



**INSTITUTION FOR EDUCATION AND  
SPECIAL EDUCATION**

## **GOVERNING STUDENT PERFORMANCE**

Internalising transnational policy into Swedish  
national directives

**Therese Olsson**

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Thesis:	30 credits
Program and/or course:	International Master Program in Educational Research; PDA184
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Supervisor:	Petra Angervall
Examiner:	Ernst Thoutenhoofd
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# Abstract

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**Purpose:** The purpose of this study is to locate and critically discuss discourses of student performance in transnational policy texts. In order to address and study the international Common European Framework of Reference in language and language education policy. The intention is to analyse dominant values that are being represented and reproduced nationally through existing policy discourses.

**Theory:** Discourse and textual analysis have shaped the theoretical stance. Using Hall, discursive power relations are analysed as the ability control documents' setting and language. Fairclough's discourse analysis theory contributes in understanding and analysing modality of power and Bernstein's conception of classification and framing of discourses explains how discourses are shaped and re-shaped.

**Method:** This study is a single case study using discourse analysis of policy documents. The study uses Fairclough's (2003) framework for text analysis framework adopted in order to analyse policy as textual expression of social representations in ordinary talk, implicating that language and text correlate with social agent's perception, elucidating themes from keyword analysis.

**Result:** International ideologies of ideal student performance aspects have been elucidated as shaping discourse in international policy. The results of this study illustrate how Swedish national directives express three discourse formations present in International CEFR policy. The results also show that recontextualization processes and intertextuality relations are governing aspects that affect national directives through having internalised international ideologies.

**Key words:** Policy analysis, Discourse, Power dimensions, Student performance, Transnational directives, Governance, Recontextualization.

## **Preface**

I would like to thank the Department of Education and Special Education for being my second home for the past five years. During my Bachelor and Master years I have met a wide range of researchers, professors and students who have inspired and pushed me in my higher education journey.

In relation to the creation of this thesis I would like to extend a special thanks to my supervisor Petra Angervall. Inspiring discussion, friendly directives and helpful guidance have inspired excitement and understanding of the ideas in the thesis throughout. This has made me both excited and motivated to finish this thesis.

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## Introduction

Europe is changing. The last decades demonstrate confusions and worries both within many European countries as well as between. These tensions not only concern economic development, but also heated debates on migration and terrorism, just as in matters of control, measurements and the notion of the common good. These confusions are putting The European Union's coherence, patience and management skills to the test, where international relations and common goals represents the base in unifying Europe (Prop, 2016/17: 115). Political acts that are advocating human rights and democratic needs and commonality, presents a picture where salvation and restoration of education is presented to alter racism and extortion.

With regards to education, the EU declares to have the ambition to make Europe the most educated area of the world, witness transnational policies such as the CEFR framework (The Common European Framework of Reference for Languages) the Bologna process, and the Lisbon treaty. These policy documents are aimed at educating and creating norms suitable for creating a knowledge power state and uniting nations across Europe, by advocating global standards that express democratic beliefs, and global acceptance through soft governance acts. International policy documents administer global general standards, which is supposed to benefit all nations and their individuals the same way, and they have become increasingly important for the EU. They are designed to increase collaboration between nations and transnational agencies, whilst administering global directives can lead to nations following and internalising global criteria. Whether or not international policy leads to benefitting the European nations and those residing there is however a matter of debate.

In relation to the increased usage and importance of policy, this study aims to describe and analyse the effects of the CEFR (2001) policy frameworks, and connect the analysis to policy in the Swedish education system. The CEFR framework is in this study viewed as a transnational policy that governs the Swedish school system through a recontextualizing process of international education discourse formations. In this case from the international CEFR policy to the national curriculum GY 2011 curriculum for upper secondary school student in Sweden. Consequently, adding to earlier research based on analysis of policy frameworks and its increasing controlling role in society (Sivesind, Akker & Rosenmund, 2012; Grek *et al.* 2009), whilst resting on theories of power relations in discourses (Hall, 2001; Fairclough, 2003). The literature review however, show a lack of studies explaining how transnational documents and test instructions translate to a national context, which therefore shows as a gap in the research field.

Two important questions have directed this study. The first, concerns how the European Union and the council of Europe argue for unitary goals through creating educational language policy in unifying the continent. The second, concerns how the created transnational policy is recontextualized and used in creating driving policy discourses moving Europe forward governing the European nations view on student performance.

The fact that the European Union is an international organ makes simply forming laws and making countries obey inefficient and problematic. This means that the EU needs other tools with a softer governance character like for example policies that can shape beliefs without direct control. In earlier research, the focus seems too often be on nations establishment of international policy, as well as how international large-scale test based on standardised scales can work as a rhetoric policy reform tool. What this study can contribute to those studies is studying the relationship of EU policy to international CEFR policy. As a result, presenting what concrete values are being represented and reproduced nationally through existing policy discourses. Consequently, representing the picture being painted internationally of student and their performance achievements, and how it comes to also represent the picture of students nationally.

## Background

Below a description of global governance through transnational organisation and their policies will follow presenting global directives driving force, and their increased controlling role in the educational field. My description will show that globalisation, transnational policy, and international relations all work together in an intertwined process of national governance leading to the increased usage of transnational policy. Sweden's relationship with international organisations will be considered as a gate that allows international policies to be transferred and international ideologies to be assimilated. The background description will conclude with setting out the purpose of the study in full.

### Education as target of globalising ideology

The concept of globalisation plays an important role in this study. The concept has been used to understand the process of policy as a governance tool, used by international and transnational organisation in advocating their interested in controlling national directives. Spring (2008) points out that globalisation explains the power of global discursive processes that is located in directives presented by non-governmental organisation. Wahlström (2011) points out that these non-governmental organisation (also referred to as transnational organisations in this study), has started to focus their views on education. Non-governmental organisation focus shift and increased interest in global standards and knowledge economy in the education sector, results in non-governmental organisations advocating ideologies through policy. These discursive processes are being controlled by global non-governmental organisations that usually are interested in human rights and environmentalism (Spring, 2008). Like for example the European Union and the Council of Europe. In addition to that, other non-governmental organisations with an interest in the educational sector are for example: The World Bank and the OECD that lend money to nations establishing knowledge economy based curricula, while promoting human capital education, and emphasising that humans themselves and the society they live in benefit from education through economic returns, and satisfying employment (Spring, 2008).

Intergovernmental organizations (IGOs), such as the United Nations, the OECD, and the World Bank, are promoting global educational agendas that reflect educational discourses about human capital, economic development, and multiculturalism. (Spring, 2008. p, 332)

Spring (2008) explains the process of educational globalisation as an effect of an upcoming existence of a world culture based on western culture ideologies being transferred and implemented around the world. These western ideologies are presenting themselves as a cultural ideal becoming a model for national countries to strive for and follow. As mentioned the appearance of the concept knowledge



economy depriving from theories of human capital and post-industrialism is one apparent globalisation process (Spring, 2008). The concept of knowledge economy has been recontextualized from the labour market and the ideal notions of knowledgeable workers, onto an educational system composed of ideal-type knowledgeable students. For example, if companies can benefit from their workers competence so could the society; with an educational system promotion student to develop higher knowledge based on economical ideals. In addition to that, the larger plea for knowledge economy wealth is another important process included in the globalisation discourse process, where neoliberalism has taken charge in changing the educational discourse. Neoliberalism, in addition to focussing on knowledge economies, also stands for free markets and privatized schooling systems based on labour market values (Spring, 2008). These neoliberal ideologies are something that the Swedish school system already have assimilated in their market led free school reforms, and the increasing origin of private schools to name some neoliberal consequences (Wiborg, 2015).

The EU has started to have an increased interest in the knowledge economy, where globalisation is a driving force in Europe's urgency for competitiveness and social cohesion in answering to global demands, human rights and cultural tolerance (Whalström, 2001). The competitiveness aspect shows in the work of the EU Lisbon Treaty, where education and knowledge are means of competition on the global market (Nordin, 2014). As an effect of a larger focus on human capital and increased interest in nation's knowledge economy, the endeavour for higher comparative quality, consequently lead to increased interest in international and comparative studies (Zajda, 2011). This phenomenon can be explained as the result of a focus shift in the view of student where the past more democratic view of education and students have shifted. The shift have resulted in the focus shift representing a neoliberal view of education with students now being seen as human resources instead of democratic citizens (Zajda, 2013). This focus shift, creates a picture of students being viewed as products produced in an educational machinery. That these products are later examined and compared with internationally standards, for countries to see which nation that presents the best products. These market oriented ideologies are legitimized by transnational organisations and camouflaged as being the model for national economic growth (Zajda, 2013). Like for example, the non-governmental organisation OECD that creates a comparative base for national comparison, whiles advocating national changes for national economic growth through educational restructuring (OECD. received 12-09-17).

As mentioned, neoliberalism rest on notions of market oriented ideologies. These ideologies operate in a self-disciplining way, while providing universal treatments and 'best way' strategies that answer to the demands of capital and labour market (Peck and Tickell, 2002). Consequently, forcing nations to take it up on themselves to strengthen and restructuring the country's education policies, so that it answers to global demands.

Globalisation becomes a driving force transferring ideologies of market values over equity values, creating a world trade effects of knowledge economy (Appadurai, 2001). This effect, results in learners becoming products, and nations engaging in comparing best products practises; leaving ordinary people outside or behind whiles focusing on exploiting the more valuable products (Appadurai, 2001; Zajda, 2013).

Reforms of the national curriculum uphold power dimensions in the educational system, controlling what knowledge should be recognised and reproduced in schools (Whalström, 2001). In Sweden, this market oriented change has infiltrated the latest restriction of the primary school curriculum as well as the upper secondary school curriculum; in order to answer to new economical and effective ideals. This change has altered the knowledge demands that students are facing, and the challenges they must overcome in performing skilfully during their school years.

Sweden's present school curricula emphasise personal flexibility, creativity, responsibility for learning and suggest new understandings of quality in learning, where individual freedom of choice is meant to help produce creative, motivated, alert, inquiring, self-governing and flexible users and developers of knowledge. (Dovermark, 2004. P, 657)

Dovermark (2004), illustrates how market orientated ideologies have come to take a larger space than ever before in the reformed Swedish curriculum, explaining the shifting focus from democratic values to economic benefits. The conclusion drawn here is that it becomes apparent that non-governmental organisation with their economic interest in the education sector, might result in governance of national directives when market ideologies is infiltrating for example the Swedish school system.

## International relations as gateways for globalising ideology

International relations are a common thing where countries work together with each other through international organisations in creating a better society. In the Swedish State Budget for 2017 (PROP. 2016/17:1) Sweden is presented as being involved in for instance the Nordic Council of Ministers; European Union, Council of Europe; the Bologna Process as well as the Organisation for Economic Cooperation and Development OECD. The different International collaborations are said to provide knowledge and understanding of other countries and their cultures. This understanding appears to go alongside securing improvements to the nation's education and research sectors. Improving the understanding of others is a quality that becomes important where human rights and democracy are constantly pushed back by war and migration issues, leading to a fragmented and segregated Europe.

In the Swedish National Archives Sweden's Operations in the European Union in 2015 (PROP. 2015/16: 115). EU education ministers met up in Paris on 17 March 2015 to discussing the role of education in combating extremism and foster greater tolerance and understanding in society. The ministers embraced a declaration on protection and preservation of active citizenship and the common values of democracy, in order to ensure tolerance and non-discrimination beliefs through education. This declaration illustrate that nations in the European Union are working together towards helping and monitoring the younger population, that also have been affected by economic crisis and unsafe conditions through Europe. In the declaration regarding Europe's younger population as Europe's biggest asset in regards of human and social capital expressing to my reading of the discussion knowledge economical needs spoken about earlier. Emphasising that the European Union and the Union's institutions need to support Europe's 90 million or more young people in becoming the greatest they can be in developing their competence (PROP. 2015/16:115). In the Swedish budget bill in Education and academic research for 2017, the total cost of education in Sweden amounted to 336 billion between 2010 and 2015, this corresponds to 8.1 percent of Sweden's GDP, see Table 2.10 and illustrate the amount the Swedish state puts on the education sector (PROP. 2016/17:1).

These international cooperation's does not only lead to closer partnership but also to national vulnerability when advocating organisations try to change nation's educational system to fit a global standard. Europeanization of education is a term used by Lawn and Grek (2012) that explains; how Europe is made governable through international relations, and international policymakers that through their networking of ideas and processes steer Europe and the educational sector. The international policies are being formed and created through actors from different networks and communities building relations and communicating ideologies between each other; that are not bound to national context (Lawn & Grek, 2012). Hence, documents cannot be said to be controlled or created by a certain persona, government or cooperation entirely. Instead they are a collaborative act between many organisations or departments. After lifting international relations as a governance process enabling global discourses to travel, policy and its controlling factors will be presented; to give explanations to the nature of policy, and to why they have become important for transnational organisations in advocating their ideological beliefs. However, being involved with these different organisations means agreeing to and assimilating the beliefs they stand for. OECD directives, and the bologna process are based on ideologies depriving from transnational organisations. These transnational organisation wishes to change and direct the European countries to answer to knowledge economical demands, and is therefore advocating their interest and beliefs' trough directives, designed to help counties to fix their problems thereby disguising their economical ideologies. International relations amongst countries are therefore a gateway for global discourses travelling amongst countries via policies.

## Policy as vehicle for globalising ideology

Policy is something that seems to have different meanings in different contexts and situations, making a clear description challenging (Ball, 1993). From the SAGE glossary, educational policy is referred to as policy that is being designed to regulate education (Educational Policy, 2009). In addition to that Ball (2015) explains that:

Policies as discursive strategies – sets of texts, events, artefacts and practices, speak to wider social processes of schooling, such as the production of ‘the student’, the ‘purpose of schooling’ and the construction of ‘the teacher’ (Ball, 2015. p, 308).

Educational policy contains strategies that design and regulate education through text and artefacts like for example national curricula, creating a process that changes the way we think, but also constructs who we are shaping what is seen as knowledge and education (Ball, 2015). Policy as a process is usually of a changing character or even of a conclusive character where policy is aimed at fixing or changing existing faults (Ball & Bowe 1992). It can for example, be changing routines or fixing educational issues through curriculum changes or the creation of new policies and curriculums. In other words if the curriculum seems faulty and for example, does not answer to society’s knowledge demands. Consequently, with the fact that the national curriculum is a powerful educational policy affects what counts as knowledge will be revised or totally changed to ensure the knowledge demands are being met.

Policy can in addition to being theoretically viewed as a process of social change be seen as both policy as text, and policy as discourse. Policy can be textual in the sense that policy includes representation of negotiated concurrence that interventions into practice of social actors. Policy as discourse on the other hand includes exercise power for example, the production of what is seen as knowledge and create legitimised truths. In addition to that, discourses can be included in the text of policy, forming the object of interest through shaping the language which is spoken in the discourse (Ball, 1993). Studying policy as text consist of studying the interpretation and translation of the policy content. However, studying policy as discourse entails analysing the process of how subject positions. For example, students position in the educational system, which can be formed and reformed by advocate language that control in policy documents. In the reform process control the students’ positions and their mind, behaviour and beliefs (Ball, 2015).

Seeing policies as strategic processes helps in understanding that policies are not closed artefacts being restricted, or standing alone, in fact policies connect with each other and change their appearances through traveling and implementation (Ball & Bowe, 1992). For example, the CEFR document being connected to the Swedish national curriculum policy, and them affecting each other by that very

connection. In the educational field policy research leads to the “reflection on formal constructions of practice” (Ozga, 2000). These reflections become important to ensure that education is not reduced to economical or conservative ideologies of standardised education, restricting education to general standards.

