

# The Development of Minimum Standards for Language Education in Regional and Minority Languages

Dr. Bernadet de Jager  
Drs. Cor van der Meer

on request of the Province of Fryslân

### **Acknowledgements**

The authors wish to express their gratitude to the colleagues of Mercator Education who were very helpful and who supplied all necessary information with great enthusiasm. Special and personal thanks go to Dr. Alex Riemersma, secretary of the Netherlands' National Consulting Body on the Charter (1998 – 2007) and currently working for Mercator: European Research Centre on Multilingualism and Education, for his professional advice, commitment and continuous support.

March, 2007



## Contents

1	Introduction	5
	1.1 Backgrounds of the study	5
	1.2 Report outline	6
2	Analysis	7
	2.1 Relevant documents	8
	2.3 Country selection	8
	2.4 Study approach	9
3	Towards minimum standards	10
	3.1 Level of ratification and educational models	10
	3.2 Education goals	13
	3.3 Teaching materials	15
	3.4 Teacher training	17
	3.5 Inspectorate	20
	3.6 Legal position	22
4	Summary of recommendations	25
	4.1 The study	25
	4.2 Recommendations	26
	4.3 Concluding remarks	27
5	References	29
6	Appendices	31
	6.1 Country reports	31
	6.1.1 Austria: Croatian	31
	6.1.2 Austria: Slovenia	35
	6.1.3 Germany: Lower Sorbian and Upper Sorbian	39
	6.1.4 The Netherlands: Frisian	43
	6.1.5 Slovakia: Hungarian	47
	6.1.6 Slovenia: Italian	50
	6.1.7 Spain: Catalan	54
	6.1.8 Sweden: Sami	57
	6.1.9 United Kingdom: Welsh	60
	6.2 Table of countries, languages and ratification levels of the Charter	64



# Introduction

## 1.1 Backgrounds of the study

The Council of Europe's language education policies aim to promote plurilingualism, linguistic diversity, mutual understanding, democratic citizenship and social cohesion. The central goal of language education in Europe is to ensure the participation in society of every European citizen, to strengthen the conditions for their successful access to the labour market and finally to further social inclusion and social cohesion. Essential to these language policies are adequate language proficiency levels demonstrated at the end of both primary schooling and the period of obligatory school attendance.

It is essential to the success of a multilingual society that the language command exhibited by European citizens in several languages (at least M + 2) has been developed well enough for communication on the shop floor, in phone calls and in e-mail contacts. Well-developed language skills are essential if individuals are to benefit from opportunities in employment and mobility. On the other hand, language skills are also needed for fully qualified participation in social life. Language policies should also be directed towards social inclusion and social cohesion, because globalisation and internationalisation pose new challenges to social cohesion and integration.

In theory, language learning policies include national language(s), minority and immigrant languages as well as foreign languages. In practice, however, most of the studies and projects are focused on the teaching and learning of foreign national languages, and some of them on the learning and teaching of the national mother-tongue(s). Only few projects are focused on the learning and teaching of regional or minority languages, or immigrant languages. The present study aims to fill this gap.

The study's starting point is the European Charter for Regional or Minority Languages, a Treaty of the Council of Europe (ETS 148). The importance of the Charter in the field of minority language protection has been recognised by the European Parliament, which - in its Resolution on Regional and Lesser-used Languages (2003) - referred to the Charter as the "key Europe-wide legal frame of reference applying in this sphere". The Charter focuses on the protection of regional and minority languages and cultures as such; *not* on the protection of minority groups. The provisions in part II (art. 7) of the Charter contain legally binding obligations for the Treaty parties in general terms. The most important obligation related to education is "the provision of appropriate forms and means for the teaching and study of regional or minority languages at all appropriate stages." This clause provides a minimum standard for every regional or minority language, both in terms of teaching the language and teaching through the medium of the language, depending on the situation of each language group.

The Charter's obligations are described in greater detail in the menu system belonging to part III of the Charter of which art. 8 'Education' is the most important article for this study. As part of the ratification procedure, treaty parties select undertakings listed in the menu system which best fit the actual situation of the language group concerned. The menu system contains undertakings related to pre-school provisions, primary school, secondary education, vocational training, higher and adult education, teacher training and the inspectorate. So far, 33 member States of the Council of Europe have signed the

Charter, of which 22 States have ratified it. A three-yearly monitoring cycle forms part of the Charter's ratification process. An independent Committee of Experts (Comex) is charged with the monitoring process. As part of the monitoring cycle, each treaty party compiles a periodic report on the implementation of its undertakings. The Committee is responsible for on-the-spot visits and evaluation reports compiled by the Committee of Experts itself.

The initiative for drafting the European Charter for Regional or Minority Languages was taken by the (forerunner of) the Congress of Local and Regional Authorities (CLRAE) in 1984. The Charter became a Council of Europe Treaty (ETS 148) open for signature in 1992. After 5 member states had completed the ratification procedure, the European Charter for Regional or Minority Languages came into effect in 1998. Then, the implementing and monitoring system started to operate. On the basis of the reports issued in the first and (partly) in the second monitoring cycle, the Committee of Experts and the Committee of Ministers of the Council of Europe drafted recommendations. The Culture & Education Committee of the CLRAE in its autumn session of 2006 took the initiative of analysing the national reports as well as the reports of the Comex in order to formulate common goals and minimum standards for the teaching and learning of Regional and Minority Languages in terms of article 8 (Education) of the Charter. In fact, the proposal for the Culture & Education Committee of the CLRAE was initiated by dr. Albertes Mulder, member of the CLRAE and member of the Executive of the provincial government of Fryslân / Friesland (Netherlands). The provincial government of Fryslân has made this study possible by granting the Fryske Akademy/ Mercator Education the study and preparation of the report. The proposal was discussed at the Conference "The European Charter for Regional or Minority Languages: Legal Challenges and Opportunities" (Swansea, 20-21 November 2006).

