibility of the new business units in which former LEA advisers worked, and the loss of funding and lead staff for coordination.

Changes in FE and HE accounted for a further 30 per cent or so of reasons in this category. Some thought the new independence of colleges made access to funds more difficult. Other comments referred to the difficulty of releasing students for two weeks while employed, and the change in regulations governing initial teacher education, which compressed the already tight timetable for trainee teachers who are expected to devote more time to teaching practice.

The remaining 30 per cent of reasons associated with 'more difficult' were divided between: the greatly increased devolvement of INSET funding to individual schools; changes to working practices and increased workload created by the educational reforms; and, associated with the squeeze on funding from other sources already mentioned, the increased reliance on contributions from teachers and students participating in Action I and Action IV projects, because of the unwillingness of institutions to bear even hidden costs.

One of the reasons given to explain why participation in LINGUA might become less difficult was paradoxically the same as one of those explaining why it would be more difficult - the changes in FE. Clearly some, though not as many, had found the changes helpful because there were, for example, new internal budgetary control systems compatible with LINGUA requirements, more autonomy and freedom, more adaptable administrative procedures, or simply a new appointment of a European Liaison officer. Other reasons given by those feeling optimistic about the future were: the success of the completed LINGUA project; the improved link with partners in other countries; and the introduction of a less widely used language into the curriculum.

What is striking, when comparing the reasons given by those uncertain about future involvement in LINGUA is that the changes in the LEAs and in schools appear to be having a uniformly negative impact on a national level, while other changes, in FE colleges for example, are variable and just as capable of working in favour of prospective LINGUA applicants as against them.

6.4   Summary

♦ Of all the tasks associated with managing LINGUA activities the one which most agreed was most difficult was budgeting and financial reporting. Criticism focused on the uncertainty surrounding the payment of grants and the complexity and detail of the reporting procedures.

♦ There are no formal arrangements for monitoring projects in progress and it is clearly outside the scope of UKLU.

♦ A number of obstacles to participation in LINGUA were identified by participants. These concerned:
    – the rules of eligibility
    – the priorities established in adjudication
    – the separation of Actions IA and IB
    – the compatibility of planning cycles and LINGUA deadlines
    – the varying interpretation of regulations in the UK and other Member States.

♦ There is much evidence that participation in LINGUA may be more difficult in the future because of changes in the LEAs.

7. ISSUES AND RECOMMENDATIONS

This section draws together many of the summary points and conclusions in previous sections and identifies key issues associated with the future development of LINGUA. It is informed also by the comments of respondents in the questionnaire survey who were invited to give their views on how they would modify or redirect the programme.

7.1 UK participation in LINGUA

The statistical summaries have shown that the UK is of all Member States by far the most frequent coordinator and participator in the centralised Actions. This demonstrates the major contribution made by the UK in developing Actions IB, III and V across the EC and, at the same time, the considerable benefits to UK participants.

The participation rates for the decentralised Actions also show the extensive involvement of the UK. However, the outward flow of teachers and students (13 per cent of all EC teachers benefiting under Action IA and 14 per cent of all EC students under Action IV in 1992) is far outweighed by the inward flow (46 per cent under Action IA and 38 per cent under Action IV). In the case of Action IA there is no disadvantage in this discrepancy - quite the opposite, since UK institutions benefit from the increased demand for in-service training. In the case of Action IV a different situation applies, since the discrepancy results in colleges sometimes hosting foreign students without the prospect of a reciprocal visit. This brings no immediate benefit, although one should perhaps not discount the opportunity to establish cooperative links. In the short term, however, the arrangement imposes an administrative burden on the institution and on UKLU. The costs to the institutions are not covered and UKLU receives only a proportion of the funding (25 per cent) which it might otherwise expect.

The take-up of grants under Action II has increased by over 50 per cent the number of HE language students enjoying periods of study abroad. One area of concern is the incompatibility of teacher training courses with

LINGUA rules, which restrict opportunities for students in initial training, particularly the PGCE, to take advantage of LINGUA grants. Although a few PGCE students have apparently been able to accommodate the three month residence abroad within the academic year, most have been prevented from doing so because the commitment of time is not reconcilable with their course requirements. Member States evidently have the freedom now to relax the three month rule in appropriate circumstances, so there may be improved opportunities for this group in the future.