Policy work together to create dominant ideologies, through a framing and reframing process, where the dominant discourses are being created. The creation of dominant policies that are consisting of legitimised ideologies, affecting locally when using standardized test that follow the dominant policies ideology and discourses. These discourses affect by it control over the way to speak and interact in relation to those ideologies connected to the discourses. A closer description of discourses power relation will be presented in the theory section, but after understanding what policy consists the next section will place policy in relation to language and language policy.

## Policy and language education

If policy directs our thoughts through allocating authoritative beliefs of what is deemed important or even core knowledge (Ball, 2012). Policy in language education can allocate what and how teaching and learning language is done and should consist of; by defining what counts as good education (Ball, 2012). This is important information because language controls how we communicate with the world through the internalised language that we use daily. In other words our language is controlled by how we have learned to use language in earlier years. Consequently, language is an important and perhaps even the most important subject being taught in school.

For example, allocations regarding language and language usage in institutions can be explained by how the British English language is to be used when taught in Swedish schools (Karlsson, 2017), resulting in policies deciding what linguistic structures should be followed. The importance of language in Sweden can be presented by the Language Act (SFS 2009: 600). The language act is a framework focusing on ensuring authorities and other public organizations responsibility that the Swedish language is nurtured and cared for. The usage of the English language in institutions have become frequent and because of that the Swedish and English language can be seen to be the two operational relevant languages in the Swedish society. Another language allocation can be explained through a historical aspects of language planning where the Swedish language where planned in order to be easy to speak, write and teach (Josephson, 2014). By presenting the role of languages and how it is regulated through rules, language acts, and policies; we get closer to why studying language learning policy is important. Here by articulating and stating that language is a central part of school education, playing a big role in students’ ability to adapt and communicate with society. That is

therefore regulated by policies, and language documents, to ensure the attained competence in Swedish and English language. The need for a language act derived as a result from the English subject becoming more and more important in society today. As a matter of fact, every Swedish citizen born after 1945 have studied English for at least four years. This happened after English was introduced and reformed as a compulsory subject taking the German language's place (Josephson, 2014). Hence, the national curricula can be controlled in regards of what is important in language and even which language is more important to know.

In earlier sections, it was explained that transnational organisations as well as the government wants to control content of the education sector and that policy regarding language usage, and language education is one part being controlled. Many decisions and agents are present when allocating and preserve language to what society wants it to be. As an example, Josephson (2014), synthesised the Swedish language policy to be formed by as quoted:

There are grounds for saying that Swedish language policy was settled by the Riksdag's decision in 2005, by the Nordic declaration in 2006 and, above all, by the Swedish Language Act of 2009. As can be seen from the objectives quoted above, it is a language policy that is eager to give the Swedish language a privileged position as the language for everyone living in Sweden, but which at the same time supports multilingualism, i.e.(Josephson, 2014, p116).

To quickly brief on these regulations: The 2005 decision made by the Swedish parliament in the committee report "set allocations grounding the objectives of a Swedish language policy to protect the language, leading to the language act previously mentioned.in addition to that the Nordic declaration set four Nordic language rights to all Nordic residents (Josephson, 2014). After having described international education policy and the key importance of language as a school subject, a description of the international language CEFR policy framework will be presented, which will be studied as a main source of globalising ideology acting upon national education policy.

## The international CEFR policy

The Common European Framework of Reference for Languages framework was created by the Council of Europe to provide an elaborative base for teachers, politicians; students, policy-makers and other actors in the educational sector. This elaborative base enables reflective discussions in how learners learn and develop their knowledge in relation to language to the benefit of communication among individuals. It is explained that this elaborative base helps Europeans interact and communicate with each other making it possible for better international mobility, creating better mobility in the labour market amongst European countries. Consequently, language skills encourage that individuals

travel more and experience different cultures, so helping people to move across linguistic and culture boundaries (CEFR Council of Europe, 2001).

A further intensification of language learning and teaching in member countries is necessary in the interests of greater mobility, more effective international communication combined with respect for identity and cultural diversity, better access to information, more intensive personal interaction, improved working relations and a deeper mutual understanding (CEFR; Council of Europe 2001:5).

The framework's view of learning is that it is a lifelong process, where learners act as social agents, engaging in learning processes whiles entwined with the world. The process entails learning through interactions and relationships with interlocutors enhancing the content and learning processes (CEFR; Council of Europe 2001). As mentioned the framework sees learning as a social process and answers to criterions of sociocultural dimensions, therefore not solely focusing on the linguistic aspects of language attainment. The reason for this appears to be the "action oriented" approach, the framework, and its creators have in regards of language attainment (CEFR; Council of Europe, 2001). Making an explicit standing point on the theory that learners are social agents that are interactive members of a social society, being affected by environmental circumstances and cultural borders in regards their language attainment.

The CEFR framework aims at presenting scales of language proficiency and competences. In the scales, every level requires certain achieved qualities that learner/students should meet to reach a certain level of language proficiency. The framework also aims at helping the language program planners plan the national language programs. By providing information that the documentation should include learners' prior knowledge and experience with different learning activities from primary education to higher education. Along with assessment criteria and content syllabuses, and basing their scales of proficiency descriptors on theoretical work of the creators, and existing scales of proficiency (CEFR; Council of Europe, 2001).

In relation to the CEFR policy framework the problematic factors with EU transnational documents lays in lack of local awareness, and that the policy's proficiency scales are reconceptualised in a way it was not attended. Creating validity issues in the usage of the transnational policy (Little, 2011). In sum policy makers creating the policy framework and policy makers using the policy framework do not consider local factors. Like for example local factors of tension in nationalistic populate politics, differences in class cultures and complex borders issues, that do not fit with a general framework created to fit the general public.

## Purpose of study

The general purpose of this study is to locate and critically discuss discourses of student performance in transnational policy texts and describe and analyse how they “travel” to national arenas. By using policy analysis, the intention is to investigate how modes of language learning is distributed through transnational policy to national policy and practise.

The main research question is;

- How does international policy affect dialogue on student performance in Swedish language education directives?

This question can be divided into sub research questions:

- What conceptions of ideal performance qualities are found in international language education policy discourse?
- How do content and discourse formations in the CEFR policy affect Swedish education?
- How are discourses on “ideal students” recontextualized, in the Swedish national curriculum and the English language syllabus?

The ambition is that this study will contribute to awareness of international influences that can derive from the international policies like the CEFR policy gaining access to national directives like the Swedish national curriculum. The study’s concern is regarding standardised international directives, not considering the national context and purpose of the Swedish education system; when advocating ideologies. It is viewed in the study as a problematic factors that international policy documents define and legitimate certain student performance attributes, through standardising international student benchmarks nationally; forcing students to reach international standards, differentiating those with international standards and those unable to reach the set standards benefitting only a small portion of students. In addition, the study applies findings of the internationally grounded discourses of instructed student qualities, onto a national level by using Sweden as an empirical example. Bringing awareness of how power relations between international criteria and transnational documents can arise and affect countries curricula is the general goal for this study.



## Research field

Below I will present two sections that represent research concerning education in Europe. They are presented in order to deepen the understanding of transnational policy effects. The first section focuses on research studies on translational organisations and their influence on European education. The second section brings up various aspects on earlier studies done in relation to the CEFR Policy, adding to my description of the CEFR policy framework by illustrating some researchers' description and thoughts of the CEFR policy.

### Transnational agents in the educational field

Earlier research show that advisory and policy governance through European education policy references, is a softer form of controlling educational content (Bieber & Martens, 2011; Gipps, 1999, Grek, 2009; Nordin & Sundberg, 2014; Ozga, 2008 & Steiner-Khamsi, 2013). Policy becomes the general tool set up by transnational organisation like the European Union and council of Europe in order to steer and move forward with wanted ideologies, governing both nationally and locally. Earlier studies have shown how ideologies and results from large scale comparative tests like PISA has travelled from international standards, and as result affecting locally in nations in addressing and reforming educational systems to perform better internationally (Pettersson, 2008).

In the European educational field, the transnational policy arena has taken on an influential role, due to the expansion of international influential non-governmental organisations like OECD; EU, UNESCO and the World Bank forming strong authoritative forces that influences educational national reforms Nordin & Sundberg (2014); Ozga (2008) & Grek (2009). For example, the OECD organisation has increasingly started gaining power over the education arena, mainly through the Programme for International Student Assessment (PISA). PISA that has gained enormous attention and appreciations amongst nations, for its comparative nature. The same goes for the recommendation documents provided by the OECD that is directed towards a number of European countries, and based on the PISA scores of countries. The recommendation documents point out challenges and things the nations should work on, in order to achieve higher results in the PISA large scale test. Relating the advice in the documents to best practices examples, deprived from information in the PISA positively correlate with student performances (Bieber & Martens 2011). The best practice guideline becomes the global solution of local problems, with nations borrowing and implementing best practice policy trying to reach the same level (Steiner-Khamsi, 2013). Bieber & Martens (2011), Explain how OECD's PISA testing, and recommendation document can become best practice governance mechanisms. That

international organisations use to gain entrance and power over policy nationally addressing them as soft governance mechanisms. For example, standardised benchmarks become role models for nations to follow with best practise working as examples of successful nations.

Nordin & Sundberg (2016) study the impact of Europeanisation of national curriculum reforms, and how that impact has come to change what counts as knowledge in the context of the Swedish compulsory school. Drawing on the concept of competence and what and how transnational policy influence national curricula, they state that recent reforms in the Swedish compulsory school have increasingly come to resemble the broader European knowledge discourse. This conclusion resembles Kamen's (2013), opinion that nations are adjusting more and more to international ideologies, changing the education system to fit comparable best practises but at the same time losing national distinctive attributes. Sivesind, *et al.* (2012) also points out this phenomenon of Europeanisation when they address how curricula reforms have gone from being nationally influenced mechanisms towards a more international and central steering mechanism.

Europeanisation and cross-national comparisons are becoming more central in national educational policy agendas...– first, through a new mechanism of educational policy steering including, for example, technologies of governance such as the Bologna Process and, second, through an increased use of educational research, based on systematic comparison of performance (e.g. Programme of International Student Assessment, PISA) and of institutional features (e.g. Education at a Glance) to improve educational policy (Sivesind, Akker, & Rosenmund ,2012 p.320).

Europeanisation supports global transmission of ideological social models, relating to neoliberal agendas from transnational organisations like OECD. Consequently, global governance becomes a vehicle that is transporting international criteria set by global comparative standards affecting the national arena. In addition, research concerning education in Europe is concerned by the increasing comparative and standardised education forming one European identity that is following a collective culture with the same responsibility within the shared cultural and political space, leaving no room for local diversity (Grek, Lawn, Lingard, Ozga, Rinne, Segerholm, & Simola, 2009).

Sivesind et al (2012) note that transnational organisations like the EU and OECD bring national governments to adjust their policy to fit the more overall and comparable standards set internationally. This falls in line with Bieber & Martens' (2011) description of soft governance explaining how international influences travel and change the formation of knowledge, through curriculum reforms. Consequently, steering national policies in European countries. This phenomenon provides an

illustration of curricula based problematics, where more research is needed to understand some of the problematic factors that soft governance and international policy borrowing can lead to. The reason national curricula are affected by transnational organisations policy is because, policy creator more commonly turn to general legitimate indicators taken from transnational organisation when creating education curricula and syllabuses (Grek *et al.* 2009).

Even though the Europeanisation process of education is expanding throughout European countries' national education systems, Nordin and Sundberg (2014) illustrate how the national context can still have an effect on the implementation and impression of the transnational policies. Sundberg and Wahlström (2012) discussed that even if transnational forces lead to a de-nationalization of national curriculum, it does not diminish cultural dimensions being core values in curriculum creation. Sivesind and Wahlström (2016) also point at this phenomenon when they present that even though the Swedish, Finnish and Norwegian curriculums are affected by transnational influences, they differ nationally in curricula comparison. The Swedish curriculum seems to have moved toward becoming more performance-based; the Finnish being more content-driven, and the Norwegian standing somewhere in the middle presenting national difference from global influences: there are therefore still local differences in this global world. In Nilson's (2017) study she brings up and present results that indicate that the Swedish national test in literacy reading I Swedish has changed to become more normative and controlling over time. The result also presents the creation of student subject modified by trends and needs in the current society. It is interesting because writing and reading is a big part in students' life and in their language attainment work. So, reading assignments affect the creation of a certain kind of reader, sparking even more interest to see how transnational language education policy can shape students into a certain kind of student. Thus, illustrating subjective creations of the global wanted student, recontextualizing global demands of a special picture painted of the ideal student militated on national curriculum and language policy.

## The CEFR policy framework in researchers' perspective

Earlier studies also present research related to the CEFR framework. The research shows that the stated purpose of the council of Europe's CEFR policy, and the content and usage of the framework are not always correlated. From other researcher's description of the background and usage of the CEFR framework the problematic usage leads to this picture becoming more evident.

Bärenfänger and Tschirner (2008) explain that the goal of the CEFR policy framework is to enable communication and interaction by bringing Europe into one unity, where different nationalities do not

hinder people's communications flow, even though they speak with different mother tongues. As a result, North (2014) points out this unity enables personal mobility amongst countries with the CEFR policy frameworks facilitating the communicative acts used amongst citizens. Creating as Lim, Geranpayeh, Khalifa, and Buckendahl (2013) states a common basis for elaborating about language learning policy documents such as curricula, and syllabuses. The CEFR policy is from that description an elaborating tool, bringing people together into a global discussion on language education.

The CEFR policy framework wish to help language professionals to elaborate and reflect on their creation of national policy documents and guidelines, and make politicians', policymakers', and teachers involved in the creation of education from global standards (Bärenfänger & Tschirner, 2008; Little, 2011). Pushing for the utopia of a single European education that is able to create an understanding multilingual and multicultural Europe. Consequently, ensuring employment residential opportunities and mobility for the citizens in Europe (Bärenfänger & Tschirner, 2008). The main focus of the framework can from previous information be seen as general directives advising democratic discussions on how language education can be done whilst presenting advice on how to get started.

One problematic usage of the CEFR policy is shown by North (2014) in relation to large scale assessment, where test creators using references from the framework for modelling their test comes from the CEFR framework. It consists of tools that reflect on planning and conducting construction of proficiency test, focusing on the learner needs at familiarity as well as their motivation. North (2014) also describes the compatibility and reliability in creating test in relation to the CEFR proficiency scales. As mentioned before the reason for the creation of the policy was to create an elaborative platform of democratic learning, consisting of enabling learners to 'steer and control' their own progress (Little, 2011). So even though the frameworks descriptors of competence scales can be useful in assessment criteria creation it is, as North (2014) states, important to remember the real function the framework was created for. The CEFR policy framework was not produced in order to generate assessment descriptors for language, but as an opportunity for reflection and raising questions of language learning in national practices. Having the same assessment scale for the whole of Europe was not the main reason the framework was created. Instead it was created for reflective purposes that would improve the learning opportunities for language learners that encourages interactive communication (North, 2014).

Lim *et al.* (2013) points out the restrictive problematics with creating standardised settings, in relation to a framework created for comparability and elaboration. The CEFR framework states to consider multicultural contexts and multicultural language, which standardised criteria in assessment really cannot. Therefore one problem when standardising scale levels and putting students into compartments of knowledge levels is the "appropriateness" of setting standards in relation of the six

CEFR levels. Representing language proficiency by creating language portfolios assessment criteria's, and tests in relation to CEFR levels is considered problematic (Bärenfänger & Tschirner, 2008). As North (2014) point out reserving the level of A2 (Which is a higher level in the scales) is just a small portion of a complex language profile including many aspects of contextual competences. The contradicting effect of standardise the CEFR policy framework can be presented through North's (2014) article, where I as cited present how the scales in the CEFR framework can be used for other things then elaborative discussions:

...in February 2010, the UK Border Authority declared B1 to be the minimum for a UK student visa (required for a stay of more than six months) ... However, the identification of GCSE with B1 helped to deny tens of thousands of language students the opportunity to come to the UK and cost the British English Language teaching industry 10% of its business quite literally overnight - and almost certainly erroneously. Even worse, the UK Border Authority has since proposed raising the minimum for a student visa from B1 to B2, a step which would have dire consequences for the number of international students at UK universities. (North, 2014, p. 234-235).