This study aims to provide a description of minimum conditions and minimum provisions required to establish minimum standards for language education. The conditions and provisions are described in terms of time investment (both teaching *in* and teaching *of* languages), teaching materials, teacher qualifications, educational models and finally control mechanisms employed by the inspectorate. The description can be viewed as a more detailed analysis of the ratification levels mentioned in article 8 of the European Charter for Regional or Minority Languages.

## 2.2 Report outline

In order to provide a description of minimum standards, a literature study was conducted. Several sources were used for this study and the most important documents are described in chapter 2. Chapter 2 also describes the selection procedures followed, since not all sources could be studied due to the limited period of time available. In addition, chapter 2 describes which countries and minority languages were studied and which themes were analysed. Chapter 3 presents the study's findings per theme and offers recommendations. Finally, chapter 4 summarises the recommendations and offers several concluding remarks.

# 2 Analysis

## 2.1 Relevant Documents

This paragraph describes the most important documents which were used in the study.

The European Charter for Regional or Minority Languages (ETS 148) came into effect in 1998. The implementing and monitoring system consists of several instruments foreseen in the Charter.

Article 7.4 encourages the treaty parties to install consulting bodies which are to express the wishes and needs of the relevant language communities. Articles 15 and 16 of the Charter require periodic national reports every three years and the composing of an international Committee of Experts (Comex) in which every country as a treaty party is represented. Finally, the Secretary-General of the Council of Europe must present a report to the Committee of Ministers as well as to the Parliamentary Assembly every two years on the developments of the ratifications and the implementation of the Charter.

During the last decade, most of the treaty parties have completed the national periodic reports. The Comex has evaluated these reports and visited the national governments as well as the language communities. The Comex findings are collected in the evaluation reports and presented together with the recommendations to the Committee of Ministers of the Council of Europe. The monitoring cycle is completed by publication of the reports and recommendations to the treaty parties, to wit the national governments responsible for the implementation of the signed undertakings of the Charter. All these reports and recommendations provide new input to the regional and national debate aimed at the improvement of the position, the protection and the promotion of the regional and minority languages concerned.

Together with the Charter for Regional or Minority Languages, the Framework Convention on the Protection of National Minorities (FCNM; ETS 157) is another treaty of the Council of Europe related to the education *of* and *in* minority languages. The Framework Convention also came into force in 1998. So far, 43 countries have signed the FCNM - of which 39 have finalised the ratification procedure. In article 14 of the FCNM, the right is stated to education *in* and *of* minority languages. Treaty parties are invited to offer and to maintain adequate education provisions in the relevant minority languages. However, no rules or undertakings are formulated in the FCNM on specific requirements in terms of time investment, continuity of teaching, quality of teachers, availability of teaching materials and tests. For that reason the FCNM can hardly be used as a document of reference when it comes to setting minimum standards for the education in minority languages.

The Common European Framework of Reference (first version 1995, Council of Europe publication 1998) has been developed to formulate and set common goals and strategies for language learning and language teaching. Originally, the CEFR was developed to equalise the teaching of foreign languages. Since the CEFR was first implemented, however, several attempts have been made to adapt it for mother-tongue education as well as for second language teaching. As a result of various projects and initiatives, concrete descriptions are now available in terms of “can-do” statements for several minority

languages. These descriptions can be used for further analysis and also for the description of quality requirements with regard to the education *of* and *in* regional and minority languages. Nowadays, the implementation of the CEFR has become a part of the teaching structures and routines used by teachers and students with the introduction of the European Language Portfolio (ELP).

On behalf of the European Commission, a study was carried out in 1995 on the position and future prospects of the lesser used languages in six EU member states. Later, this study was completed by additional studies on the position of lesser used languages in the EU accession member states. Full details are available on the Euromosaic website.

Through the publication of the Regional Dossiers, Mercator Education has mapped out minority language education in the European member states. The dossiers are concise reports providing factual information on the position of a minority language within the educational system of the European member state concerned. Local authors, well versed in their local situations, compile the reports. Over thirty such dossiers have now been written. The layout of every dossier follows the same fixed pattern, which makes these booklets suitable for comparative study. It is particularly striking to read how many authors lament the fact that the minority language speakers see their bilingualism as a source of embarrassment when they actually ought to see it as extremely valuable and desirable.

The Council of Europe is currently working on the development of a 'Guide for the Development of Language Education Policies in Europe. From Linguistic Diversity to Plurilingual Education' (draft version 2003). In this Council of Europe project, proposals are formulated towards the creation of a European Culture of Plurilingualism and the Organising of Plurilingual Education. It is fitting that the actual study of setting minimum standards for the learning and teaching of Regional and Minority Languages takes place within this framework.

## 2.2 Areas of analysis

This study concentrates on a set of themes that are relevant for the development of common goals and for formulating minimum standards for education *of* and *in* regional or minority languages. The following areas are included:

- educational models (including time investment);
- education goals (related to the Common European Framework of Reference); availability and quality of teaching materials;
- teacher's qualifications and teacher training;
- position and role of the Inspectorate;
- legal position of the language concerned.

Due to a lack of reliable information, it was decided not to include the area of evaluation / examination in the analysis – even though an important area is concerned here.

## 2.3 Country selection

In principle, the corpus on which this study is based includes those countries which have ratified the Charter and which have signed undertakings from article 8 (Education) for compulsory education (both primary and secondary schooling) at levels i, ii and / or iii.