Recommendations

Action IV.

Representations should be made to obtain at least a modest level of support for institutions only hosting visits. The LINGUA Units should also give priority in these cases to the LWULT and seek to ensure that institutions receiving any such support demonstrate the contribution which the arrangement would make in the future to cooperative links.

Action II.

In order to provide opportunities for intending foreign language teachers who may not have spent a period abroad during their undergraduate studies, a more flexible view might be taken of the 12 month period in which ITT courses are run, in order to accommodate the possibility of an attachment to an institution abroad.

7.2 The least widely-used and less taught languages (LWULT)

The needs of the great majority of serving teachers in the UK lie with the more widely used languages - French, German and Spanish - and it is realistic to acknowledge this priority in Action IA. For Action IV students an ab initio language course may be just as realistic an undertaking as training in a language which has not been studied for two years or more. For this reason, choosing contacts more widely across the EC, and introducing training or even new curricula in the LWULT, have been features of some JEPs. UKLU has rightly insisted on minimum commitments to training in these cases, and acknowledged that substantial gains in language learning will not be achieved in the short term. It should

be recognised also that the choice of contacts is largely governed by the demand for English from other Member States, underlining the fact that this is an issue which can only be addressed at EC level.

The inclusion of partners speaking the LWULT in programmes supported through the centralised actions has not always led to substantive developments in the learning and use of those languages. For example, efforts have been made to mount courses abroad in the LWULT under Action IB but often too few teachers have been recruited. There is no evidence either that partnerships in Action III and Action V projects have led to developments in the LWULT, though promising contacts have been made. Some have commented negatively on the token nature of such contacts, but a more constructive view would be to accept that benefits, comparable to those evident in French, German and Spanish, will take longer to realise, and that a continuing commitment to build on existing bilateral and multilateral exchanges will be necessary if appropriate developments in the LWULT are to take root. A long-term view of the LINGUA priority given to LWULT is therefore as appropriate in the centralised Actions as it is in Action IV.

Recommendations

The priorities within the LINGUA programme should be reassessed in the light of both needs and of the prospects for the LWULT. Support for the LWULT might best be focused on those parts of the programme where it is feasible to promote these languages and where UK needs might be met. Such support should take account of initiatives already taken; it might include: support for staff in partner institutions to undertake teaching; support for language immersion in order to provide for more rapid progress among learners; ab initio courses for teachers, for example under Action IV

7.3 The coherence of the LINGUA programme

It has been observed that the LINGUA programme could be more productive if there were better coordination between different parts of the programme. The need for coordination is particularly great in the areas covered by Actions IA and IB. The ECPs are critical for providing the more stable contexts in which it is proposed the bilateral and multilateral exchanges and training should take place. The ECP embodies a view of

cooperation to which LINGUA attaches great importance and yet the experience of organisers is likely to act as a disincentive among those capable of extending the programmes more widely across the UK. The reason for the uncertainty surrounding ECPs is the lack of coordination with the administration of Action IA: ECP organisers have no assurance that support for the framework, decided on by LINGUA Brussels, will be complemented by support for training grants under Action IA, decided on by UKLU. A solution to this problem would need to be found if the ECP is to remain a central part of the strategy for the provision of INSET.

There is scope also for better coordination between Actions IA and II to support teacher education: between I and IV to combine teacher and student exchanges within the vocational context; between Actions III and IV to promote education/industry links; and between Actions III and V in methods of language training and materials production.

In the case of Actions III and V some coordination already exists but here there is claimed to be too little flexibility. The lack of UK-based support in the areas covered by Actions III and V has also given rise to the criticism that the LINGUA programme is dominated by educational and academic concerns. In order to create the circumstances in which more coordination could take place some consideration needs to be given to both the regulations governing particular Actions and the arrangements presently in place for administering them.

Recommendations

Modifying LINGUA regulations.

The provisions for Actions IA might be reviewed along with those for Action II to allow more flexibility between the arrangements for in-service and initial training, as implied in the recommendations under 7.1 above. Some serving teachers may benefit from a longer period of immersion in an academic institution, and some trainee teachers may find it easier to undertake a shorter visit, which could form part of teaching practice. A similar relaxation of the regulations could help promote the coordination of Actions IB and IV and Actions III and V.