This kind of standardisation of education can actually, as Boufoy-Bastick (2015) suggests, shrink the diversity in educational outcome for students in Europe. This works against the whole purpose of the CEFR policy framework, with only certain levels of proficiency being accepted and promoted as wanted values, while others are shut out. This leads agents in the educational sector to adjust norms to more neoliberal standards. The CEFR framework can thus be seen as a neoliberal policy, and therefore open to the criticism that it masks market oriented values behind its discursive emphasis on diversity, unity and global acceptance. It may in fact be judged to promote neoliberal workforce dogmas such as efficiency and employability through its language proficiency aspirations (Boufoy-Bastick, 2015).

## Conclusion of earlier research

The CEFR policy was created for teachers and policy makers to have an elaborated arena that enables democratic discussions in the important of language education. However, the CEFR policy also present advice by providing a lot of knowledge and competence scales, giving of a contradicting picture. The majority of the articles from the conducted literature review cite either how the CEFR policy frameworks proficiency scales can be used to create standardized illustrations and benchmarks, or how to make tests and curricula criteria relating to the CEFR policy. This is a problematic factor because the CEFR policy base their scale on global standard, not including national and local diversity. Studies in earlier research are therefore pointing out

that the CEFR policy framework then creates default measurements, because the framework was not created to serve as measurements base.

## Theoretical framework

This theory chapter explains the theoretical stance used in analysing the policy texts leading to the later presented results of the thesis. The theories that this study is influenced by come from multiple sources, where theoretical beliefs on discourse and textual analysis have shaped the focus of the theoretical stance. Building a main focus on discursive power relations and textual analysis.

Discursive power is related to the ability for advocate subjects to control the setting and language forming the discourse (Hall, 2001). It can in pedagogical discourse relate to policy makers controlling what is seen as knowledge in education, through deciding the selection of statements in the policy. Observing statements existing in policy can then illustrate wanted views coming from policy makers selected language resulting in the meaning making of knowledge consisting in the observed policy statements (Hall, 2001). To make it possible to observe these selected statements this study's theoretical analysing method drawing upon Fairclough's (2009) theories of critical discourse analysis. Fairclough's own motives of analysing discourses are to illustrate how they can change people's morals, their economic future, and cognitive aspects of their life, adding to power relations of discourses. Fairclough's theory helps in identifying keywords in the text, as well as patterns of distinctive features that can be put into discursive themes representing policy makers selected statements. In addition to being able to observe selected statements through Fairclough's theories and analysing method the study needed a deeper insight into how discourses are formed. So, the theoretical base was also influenced by Bernstein's (2000) theory explaining how discourses are framed and classified as well as how they control the social arena affecting the practice of students and the pedagogical discourse they exist in. Social construction of pedagogic discourses presents limits and inner constrains to pedagogic communication of pedagogic relation, like the teacher pupil relation. This construction address power dimensions in the communication of the relation, showing how power manifests in power relationships establishing the discourse voice (Bernstein's, 2000).

### Discourse analysis of policy

To start of the discourse concept the motive of Bernstein's (2000) pedagogical rights shows why discourse is important to consider when studying power relation in education. These rights entail students right for: Individual enhancement, experiencing boundaries, and understanding new possibilities for one's future; The right to be included which entails social operations of rights to

choose being included or excluded; The right to participate, and doing so in the procedure of the discursive order and its creation, preservation, and realisation of the discourse. This is deemed important to consider when raising questions regarding the work of discourses, and the fact that discourses can empower some individuals and depower others (Ball 1994). As explained, policy reforms are a soft governance tool that transfer ideological content. In so far as policy tends to reflect the dominant concerns of a cultural elite or social force, this may entail disempowering students, and stripping them from pedagogical and economic rights of ideological and practical participation. Therefore a critical theoretical explanation of policy is presented below.

Foucault's view on discourse and the rules and practices surrounding the discourse concept, is an interesting input to the understanding of discourses and their power relations. Foucault's view represent discourse as a "selection of statements" that generates representations of the way humans talk about something (Hall, 2001). For example, policy agents in the international education sector collectively selecting content whiles creating language policy for Europe to follow. The policy itself would not be the controlling factor it just represents the selected statements. Instead, it is the discourses within the policy that controls individuals, because policy represent ideological selections preserved from the creations of the statements in the policy. As a result, the language in policies produce knowledge of meaning making that is governing the setting and limitations to both language and practice of the existing discourse in the policies (Hall, 2001). Foucault also argued for the existence of discourse formations, which exist in many different texts and not just one. These discourse formations represent the appearances of a certain way of thinking of the state of knowledge, when referring to the same object, same style or strategy. That is appearing in different text but still having a relation so that a formation could be observed (Hall, 2001).

Discourses can simply be explained as the phenomenon in which individuals follow a certain way of speaking designed by a certain setting that is influenced by rules and privileged speech. Making discourse analysis about studying language usage and human meaning making typically working with text and analysing meanings of events and experiences of social actors, (Wetherell, Taylor, and Yates, 2001). When analysing and studying discourse or discourses the study of language becomes the question of how discourses work and appears. Wetherell, (2001) speaks of discourses and language as working in two ways: The first like presenting a painted picture representing the social world and people's thoughts of it. The second one like a mediating tool between people and the world, where language itself adds nothing just convey meaning. These two ways combined both represents discursive ideologies, and builds meanings in objects, words, and people's mind. In relation to discourse and language Maybin (2001) illustrates by using discourse analysis how discourse from teachers is internalised by students through what he calls the voice. The voice represents the advocated

beliefs that adults carry that students later learn to take in and make their own. In this study, it would mean that a discourse analysis of the voice of a policy document, can demonstrate the process of how a national policy can internalise the international policy's voice. Consequently, illustrating the effect that language and language discourses can have on students in school. Where students can be seen as having a lower rank of who has a say in the school discourse. This phenomenon of internalising and reproducing views of others can be explained by the phenomenon that we invoke authoritative voices, and are often influenced by those with stronger ethos than us. This phenomenon becomes more evident in younger individuals' speech as for example students are more prominent to invoke the voice of higher authority like teachers that advocates the schools' viewpoints (Maybin, 2001).

By using Hall's (2001) represented elements that he has elucidated from Foucault's concept in meaning making of knowledge, I will illustrate how discursive power dimensions can take place in the context of this study. This illustration will thereby show how discourse can provide knowledge of what policy wants students to know. For example, discourses provide rules that decide the way student knowledge is talked about (what they should know), by controlling what can be said and thought in relation to for example, the discourse of student knowledge. The student becomes the subject personifying the knowledgeable student that is presented to have certain preferred attributes. These attributes can become the truth of the knowledgeable student and what a knowledgeable student represents, leading in practice to a decided way to deal with the students, where those fitting in the preferred picture is handled in one way and the other in another way. Handling the students differently is disciplining the students to follow the set norm of the knowledgeable student presented in the policy of the national curriculum as the historical moment.

## Policy as social structure

Texts consist of ideologies, and in relation to Fairclough's (2003) theory these ideologies are something that dominant agents wish to either sustain or change in their favour in order to control related social relations. In this study, it is therefore believed that dominant transnational organisations use policy in order to sustain and affect the power dimension in education discourses. These discourse relations are what Fairclough (2003) explains as the modality of power. This modality of power can be believed to be existing in the sustaining and affecting process mentioned. The modality of power becomes an important tool for non-governmental organisations and their interested in controlling discourse relations. As an example it could be an important tool for dominant policy makers' in the council of Europe when they are advocating the organisations ideologies. Consequently, making sure that the organisation is able to control ideologies in discourses, and successfully affecting people and



their beliefs. The discourse of language education in national curricula can therefore be affected by international non-governmental organisation having an interest in the pedagogical discourse. As these ideologies have been processed and put into the CREF policy with the reason to change some existent issues regarding Europe's language education, therefor advocating change.

Text can be seen as more than just a completion of words and paragraphs and also include orders of discourse and social structures (Fairclough, 2003). In addition, discourse in text include power through production of what is seen as knowledge and legitimate truths (Ball, 1993). Consequently, making text a powerful artefact that through textual language can control what is included or excluded in the understanding of advocated truths regarding knowledge in school also generating different possibilities for internalisation of the text (Fairclough, 2003). With the presented information that policy contains ideologies in earlier sections, one can say that policy texts always contains interests, goals and values. By locating keywords appearing in the policy text the understanding of those interests and their causal effects becomes more visible (Fairclough, 2003). To get a better understanding of the ideological content in policy texts; one can look at three separate elements. These elements aids in elucidating conceptions existing in the policy text, creating a sense of meaning making. The first element relates to the production of the text, and the understanding of why the text was created and who created it. The second element represent the text itself and what it represents to the reader; and lastly the third element is the reception of the text that happens when the reader takes in the text, and the work that goes into the reception process of the reader (Fairclough, 2003). Furthermore, to understand power dimensions in policy text more it is beneficial to understand how discourses created through the framing and transformation of discourses, and will be therefore be illustrated in the next section.

## Intertextuality and framing

In order to understand how power integrates and embeds itself within discursive practises such as students' communicative performance and knowledge in the school discourse. The concepts of classification and framing is used to explain the regulations and shaping of discourses (Bernstein, 2000). Classification processes provide the limitation to any discourse, whiles the framing of those discourses determine the principles of the regulations of the interaction. For example, who has a say about what a student should know, and how those thoughts are expressed. Discourses follow and provide forms of realisation in regards of who controls what in the discourse, through classification and framing of the power notion in the discourse that is created and recreated constantly (Bernstein, 2000). The power notions in discourses can explain how existing international discourses of student

proficiency comes to exist, and then transform and recreated in national settings. International discourse can then integrate macro institutional levels and national policy, on interactional levels as well as an institutional level (Bernstein, 2000). Some conception of discourse framing can be assumed to be in this study; a proficient English-speaking student, and how this student is talked about and represented in the discourse. As well as how that discursive formation changes the formation of “how” and “who” speaks about the English proficient student.

Bernstein provides a model for understanding macro structures of power and control, through a formation process of shaping micro consciousness. To my understanding this can represent how international policy (policy being the structure) can form national curriculum and what they consist of (micro consciousness). Policy as a result of being created through structured shaping process, consists of authoritative agreements on how something should be or should be done. Consequently, leading to the documents having the ability to change the content of micro level organisations, especially when backed up by authoritative organisations like the council of Europe in this study. In addition, resulting in the micro consciousness internalising authoritative beliefs and making them your own beliefs. Like for example, the EU directives changing the Swedish national curriculum

The power relations in discourses create, legitimise and reproduce boundaries between categories or social agents “people” or as in this case students. These boundaries are being controlled by the appropriate language in the discourse. “Thus, power constructs relations between, and control relations within given forms of interaction” (Bernstein, 2000.p5). In other words, the way communications is done between different individuals in the discourse, is decided by who has the authoritative control to direct the communication (Bernstein, 2000). For example, when policy agents decide content of curricula and what qualities students should learn. Constructing discursive boundaries of including and excluding nature, becoming an exclusion form in affecting those not internalising the decided language or regulations set by the framing and classification process of the discourse.

The production of legitimate text in the pedagogical arena is set by the frame of modalities of pedagogical practices (Bernstein, 2000). This means that the creation process of what counts as knowledge exists across textual boundaries through intertextuality relationships in pedagogical practises, like policy text in the school practice. The right way to acquire the right knowledge, becomes affected by the formulation of the legitimised policy text as the formulation process consists of deciding the values existing in the discursive framework. These values are what rules and regulate the selective realisation of significance in texts, creating legitimacy of that particular text. In relation to pedagogical texts or policy text, the texts contain transformative and power relations that can create, control, and legitimise knowledge. This transformative aspect can be explained by the recontextualizing concept and how it can transform knowledge taking content from one policy context

and transfer it onto another policy context, transforming new values in existing pedagogical discourse (Bernstein, 2000). Furthermore, policy texts can travel through mediation or communication that carries the existing ideological conditions in the process of recontextualizing. Recontextualization entails the power distribution deciding what and who transfer the ideological assumptions, where text and the including discourses travel between different contexts and transform the nature of the contexts they enter (Wodak and Fairclough, 2010). The recontextualization concept is an important concept in this study as it explains the traveling process of the CEFR document as well as the reframing process the Swedish policy documents in the sample. One thing that interest both Fairclough and this study is “intertextuality”. Intertextuality explains and focuses on how different text tries to relate to each other, by sharing dialog and content. As a result, discourses can be seen as traveling agents that travel from one policy onto another. In the process of entering a new arena the policy also changes the nature. In other words, through a recontextualisation process the traveling policy changes the arena it was entering, whiles creating and restructuring itself to become something new.

In connection to texts nature of depending on another through the intertextuality concept recontextualization is a driving force in transforming national directives when international ideologies are being borrowed and internalised nationally, leading to reframing of the pedagogical discourse presented by Bernstein (2000). In specific pedagogical discourses like student assessment, rules and conditions are set for the transfer of information stating the order of power distribution constituting how subjects like the notion of students as subjects are selected or created in the pedagogic discourse.

The power of discourses becomes evident from the knowledge of classification and framing of discourse boundaries, since it provides an understanding of communication regulations within them (Bernstein, 2000). Central wording and language in policy becomes a device of pedagogical discourse control, which affects the conception of an elucidated picture of student performance in relation to education policy (Bernstein, 2000). The power of discourse also bringing useful awareness of power dimensions traveling and transforming in new directives, resulting in soft governance of ideological values across national and textual boundaries.

## Methodology

This section presents the methodological choices and beliefs of the study, addressing methodological aspects of both theory and process. The theory explains the epistemic beliefs that the study rests on and the process focus on the actual acts taken place in order to conduct the study. The view on knowledge falls in the epistemological social constructivist view addresses that knowledge is created through a social situated process of meaning making where what is seen as knowledge is created in and by the social community it exists in.

In order to answer to Balls (1993) plea and concern that analyst often take policy and what it is for granted not conceptually defining what policy is to them in this study regards policy as a negotiation process of ideological beliefs. Policy is seen as a process that contains negotiation and of interest established from multiple actors like politicians and policy makers instead of policy being seen as a bureaucratic product acting upon social agents. The study also stands in line with the statement that policies don't have to be from governmental "machinery" or even policy makers themselves. Instead, they can deprive from organisations wishing to get access to the educational arenas. This study is viewed as being positioned under the policy research field in educational research following Ozga's (2000) argumentation and standpoint in regards of policy research. This is explained through its relevance and importance of those very studies in educational policy research field, where this study is framed by ideas and usage of policy theory itself.

### The study

This study is a qualitative single case policy study that is using discourse and content analysis that focuses on the CEFR policy framework and the Swedish national curriculum. The focus of the analysis lies in identifying language units, representing ideal attributes of student performance existing in the transnational document, as well as if there is concurrence traits with the Swedish national curriculum. The language units represents a picture that is reflecting the documents content elucidated in the analysis of the documents (Cohen, Manion, & Morrison, 2007). The analysis process, has a critical discourse analytical character in the analysis of the policy texts that was adopted in order to understand policy and its expression in text as discourse consisting of discourses containing social representation in ordinary talk. The analysing process is also concentrating on dominant groups' (international organisations) ideologies, being legitimized and generalized on disempowered

populations (students) (Cohen *et al.* 2007). At the end leading a discussion on the interpretation of the policies, revolving around knowledge creation in relation to policy creations, with a focus on conceptions of governance and recontextualization. In order to interpret and analyse the chosen documents, discourse and content analysis of specific texts were used in this single case study. Discourse analysis is a method that makes it possible to investigate discourses by studying the way language is used in text. On the contrary, content analysis uses systematic reading of text to get documentary indications of the read text, which helps to determine the occurrence of certain words (Cohen *et al.* 2007).