Of the 13 countries that were selected in the initial stages of the analysing process, 8 countries and 10 languages were selected, to wit: Austria (Croatian, Slovene), Germany (Upper and Lower Sorbian), the Netherlands (Frisian), Slovakia (Hungarian), Slovenia (Italian), Spain (Catalan), Sweden (Sami) and the United Kingdom (Welsh). It was decided to exclude Croatia and Norway, because these countries only signed the undertaking for pre-primary schooling. Denmark was excluded, because this country only signed the undertaking for secondary education at levels iii/iv. Further selection criteria involved a balanced number of countries per ratification level and the availability of a regional dossier from Mercator Education. As a result, Finland was excluded because the research team already studied four countries at level i and Switzerland was excluded because Mercator Education has not published a regional dossier on Italian or Rhaeto-Romance so far.

In practice, the availability of information in relevant documents such as national reports, evaluation reports by the Comex and regional dossiers has contributed to the selection of languages to be analysed in this study. Initially, intentions were to take into account the levels i, ii and iii. During the research period, however, it was decided to include level iv (“on request of the parents”) for some languages as well, because relevant information in this respect could be used in drafting recommendations.

## 2.4 Study approach

The actual study contains a comparative description of the various positions held by the regional or minority languages and the drafting of summarised conclusions. It also contains recommendations aimed at setting common goals and formulating minimum standards for education in regional and minority languages by the treaty parties.

For each minority language, the descriptions concern:

- the level of ratification;
- the number of users of the minority language;
- education goals;
- educational models;
- time investment (subject and medium of instruction);
- teaching materials;
- reach of education in minority language (incl. decline or increase);
- evaluation / examinations;
- teacher qualifications;
- teacher training;
- the inspectorate;
- the legal position and authority within the respective country.

Basic information was gathered from the national periodic reports, evaluation reports by the Comex, reports of the Council of Europe to the member states and also regional dossiers of Mercator Education and Euromosaic. Additional information was collected from internal Council of Europe publications.

On the basis of all this information, recommendations were drafted and discussed with the secretariat of the Culture & Education Committee of the CLRAE and the secretariat of the Charter Division of the Council of Europe.

# 3 Towards minimum standards

## 3.1 Level of ratification and educational models

Article 8 of the European Charter for Regional or Minority Languages contains several undertakings concerning education that can be ratified at four levels:

- i) to make available education in the relevant regional or minority languages; or
- ii) to make available a substantial part of education in the relevant regional or minority languages; or
- iii) to provide, within education, for the teaching of the relevant regional or minority languages as an integral part of the curriculum; or
- iv) to apply one of the measures provided for under i to iii above at least to those pupils whose families so request and whose number is considered sufficient.

This paragraph describes education in the minority language in eight countries that ratified undertakings concerning education at the four different levels. Next to the description of the educational models in both primary and secondary education, the judgments and comments of the Committee of Experts are summarized. On the basis of this information, recommendations are formulated focused on setting minimum standards for minority language education.

### Level i

The countries which ratified the European Charter at level i - subscribing to make available education in the relevant regional or minority languages - included in this study are Slovakia (Hungarian), Slovenia (Italian), Spain (Catalan) and the United Kingdom (Welsh). In these countries, the models of education *in* and *of* the minority language differ. In Spain, the minority language is used as the standard language of instruction for all pupils in all schools. In the other three countries (Slovakia, Slovenia and United Kingdom), the minority language is the main language of instruction in some schools and is partly used in bilingual schools, while other schools use the majority language. The key element here is that the minority language speakers have an educational option. In two of the latter three countries, Slovakia and the United Kingdom, pupils in schools where the majority language is the language of instruction learn the minority language as a subject. In Slovakia, Hungarian is not taught in Slovak classes, nor in schools with Slovak as the medium of instruction. In Catalan schools in Spain in which more than 75% are Spanish speaking pupils, the Linguistic Immersion Programme can be applied. In the UK, pupils who do not have Welsh as their mother tongue follow language immersion courses.

For Slovenia, the United Kingdom and Spain, an evaluation report of the Committee of Experts is available. In all three countries, the Committee of Experts considers the undertakings fulfilled. In the case of Welsh in the United Kingdom in primary education, the Committee of Experts raises the question whether Welsh-medium or bilingual education is genuinely available for all pupils whose parents would opt for these forms of education. For secondary education, the Committee does not conclude on fulfilment. The Committee observed that the percentage of Welsh-medium lessons may be very low, that some pupils have to travel long distances and that there is a lack of continuity. A large percentage of pupils study Welsh as a *second* language in secondary education, whereas they studied it as their *first* language in primary school.

#### Level ii

In addition, two countries were studied (Austria and the Netherlands) that ratified the European Charter for primary education at level ii, which means that these countries subscribed to make available a substantial part of primary education in the relevant regional or minority languages. Both countries ratified the Charter for secondary education at level iii. In Austria, we studied the educational situation of two minority languages: Croatian and Slovene.

Concerning Croatian, there are no primary schools with Croatian as the primary language of instruction. Some bilingual schools use Croatian next to German in teaching all subjects, and most schools teach Croatian as a second language for three hours a week. In Austrian primary schools, teaching *in* and *of* Slovene takes place in bilingual schools, in bilingual classes and also in a bilingual section within a class. Since 2001, German and Slovene are to be used to the same extent as the medium of instruction. In practice, this differs greatly. Pupils registered for bilingual classes whose Slovene is insufficient should be offered additional remedial teaching in Slovene, if there are three or more of these children. In German classes, Slovene may be taught as additional subject.

In the Netherlands, Frisian is a compulsory subject in primary schools in Fryslân. In practice, teachers spend 30 to 60 minutes per week on Frisian lessons. There are large differences between schools.