Reviewing the Administration of LINGUA.

Since bilateral exchanges under Action IV are administered by the LINGUA Units in Member States it should be quite possible for multilateral exchanges under Action IB to be administered in the

same way. Under such an arrangement the LINGUA Unit in the country of the lead partner would need to play the coordinating role. If LINGUA Brussels were to remain the coordinator of ECPs, a more active role for the LINGUA Unit of the lead country in collaboration with Brussels, might help to synchronise work on Action IA and Action IB. Training arrangements may need to be judged as part of the submission for creating partnerships, so that ECP organisers can receive assurances about support for training places. Equally, measures would need to be taken to guarantee that the quality of training undertaken within ECPs was at least comparable to that of other training proposed under Action IA.

Additional support for the work of UKLU would also be needed if coordination of Actions III and V were to be promoted. If any new effort on the part of UKLU, to provide for more coordination in the UK of Actions III and V, is to be successful, it would help if it were accompanied by more practical support for LINGUA by all those bodies with responsibility for industrial, commercial and economic affairs.

7.4   Support for LINGUA applicants

Although the evidence of the evaluation shows that UKLU has played a major role in responding to requests for advice and support, it also reveals that local coordination is probably the most critical factor in promoting interest and ensuring the success of LINGUA bids. Professional or administrative staff working from authorities or institutions are able to recognise opportunities on behalf of others, to identify those whom the opportunities would most benefit, take initiatives in consultation with them, and see through the administration which probably, in many cases, deters applicants without access to the appropriate resources.

Active coordination and support by the LEAs was also identified as a significant factor in the level of participation, and the success of post-to-post teacher exchanges, when these were evaluated in the 1980s. The decline in the ability of LEAs in England and Wales (though not of the Education Authorities in Scotland) to provide this support is a source of deep concern among those who recognise its importance. Some of the newly independent FE colleges have compensated for the loss of LEA support in this area by appointing European Liaison Officers or Business Opportunities Managers who can take responsibility for promoting and

coordinating LINGUA activities. In the school sector, however, the loss of LEA support is likely to have a greater impact, because the resources of individual schools are rarely capable of fully replacing it.

Although UKLU may, with support, be able to fill part of the gap left by the diminished role of the LEAs, it is not realistic to expect a national agency to perform the same role as local coordinators. Many participants have talked of the need for more effective networking of institutions and of individuals with experience of LINGUA. UKLU can facilitate this by regular publication of up-to-date information, as in the handbook on Actions IA and IV

Recommendations
Coordination.

Schools in partnerships or consortia should be encouraged to include in an appropriate coordinating brief responsibility for European affairs and of LINGUA. This would, at the same time, anticipate any future development bringing students of compulsory school age into the LINGUA programme. In recognition of the fact that this may apply presently only to some schools UKLU should make a high priority of targeting its outreach work in ways which take account of variations in local provision, and develop a strategy for promoting networking among institutions.

7.5   Procedures for awarding LINGUA grants

The procedures for applying for grants and for adjudicating bids are the main responsibility of the LINGUA Units, and of UKLU in particular; they are also among the matters which most preoccupied the organisers and practitioners consulted in the evaluation.

The application procedures attracted probably the most comment. There was concern about the complexity of the application forms, the level of detail required, and the deadlines which were often in conflict with planning cycles, particularly in Action IV. At the same time, UKLU has a responsibility to apply the LINGUA criteria rigorously, and to elicit from applicants sufficient information to establish the eligibility of their bids and to differentiate them when there is competition for funding. It may be that the scope for simplifying application procedures is limited while the broader structure for the administration of the programme

remains unchanged, Nevertheless, the strength of opinion on this question is such that some attempt might be made to reduce the level of detail required by the application forms.

Comments about the results of adjudication have also revealed some unease on the part of applicants. There is no doubt that UKLU has developed the adjudication procedures to take account of changes and growth in the LINGUA programme, and applied them effectively in allocating grants. It is clearly not always an easy matter to balance the quality of applications with the need to be even-handed and extend participation in the programme, and decisions taken in adjudication may seem at times to be inconsistent. In order to demonstrate the fairness of the adjudication procedures, and provide more reassurance for applicants, there would be benefit in making the process more transparent. This becomes an even greater necessity as the quality of applications improves and the competition increases.