The analysing method used to interpret the texts followed Fairclough's (2003) key-word and connected words approach, which became the main way to analyse the documents in the sample. In addition concurrences between the policy texts was also analysed, in order to have a more organisational outlook on possible discursive control. The analysis was done by studying key-words and their connection to sentences and paragraphs in the document. The key-word analysis illustrate discursive constructions expressed in this study through themes, which was elucidated from the existing student discourses represented in the different policy texts. The focus was in the document analysis to locate ideologies existing on what qualities students "should" accumulate during their school years; in relation to language education. The key-words that appeared at a higher regularity where for example "language learner" "competence" and "proficiency", and connected to those words where often normative words like "can", or "should". The key-words as well as the connected words represents the higher occurrence of specific words and sentences that through repeated and continues reading becomes representative of specific discourses' that could exist in the policies'. The linguistic units was collected through repeated systematic readings and finding key-words that appears to be representative of the text read. In other words, the linguistic units was elucidated from finding and analysing a higher appearance of strong words, sentenced and examples. The linguistic units found was analysed and placed into different themes that illustrates the representation of the appearing discourses in the study. In other words, the themes elucidated represent unit of linguistic description illustrating how certain factors in the text are talked and written about in the text. For example performance requirement in the proficiency scales being the factors illustrating the student qualities in a student discourse existing in the CEFR policy framework. In addition, the articulated creation of discursive themes made from the keyword analysis will be presented below in the analysing process part in figure 1.

### **Discourse analysis**

Discourse analysis can be seen as both theory and method. In the theoretical part discourse analysis is discussing discourses impact on people, societies, and the perspective individuals have of their social

world. In the methodological part discourse analysis is a method for text analysis. This study uses Fairclough's (2003) framework that implicate that language and text are inter-correlated with social agents (people) and their social world (everyday life). In other words, language becomes the mediated discursive factors that control social agents in their interaction with their social world. The discourse analysis consists of finding textual oriented discourses, and involve detailed analysis of a chosen text, where the usage of having a theoretical framework helps in the orientations of what to look at and how to take one the text. Discourses can be distinguished as ways of talking or use language and abstractly explained a language semiosis representing certain parts or views of life. In this study's language in written policy is analysed texts (Fairclough, 2003). Analysing these semiosis in written policy text is the methodological base for the discourse analysis of this study. The reason for analysing language usage and central key words in language policy is the possibility that discourses in the policy affect people's self-perspective and how the identifying themselves as language learners. Consequently, making it important to locate and explicitly bring forward notions of discourses affecting students' life because discourses cause causal effects of social elements such as policy texts. Discourses controls language and language controls the element of social life that people live by, as a result creating causal effects of humans' social life (Fairclough, 2003). The policies analysed in this study is viewed as pointed out by Fairclough (2003) as social elements as a result of this thesis following the belief that discourses leads to constructive effects of social order. These textual elements can travel from one context onto another context, resulting in discourses being mediated through policy traveling. Policy texts can also be seen as social elements because language in texts affect how people engage with each other and read texts in their daily and social life.

### Choosing the case.

In choosing the documents for the single case study some set criteria should be followed to ensure the social representation of the documents. The first criteria which influenced the study's documents choice was the documents' capability to be analysed in answering the research question. In other words, the authenticity of the document where checked and to ensure they came from reliable sources. The second criteria in the sampling process was that the analysed documents have to be written by reliable writers, which policy makers in the council of Europe and Swedish national directives is believed to be. The third criteria address if the document carries representativeness of the chosen subject or research question, and lastly the fourth criteria address that the meaning of the documents matches what is being studied (Bryman, 2012). To guarantee the social representation of the study the chosen documents is relying on public domain documents, and reports coming from the private organization sources such as in this case the Council of European and Swedish national agency for education.

The international document of interest in this study The CEFR policy, was taken from the European council (CEFR; Council of Europe 2001; Available at [www.coe.int/lang](http://www.coe.int/lang)), and the Swedish national documents were received at “Skolverket”, the National Agency for education. Hence, making the analysis of concurrence between macro and micro discursive power dimensions like international and national policy possible. These documents are open for the public and downloaded directly from the home page. The two-policy text are assumed to have been written by standard policy making procedures, also assuming that multiple people have negotiated the completion of the texts, leading to a more general and objective perspective on the content written, and leaving out personal opinions in the completion of the policy.

The policy text used in the study is the Common European framework of reference CEFR which is an education directive concerning language education. The CEFR framework is analysed together with the Swedish curricula and syllabus for the English language to add on, and achieve a more organisational analysis (Fairclough, 2003). Language is based on interaction of language exposure in different situation and in different domains. The domain interesting for this study is related to education, and the subject of language and the language learner being those engaged in organised learning. The CEFR policy states preference of student quality and students’ education. Explicitly setting standard proficiency scales, and providing guidelines on how to answer to students learning needs. Always relating to the policy’s view on education and language learning. Below a closer material description will follow to explain the sample motive and familiarize with the documents more.

### **Material description and sample motives**

The sample choice of the CEFR policy framework and the Swedish curriculum for the upper secondary school, as well as the ENG05 syllabus comes from the close relationship the policies have to each other. It is stated explicitly that the Swedish curriculum follow the CEFR references and guidelines referencing to Skolverkets commentary collocation of the English subject (Gothenburg University home page; retrieved: 06062017; Skolverket, retrieved 03-08-17). Affirming to the public and education actors that standardised set criteria from the CEFR framework is being ensured in the teaching of the English subject. Clearly, illustrating a relationship and concurrences between the CEFR policy framework and the English language subject in Sweden.

The CEFR policy is an international policy framework, addressing and raising questions regarding language education in Europe. It is created to promote the “communality of Europe” and the communication through the countries of Europe (CEFR; Council of Europe 2001). Bringing forward the importance of language quality and therefore creating the policy framework of international references in relation to language education in all dimensions. The CEFR framework consist of four

appendixes going from A-D these explain the creation of the framework and the different theoretical work and proficiency scales that the framework is being based on. Ensuring validity in the scales by referring to pre-studies, research projects and methodological aspect in creating the scales. Presented is six broader levels taken from common reference levels (see CEFR; Council of Europe 2001p.23) that language learner can be placed in referring to different attained competences. The names are irrelevant to this study but knowing that there are levers six CEFR levels— A1 and A2 representing basic users, B1 and B2 representing independent users, and C1 and C2 representing proficient users— of language proficiency (CEFR; Council of Europe 2001), might be helpful during the reading of the thesis. Not only does the framework provide scales for language attainment. The framework also illustrates tools for measurement, which can be seen as an extension of the framework being observed as a possible steering tool. Made obvious by the fact that creating proficiency and competence scales assumes that there are certain qualities preferred over other qualities as well as certain ways to test these qualities.

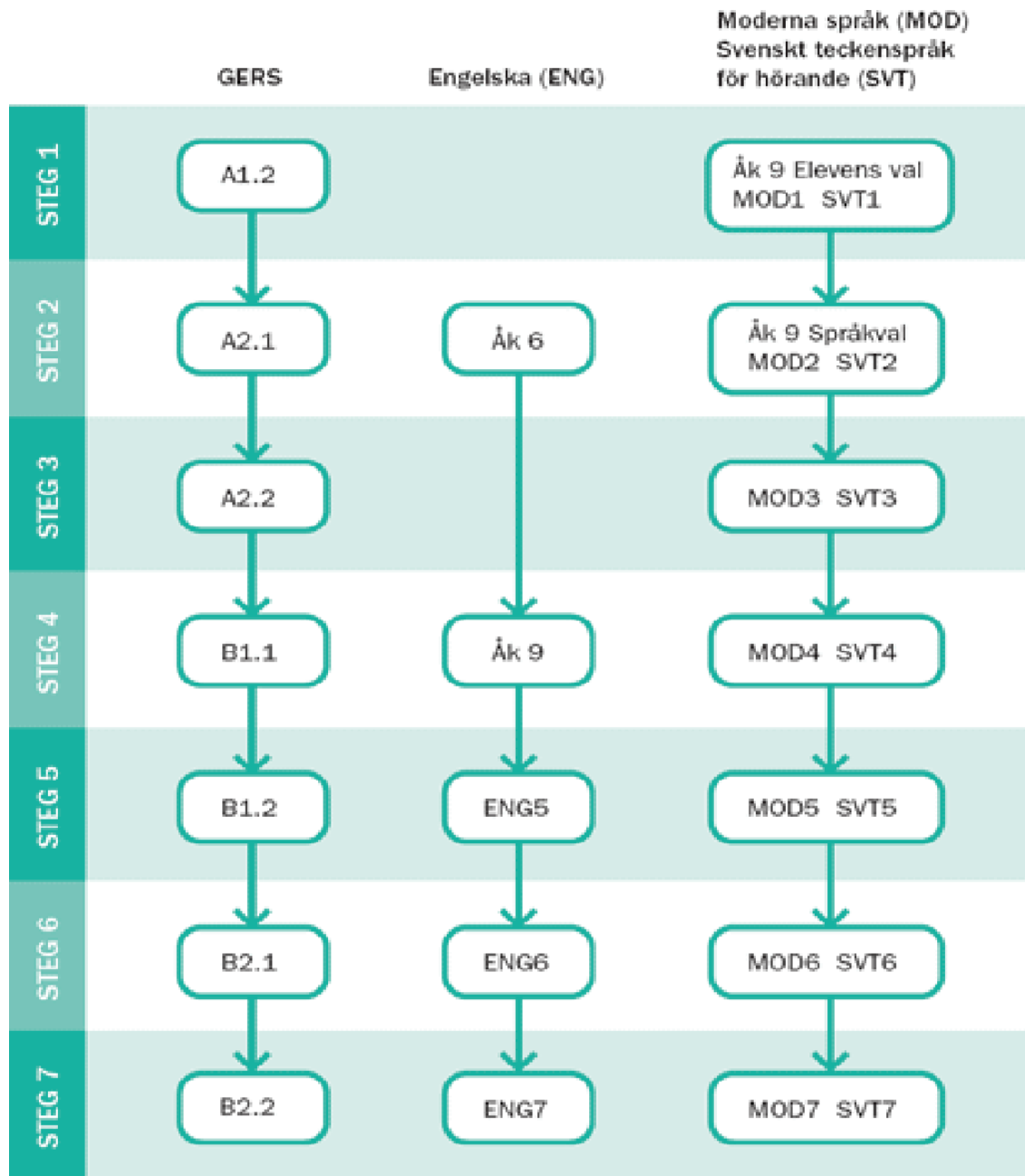
The language scale in the English language subject taught in Sweden is based on the needs of the Swedish education system, and relates to the CEFR policy framework for the description of language knowledge (Skolverket, received 03-08-17). The reason in linking the language steps in the Swedish curriculum to the scales presented in the CEFR policy, appears to be the advantage of students in Sweden having a comparable grade that they later can apply to a global standard. This means students receiving the possibility to later relate a grade received in Sweden to a more general global scale; set by the CEFR policy. So that the student later on can prove having a certain attained level of language knowledge globally. Consequently, relating the policies to each other combining scales of the Swedish language education in English to the levels of the CEFR policy, leading to a shared view on language education and language attainment.

In the figure presented as an overview the steps relating to the Swedish curriculum for the English language in language education, and the CEFR policy is compared. This figure is taken from the Swedish National Agency for education (Skolverket, received 03-08-17). GERS is the Swedish translation for CEFR, and the Swedish word “steg” means step relating to the different levels language learners go through in relation to the CEFR policy. Also, åk6 and åk9 are grades in primary school representing students of the age 12 and 15. In addition, ENG5 to ENG7 is taught in upper secondary school generally representing the age 16 to 19 depending on which year the subject is taught in, or if it is taught as for the ENG6 and ENG7 only existing in some programs or as optional courses. The figure also includes between levels indicators from the levels in the CEFR policy not including the C level as it represents being a native speaker. Also since 2011 Sweden has adopted a new grading scale with



grades designated as A-F, with A-E as passing grades with A being the highest grade (Skolverket, received 14-09-17)

Comparable overview of steps in English education and the CEFR policy (Skolverket, received 03-08-17. p, 4).



This relationship I here have presented, and the fact that the CEFR policy is highly entwined with language education in Sweden. This makes them a relevant selection for case study analysis. When studying how the discursive content and formations in the CEFR policy affect the Swedish education them being directly linked to each other. After explaining the sample, the theoretical aspects of

discourse analysis will be presented before going into the actual process of how the study was conducted.

## Ethics

Policy is mostly publicly available and generally accessible, where no personal views can be detected do to the creation process of the policy (Ozga, 2000). Studying policies do not generate any personal ethical issues: policy documents are public documents and statement presented in the policies are negotiated by individuals in professional roles that are not taken to represent personal thoughts. Since no personal data are used in this study, no ethical application needs to be sent to the data protection authority in Sweden.

The reliability and validity concepts commonly used in research might not be applicable in this qualitative study because it will be hard to conduct any reliability test. However, to help ensuring the trustworthiness certain criteria can be ensured such as Lincoln's and Guba's (Bryman, 2012) criteria of credibility. Credibility aspect in qualitative research can ensures that the study is representative of the social world being studied, not containing made up views from the researcher, by being transparent in representing finding presented assumptions. When researchers are handling analysed documents it is also important to ensure they are being analysed in a way that does not violate their intentional integrity. The study will therefore try to ensure a transparent examples and try to portray that what was intendent to study has been studied.

## Methodology process

After deciding the sample, a read through of the whole CEFR policy was done consisting of nine chapters and four appendixes. Concluding that six chapters, chapter one to chapter six where of greater importance for this study as they speak of students and their knowledge and competence, unlike the other chapters that seemed to focus on teaching practises and assessment of students. In addition to the excluded chapters the appendixes were read but not included in the analysis. The reason for that was that the background studies done in order to create the policy lied outside of the study's scope and timeline. After reading through the CEFR policy the national documents consisting of the Swedish curriculum and subject syllabus was read through and compared to the finding of the CEFR policy.

The analysis and creation of the themes presented came from the process of first having an inductive approach, where no hypothesis of existing discourses and research questions is present, so that the perspective while analysing was as objective as possible. The decision came from wanting the

documents to represent strong key words without being too biased. The key-word analysis first showed regularity in words like language user, proficiency and competence starting of the analysing process, becoming the start of the key-word analysis. After the inductive analysing process, a deductive analysis approach followed, where theoretical frames and hypothesis was present when analysing the transnational text once again, but this time also combining theory of discourse with the creation of the elucidated themes. Elements taken from Fairclough (2003) was also added to ask question on who, why and what created the documents, in order to try and establish an idea on whose ideologies are presented in the text, why they are represented, and how they are retrieved.

When the theme formations and the equivalent recontextualized formations in result had been elucidated, the analysing process started again focusing on analysis discursive formation. This part in the process entailed detecting overlapping appearances that appeared in the documents depriving from both of the samples. The reason for a second analysis is the need to also analyse the results appearing, in order to get a clear picture of the conclusions the study presents. In the next section, a closer description of the usage of the analysing method discourse analysis will be presented to explain step by step the different choices and acts that took place in conducting the study.

## The Analysing process

In the analysis conducted, different policy documents were used to see the distribution over national boundaries. The transnational document were analysed with a discourse approach. The national documents will just have a content analysis approach checking for concurring and recontextualized concepts, which is consistent with the transnational document. The reason for conducting just content analysis on the national documents is time constraints, and that the research question doesn't ask for discourses in the national directives but if there are concurrences in the case study.

The chosen documents were analysed by looking at keywords appearing from an inductive reading of the policy text and seeing what words are connect to those keywords, as well as the relation with the other words in the policy. In other words, the keywords where words appearing in high regularity and where usually the core subject of the sentence or the paragraph. Grounded on those located keywords the analysis focus on how those word where presented and connected to other words and sentences in the policy. I have created an exemplifying matrix figure illustrating the thought process in the key word analysis that have been used in the study. However, note that this matrix does only show a part of the analysis and not the whole analysis content, which the result is based on.