The Committee of Experts concluded that Austria partly fulfilled the undertaking concerning Croatian in Austria. They comment that since the ratio of teaching in German and Croatian is not defined by law, in practice the teaching of Croatian is sometimes very limited. The Committee considers the undertaking for Slovene in Austrian primary education as fulfilled at present. In their judgement, the Committee writes that attention must be paid to the variable language command demonstrated by pupils and also to the increasing risk of closure of bilingual schools resulting from decreasing pupil numbers, and finally to the fact that the weighting of Slovene and German is not equal in practice. The Committee of Experts considers the undertaking for primary education not fulfilled for Frisian in the Netherlands. In the Committee's opinion, schools spend too little time on Frisian, which cannot be interpreted as a substantial part of education.

#### Level iii

Two countries, Austria and the Netherlands, which ratified the Charter for primary education at level ii, ratified it for secondary education at level iii. This implies the undertaking to provide, within secondary education, for the teaching of the relevant regional or minority languages as an integral part of the curriculum. In Burgenland in Austria, most secondary schools offer Croatian as an optional subject. There are two bilingual schools offering bilingual instruction in Croatian in some or all subjects. Concerning Slovene, secondary schools offer Slovene as a compulsory subject (4 hours, mother tongue), as a foreign language and as an optional additional subject. In the Netherlands, Frisian is a compulsory subject in the lower grades of secondary education. In practice, 70% of secondary schools teach Frisian. In addition, 30% of secondary schools incidentally use Frisian as language of instruction. In the upper grades, Frisian is an optional subject.

The Committee of Experts concluded that Austria has fulfilled the undertaking concerning secondary education both for Slovene and for Croatian. According to the Committee, the Netherlands have not fulfilled the undertaking for secondary education related to Frisian. In the Committee's opinion, the position of Frisian and the quality of lessons are not sufficient in secondary education. In the upper grades, Frisian is an optional subject and this cannot be regarded as an integral part of the curriculum.

#### Level iv

Finally, we studied two countries, Germany and Sweden, which ratified the Charter at level iv, which implies that these countries apply one of the measures provided for under i to iii above, at least to those pupils whose families so request and whose number is considered sufficient. In Germany, we studied the educational position of both Upper Sorbian and Lower Sorbian. In both cases, at primary school level, Sorbian may be taught as mother tongue, as second language and as foreign language. There are some Sorbian schools. In German schools, Sorbian may be taught as an additional subject. Parents' wishes determine the teaching of Sorbian. In secondary education, Lower Sorbian is offered as an optional subject in two schools. For Upper Sorbian, there are also Sorbian and bilingual secondary schools.

In Sweden, most Sami children attend regular schools and receive up to six hours of home language instruction. Some municipalities offer integrated Sami education, in which part of the education has a Sami focus. There are six Sami schools, where children are taught in both the Sami and the Swedish language from first to sixth grade. After sixth grade, pupils enter a regular school where they still receive lessons in Sami (Sami language, Sami handicraft and society oriented subjects).

The Committee of Experts judged that Germany only partly fulfilled the undertakings concerning both primary and secondary education. For Lower Sorbian in primary education, the Committee observed a shortage of bilingual teachers, insufficient continuity following pre-school and an absence of Sorbian education in all territories where it is used. The latter two observations also concern Upper Sorbian in primary education. In addition, the lack of a strict legal framework related to the minimum number of pupils required for education in Upper Sorbian is seen as a threat to the undertaking. For secondary education, availability also poses a threat, as well as the high number of students required (20) before secondary education in Upper Sorbian is organised. The Committee of Experts considers the Swedish undertakings related to Sami fulfilled.

#### *Recommendations*

# The Committee of Ministers should in cooperation with the Committee of Experts write a description of the ratification levels in terms of possible educational models, the number of teaching hours *in* and *of* the minority language and finally the target population (all pupils in areas with minority languages or only minority speakers).

# States Parties should describe the position of the minority language in education both in terms of the minority language as a subject and in terms of the minority language as the language of instruction (educational models).

# States Parties should describe the amount of time the minority language is taught or used as the language of instruction within the different models of minority language education.

# States Parties should describe the target population of the employed educational models for instruction *in* and *of* the minority language.

# The Council of Europe should stimulate countries that ratify the European Charter to ensure that schools provide insight for parents concerning the educational models for minority language instruction.

# The Council of Europe should stimulate countries that ratify the Charter to guarantee the availability of the chosen provisions of minority education.

# The Council of Europe should stimulate countries that ratify the Charter at level i and level ii to give minority language speakers a guaranteed option for education where the minority language is used as the language of instruction within a reasonable distance from their home.

# The Council of Europe should stimulate countries that ratify the Charter at level i and level ii to provide all pupils in the area of the minority language with some basic instruction in the minority language and in the history and culture of the minority speakers.

# The Council of Europe should stimulate countries to guarantee longitudinality in the provision of minority language education in pre-primary, primary and secondary education.

# The Council of Europe should stimulate countries to guarantee the necessary provisions at school and pupil level to deal with differences between the language skills in the minority language of minority language speakers and pupils that learn the minority language as second language.

## 3.2 Education goals

Ratification of the European Charter has consequences for educational goals and curricula. Still, level descriptions do not specifically concern educational goals of teaching the minority language. In addition to the undertakings concerning minority language education, article 8 mentions a specific undertaking dealing with education in the history and culture of the minority language speakers:

g) to make arrangements to ensure the teaching of the history and the culture which is reflected by the regional or minority language.

Seven of the eight countries studied in this report have ratified this additional undertaking.

The following section describes the available information concerning the goals of education in the minority language and the teaching of the history and culture of the minority language speakers.