Recommendations

Application procedures.

There should be a review of all procedures and forms to establish whether under particular Actions, for example IB and IV, there is scope for rationalisation and simplification. It should be possible at this stage of the programme to judge whether individual forms are necessary in cases where they are required at present and whether the information cannot be presented as group information. This would apply as much to reports and statistical returns as to application forms. There should also be consideration given to the problem of the planning cycles for JEPs. Here, the need is for flexibility: the regulations should be adjusted to allow for preparatory visits and student exchanges to be planned within a timescale appropriate to one-year college courses.

Adjudication procedures.

In order to create more transparency in the process of adjudication more information could be made public, both before applications are made and after grants are awarded. Where this is not already happening applicants should be made aware: of the criteria for success (improved networking and prompt dissemination would contribute to this); of the degree of competition to be expected; and of the levels of funding which might be expected in different circumstances. When adjudication is complete a summary report

could be circulated to all applicants, outlining the range of awards and some explanation of the thinking that governed choices in that particular round. The timetable for processing applications and informing applicants may offer little flexibility, but opportunities should be taken to provide information as early as possible. It is particularly important to eliminate even isolated cases of delay over decisions on those applications that are 'possible', as opposed to eligible or ineligible, as well as on some other aspects of the administration which follow awards, such as the payment of grants.

7.6   The role of the LINGUA Units

There is general agreement about the distribution of responsibility between UKLU and the Units in Edinburgh and Belfast, which leaves UKLU with the central coordinating role and sole responsibility for adjudication of bids. The specific responsibilities of the Scottish and Northern Irish Units, in promotion and the filtering of applications, need, by this arrangement, to be systematically supported by UKLU if they are to be successfully discharged.

The wide range of responsibilities which have grown to be part of the work of UKLU includes promotion, advice, support (for applicants as well as for the adjudication process), monitoring and dissemination, customer relations and trouble-shooting. In addition, regular communication needs to be maintained with LINGUA offices in other Member States and with the LINGUA Bureau in Brussels. Because of the considerable pressure exerted on the staff of UKLU by these varied demands it has become necessary to establish priorities, by, for example, targeting particular areas for promotion. A consequence of continually reordering priorities to take account of available resources is that UKLU's work may be seen to fall short of what it aims to achieve, especially if expectations met on one occasion cannot be met on another, for example in the provision of direct support or a service such as the partner-finding service.

An area in which UKLU may be less conscious of performing a role is in representing the views of LINGUA participants to EC LINGUA. At present, the information gathered by UKLU in the course of its work is used to brief the UK representatives on the EC LINGUA committee. Thus a number of the concerns expressed by UK participants have led to

changes in the LINGUA regulations. This supports the view that the method of informing representatives is an effective one; any problem with this process may lie, as with some of the adjudication procedures, in the fact that the methods adopted are not widely appreciated.

Recommendations

It should be recognised that the pressure on UKLU to meet growing demands may not be sustainable, given their present level of resources. A strategy for UKLU's commitment to different strands of activity should be agreed and, in the light of this, a reassessment should be made of the resources which are likely to be needed in the future to support its work. Within a new strategy there may be potential for rationalisation and for economies. For example it may be thought appropriate at this stage of the programme to consolidate promotional work in dissemination materials, and to promote networking to reduce the need for a central source of advice. Such a shift would require prompt dissemination and perhaps a review of the material which could be carried by LINGUA News.

There are two other areas in which UKLU could take action in response to concerns referred to above. First, the operation of the partner-finding service could be reviewed with the aim of producing better results for its users, although it is recognised that the remedy is not entirely in UKLU's hands. Secondly, the process of channelling views to EC LINGUA could be made more explicit, perhaps through the evaluation reports, and by eliciting views beyond those applying for grants.