*Figure: synthesized key-word matrix*

Key words	Connected words	Content of connected words
Students (language users/ learners)	Proficient users  Strategic users	Can: use argument, understand, express, act.  Exploit, mobilise, balance, use metacognition.
Learning (language proficiency)	Performance in levels  parameters and categories of expectancy	Participation, Cope flexibly,  Exchange of information,  Argumentation, Communication  Can: produce, give clear description, develop, deliver, present, write
Common reference levels	self-assessment (high level)  language use (high level)	I can: recognise, understand, interact  Has: flexibility, good range of language,  Can: express, initiate, select, produce, use

The inductive reading of the text, provided the keywords used in the analysis. However, to get any coherence of discourses power dimension that is connected to the keywords and phrases in the transnational documents; hypothesis and research questions were added. The theoretical frame and research questions were therefore added to understand the content of the connected words and how they can represent existing discourses; using a deductive approach in the document analysis.

Bernstein's (2000) theory that classification of discourse provides the limitation to the discourse, and that the framing of those discourses are determined by principles of regulations, are theoretical assumptions the analysis rest upon. Classification is in this study used to understand how language

units and key words elucidated from the analysis, is shaping the existing discourses in the case study. The process of classification and formation of the discursive themes was shaped by analysing then synthesizing and putting together the content of keyword into appearing themes, after locating the key words, the connected words, and the content relating to those words, elucidated from the CEFR document.

Even though Bernstein's Theory helps understand the boundary formations of the discourse, in order to understand the importance of what consist in the discourse one can look at the three separate elements that Fairclough (2003) present. These elements supported the study in elucidating conceptions existing in the policy text, creating a sense of meaning making. The first element relates to the production of the text, and the understanding of why the text was created and who created it. The second element represent the text itself and what it represents to the reader; and lastly the third element is the reception of the text that happens when the reader takes in the text, and the work that goes into the reception process of the reader (Fairclough, 2003). As a result, the discourses in the transnational policy document, were analysed through checking the occurrence of important core words as well as the three elements of why, who and to whom the policy was created. The process itself then involved first having an overview of content by following the method presented by the matrix of the chosen documents, and later benefitting the process of creating the formation of discursive themes in going deeper in the analysing process of the deductive process of analysing discourse and its process and not only the text itself.

The documents that came from Skolverket were also analysed by the keyword method, but the words analysed were linked to the keywords found in the CEFR document. Hence, the focused keyword came mainly from them having the same nature as those in the previous analysis of the CEFR policy. The reason for having the analysis deductive when analysing the Swedish case, was because the focus was on concurrences in the selected case, where one document is recontextualized onto the other.

## Discursive formations in student quality performance

The results presented below focus on student performance and how discourses regarding student's knowledge and skills are expressed and used to form and influence the concepts of students' educational qualifications. These discourses are framed and expressed in EU directives on education, illustrating how student learn language, and what is regarded as good proficiency and competence in language attainment. The discourses are made visible by analysing their appearance and formation through analysing the content of the themes forming them. The formations are explained through framing and classification of the content setting the boundaries in the discourse, where international agents controlling what is said and expressed (Bernstein, 2000).

The results are presented by using different discourse themes expressing the content of the illustrated discourses. The illustration of the discourses is later on connected to the Swedish case through illustrating discourses recontextualizing dimension. At the beginning the themes represented different discourses in the student quality concept. However, these themes came to represent the content of what classifies and forms the main discourses in relation to student qualities. The appearing main discourses from the analysis is articulated as the proficient student and the competent student. The themes have come to represent the content that classifies what a proficient and competent student is painted out to be. Consequently, forming the way the students are talked about in policy that control what is spoken about in relation to student quality in the discourses of proficient and competent students.

### Recontextualizing discourses through policy

The dimension of discourse recontextualization is a process illustrating power distribution occurring when ideological assumptions are being transferred through mediation and communication of policy. European directives and policies that are containing ideological assumptions can thereby transfer discourses through policy intertextuality in international and national education policies, by mediating meaning reshaping the nature of the receiving part. Power relations in discourses existing in international directives such as the CEFR policy can be an active way to form the understanding of language education, by illustrating ideological assumptions of student performance qualities.

The content and classification of discourses affect each other as part of the ongoing recontextualizing process, where discourse usage and policy agendas decide the arenas the different discourses get access to. In the Swedish national directives on language education the knowledge demands give insight to wanted student qualities on a national arena in the upper secondary school curriculum. These

demands are something student follow in order to have attained the proper proficiency and competence qualities in the English subject (Skolverket, GY2011). The knowledge demands in the English subject taught in Sweden are therefore analysed through the recontextualizing process scope illustrating international assumptions being transferred. Competence is widely used in the CEFR policy as needed for language learners to execute tasks and activities in relation to communicative situations (CEFR; Council of Europe 2001). However, because the Swedish ENG05 syllabus in the analysis is based on knowledge demands instead of competence demand direct recontextualizing attributers where harder but still manageable to find.

In the reading of the CEFR policy there are discourses that become more apparent than others. For example, the discourses of student proficiency appears to be the most common one. The proficient student is constantly referred to and elaborated on in the CEFR policy and mostly referred to as student's ability to attain the "right" knowledge and ability to act communicative and flexible often relating to student individual responsibility. The ability to attain knowledge whilst being flexible and communicative, represent the core content of the different theme formation represented below in the different governance sections. In addition to the earlier discourse of the proficient student the articulation of the competent student is another appearing discourse in the CEFR policy. From the analysis of the CEFR policy there where conceptions of qualities that were similar to those explained in the proficient student discourse. However, they were not fully overlapping leading to the articulation of the second discourse of the competent student. Even though similarities are evident between the two discourses the different natures of the discourses were the main cause of the division of two discourses. As illustrated beforehand many discourses work together or are entwined with each other making the process of setting boundaries to the discourses dangerous. However, it appears that the distinct differences of the two main discourses are that the proficient student relates to students' knowledge, and being a competent student relates to the acting on one's knowledge. However, discourses are fluid, and can change formation and content in different contexts, these illustrated discourses could therefore have different classification and formations in another context.

In this case the discourses rules how we think, perform and feel when it comes to language education nationally. The content of the discourses represented by the themes appearing in the results, have been deducted from paragraphs of competence and proficiency scales representing levels students should have attained to reach certain levels. In order to conduct a closer analysis, findings from the analysis of the fundamental English05 subject, studied by all upper secondary students will be presented. The focus is on the ENG05 syllabus, because fundamental subject as many other subjects are studied in different degrees, but in order to receive a diploma completing the ENG05 degree is obligatory. The way the Swedish curriculum present and speak about students, and the picture it paints of the perfect

student comes from advocating students to accumulate the right knowledge and competence in order to get a grade in the subject. The content that forms and classifies the discourses will therefore be presented in different themes in the sections of transnational governance. In addition to that the findings in the Swedish case will be connected through the recontextualizing process representing the transfer process of transnational ideological of those very themes.

## Governance of pragmatic qualities through transnational guidance

In my analysis, the articulation of a “pragmatic student” is closely related to the discourse of a proficient student, where the metaphor of a pragmatic student, in the CEFR policy, often is articulated as the students’ ability in obtaining accurate knowledge. In the framework, the conception of the proficient student is illustrated as “someone” both having strategic behaviour, as well as accurate knowledge and a correct way of understanding education. The students are advised in the framework to show strategic patterns in their attainment of language competence, whilst the teachers are directed in the policy to nurture and look for these patterns. Going deeper into the analysis in the pragmatic theme, a student should actively engage in activities that will present opportunities for knowledge development. Students’ production of strategies are represented in the CEFR policy through providing scales for planning, compensating, and monitoring and repair. These scales make it apparent that the policy addresses the need for students to have a positive approach in “achievement” strategies by students engaging in activities where they can build on previous knowledge, during execution tasks of knowledge. Pragmatic students should develop strategies in for example linguistic and communicative awareness by conscious planning, task execution, evaluation of task and repairs needed to for next opportunity, in order to match tasks presented to the students. In addition to the CEFR policy illustrating scales for strategic production, strategic language knowledge is metaphorically expressed in the policy framework as the knowledge students have on how language is built, and how to use language to express personal opinions.

Strategies are seen as a hinge between the learner’s resources (competences) and what he/she can do with them (communicative activities) (CEFR; Council of Europe, 2001. p.25).

A student who is skilled in using his or her attained knowledge during demonstrating tasks and who is also able to learn from those task, building on already acquired knowledge is appearing as an important skill to foster and explicitly expressed in the CEFR policy as appreciated. For example, as quoted:



In its most general sense, *savoir-apprendre* is the ability to observe and participate in new experiences and to incorporate new knowledge into existing knowledge, modifying the latter where necessary (CEFR; Council of Europe 2001. P, 106).

*Savoir-apprendre* translated means the “ability to learn” and adds to the framing process of generating a painted picture, representing self-learning students taking responsibility for their own learning. In my reading, this is connected to creating a specific picture of how students should reconstruct their beliefs of language and culture. Consequently, forcing students in working towards the representation of that rather instrumental picture and through that strategically bring forward the idea of a certain language user. These attitudes represented here are also put forward as and believed to be important in the democratic society we live in, and therefore expressed in the CEFR policy reflecting European democratic views. Being strategic and being able to perform in communicative interactions is an important component in the CEFR policy. This shows from my analysis how the discourses appearing in this framework work together to enabling some qualifications, and disabling others through the framework.

In the illustration of the pragmatic strategic student; the student is aware of his or her present state of knowledge, and use that knowledge for his or her advantage in what can be called self-directed learning. Self-directed learning can in the analysis of the CEFR policy be an additional strategies to the pragmatic students’ strategy toolbox represented in the policy framework as:

Production strategies involve mobilising resources, balancing between different competences – exploiting strengths and underplaying weaknesses – in order to match the available potential to the nature of the task (CEFR; Council of Europe 2001. P, 63).

The idea here seems to be that knowledge ability is the ability to know what state of knowledge you have, and how to acquire more language knowledge. This being a quality helping students develop metacognitive strategies during their school years. For example, during writing production for test or school other school tasks; a strategic student is described to use certain measures to ensure achievement in those particular tasks. As it appears in the policy framework these measures are to be accumulated from explored or experienced earlier language writing activities the student has engaged in previously. For example, as quoted:

Strategies are a means the language user exploits to mobilise and balance his or her resources, to activate skills and procedures, in order to fulfil the demands of communication in context and successfully complete the task in question in the most comprehensive or most economical way feasible depending on his or her precise purpose.... The use of communication strategies can be seen as the application of the metacognitive principles... Here what is meant is the adoption of a particular line of action in order to maximise effectiveness (CEFR; Council of Europe 2001. P, 57).

One pragmatic strategy relating to students' ability to express personal opinions and do so in the right time and context, is the strategy of being cultural sensitive. Cultural sensitivity entails students' ability in understanding other individuals from different cultures and countries, as well as those of the same, advocated in the CEFR policy through:

Cultural sensitivity and the ability to identify and use a variety of strategies for contact with those from other cultures (CEFR; Council of Europe, 2001. p.104).

The discourse formations that appears in the text in regard to the strategic pragmatic students' theme show that the CEFR policy advise a certain need for students to be a certain way, in order to answer to the existing values forming the discourse. Students are expected, through policy, to generally act more strategic; to express the wanted qualities, values, and capacities represented through metacognitive abilities and knowledge applying precision elucidated from the CEFR policy.

Accordingly, it appears that the "pragmatic" competence formation relates to quality of the strategic student's ability to acquire and use language resources for his or her own benefit, in interactional situations. This is a more functional competence, which entails knowing bases and structures of language, and use them in different situations; like holding a speech or just having a conversation with an interlocutor, being different to the pragmatic theme in the proficient student.

It is expressed in the CEFR policy framework in the user/learner's competence chapter that; in order to carry out task and activities through pragmatic skills, students should be taking advantage of earlier accumulated experiences of knowledge and competences abilities. For example advised pragmatic competence can be providing descriptive text for a summative essay at the end of a course, and doing so by collecting the tools learned during the course and recalling attributes learned. Skills that are illustrated and connected to the competence concept in the CEFR policy in relation to being strategic and pragmatic, are related to practical skills, intercultural skills and learning skills. The practical skills represent strategies needed to communicate effectively by using language tools; the intercultural skills represent bringing foreign culture together with the student own culture, and their ability to learn represent strategies in learning through new challenges. In the reading of the CEFR policy these represented skills that is connected to students competence, address strong directives regarding students competence performance, representing applicable attributes

Cultural sensitivity addressed in the pragmatic proficient theme is also expresses in the pragmatic competence theme connected to intercultural skills. It is expressed in the CEFR policy that different discourses and context have different cultures that entails students having a varying understanding of language and language usage. The different context explained can represent different countries or

differences in cultures and traditions existing in countries. The pragmatic competence is also illustrated in how student show their ability in using strategic tools, were students that as quoted:

Show great flexibility reformulating ideas in different linguistic forms to give emphasis, to differentiate according to the situation, interlocutor, etc. and to eliminate ambiguity (CEFR; Council of Europe 2001. P, 124).

Have a C2 level on the scale of components of discourse competence.

Language strategy illustrated in the CEFR policy show that in order to be a successful learner it is expressed that student should show fluency of the spoken language in focus because it helps student to articulate and without hinder and to keep the conversation going. This is also helpful for the student to have control of the conversation in whatever direction the subject of discussion takes, as well as showing strategies in formulating thoughts and express them in a way that is understandable for others around. The presented skills are general competence demands illustrated in the CEFR policy. In the analysis, they appear to be of strategic nature, therefore used in the metaphorical articulation of a pragmatic competent student illustrated in the CEFR policy framework. In the recontextualization analysis, the overlapping conjunctions of the International CEFR policy and the Swedish policies will be illustrated.

### **Recontextualization in national policy**

The Swedish upper secondary school curricula represent overall goals and guidelines illustrating what pupils should acquire during their time in school (Skolverket, 2013). From the reading of the Swedish sample the curriculum and syllabus are presenting goals and guidelines explicitly, ensuring that certain qualities are being met by presenting the responsibility the school have as well as what demands students should fulfil. Students should in relation to the Swedish curriculum acquire good useful knowledge, which they will be able to later use during higher education or when entering labour market. Just as the CEFR policy the Swedish curriculum is a policy that appears to represent a wanted picture of the social world painted.

It appears from the picture painted by the goals and guidelines in Swedish curricula for upper secondary school (Skolverket 2013) that a pragmatic pupil is someone that should use his or her knowledge as a “tool” to for example, analyse content, formulate reflections; be critical, and do problem solving. Shown in schools responsibility that student can as quoted:

- Can use their knowledge as a tool to:
  - formulate, analyse, test assumptions, and solve problems,

- refl etc. over their experiences and their individual ways of learning,
  - critically examine and assess statements and relationships, and – solve practical problems and tasks,
- (Skolverket, 2013. P, 8)

To clarify the international and national relationship of the pragmatic student theme the usage of tools being represented in the Swedish sample can be compared to strategies. This is based on illustrations in the Swedish curriculum (Skolverket, 2013) of students' accumulated knowledge being seen as tools used to mobilise resources to fulfil demands. Hence, demands of formulating reflection and being critical are tools students should strategically attain and strategically use.

In the general curriculum for the upper secondary school (Skolverket, 2013) it is made apparent that students need for having control over their education situation is important. However, when reading the ENG05 policy based on knowledge demands this need have been transformed into demands illustrating metacognitive attributes. It then becomes apparent that ENG05 represents advocating qualities of students taking responsibility of their own education by themselves. This representation of students using acquired strategies of self-learning are also answering to demand of metacognitive abilities analysed in the CEFR policy framework. Both the international CEFR policy, and the Swedish policies present students illustrations of being skilled in attaining the right knowledge tools, present in both the demands and guidelines. This is represented in the samples as knowing how to plan the students own learning curve. Students should in relation to the curriculum know what to learn, and be able to make choices that can enhance their own knowledge, and be aware of conditions and opportunities of learning (Skolverket, 2013). Always taking actions leading towards learning opportunities.