### Level i

The countries that ratified on level i - Slovakia, Slovenia, Spain and the United Kingdom – have generally set the same goals for the minority language as for the majority language. Slovenia used the Common European Framework of Reference (CEFR) for the description of the goals for Italian language learning. Since Slovenia has different educational models for the teaching of Italian, different goals are set: all related to the different levels of language proficiency within the CEFR. For example, students who learn Italian as a second language should reach A2 (Way stage) to B1 (Threshold) levels at the end of primary school (age 15) and B2 (Vantage) or C1 (Effectiveness) level at the end of upper secondary education. Pupils in primary schools (aged 9 to 15) who learn Italian as a foreign language should reach A1 (Breakthrough) to A2 (Way stage) levels. At the end of upper secondary school, students should reach A2 (Way stage) to B1 (Threshold) proficiency levels.

With regard to the teaching of the history and culture of the minority speakers, Slovenia, Spain and the United Kingdom have integrated these subjects into the curriculum. The

Committee of Experts concludes that all three countries have fulfilled this undertaking. In Slovakia, there is no official way of teaching regional geography or a different view on history.

#### Level ii / level iii

The information on goals and curricula within the countries that ratified level ii is of a rather general nature. In Austria, the curriculum in primary schools where both German and Slovene are used as a medium of instruction contains the same educational objectives as the curriculum of other Austrian schools. From the new Minority Education Act for Carinthia (1988), new curricula were issued for primary schools with German and Slovene as languages of instruction. These curricula emphasise the didactics involved in bilingual teaching and the importance of intercultural learning, taking the pupils' environment into account. No specific information has been found on goals for the teaching of Croatian in Austria.

In the Netherlands, the Minister of Education has defined attainment goals for Frisian. Until 2006, these goals were fully identical for both Dutch and Frisian language acquisition. In 2006, new attainment goals were formulated which differ between Frisian and Dutch and take the mother tongue of the pupils into account. Although Frisian is a compulsory subject at the lower levels of secondary education, there were no officially formulated attainment goals until 2006.

The Committee of Experts has insufficient information concerning the way history and culture of the minority group is taught in both Austria and the Netherlands. The Committee's conclusions suggest that this undertaking should also become rooted in monolingual majority language schools and bilingual schools.

#### Level iv

With respect to the countries that ratified at level iv - Germany and Sweden - again the description of educational goals is rather general. Concerning Upper Sorbian, the Saxon School Law stipulates that Sorbian schools should foster and develop the cultural and linguistic heritage of the Sorbs. In Sweden, in addition to meeting the goals of compulsory education, the Sami schools should ensure that every pupil is familiar with the Sami heritage and is able to speak, read and write Sami. There are different goals for those who learn Sami as a first language or as a second language.

Germany has not ratified undertaking g). The Committee of Experts considers the undertaking fulfilled in Sweden, but advises a stronger structured commitment within the curriculum, because the actual teaching sometimes depends on the will of teachers and head masters.

#### *Recommendations*

# The Council of Europe should in co-operation with the Committee of Experts write a description of the levels of ratification in terms of attainment goals, related to the Common European Framework of Reference.

# The Council of Europe should stimulate countries to use the Common European Framework of Reference (CEFR) for the description of education goals in the minority language.

# The Council of Europe should stimulate countries employing different educational models for teaching the minority language to relate language acquisition goals within each of these models to the different language acquisition levels listed in the CEFR.

# The Council of Europe should stimulate countries to set goals for language acquisition in the minority language as well as for teaching the history and culture of minority language speakers.

# The Council of Europe should stimulate countries to integrate history and culture of the minority language speakers in the curriculum of all schools in the area where the minority language is spoken.

### 3.3 Teaching materials

In order to be able to teach the minority language or to teach other subjects in the minority language, teachers need suitable teaching materials. Educational models and goals concerning the minority language have implications for the teaching materials. Below, we present information on teaching materials in the different countries studied and we also present the Committee of Experts' comments concerning teaching materials.

#### Level i

In Slovakia, course books are free. Each year, the Ministry of Education distributes a list of approved books from which schools may order according to the number of students. Most of the Hungarian course books are translated from Slovak. Exceptions concern the alphabet, reading books in junior sections (grades 5-9) and books on Hungarian grammar and literature. Books used in vocational schools are either translated from Slovak or published in the Slovak language.

In Slovenia, the development of teaching materials is the domain of the National Education Institute of Slovenia. Teachers in primary and secondary education mostly use books and manuals published by Slovenian editors, Italian publishing houses, as well as material issued by the EDIT Publishing House of Rijeka. A considerable part of the materials is prepared by the teachers themselves. Teaching/learning methods are based on the CEFR.

Concerning Catalan in Spain, sufficient material is available for language teaching both in terms of teaching *of* the language and teaching *in* the language at all levels of education. In addition, the organisation Service for Catalan Teaching (SEDEC) within the Department of Education in Catalonia attempts to cover specific needs left unattended by the publishing houses, such as linguistic immersion programmes and provisions for late incoming students.

In the United Kingdom, the Assessment, Qualifications and Curriculum Authority for Wales is mainly responsible for commissioning Welsh medium teaching materials. Much work has been done during the past 20 years, but constant changes to the Curriculum Orders for individual subjects cause difficulties in matching needs and provisions. Teachers in secondary schools show commitment and innovation in producing and providing their own resources.

The Committee of Experts does not specifically focus on teaching materials, but when the fulfilment of a specific undertaking is endangered because of a lack of suitable teaching materials, the Committee does comment on this. With respect to Italian in Slovenia, the Committee of Experts encouraged the Slovenian authorities to stimulate the provision of translated Slovenian textbooks mainly for secondary education.