7.7   Evaluation and monitoring

From the outset it has been a contractual requirement that projects and individual recipients of grants from LINGUA funds should submit financial and evaluation reports. For Actions IA and IV, evaluations are received and held by UKLU; for Actions IB, III and V by the Brussels LINGUA Bureau; and in the case of Action II, by the UK ERASMUS office, which receives evaluations of all UK ERASMUS projects. In addition, the Brussels LINGUA Bureau requires every participant to complete a questionnaire, which is largely statistical and demographic in emphasis.

UKLU requires evaluation reports from project organisers covering the views of both organisers and participants. Detailed guidance is given on evaluation, but the final shape of reports is left open. The emphasis throughout is on minimising the burden of evaluation while ensuring that lessons learned and constructive feedback are available to UKLU in reviewing its operations.

Perhaps because the primary purpose of evaluation reports is to provide evidence that LINGUA funds have been used for their intended purpose other functions of evaluation have tended to be obscured. One of these, referred to above, is feedback on the administration of the programme, and another is to provide information for intending applicants. UKLU is in a position to utilise evaluation reports for both these purposes, and clearly does this, first by reviewing its own procedures in the light of evaluative comments, and secondly by drawing on evaluation reports for dissemination purposes. However, there is much material contained in the reports and it is likely that more use could be made of them, if time permitted.

A third purpose of evaluation is the monitoring of projects and activities at the time they are carried out, with the aim of controlling quality and ensuring positive outcomes. At present there may be local arrangements in place for monitoring, but this is not a requirement imposed by LINGUA. The failure to specify arrangements for monitoring is a conspicuous weakness of the overall LINGUA programme.

Recommendations

UKLU should investigate ways of making more systematic use of evaluation reports, particularly by the analysis of statistical information which might inform adjudication and contribute to dissemination.

Consideration might be given to external inspection of LINGUA activities but, in the absence of any such mechanism for quality control, applications should contain a proposal for internal monitoring, the results of which could form part of the final evaluation report submitted to UKLU.

7.8   Conclusions

LINGUA is a diverse programme, with ambitious aims. In some Member States, this diversity has led to administration of the different Actions by separate specialist agencies or institutions, an arrangement which offers gains in terms of specialist support, but also, and perhaps more seriously, losses of overall coherence and coordination. In the UK, an integrative approach has been adopted from the outset, with UKLU acting as the point of reference, not only for the UK-administered Actions, but also for Actions III and V insofar as national agencies contribute to the promotion and development of these Actions. Even in the case of Action II, for which an ERASMUS framework of support exists at both EC and national level, there have been close working contacts.

The UK decision to operate through a single unit has been largely endorsed by experience of the programme in operation. Communication between the national agencies is greatly complicated where there is no single focus for contact. A further major advantage is that the promotion of the LINGUA Programme can be achieved more effectively and efficiently through a single agency. At the same time, the diversity of Actions needs perhaps to be reflected differently in the arrangements made for the administration of LINGUA in the UK. In particular, it appears that developments in Action III require greater employer involvement and further practical support from all government departments and agencies.

Alongside its primary aim of promoting foreign language competence, a major concern of the LINGUA programme is to support associated policies which may already be in place in individual Member States. The present evaluation has not been in a position to calculate the added value to the UK in this respect, partly because UK development plans are not always explicit in policy terms and partly because it is not easy to disentangle the effects of different sources of support. For example languages in industry have benefited from LINGUA under Action III and from government initiatives such as the ED's promotion of language training and the DTI's support for expansion into the European single market.

Nevertheless, accounts from participants, and the evidence available in LINGUA dissemination materials, show that national commitment, for example to INSET, to diversification and to the primary initiative in Scotland, has been considerably enhanced by the LINGUA programme. This has been achieved through Action IA which has supported both existing courses abroad and the recent central initiative to fund INSET for teachers of MFL.

Similarly, Action II has added very significantly to the emphasis to languages within the ERASMUS framework. Action III has provided a considerable spur to innovation in the use of information technology and research into languages for professional, vocational and technical purposes. And finally, Action IV has created new opportunities in post-16 education for developing language curricula, for example within the framework of the new GNVQ, and for involving students following vocational courses in language learning and international cooperation. Finally, Action V has provided a significant stimulus to the exchange of information and the development of materials for learning and assessment.