To present an example overlapping with citations in the governance of the pragmatic student: A student with the lowest grade E in the knowledge demands scale, in the ENG05 course should present knowledge in self-improvement by showing how;

The student work to **make** improvements, of their own petitions (my translation, Skolverket, received 03-08-17).

Presenting strategic metacognitive knowledge and competence as quoted (my translation). In addition to that a student with the A grade should from the knowledge demands in the ENG05 course present understanding as quoted

The pupil processes, and **makes well-founded and nuanced** improvements of their own petitions (my translation, Skolverket, received 03-08-17).

From the reading of the general purpose of the English language course in upper secondary school in Sweden (Skolverket, 2013). There are statements to the effect that students' language attainment is focused on giving the students the "possibility to attain" different skills and knowledge, relating to students wants and needs in being able to communicate with the English language. However, it is made apparent when looking at the knowledge demands that they have an outlook similar to the scales in the CEFR policy, showing that the notion of being "given" the opportunity to develop abilities, has changed to demands presented in the citations. From the comparison of the policies it is made apparent that there are overlapping notions on the self-learning aspect being present in the pragmatic themes formation relating to students taking responsibility of their own Savioir- apprendre, where the student own ability to learn and participate in learning opportunities.

In the knowledge demands for ENG05 Students receiving the A grade in the knowledge demand scale, should be able to use strategies in gaining informative content as well as being able to critically review content of both written and spoken language. Presented in my translation from the ENG05 Knowledge demands as:

The student can choose and with some security use strategies for to accommodate and critically review the content of spoken and written English. (My translation, Skolverket, received 03-08-17).

This demand could be viewed in two ways: it helps students self-learning; or it is a language tool for collecting data used in order to perform a task. It could benefit a more pragmatic student taking the opportunity to learn deeper about language expression or just be a collection tool for information. In the strategic process of attaining knowledge, students that are able to acquire knowledge while being confident or work on becoming more confident in influencing one's own conditions are represented both in the CEFR policy and in the national directives. The overlapping of conjunctions show that the two policies are connected to each other showing intertextuality attributes, and recontextualized factors. Recontextualized factors can thus represent metacognitive abilities and strategic accumulation of language knowledge and strategic language usage.

## **Governance of sociolinguistic qualities through transnational guidance**

In the analysis, another substantial theme that is framing and classifying the proficient and competent student discourses appearing in the CEFR framework, is the theme here articulated as the "sociolinguistic student". This student is a communicative and well-spoken student that with ease can engage with different interlocutors (individuals), and in different cultural settings. In relation to this articulation, language is conceptualized as a social process, and this social process is represented in the CEFR policy as being connected to students' ability in performing communicative activities with ease.

For example, it is an apparent quality in the CEFR document that the student can use language fluently without hindrances, whilst communicating with the world. In the CEFR framework a proficient sociolinguistic language user should be able to spontaneously interact with interlocutors or texts, without much difficulty in the conceptual understanding of the concerning subject. Consequently, being a sociolinguistic student can accordingly be explained to entail competences such as;

To carry out communicative tasks, users have to engage in communicative language activities and operate communication strategies. Many communicative activities, such as conversation and correspondence, are interactive, that is to say, the participants alternate as producers and receivers, often with several turns (CEFR; Council of Europe 2001. P, 57).

Interaction ability is articulated in the CEFR framework as a social process preparing students for discussions and courses of interaction with other humans. Language is seen as acquired as a social process between individuals, where language learners learn in social interactions. It is described as if students engaging socially with language will be more prominently wanted by the European society. This can be assumed by how the large focus on communicative factors of language acquisition and language learners' ability to communicate well, in the CEFR policy scales and levels.

In the CEFR Policy it is articulated that language knowledge is a language component that helps students when experiencing communication challenges, occurring when students are engaging with the world as social beings. It appears that students that can engage in different cultural context through language usage and language experiences with for example using factual knowledge as a bridge are presented as quoted: "Of considerable importance to the learner of a particular language is factual knowledge concerning the country or countries in which the language is spoken" (CEFR; Council of Europe 2001. P, 102).

Also, the connection of being communicative and having sociocultural awareness is apparent. This assumption is represented in the CEFR policy through the sociocultural knowledge section in chapter five, there it is represented that knowledge of the society where language spoken is an aspect of language knowledge. Sociocultural knowledge is viewed as very important for students' ability to combine factual understanding to cultural dimensions when engaging in discussions. In addition, sociocultural knowledge can in relation the EU's worries be seen as a try to counteract the notions of fragmented Europe (presented in the introduction), where citizens are having an increased narrow view of others living with different cultural backgrounds.

"Sociolinguistic competence is concerned with the knowledge and skills required to deal with the social dimension of language use" (CEFR; Council of Europe 2001. P, 118). So, in the sociolinguistic theme formation, cultural awareness is a quality that appears to be well presented in the CEFR Policy.

It cultural awareness entails students understanding context and being observant of the contextual language and is often exemplified through the CEFR policy as being part of a communicative act. This communicative act is articulated in the CEFR policy as coming from student pursuing their personal needs. In other words, this act represents the choice students make when deciding to engage in conversations or not.

Apparently being culturally aware and engaging in communicative acts leads to motivational communication, where students drawn upon earlier experience and interest when controlling their choice of action. From the analysis however, student controlling this communicative act could also lead to possibly excluding students that does not want or cannot engage with other pupils. When stating that students engaging in conversations on their own have the right minded it also illustrates those having the wrong mind-set. Consequently, excluding wrong minded students by giving low grade or leading to the stagnation of the student ability to move forward in language attainment.

So, in line with European standard appearing in the CEFR policy the dominant discourse ideology of a proficient communicative student in oral production is described as someone that:

- Can produce clear, smoothly flowing well-structured speech with an effective logical structure which helps the recipient to notice and remember significant points:
- Can give clear, detailed descriptions and presentations on complex subjects, integrating sub-themes, developing particular points and rounding off with an appropriate conclusion (CEFR; Council of Europe 2001. P, 58).

This quotation show that speaking well and describe what you are speaking about perfectly, is connected to student's communicative knowledge; in relation to the proficiency scales in the CEFR framework. It also appears that having plurilingualism proficiency and being a communicative student is part of the sociolinguistic student theme. Because, being plurilingual helps in having a understanding multiple language as well as cultural understanding in relation to language, where all languages and language users are understood to entail different discourses and context of language. Hence, helping students to be aware of cultural and contextual differences and be able to interact communicatively with a plurilingual approach. This understanding will help students to interact with a plurilingual approach, which seems to help individuals communicate with the world and other individuals in order to express views and discuss topics with other social beings.

The plurilingual approach emphasises the fact that as an individual person's experience of language in its cultural contexts expands, from the language of the home to that of society at large and then to the languages of other peoples (whether learnt at school or college, or by direct experience), he or she does not keep these languages and cultures in strictly separated mental compartments, but rather builds up a

communicative competence to which all knowledge and experience of language contributes and in which languages interrelate and interact. (CEFR; Council of Europe 2001. P, 4).

In addition to plurilingual aspects being advocated in the CEFR policy and connected to sociolinguistic competences in comparison with the proficiency discourse, relates in the sociolinguistic theme to students being social, and having cultural and communicative attributes when interacting. As it appears in the competence discourse “being sociolinguistic” relates to when the student’s social dimension of language knowledge, and primary actions come together and entwine. For example, sociolinguistic explain how language learners embracing the social aspect of life, and engage socially through language in different situations and context, with people from different social groups and stages of their life. When engaging with the world students “normally” deal with rules, norms and other communicative restrictions relating to the social situation where the language use is being practised. In the analysis of the CEFR framework some norms and rules are represented such as greetings, address forms and conventions to discuss the discussion. To show courtesy, to be interested in learning different cultures, are the other norms that exist in the languages framework. Pupils' conception of folk wisdom and discovering differences in languages in different contexts and linguistic markers such as dialect or accent, are also referred to in the transnational document. In order to have a good level of competence in sociolinguistic suitability at C1 level, one "can" can be cited as.

- Can recognise a wide range of idiomatic expressions and colloquialisms, appreciating register shifts; may however, need to confirm occasional details, especially if the accent is unfamiliar.
- Can follow film employing a considerable degree of slang and idiomatic usage.
- Can use language flexibly and effectively for social purposes, including emotional, allusive and joking usage” (CEFR; Council of Europe 2001. P, 122)

Controlling social language interactions appear in the CEFR policy to be a profitable aspect for students’ competences where:

Discourse competence is the ability of a user/learner to arrange sentences in sequence so as to produce coherent stretches of language (CEFR; Council of Europe 2001. P, 123).

Creating and controlling discourses of language is a quality present in the framework referring to students being able to, through controlled patterns of language usage, exist and interact in discursive environments. Creating their own discursive environment through structured speech. Components in the sociolinguistic themes have been represented to be language knowledge, sociocultural knowledge and communicative attributes, showing that being cultural aware and communicative are two big aspects in this theme formation. It is made apparent in the CEFR policy that being a communicative



student might from the set scale standard, result in having high proficiency and competence in the sociolinguistic theme, that will later in life lead to in hopes of the CEFR policy the students understanding contextual boundaries and take advantage of interlocutor and discursive control, to communicate with the social world and those in it.

## **Recontextualization in national policy**

Being communicative and well-spoken is a factor you come across as valuable and important for students to learn when analysing the Swedish curriculum for upper secondary school (Skolverket 2013) and the ENG05 syllabus. It is apparent and explicitly presented in the national language directives that students should be given the opportunity to understand spoken and written English language. Thereby receiving the opportunity for attaining a communicative ability by formulating and interacting with English language, while gaining cultural awareness of different cultural phenomenon from English speaking countries (Skolverket, 2013).

Components of the sociolinguistic theme can easily be transfer from the CEFR policy onto the national directives through the representation of students' cultural awareness and sociocultural knowledge attributes, being existent in both the international and national policies. Represented in the CEFR policy as quality that entails student's ability to understand contextual dimension when performing communicative acts. In comparison to the national policies representation involving students discussing with detail different phenomenon in a nuanced way, whilst presenting information, understanding content, and do comparisons of the world where English is spoken (Skolverket 2013). Hence, being able to engage in conversation using communication knowledge and skills, collected from earlier experiences and pre-gained knowledge; are character of socio-cultured knowledge character also existing in the national directives.

Learning the English language should also profit the students in regards of how language is learned both in school and on their own (Skolverket, 2013). However, in analysing the ENG05 syllabus compared to the curriculum these "be given" the ability, turns into what the school then needs from the students (Skolverket, received 03-08-17). To present an example of knowledge demands in relation to sociolinguistic attributes of being communicative, a student with the lowest grade E in the knowledge demands scale in the ENG05 course, should show knowledge and competence as quoted (my translation):

The student can in spoken and written petitions in different genres formulate oneself **relatively** varied, **relatively** clear, and **relatively** coherent. The student can formulate oneself with **some** flow and, to **some** extent, adapted to purpose, recipient and situation (Skolverket, received 03-08-17).

While a student with the A grade should from the knowledge demands in the ENG05 course present understanding as quoted (my translation):

The student can in spoken and written petitions in different genres formulate oneself varied, clear, coherent and **structured**. The student can also formulate oneself with **fluency** and **some** adaptation to purpose, recipient and situation (Skolverket, received 03-08-17).

In comparison to communicative acts represented in the proficiency scale of the CEFR policy a B1 level that represent the same scale as ENG05 should present knowledge by as quoted:

Can reasonably fluently sustain a **straightforward description** of one of a variety of **subjects** within his/her field of interest, presenting it as a **linear sequence of points**.

The student demands entail how well the students then prove their ability in describing, commenting, and discussing the meaning of what has been spoken of or read about. Sociolinguistic proficiency recontextualized onto national directives then represent the interactive communication in regards of the petitions and the completion of school tasks. That represent descriptive quality and providing structured and linear reasoning.

This sociolinguistic proficiency shows students communicative knowledge in providing descriptive, clear, and structured formulated statements; represented through the Swedish knowledge demands. Consequently, student showing high knowledge in sociolinguistic aspect then relates to students that do well on communicative task. In addition to that high achieving students in language communication will then receive a higher grade than those not fulfilling the demand. In that sense rewarding well-spoken attributes in communicative task, showing students that by performing well in answering to the knowledge demands is the norm to strive for.

Something else that consist in both the CEFR policy framework and the national policies analysed under the sociolinguistic theme formation; is the demand that students should use different sources of knowledge to communicate with the society. In comparison to the ENG05 subject we find in the syllabus knowledge demands for the C grade stating that:

...the students can express oneself clearly and with flow as well as with some adaptation to purpose, receiver and situation. In addition, the student can choose to use working strategies like solves problems that improves the interaction (my translation; Skolverket, received 03-08-17).

In the reading of the national policies; Swedish students should attain knowledge about nation's international cooperation, and understand human and societal interactions from global to individual levels. In addition Swedish students should and be aware of health aspect, human rights; cultural heritage and cultural minorities when communicating socially (Skolverket, 2013). These are presented

important and explicitly address in the curriculum. To my belief not entirely for the students, but mainly for the society. To ensure that the nation what student with that knowledge walking out from school and into society as grownups. Ensuring sociocultural knowledge relating to EU worries of cultural understanding of humans residing in Europe and the world. In the Swedish curriculum, the goal the school have for all the individual students taking charge of their own education (Skolverket, 2013), appear to be about students taking responsibility of their education, and to attain competence by working democratically with other student and by doing so contributing to democracy.

## Governance of flexible/lexical qualities through transnational guidance

Another contributed theme in the proficient student discourse, appearing in the analysis of the policy framework is the “flexible” student theme. In contrast to the “strategic” student the flexible student mainly addresses student qualities being related to students having the knowledge to use attained language tools in different situation. As it appears students should in general internalise and get opportunities to evoke a kind of flexible attribute being able to use their language in different life situations. Several examples are presented in the “qualitative aspects of language use” (CEFR; Council of Europe 2001. p, 28), which is a particular section in this policy framework. In this section, a proficient flexible student is able to use different linguistic methods to produce sense of meaning, using a wide set of accumulated language vocabulary. Making students able to express themselves in different context of both leisure time and in institutionalised exercises, in relation to different topics, whilst not being restrained in the interaction and expression of language usage. As quoted this quality entails that the student:

- Is skilled at using contextual, grammatical and lexical cues to infer attitude, mood and intentions and anticipate what will come next.
- Can use a variety of strategies to achieve comprehension, including listening for main points; checking comprehension by using contextual clues” (CEFR; Council of Europe 2001. P, 72).

As it appears from the reading of the policy, the student that show flexible quality has from the proficiency scales required skills to recall appropriate communications tools, mentioned in the framework as “linguistic equipment” in different situational contexts. In other words, having a large repertory of linguistic language skills like grammar or contextual clues is something which help the flexible student to communicate with different individuals.

Being flexible is for example explained in the CEFR policy as students’ being able to use body language when vocal literacy competences isn’t sufficient, or through students understanding language

dialects too stagnantly preserve and move forward in discussion. It is made apparent that flexible interaction appears to contribute to conversations in relation to discourse boundaries, where a student is able to choose right phrasing and intonation to keep control and help the discussion the conversation. Also represented in the CEFR policy is students that are engaging in different language situations, whilst not being restricted in language communication appear to be of higher proficiency than those being able to just communicate in restricted situations in the global scale a proficient user can as quoted:

Can use language flexibly and effectively for social, academic and professional purposes. Can produce clear, well-structured, detailed text on complex subjects, showing controlled use of organisational patterns, connectors and cohesive devices (CEFR; Council of Europe 2001. P, 24).