#### Level ii / level iii

In Burgenland in Austria, most available teaching materials focus primarily on Croatian language education. There is a shortage of materials in Croatian for other subjects. German books are mostly used, and bilingual teachers prepare their own materials or use books from the republic of Croatia. One major teaching aid for secondary education is a special dictionary which gives words in German, in the local variant of Croatian and in the official language of Croatia. In Carinthia in Austria, individual bilingual teachers and groups of teachers have developed teaching materials and textbooks for bilingual education. As all schoolbooks are subsidized in Austria, the school authorities have provided translations of German language textbooks. However, these materials have become rather outdated for some subjects, especially in secondary education, because authorities find it too expensive to renew the materials regularly.

In the Netherlands, textbooks in Frisian are available for language and reading instruction (Taalrotonde), for spelling in the upper grades (Skriuwtaal), biology, geography, history, music and religious education. Educational programmes on television and radio are produced and transmitted by the Frisian Broadcasting Company in cooperation with the Centre for Educational Advice in Fryslân. Two Frisian youth magazines complement the instructional materials. The national Institute for Curriculum Development (SLO) developed a curriculum model for Frisian at secondary school level. For the lower grades of secondary education, a Frisian-language method (Flotwei Frysk) is available.

The Committee of Experts observed a lack of suitable teaching materials for the teaching of history and culture of minority groups in Burgenland, which is one reason to conclude that the undertaking for the teaching of history and culture is not fulfilled. Concerning Frisian in the Netherlands, the Committee found that only 26% of the schools possess teaching materials that comply with the attainment goals. Furthermore, the Committee observed that efforts are made to develop Frisian language materials for subjects such as environmental studies, history and cultural education, but that they do not have sufficient information to conclude upon the fulfilment of the undertaking of teaching history and culture of the minority group.

#### Level iv

The Brandenburg Ministry of Education, Youth and Sports in Germany has a small office - the Arbeitsstelle Bildungsentwicklung Cottbus (ABC) - working on Sorbian studybooks and learning materials. For Upper Sorbian in Germany, the Domowina-Verlag in Bautzen has a school textbook section, which offers over 155 titles for Sorbian lessons and Sorbian instruction. In Sweden, the Sami School Board produces Sami Textbooks and teaching aids but has not been able to keep up with demands. Sami teaching materials produced in Norway and Finland are also used.

The only comments expressed by the Committee of Experts on teaching materials in these three countries concern a lack of teaching materials for Sami languages and Sami-related subjects in secondary education in Sweden.

#### *Recommendations*

# The Council of Europe should stimulate countries to provide sufficient high-quality teaching materials for teaching the minority language.

# The Council of Europe should stimulate countries to encourage the development of teaching materials for teaching the minority language based on the Common European Framework of Reference (CEFR).

# The Council of Europe should stimulate countries to provide suitable teaching materials for each adopted educational model, in which the levels of the CEFR are incorporated.

# The Council of Europe should stimulate countries to provide sufficient high-quality teaching materials in the minority language for teaching other subjects.

# The Council of Europe should stimulate countries to provide high-quality teaching materials covering the history and culture of the minority language speakers.

### 3.4 Teacher training

Within the European Charter, one specific undertaking deals with the training of teachers to teach the minority language. The undertaking is described as follows:

h) to provide the basic and further training of the teachers required to implement those of paragraphs a to g accepted by the Party.

We studied the information available on teacher training in the countries. Relevant details and comments from the Committee of Experts are summarised in this section, resulting in several recommendations.

#### Level i

In Slovakia, teacher training in Hungarian is provided at the university in Nitra. In 2004, a new faculty was established at this university: the Faculty of Central-European Studies. One of its main tasks is to train and produce teachers for nationality schools. It organises teacher training for junior section Hungarian teachers. The Pedagogical Faculty of the University of Komárno is responsible for training Kindergarten and junior section primary school teachers. There are four majors within the scope of teacher training. The language of instruction is Hungarian, with the exception of some subjects, which are taught in Slovak or English. None of the universities offer further studies for minority language teachers.

In Slovenia, Italian teacher training is provided in the Faculty of Arts in Ljubljana (four-year independent or combined course) and the Faculty of Education in Koper (four-year perfecting course). Art graduates are formally equipped to teach Italian at all levels. The Faculty of Education of the University of Primorska offers a perfecting course designed for primary teachers who are equipped to teach Italian in all areas of the primary curriculum for the first and the second triennium; for Italian - consisting of modern Italian language, literature - and for didactics of early Italian language learning. Students receive their Bachelor of Arts degree in Primary Grade Teaching with an additional certificate for second language teaching in the second triennium in primary schools. Italian language teachers receive an additional statement that the license also applies to the first triennium of schools in the bilingual area. In addition, the Education Institute of Slovenia is the largest provider of in-service teacher training in Slovenia. Within this institute, consultants for Italian teaching provide permanent in-service training of Italian teachers at all levels. They organise refresher courses, seminars, meetings with Slovene and Italian experts on linguistics and introduce approaches and teaching techniques congruent with new curriculum programmes. As a rule, each teacher may spend five days per school year on professional refresher courses. Although refresher courses are not compulsory and take place on Saturdays or in holidays, the majority of teachers attend courses regularly.

Teachers that attend refresher courses are assigned points that favour their professional promotion.

Primary school teachers in Catalonia in Spain must have teaching qualifications, which they are granted after a three-year university course. Official certificates for Catalan teaching are also required, because The Law on Language Standardisation in Catalonia (1983) states teachers must know both official languages. Teacher training curricula must ensure that students acquire sufficient mastery of Catalan and Spanish. The Omnium Cultural and the GAEC run retraining courses in Catalan for teachers, since the level of Catalan required of teachers is higher every year. To be able to teach Catalan as a subject at secondary level, teachers need a university degree with an additional pedagogical training of one year. Teachers in other subjects who need to use Catalan as a medium of instruction have to prove their written and oral competence.