The achievements of the programme in all these ways is readily acknowledged by those taking part in LINGUA activities, as well as by others concerned with language education and training. Indeed, there is a widely held feeling that some of the activities supported by LINGUA will become even more reliant in the future than in the past on its support, since alternative sources are disappearing with changes to the educational system. Schools, for example, which would be reluctant to allocate full funding to subject-specific training, would be more likely to afford part-funding to complement LINGUA grants.

The future of LINGUA should be seen therefore against a changing background in the UK. If the momentum generated so far is to be maintained, it would be an appropriate time to reassess needs and to rationalise the way the programme is implemented, in order to make the best use of increasingly scarce resources.

APPENDIX 1

SUMMARY OF LINGUA ACTIONS

Action I

In-service training of teachers and trainers. Grants are available for individuals and groups engaged in linguistic and cultural enrichment activities in other EC Member States (MS) and for European Co-operation Programmes (ECPs) involving institutions in two or more MS. Teachers must be teaching a foreign language for at least 3 hours a week, have three years experience and be in post. Where a specific national policy for expanding teaching is involved there is some relaxation in this rule. Teachers in higher education except those involved in teaching foreign language pedagogy, are not eligible.

Action II

Assistance for students in higher education spending at least 50 per cent of their time learning a foreign language or training to teach it. Grants will enable them to spend some time in the relevant MS. The scheme is similar to ERASMUS in many ways and is administered through the ERASMUS Students Grants Council.

Action III

Language needs of SMEs (small and medium sized enterprises). Grants are available for the development of techniques for analysing language needs, of syllabuses and certification systems and of innovative teaching materials. Partners in other MS must be involved. Allocations will not exceed 50 per cent of actual costs. Grants will support study visits connected with these activities.

Action IV

Exchanges of young people (16-25) involved in professional, vocational and technical education. Grants are available for the setting up of joint Educational Projects (JEPs) with institutions in other MS and for exchanges arising out of them. Grants will usually be restricted to 50 per cent of travel and organisational costs.

Action V

Help for associations and the development of teaching materials. Grants are available for associations and consortia in at least four MS organising meetings to support LINGUA objectives. The development of language teaching materials for the less widely used languages is also supported.

(Source: *LINGUA News*)

APPENDIX 2

INTERVIEWS

Sixteen interviews were conducted in the first phase of the evaluation with representatives from:

—   The International Relations Division of the Department for Education

—   Department of Trade and Industry

—   Employment Department

—   The Welsh Office

—   The Central Bureau

—   UKLU staff, past and present

—   The LINGUA Units in Scotland and Northern Ireland

—   The UK Erasmus Office

—   UK representatives on the EC LINGUA Committee

—   UK committee members

Interviews in the second phase of the evaluation were with:

—   Five participants in Action IA, in England, Scotland, Wales and Northern Ireland.

—   Two organisers of Action IB in England.

—   Two organisers of Action III in England.

—   Four organisers of Action IV in England, Scotland and Wales.

—   Two organisers of Action V in England.

—   HMI in Scotland (retired).

—   HMI in England.

Written evidence from an Action IB organiser in Scotland was also considered.

NB: The number of participants given indicates the number of locations at which interviews took place. The total number of interviewees in phase 2 was 24.

APPENDIX 3

THE QUESTIONNAIRE SURVEY

The sample for the questionnaire survey was drawn from information provided by the UK LINGUA Unit (UKLU). The sample size was 200, and stratified to reflect the participation in the LINGUA programme:

—   of applicants in 1991 and 1992

—   of applicants under different Actions, weighted in favour of Actions IB, III and V where numbers were small

—   of applicants in the different countries of the UK

—   of applicants pursuing different languages.

Only successful applicants were included. The achieved sample was 129, a response rate of 65 per cent. A number of factors were identified explaining non- or partial response:

—   the applicant's name appeared in conjunction with a number of applications, so, in a small number of cases, was included more than once

—   some applicants were not named and questionnaires addressed to the LINGUA Coordinator were sometimes returned uncompleted

—   some projects had progressed too little for respondents to answer all questions

—   some applicants had 'gone away'.