In the reading of the CEFR policy a prominent communication tool for the flexible student is the grammatical accuracy tool for students' language attainment. Students' being able to communicate through written text can be seen as an important factor of today's society. Especially with a large proportion of the communication happening online through emails, blogs, or other interactive platforms. Even though the CEFR policy does not seem to generally focus on grammatical accuracy, and instead focus on the social aspect of language attainment, when going through the different proficiency scales in the CEFR policy a lot of the qualities and competences the policy advises entails or requires grammatical knowledge or accuracy. For example, in table 3 in the Common reference levels only one section mention grammar as a quality aspect in language use, but in the scales regarding linguistic competence five scales and multiple paragraphs are devoted to that grammatical accuracy.

Adding one example in written production present activities that the student through writing; produce written products received by one or more readers a proficient student in written production can as quoted:

- Can write clear, smoothly flowing, complex texts in an appropriate and effective style and a logical structure which helps the reader to find significant points.
- Can write clear, well-structured texts of complex subjects, underlining the relevant salient issues, expanding and supporting points of view at some length with subsidiary points, reasons and relevant examples, and rounding off with an appropriate conclusion (CEFR; Council of Europe 2001. P, 61).

Scales are also given in creative writing as well as for reports and essays. However, to be a proficient writer of language usage will still include mainly to write; a structured text with good flow, and clear portrayals of arguments, that the student wants to express through: description, reports or essays.

In addition to the grammatical attributes in creating the idea of the proficient flexible student also “linguistic competences” are referred to, and demands of lexical attainment and grammatical competences. This linguistic competence relates to but does not fully overlap with the flexible student formation in the sense that it is about showing off attained lexical competences in different contexts. For example, the lexical tools attained prominent to excelling in writing session, or adhering skills in listening exercises, which is something widely recognised for anyone trying to learn a language and entails knowing words, grammar, and structure of language.

This part of the student linguistic competence also entails student “cognitive” ability to obtain and understand components of language, by recalling and activating vocabulary and language structures, and acting them out in required situations. The competence factor in difference with the proficient flexible student, would be the activation of the attained knowledge, the ability to act out flexible lexical experiences and knowledge. Hence, the strategic pragmatic student is described as if he or she has developed systems of knowledge, activated by linguistic competence to help act out and use the acquired knowledge, and obtain new knowledge that is needed to be acquired for the future. In the general linguistic range, a student that as quoted:

Can select an appropriate formulation from a broad range of language to express him/herself clearly, without having to restrict what he/she wants to say (CEFR; Council of Europe 2001. P, 110).

Is in the upper part of the proficiency scale. Provided in relation to students’ progress of developing and learning appropriate way of linguistic resources usage. The student is then competent in language structures and can formulate oneself through speaking or writing. From the reading of the CEFR policy it is made apparent that the framework represented attributes of flexible and lexical language demands that should help students in excelling in language usage.

### **Recontextualization in national policy**

When analysing the national policies in relation to the English subject, being flexible or lexical seems to have little or almost no function. The reason for that might be that the ENG05 is based on students earlier collected knowledge in studying English in primary school, and is more focused during students’ younger years. It is however, represented in the general demands for the ENG05 that students should:

Gain knowledge of how words and phrases in oral and written petitions creates structures and cohesion through clarifying the introduction, causal context, time aspect and conclusion (my translation; Skolverket, received 03-08-17).

This citation illustrate some comparison to the lexical competence of knowing grammar, English words and language structures.

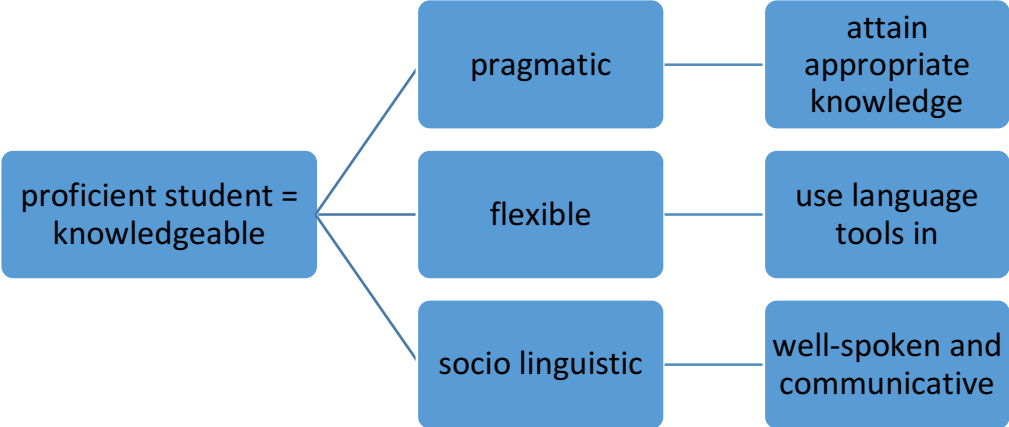
In analysing the syllabus for ENG05 that presents knowledge demands that states what students should have acquired during their time in school, seems to be knowledge in regards of understanding content, using strategies in proving attained knowledge, and formulate sentences and express opinions at different levels that is most prominent (Skolverket, received, 03-08-17). By looking at the grade scale based on the knowledge demands students given the grade A (from a grade scale where E is the lowest going up to A the highest): Can understand the whole meaning of spoken and written text, as well as details of the English language. For example, in text or through oral communication where different tools are needed for different situations. The knowledge demands entail how well the students then prove their ability in describing, commenting and discussing the meaning of what has been spoken of or read about. This demand might be compares to the ability to be proficient in the flexibly competent expressed in the flexible theme formation in the CEFR policy as it represents in using them in different situations. For example, like knowing the right tools to use in writing or listening exercises. The demands relate to request of speaking and writing in different genres and interactive situations; being able to collect and review and use text and language from different sources, whiles always working on evolving current knowledge.

### **Analysing language proficiency and competence discourses.**

In the results three discursive themes have been presented as being part of, the proficiency student discourse. In addition, the competence student discourse also proved to have three similar themes elucidated. These themes are shaping ideological factors of who and what a student should be in relation to the CEFR policy framework, representing the existing conception of ideal student performances. As a result, the themes classifying and frame the student discourse and represent the containing ideology of student knowledge and performance, illustrating how students should attainment and use knowledge in different situations and with different individuals in relation to the CEFR policy ideology. The student discourse classifies and form the speaking about students in school deciding how students should behave, act out request, and learn language. Qualities represented in the proficient themes illustrate how students should in relation to the conducted analysis become pragmatic and strategic in their language attainment, whiles being proficient in sociolinguistic aspects regarding being well spoken and communicative, and at the same time be flexible in handling and attaining important language tools. To represent the different themes in the proficient student

discourses I have summarised the theme into this figure1 to give a quick overview of the components the result has represented.

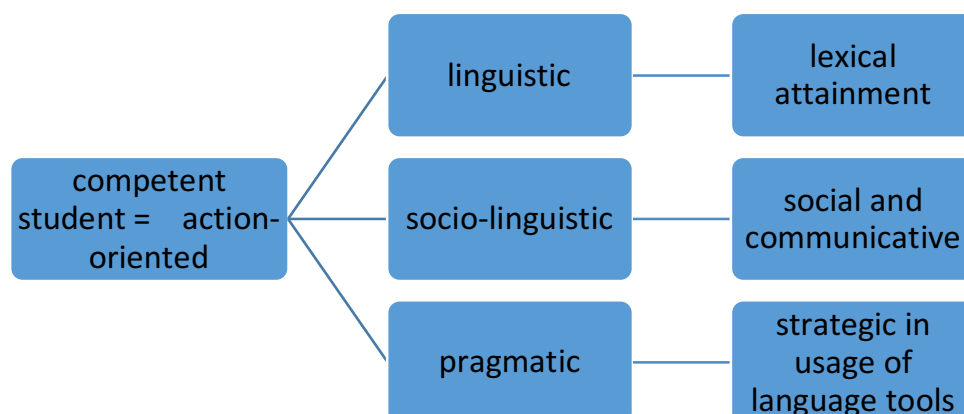
Figure 1.



This figure helps in illustrating the core components existing in the ideological representation elucidated from the CEFR policy. This is the picture illustrated when reading through and analysing the CEFR policy, and this is the picture forming our student nationally when the content of the discourse recontextualize from international set standards that the CEFR framework is based on, onto national education systems.

Three themes have also been articulated to appear in the analysed discourse of student competence in relation to the CEFR policy framework. These themes classify and form the discourse in expressing different ideologies of what competence should be attained, and what competence factors are more important than others. The competence factors elucidated from a student competence discourse in the policy context show that: a communicative (socio linguistic) student that has attained lexical and grammatical knowledge (linguistic competence) by knowing its own strengths and weakness, using the attained language actively in situations of need (pragmatic competence). A figure can in relation to this discourse with Figure2 help in getting a better picture of the core content elucidated in the analysed results.in the illustration one can see that the themes in the discourses are overlapping but still showing different features.

Figure 2.



This figure, summarise the qualities appropriate for students to attain and act out in their daily life and school life. Ones again panting a picture of the ideal student that will by having these qualities adapt well and profit society.

Summarising the themes may seem to simplify the content of the policy discourse but a lot of work is embedded in the attainment of the aptitudes provided by the CEFR policy framework. The policy is full of partial knowledge scales that does not fit in this study. Therefore the themes provided are of a more general scale. Which, in one way provides an overview of what the consisting themes and discourses are in the CEFR policy framework. Also reading through the result one might detect similarities in the themes and the two main discourses presented in the analysis. It can be explained by the nature of discourses and discursive themes having a fluid character and not being set in stone.

Recontextualized through the traveling discourses and these themes that is changing the national arena with a have a new picture painted of how students should be and what they should be able to do. The curriculum will of course present this kind of pictures that is what they are there for, because they are there to ensure quality of the education, making sure that students learn the right thing. Doing so by generating and controlling content, and planting the right competence in the present society. However, it is still a certain picture with certain features creating an ideological norm excluding those not fitting in the picture leaving them outside. What the Swedish school institution want the students to obtain during their time in school is represented through national policy illustrating the discursive dialog of what the students should know. The way the curriculum present and speak about students, and the picture it paints of the perfect student represent accumulated the right accumulated knowledge and competence, leads to the normalisation of those qualities. That norm becomes something the students



strive to be, but the norm does not fit all. The excluding factor becomes the phenomenon of those without the normative qualities being shut out of society.

As it appears grade differences in the English subject in Sweden are made by focusing on if the student shows relative knowledge and competence in different areas, or if the student show additional abilities in the presented policy demands. This additional abilities are often, by looking at the knowledge demand for the grades about being more structured, being well-founded and nuanced in expressions, and performing language request with ease. Consequently, adhering to the three discourse formations represented and elucidated from the International CEFR policy. That from the analysis appear to be the pragmatic, sociolinguistic and lexical flexible formations. In this content analysis, I have presented the Swedish case of language attainment goals for students attending language courses in the English subject, as well as present knowledge demands and grade differences. In an attempt to show the relationship, the CEFR policy and the Swedish language teaching have.

## Discussion

This study had the ambition to raise awareness of transnational policies and their impact on national directives. For this reason the study provides a status report on current discourses and ideologies that exist in the international CEFR policy framework, which the Swedish national curriculum has been presented to follow. The purpose was to see how a transnational policy affect national directives by examining the representation of student characteristics in cross-border political texts. To elucidate illustrations showing that discourse criteria of the same student proficiency and competence exist in both the international document and the national documents analysed. This consistency points to a unity of global discourses coming from transnational organisations, aiming to change the view of student performance to respond to global standards of effective language communication. In addition to presenting a consistency of policy content, international policies transformative characteristic of national directives is explained by governing processes, which occur through intertextuality and recontextual aspects of international and national policies.

In order to clarify the picture of how quality in EU political discourses was designed and conceptualized, a policy discourse analysis of the CEFR's political framework was conducted. The study addresses the impact transnational policy may have on Swedish national directives, showing how transnational ideologies and concepts are integrated nationally in response to growing global norms, through the empirical connection with the Swedish case. The result show theme formations of overlapping discourse content in the case study. Moreover these formations is believed to shape the social structure of the pedagogic student discourses, as well as the communication within the pedagogical relations existing in school (Bernstein, 2000). The content of the themes form the discourse statements, and explains international values and ideologies that shape the dialogue on student achievement in both international and national education directives.

The following discussion will present closer thoughts about the enlightened themes, related to theory that can explain how the themes frame and classify discourses about student performance (Bernstein, 2000). In view of that, the themes presented represent the most dominant conception of ideal student performance qualities, which is the core conception of this study and the base of interest. In the results two discourses were presented to be appearing more explicitly, being the proficient and the competent student discourses. These will be presented and discussed again, whilst going deeper into the discursive themes that explains and creates the discourse into what it is.

## Governing the education discourse

The global knowledge economy has created a more standardised, controlled, and effective education system than ever before. This new system is based on global criteria advocated by non-governmental organisations for an education systems based on human capital ideologies that raise the knowledge economy (Appadurai, 2001; Spring, 2008; Zajda, 2011). In this new system, globalisation has become the driving force, transmitting world economy ideologies across the world. This transmission is done through a soft policy-based strategy, making policy more important than ever (Spring, 2008; Ball 1993). The EU tries to answer to global standard by using unifying trials, and fixing the appearing picture of a fragmented Europe; with policies like the CEFR policy. As a result, hoping to increase the knowledge economy of Europe, by changing national education directives in Europe so that they answer to ideologies of human capital helping Europe to become a powerful knowledge state (Whalström, 2001; Nordin, 2014).

The CEFR policy present is self as an elaborative framework created to enable discussion of language education (CEFR; Council of Europe, 2001). However, the framework is full of proficiency scales and competence requirements, rather stating knowledge demands than discussion attributes. This illustrated paradox is in line with earlier research that showing that the CEFR framework consists of knowledge scales, where the CEFR policy has been received as a standardized scale for European countries to follow instead of a discussion templet. (Lim *et al.* 2013; Little, 2011; North, 2014). As a result, adding to the assumption that the CEFR policy is a soft governance tool, created to increase the knowledge economy of Europe. The reason for this assumption is that the European council created a standardized comparative scale of A1 basic learners to C2 proficient user, which the European nations are advised to follow.

I have talked about transnational agencies and the power of their controlling actions through policies and soft governance, in relation to earlier research of (Bieber & Martens, 2011; Gipps, 1999, Grek, 2009; Nordin & Sundberg, 2014; Ozga, 2008 & Steiner-Khamsi, 2013) to name some. In their studies, the researchers show that the transnational policies role in advocating non-governmental organisation ideologies, has become greater than ever before. The international CEFR policy being one of those transnational policies is being presented as a recommendation act by the council of Europe. However, the CEFR policy still directs nations toward the right mind-set from the framework point of view through its knowledge levels and proficiency scales. This steering approach becomes an increasing concern for what is actually advocated globally through this transnational policy.

The CEFR policy being a soft governance tool used by a transnational organisation in advocating human capital enlargement (Spring 2008), is a way to explain how international policy is in fact

affecting the content of the national directives. Policy steering explains how policy text can contain discourses that control individuals to become representative of the norms created in the discourse. Consequently, it was found in the study of the CEFR framework that this framework contained discursive ideologies of student requirements, based on the existence of the requirements set for achieving a certain level of language attainment. The study searched for student qualities presented in the policy documents to see what formed the student discourse, based on the conviction that the CEFR policy contains ideological dogmas, as well as ideological representations; valuable for students in Europe to attain. The results in the study illustrated discourse themes to show a status report on what the CEFR policy actually consist of. In addition the themes represent what normative picture is being painted, as well as what international ideological beliefs is being transferred and recontextualized onto national curriculum. The themes elaborated on in the results illustrate the dominating discourses controlling the language, and qualities representing the puzzle pieces of a bigger picture painted to represent the international wanted student.