In the United Kingdom, in primary schools one teacher is allocated to a class and is responsible for teaching the whole curriculum. In English medium schools in Wales, frequently a teacher trained to teach Welsh is designated to teach Welsh as a second language throughout the school. Teachers are required to have a Qualified Teaching Status (QTS), for which they must attend an undergraduate Initial Teacher Training course, lasting two to four years, or a postgraduate course (Postgraduate Certificate of Education) at a higher education institution. Students can apply for courses at the primary level or at the secondary level. It is a requirement that all courses are operated in conjunction with partner schools. In secondary schools, specialist teachers teach specific subjects, for which they have a relevant degree.

There are currently eight higher education institutions that offer initial teacher training in Wales, of which seven allow students to undertake some or all of their study through the medium of Welsh.

The Committee of Experts concluded that Slovenia, Spain and the United Kingdom have fulfilled the undertaking concerning teacher education. The Committee is very positive about the fact that there are several institutions in the United Kingdom offering initial teacher training courses leading to Qualified Teacher Status in which Welsh is used as medium of instruction in a variety of subjects. Furthermore, the Committee highlights the fact that the UK has grant schemes supporting continuing development for teachers in using Welsh.

Level ii / level iii

In Austria, the teachers for bilingual German-Croatian education are trained at a Teacher Training College in Eisenstadt/Zeljezno. This institute also organises 'working experience places' and seminars for teachers of Croatian from all types of schools. Special courses for bilingual education and intercultural learning are offered by the University of Klagenfurt. All teachers at bilingual primary schools in Carinthia are qualified with the standard qualifications, but also gained additional qualifications for bilingual teaching and Slovene language teaching, which takes two additional semesters (1 year) at training college. Teachers receive continuing training, which is compulsory for 15 hours per year.

Teachers for lower secondary schools also receive training at a Teacher Training College. They qualify in two subjects, which they later teach according to the subject teacher system in schools. The Teacher Training College in Klagenfurt runs courses for future teachers teaching Slovene as a subject. In-service training for teachers is completed on a voluntary basis. The Federal Pedagogical Institute organises in-service training for all teachers at all types of schools. The Pedagogical Institute in Klagenfurt/Celovec offers special courses for teachers working in Slovene. The Institute also organises workshops

to promote exchanges between teachers throughout the province and with teachers from Slovenia. Teachers who did not study Slovene at Teacher Training College can do this later at this Institute.

In Fryslân in The Netherlands, there are two teachers colleges for primary schools teachers that offer Frisian as a subject. At one college, Frisian is not obligatory, but all students are invited to follow three Frisian modules in order to obtain the formal certificate required to teach Frisian in primary schools. At the other college, all students must attend a course of lectures on Frisian in the first two years of their four-year training programme. There are separate lessons for Frisian and non-Frisian speaking students. Frisian is optional in the third year and by following the complete programme, students obtain the formal certificate for teaching Frisian in primary education. The materials of the Centre for Educational Advice in Fryslân for Frisian as a subject and medium of instruction are central to the students' programme. In addition, students learn about various aspects of the status and use of Frisian and issues in bilingual education. Most students obtain the certificate for teaching Frisian in primary schools, but this does not always imply a satisfactory command of the Frisian language.

For teaching Frisian in secondary education, training is available on two levels. A Grade-Two certificate is required for the lower levels and lower school types of secondary education. A Grade-One certificate is needed for the higher levels of secondary education. Both certificates can be obtained at non-university teacher-training institutes with special in-service training programmes. The Grade-One certificate which students attain after this training has the same status as a master's degree in Frisian from a university.

The Committee of Experts considers the undertaking concerning teacher training fulfilled in Austria, both with respect to Croatian and Slovene. The Committee does, however, express its concerns about language proficiency in Croatian and Slovene as demonstrated by teachers. Training programmes must spend more hours on the teachers' language skills. Concerning Slovene, the Committee also observed a shortage of bilingual teachers. In the Netherlands, the undertaking is partly fulfilled. The Committee observed that efforts were made in the field of teacher training, but considers the measures taken so far insufficient.

#### Level iv

In Germany, the University of Potsdam offers an additional course in Lower Sorbian, among other reasons to qualify teachers with an official qualification for teaching Sorbian in the lower classes and other people interested in teaching Sorbian in the first and second level. In Saxony in Germany, primary school teachers and subject teachers of Sorbian receive their training at the University of Leipzig.

In Sweden, there is no specific teacher training programme for Sami teachers; they have studied Sami as a subject at university. Teacher training for education in Sami is offered at the Technical University of Lulea

The Committee of Experts concluded that the undertaking concerning teacher training is fulfilled with respect to Upper Sorbian in Germany, because of the active policy to improve language skills of teachers - realised by offering courses and releasing teachers from their teaching duties. The undertaking is partly fulfilled with respect to Lower Sorbian in Germany, because there is no Land support for the replacement of teachers during courses. Further training is of a very general nature and does not take teaching level into account. Also, there is a shortage of teaching staff.

The Committee concludes that this undertaking is not fulfilled in Sweden, because hardly any students (none or just one) attend teacher training in Sami while there is a great de-

mand for Sami teachers. The Committee did observe initiatives for new teachers training programmes with specific attention for the teaching of minority languages.

#### *Recommendations*

# The Council of Europe should stimulate countries to provide enough teachers for the teaching of minority languages.

# The Council of Europe should stimulate countries to produce teachers who teach the minority language with sufficient skills: both concerning language proficiency in the minority language and concerning knowledge and didactical skills needed for teaching in a multilingual setting.