Since all parts of the questionnaire were designed to be completed by applicants under all Actions (except Action II, not included in the sample), it was important to identify responses by Action. Information provided by UKLU enabled applicants to be identified by Action at the time the sample was drawn, but it was recognised that some respondents might be associated with more than one application. For this reason, the questionnaire contained a question eliciting information about all applications made in 1991 and 1992. This showed that 56 per cent of respondents had had one successful application and 34 per cent more than one; the remainder were those who had had an unsuccessful application as well as one, or more than one, successful application. When answers indicating Action were correlated with the original identification it was found that there was 100 per cent match in Actions IB, IV and V, and about 85 per cent match in Actions IA and III. This provided reasonable confidence in the use of Actions as an independent variable when analysing the questionnaire data.

The questionnaire investigated:

- experience of applying for LINGUA funds

- essential information about the LINGUA activity undertaken

- benefits derived from participation in LINGUA

- views on the relevance of LINGUA and prospects for participation in the future.

APPENDIX 4

DOCUMENTARY ANALYSIS

Documents consulted in the first phase of the evaluation included:

LINGUA News, issues 1 to 6

The LINGUA Compendium, 1992

Applicants' Guide, 1992

Applicants' Guide, 1993

The UK LINGUA Supplement

Information Sheets, Actions I, III, IV and V

Application forms (Preparatory Visits and all Actions)

Partner Finding Service: Establishment Profile Form

Partner Finding Service: Application for a Partner

Minutes of the UK Steering Committee, April 1989 to May 1992

UK Steering Committee papers

Report of a review of the LINGUA Unit; DES Manpower Services Unit, December 1991.

Documents reviewed in the second phase included, in addition to those in the first phase:

Evaluation reports (Actions IA and IV)

The EC 1992 Activity Report on the LINGUA Programme.

APPENDIX 5

PARTICIPATION IN LINGUA: TABLES

This appendix gives statistical information about UK participation in the LINGUA programme. In particular, it provides details of grant allocation, the number of participants and the contacts with countries and languages.

Data relating to Actions IA and IV are based on information provided by UKLU; and data relating to Actions IB, III and V are drawn from the LINGUA Compendium and the 1992 Activity Report of the LINGUA Programme.

**Table A5.1   Percentages of funding, projects, and participants
- Action IA, distributed between standard regions and
countries, 1990/91 to 1992/93**

| Region and country | Percentages of: | | | | |
	Individual funding	Group funding	Projects (groups)	Participants (groups)	Resident Population
Northern		0.7	3.3	1.5	5.4
Yorkshire & Humber		7.5	7.4	5.4	8.5
East Midlands		0.9	0.8	1.2	7.0
East Anglia		1.9	1.6	2.1	3.6
London & South-east		40.7	30.3	47.2	29.9
South-west		15.8	15.6	14.1	8.4
West Midlands		4.3	4.1	5.0	9.1
North-west		6.7	4.9	4.4	11.1
ENGLAND sub-total	78.7	78.5	68.0	80.9	83.0
Scotland	14.1	12.9	23.8	3.0	8.9
Wales	4.2	4.8	5.7	3.1	5.0
Northern Ireland	2.9	3.7	2.5	3.0	2.8
Total {value £000	122	935			
{numbers	150		122	1436	55.9 million

Table A5.2 Percentages of projects, student participation and grants
- Action IV, distributed between standard regions and
countries, April 1991-March 1993

Region and country	Percentages of:			Mean grant £ per student	Resident Population
	Projects	Students	Grant (value)		
Northern	5.8	6.5	7.8	315	5.4
Yorkshire & Humber	10.4	9.3	9.0	254	8.5
East Midlands	3.6	4.2	3.6	226	7.0
East Anglia	0.6	0.3	0.4	311	3.6
London & South-east	24.2	23.7	20.9	231	29.9
South-west	8.2	7.9	6.6	218	8.4
West Midlands	7.4	6.5	5.0	201	9.1
North-west	11.5	10.8	14.0	340	11.1
ENGLAND subtotal	71.7	69.3	67.3	255	83.0
Scotland	9.3	8.4	10.4	326	8.9
Wales	14.8	16.9	15.8	245	5.0
Northern Ireland	4.1	5.4	6.5	315	2.8
Total {value £000			1676	£263	
{numbers	364	6383			55.9 million

Table A5.3 Partners in UK-based projects (Actions IB, III, V): number of projects by country (1991 and 1992)