The first theme is about the pragmatic quality of a student. This topic in knowledge discourse represents the student's ability to achieve accurate knowledge. It is not just about getting knowledge of the language, but also about getting the right knowledge of language. Achieving the right linguistic and communicative attributes is related to the other topics presented in the resolutions. Although I have tried to present themes separate, they often come into each other and merge as puzzle pieces. Hence, in the student competence discourse we also find the articulated pragmatic theme is also found, but focus on attaining the right competence. In the competence discourse context, the pragmatic theme stands for qualities like for example; using the right attained language resources, using language structure in interactive tasks or situations, whiles being judged on performance and ability rather than the attaining process. Analysing the results again shows how the two discourses becomes entwined into the pragmatic student. Presenting the pragmatic student conception as being represented in the discourse of students' performance in the context of international CEFR standards.

In the conception of the articulated theme formation of the socio-linguistic qualities, one can also see the phenomenon of themes crossing over, in both the proficient and the competent student discourse. The socio-linguistic theme in the proficient discourse represents qualities of being well spoken and interactive with language and interlocutors. Requirements provided prepare the student for discussions and interactions with different people in different situations. The students know their own cultural and language boundaries as well as others, and have a socio-cultural knowledge that help in formulating discussions the right way. At the same time the socio-linguistic feature, represents in the competence discourse; a student that is social, cultural and communicative when engaging with the world and language. In this discourse being aware of when speaking of rules and norms and other restricting

factors when communicating. The sociolinguistic theme in the competence discourse, differ to the proficient discourse. Because here the social knowledge and linguistic knowledge comes together intertwining and enabling communicative actions, the student want to pursue.

Similarities in the result in the articulation of the flexible student theme in the proficient student discourse, and the lexical theme formation in the competent student discourse, can appear from the themes speak of the same thing but used differently. For example being flexible in knowing how to use different tools and the lexical attributes being the tools. The flexible students' ability lays in the knowledge of language tool attainment and being able to use different tools in different situations. For example, different language tools are needed in written text exams and in oral language production tasks, as well as listening for clues in listening exercises. Requiring students to have the knowledge of how to recall appropriate linguistic equipment's. The most prominent language tool being the grammatical and lexical tools. The grammatical and lexical tools relate to the lexical competence in the competent student discourse. In a way that the main feature of the lexical theme conception is about knowing words, grammar and structure of language and being able to activate attained lexical tools, during tasks. The main difference between the two themes is that in the proficient discourse it is the flexibility factor that is the focus. However, in the competence discourse it is the lexical competence that is in focus. Consequently, becoming the reason for the articulated difference in the designation of the themes even though compatibilities are prominent.

Thanks to the conducted analysis that elucidated the presented themes in the result, and the research questions; conceptions of wanted student qualities is believed to appear in three main performance abilities. These abilities have been formulated to exist and form the discourse of proficient and competent student qualities. The performance abilities are being flexible, strategic and good at communicating through textual and oral language production. These presented abilities have become the norm that is shaping the content in the student discourse existing in the CEFR policy. These student qualities represented in the transnational directive can be seen advocating certain preferences in European students, answering to EU proclaimed need to become the largest knowledge state. This need for change and development of Europe's students consequently lead to national reforms of language education proclaim reforms in nation language education leading to national curriculum reforms. These reforms are Just as Whalström 2001 and Dovermark, 2004 pointed out a way to uphold power dimension, where market ideologies are being transferred and internalised to a greater deal than before. Upholding international power dimension, might be one of the reasons that the GY 2011 curriculum was reformed to increase the comparability to CEFR competence demands presented in the material description (Skolverket, received 03-08-17). The norms represented in the pragmatic, socio linguistic, and flexible/lexical formation adds to the picture of more effective strategic student

attributes being proclaimed in Swedish curriculums, this is consistent with Dovermark (2004) illustration of the Swedish curriculum emphasising flexibility and self-governing students.

One disclaimer I would like to point out is that: In the CEFR framework the concept of pragmatic, sociolinguistic and linguistic competence are already present with could be related to the articulated discursive formations in the result. However, the used concept of competence in the CEFR framework is viewed as articulated directives only connecting to competence with no discursive nature like the articulated discursive formation that is viewed to exist in the whole CEFR document. Therefore, the content of the concepts is different in the CEFR document and in this study but still noticed.

Advocating education ideologies globally falls in line with what Lawn and Grek (2012) addressed in relation to the Europeanization of education, where European policies steer the educational sector into the direction fit for their ideologies. This Europeanization phenomenon have a high steering factor, especially if the transnational policies is backed up by strong organisation like the EU. The CEFR policy framework where created by the Council of Europe directly engage with the EU and countries in this case referring to Sweden reform their language education to state that Sweden is following the CEFR model. As a result of the reform there have been a direct transfer process of the international policy into national curriculum. Having Sweden becoming more appraisable by the organisations steering the Europeanization flow, and explaining how Sweden can be governed by international policy like the CEFR policy.

## **Intertextuality aspects of international and national directives**

The close relationship the Swedish government and international organisations have is explained to generate better understanding between nations engaging in the international organisations (PROP. 2016/17:1). This relationship is explained to ensure that countries are nurturing and working towards democratic beliefs and human rights aligning with the goals the EU have for unifying Europe. As a consequence also hopefully generating a closer global relationship and better understanding between nations. However, this close relationship is deemed as one of the reason Sweden have explicitly expressed to follow the CEFR policy, and as a result answered to the soft governance of the EU education economical ideologies.

Similarities in the policies are present in the result, but it is hard to tell if the presented similarities comes from the influence of the CEFR policy, or if the ideologies in the national documents were present from the beginning. In order to fully ensure the CEFR impact a historical and larger policy study, should be conducted. Nevertheless, there is a chance that international influences from the

CEFR document could have happened, as Skolverket, (received 03-08-17) unequivocally demonstrates that the 2011 upper secondary curriculum follows CEFR's recommendations on student competencies, and that the relationship has increased in the new GY2011 reform; linked to English-language education in Sweden. This increased relationship can thereby illustrate the soft governance phenomenon of Swedish national directive, as a result of Sweden having close intertextuality with international language policy, making it possible for recontextualization to happen.

In the analysis process of the English subject and upper secondary school curricula, discourse and thematic education have already been adapted and serves as a template undergraduate curriculum. This analysis process can be both beneficial to the analysis because it illustrates comparative content, but at the same time limiting as it results in the analyses is looking for already determined functions. The template set from the content of the themes analysed and elucidated from the CEFR policy, show that the two discourses articulate where in the Swedish case not as explicit. Instead the discourse of student qualities in school appeared to be one discourse. The reason for this might be that the English syllabus is already controlled by set knowledge demands, restricting the discourse and how the qualified student is talked about. In other words, the fact that the national curriculum mainly address knowledge demands result in the discourse not being as divided as in the international policy analysed. However, even though the analysis is looking for the same themes and formations that were in the CEFR policy, because the context of the discourse is changed the discourse has also changed. The research question the analysis is not restricted to the existence of being able to analyse two discourses of the same nature. So, by looking closer to how the demand paint a picture of an English knowledgeable student can there be located similarities. The overlapping content illustrated of the themes articulated, than show intertextual and recontextualize features of discourse content. This overlapping phenomenon becomes the answer to how content is recontextualized from international policy and later reshaped in national directives. For that reason, it is the content that is at focus and if there can be similarities constituted in the analysis of the sample in the Swedish case.

To present some found similarities, the analysis of the general established student goals in the curriculum and the knowledge demand in the ENG05 state that a student learning the English language should be able to formulate themselves in a way that others find varied (using large lexical knowledge) clear and coherent. In addition, students should use large lexical knowledge, strategic usage of language tools and be able to communicate. In this study, this the national student attributes relates to being lexical and at the same time using strategies that makes interlocutor or readers find the student to be understandable in their contextual task, as well as presenting sociocultural attributes presenting themselves as intellectual. Students should also show fluency and flow in their formulations relating to being sociolinguistic whiles having contextual awareness to the purpose of the task or

interaction, the recipient of the language communicated. The ENG05 syllabus also points out that the student should make improvement of their petitions and formulations relating to the demand of students regulating their self- learning for them to show improvement. The demonstrated knowledge is once again related to the themes of pragmatic and sociolinguistic formations of student characteristics, which show intertextual relationships in the discourse of student knowledge, The grade scales of the ENG05 syllabus determine what grade the student gets, depending on to what knowledge have been presented, and if additional competencies are presented by the students.

Fairclough's (2003) three elements for understanding the meaning of the policy text can help getting some answers to how international ideologies can transfer. The first element relates to the production of the text, and the understanding of why the text was created and who created it. The CEFR policy was created by the European council as an elaborative directive for language usage, the council of Europe is an authoritative organisation with a strong ethos than nation abide to. The second element represent the text itself and what it represents to the reader, and the CEFR document is policy, and policy include ideological fragments existing in the discourses of the policy document. Lastly the third element is the reception of the text that happens when the reader takes in the text, and the work that goes into the reception process of the reader. As shown in the result the CEFR policy have been received and internalised as standards for language attainment (Fairclough, 2003). The way the CEFR policy was received nationally can also be said to be the reason the national directives have been recontextualized, to follow international standards.

The standardization of the knowledge scales in the CEFR can be a goal for the EU to increase Europe's knowledge economy. The benefits of standardization are that it makes it possible to compare countries' education quality to study globally. However, international norms may consider national and cultural conditions when assessing pupils in school. Therefore, it can be considered as problematic to base content that matches ideologies about market-oriented qualities of human capital that the articulated themes in the analysis of CEFR's international transnational language policy are based on. In relation to the themes found in both texts that affect the school context, a closer discussion of discourses and their power dimensions is given in the section below.

## Controlling the discourse leads to interpretative precedent in education

How can the content of the themes highlighted in the study affect students' everyday lives? I would answer this way: The themes in the student discourses' are part of a particular language spoken in the discourse, and how the language in the discourse is used, and how the subject and the subject talk about, as well as who has speech preferences; changes our perception of what is being talking about.



(Bernstein, 2000; Hall, 2001 and Maybin, 2001). Discourse power of who can speak about whom and who is spoken about is important, especially if as Fairclough (2003) states language is a factor that control social agents and their interaction through the discourses they engage in. To illustrate an example, in the discourse of student proficiency, those who determine the language usage are the policy makers. It is policy makers that control the speech and content, as well as who they are talking about, which in this case is the skilled proficient student's representation.

In line with Wetherell (2001) perception of discourses working as a mediation tool representing a picture of the social world. The content of the theme formations classifies and frames the discourse and the picture of ideal student performance. The picture of the ideal students undergoes a transferring process where that picture is mediated through a recontextualizing phase, changing views of student performance in new contexts. From Foucault's view discourse is a "selection of statement" that generates representations of the way humans talk (Hall, 2001) so the formations in the discourses represent how the international authoritative policy makers speak about student performance and what qualities to look for. This speech is later being transferred and changes the language of the discourse by advocating new international voices (Maybin, 2001). All of this adds to the process of discourses power relations between international policy and national policy.

These theories of discourses and power relation in discourses, presented in the study helps in understanding power dimensions in controlling national directives through discourses. The nature of discourse brings in aspects of what discourse can be seen as, which in this study is mainly represented as authoritative voices and the selection of allegation in textual policy speech (Hall, 2001). Adding to that, the representation of discourses being created through classification processes limiting the content and framing process that regulates the discourse principles explain power notions in discourse and the creation of the power dimension that is controlling the discourse (Bernstein, 2000).

Controlling the language in policy creates language boundaries in the discourse that is existing in the policy, and affecting those represented in the policy. For that reason creating what counts as knowledge by the help of the recontextualizing process, that entails power distribution in what and who is transferring ideological assumptions. In this study, it is the policy makers of CEFR that is distributing discursive ideologies, onto national directives as the national curriculum.

The framing and classification of discourses explain how and what controls the discourse (Bernstein, 2000). In addition to that the concept of Intertextuality contributed with the knowledge that text often depend or relate to each other, never being completely independent. Also connecting to the concept of recontextualizing indicating that discourses travel and reproduces from policy text to policy text (Bernstein, 2000; Fairclough, 2003; Wodak, & Fairclough, 2010). The receiving part taking in and

reproducing the content of another text but still being dependent on the original text. Representing a process of how discourse can shift and transferred through text and text usage.

Fairclough's (2003) key-word method worked well in the scope of this study, providing the formation of key formulations in relation to the content framing the discourses. The keywords found coherent perceptions about students' performance requirements in relation to different levels and scales in the CEFR document. Illustrating power dimensions that are associated with words that existed in the CEFR framework and represent either strategic or communicative attributes that reflect international views about what qualities are considered appropriate. In addition, adding Fairclough's aspects of who why and what into the relationship of the elucidated key-words, helped in understanding discourses power dimensions even more. So, even though it can be arguable that looking only at key-words doesn't fully represent the discourse and its power relation, adding aspect of who, why for who might present a better representation. The method for analysing the documents in this case study is therefore deemed as profitable. Moreover, increasing the sample and triangulating the study by adding more research methods; like ethnographic data, interviewee or statistical frequency based inquiry, would certainly prove fruitful to. However, it would have been out of the timeframe for this study to use multiple research methods. Nevertheless using and combining other research methods is an interesting next step in understanding transnational policy's effect deeper.

## Conclusion

International policy control and affect the dialog of student performance through advocating ideological values existing in the policy expressed in the power dimension of student discourses in the CEFR policy. The values are represented through the formed themes of pragmatic, sociolinguistic and flexible lexical usage. This affects the Swedish national curriculum through policy intertextuality leading to strong recontextualizing factors enabling international ideologies to travel and transform the national arena education directives. The results illustrate how discourses concerning the "proficient" and "competent student" are articulated, intertwined and expressed in international directives, and how these affect the national system in Sweden.

The creation of knowledge concerning the ideal student performance abilities in school, have been affected by the CEFR policy based on the discursive formations, illustrated to exist in both international policy and national policy. National policy makers have internalized the created picture of students' performance ability represented in the analysis of the presented proficiency and competence scales of the CEFR document.

Through this internalization, the national directives have sought to ensure international standards, by following set standards in a transnational policy. The international standards have been explained to rest on neoliberal ideologies of human capital and knowledge economy that have recontextualized into the Swedish national directive using the CEFR policy as benchmarks.

At the beginning of the paper, I present that the Swedish curriculum has begun to illustrate more market-oriented student qualities, such as flexible self-governing students who are good at developing their own skills in school. This illustrated picture is in line with the picture in the elucidated themes of the study, which together represent discursive formations of students' performance, through pragmatic, sociolinguistic and lexical attributes. What the discourses in the case study, which is controlling the discourse of language education does not represent; is for example, curiosity, explorative or sharing. This lack of personal characteristics illustrate how policy can advocate certain performance attributes through recommendation and soft governance strategies, by controlling the language in policy, and using globalisation as a driving forces to govern national states.

For continuing studies, theories about subjectification and identity research could come closer to see how students are affected on a personal level by international set rulers and regulation, when it comes to their language educations. In addition researching how students form themselves into adapting certain qualities that is profitably for the society they live in. Combining policy analysis with ethnographic studies would also generate a closer and interesting knowledge in the practise of student discourses to ones again see changes in students' practises.

The limitations this study is faced with is the fact that only a few documents have been analysed. A larger study with increased timeframe would be needed to fully capture transnational organisations discursive change on profound student qualities. A larger number of analysed text would then generate a stronger say in apparent discourses formations (Hall, 2001). Hence providing the possibility to illustrate discourse formations that is affecting national education cross-border, making the need for more policy analysis strong. However, the contribution of this study is a status report of international discourse content, proclaiming market oriented student ideologies of flexibility, efficiency and communication competence. In addition it can contribute to understanding discourse power through international relation, resulting in intertextuality between policies and recontextualization of national directives.

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