	IB		III		VA		VB		All	
	1991	1992	1991	1992	1991	1992	1991	1992	1991	1992
France	2	4	7	9	3	3	2	1	14	17
Germany	3	5	3	2	2	2	-	-	8	9
Italy	3	3	2	5	2	2	-	-	7	10
Spain	2	6	2	6	2	2	-	-	6	14
Portugal	-	2	1	3	1	3	-	-	2	8
Netherlands	-	2	1	-	1	1	-	-	2	3
Greece	-	2	4	6	-	1	-	-	4	9
Denmark	-	-	1	2	1	1	1	-	3	3
Ireland	-	-	1	2	-	1	1	-	2	3
Belgium	-	-	4	3	2	4	1	-	7	7
All countries	10	24	26	38	14	20	5	1	55	83

Table A5.4 Action 1A; Grants, projects and teacher participation: percentage by language involved

Language	Percentages of: Grants (Groups)	Grants (Indiv.)	Total Grants	Projects (Groups)	Teachers (Groups)	Teachers (Indiv.)
Danish	0.0	0.6	0.1	0.0	0.0	0.7
Dutch	0.0	0.7	0.1	0.0	0.0	0.7
French	36.8	23.5	35.2	37.7	39.4	25.3
German	27.1	17.1	25.9	27.9	27.4	21.3
Greek	0.2	3.1	0.5	0.8	0.1	2.7
Italian	9.1	15.3	9.8	10.7	7.2	9.3
Irish	0.4	1.4	0.6	0.8	0.6	1.3
Portuguese	1.2	2.0	1.2	1.6	1.1	2.0
Spanish	25.3	36.4	26.6	20.5	24.0	36.7
Total {value £000	935	122	1057	-	-	-
{numbers	-	-	-	122	1436	150

**Table A5.5   Action IV; project, student participation and grants:
percentage by language involved**

Language	Percentages of: Projects	Students	Grants
Danish	7.4	9.2	8.1
Dutch	8.2	7.4	8.1
French	35.7	38.1	31.3
German	20.3	17.7	19.0
Greek	1.4	1.2	1.8
Italian	11.0	10.8	12.8
Luxembourgeois	0.3	0.2	0.5
Portuguese	3.3	2.9	4.1
Spanish	12.4	12.5	14.4
Total {value £000	-	-	1676
{numbers	364	6383	

Table A5.6 Languages involved in UK-based projects (Actions IB, III, V): number of projects by language (1991 and 1992)

	IB 1991	IB 1992	III 1991	III 1992	VB 1991	VB 1992	All Projects 1991	All Projects 1992
English	2	6	8	14	1	1	11	21
French	2	4	8	11	1	1	11	16
German	3	5	2	6	-	-	5	11
Italian	3	3	3	8	-	-	6	11
Spanish	2	6	5	8	-	-	7	14
Portuguese	-	1	1	5	-	-	1	6
Dutch	-	2	1	4	-	-	1	6
Greek	-	3	2	6	-	-	2	9
Danish	-	-	1	3	-	-	1	3
Irish	-	-	-	2	-	-	-	2
Luxembourgeois	-	-	-	1	-	-	-	1
All languages	12	30	31	68	2	2	45	100

N.B. For Action VA projects there are no specific target languages.

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LINGUA the UK perspective

The LINGUA programme, dedicated to improving foreign language competence in European Union Member States, has made a substantial contribution, since its introduction in the UK in 1990, to teacher training, to vocational courses and to the development of materials and methods for language teaching and learning. An extension to the programme to include those in mainstream education is envisaged, following ratification of the Maastricht Treaty, and this will be of considerable significance to schools seeking support for collaborative links with European partners.

This report is of an evaluation, carried out among those guiding and administering the programme, as well as among UK applicants for LINGUA grants. It examines, in particular:

- the management and administration of the programme in the UK
- application procedures and arrangements for the distribution of grants
- the impact of the programme on UK activities and benefits to participants
- prospects for the future development of LINGUA.

Since the LINGUA programme has various areas of application there are details in this report of interest to all foreign-language teachers and trainers, but especially those with coordinating responsibility in higher and further education, (L)EAs and TECs or LECs.

£7.00