# The Council of Europe should stimulate countries to provide high-quality initial teacher training focused both on didactics of high-quality teaching in a multilingual setting and on language proficiency in the minority language.

# The Council of Europe should stimulate countries to provide for further teacher training courses focused on bringing knowledge and skills related to didactics of high-quality teaching in a multilingual setting up-to-date.

# The Council of Europe should stimulate countries to provide for further teacher training courses focused on improving the teachers' language proficiency in the minority language.

# The Council of Europe should stimulate countries to provide teachers with opportunities, for example replacement during training, to attend further training.

# The Council of Europe should stimulate countries to use the Common European Framework of Reference to describe the desired language skills of the teachers in the minority language.

# The Council of Europe should stimulate countries to guarantee that only teachers who are qualified to teach the minority language are employed to teach the minority language.

### 3.5 Inspectorate

Within the European Charter, there is one specific undertaking dealing with the inspection of education in the minority language. The undertaking is described as follows:

i) to set up a supervisory body or bodies responsible for monitoring the measures taken and progress achieved in establishing or developing the teaching of regional or minority languages and for drawing up periodic reports of their findings, which will be made public.

The available information on supervision and inspectorate in the countries mentioned in this report was studied. Relevant details and comments from the Committee of Experts are summarised in the next section, resulting in several recommendations.

#### Level i

In Slovakia, the State School Inspectorate has the task to supervise professional training and education in primary and secondary schools. The State Inspectorate checks compliance with the law and teaching levels. According to the law, the pedagogical supervisor of

Hungarian schools has to know the language of education of the visited schools, but the law is not followed systematically.

In Slovenia, the inspectorate is managed by the Chief Inspector for Education. Inspectors carry out supervision, but their authority is limited by law. When it is necessary to establish or assess a certain fact during supervision, educational experts are employed.

In Spain, Catalonia has its own state inspection service, which is responsible for checking whether the education system is in line with requirements determined by the Generalitat. Since 2000, the Social Council of the Catalan language has been in charge of evaluating the objectives and results of the Autonomous Community and of drawing up a yearly report.

#### Level ii / level iii

Burgenland in Austria has a special office for minority education within the schooling department of the provincial government. Two representatives of the Croatian-speaking minority sit on the provincial inspection board as well as on the district school inspection boards. Specialised inspectors are qualified to inspect bilingual education.

In Carinthia in Austria, a special department within the Regional School Board is responsible for the inspection of bilingual schools. This department prepares annual reports, which are made public and which include detailed information with respect to the activities and developments in the field of bilingual education, as well as extensive statistical documentation. There are two inspectors who specifically supervise bilingual education.

In the Netherlands, the General Government's Inspectorate is responsible for the supervision of the implementation of educational policy. The inspectorate formally checks the quality of education by visiting schools and by studying school information and school plans. The Inspectorate reports to the Minister of Education and gives advice.

#### Level iv

The Minister für Bildung, Jugend und Sport des Landes Brandenburg in Germany is responsible for education. The minister has a Schulamt in every district of the Land to coordinate education, pedagogical goals and main points of the educational programme. Saxony in Germany has regional inspections (Regionalschulämter) that form intermediaries between the schools and the ministry. The Saxon Kultusminister is the highest authority in the domain of education.

In Sweden, the National Education Agency is required to monitor the development of bilingual and mother tongue instruction for national minorities. Concerning education in Sami, a special Working Group, set up by the Norbotten County Administrative board, has to ensure that measures are implemented at regional level. The Group reports to the Government once a year.

The judgments expressed by the Committee of Experts on this undertaking illustrate two key elements of a supervisory body. Firstly, there must be a supervisory body or special inspectors within a supervisory body with the specific responsibility to monitor the teaching of regional and minority languages. The inspectors must be competent in the field of minority education. Secondly, the supervisory body must publish periodic reports on education in the minority language.

### *Recommendations*

# The Council of Europe should stimulate countries to organise a supervisory body or to appoint special inspectors within a supervisory body who specifically monitor education in and through the minority language.

# The Council of Europe should stimulate countries to guarantee that the supervisory body includes inspectors who have a thorough knowledge of the minority language and the characteristics of high-quality instruction in a multilingual setting.

# The Council of Europe should stimulate countries to give a supervisory body the task to publish periodic reports on the quality and the results of education concerning the minority language.

## 3.6 Legal position

A well-defined legal position of the minority language in general and more specifically of the minority language in education are important prerequisites for the status of the minority language and for the role of the minority language in everyday life and education. This paragraph presents information about the legal position of the minority language in all eight countries studied for this report. It also contains remarks from the Committee of Experts concerning legal positions.

### Level i

In accordance with the School Act in Slovakia, education in kindergartens, at primary and secondary levels is possible in the languages of minorities, too. Article 3 describes that members of the Hungarian nationality have the right to be taught in their own language to an extent which is appropriate to the interest of their national development. In compliance with the 5/1999 law, pupils attending primary and secondary schools with Hungarian as the language of instruction are given bilingual certificates of their education.

The constitution of Slovenia stipulates that Slovene is the official language of Slovenia, and that Hungarian and Italian are also considered official languages in the areas of Italian and Hungarian national minorities. The constitution guarantees members of the Italian group the right to use their mother tongue, to develop mother tongue culture and to establish, among other organisations, education in the mother tongue. The implementation of these rights is financially and morally supported by the Republic of Slovenia. The rights of the Italian community in the field of education are further defined in the 'Law on special rights of Italian and Hungarian ethnic groups in the area of education and instruction'. All educational institutions operating in the ethnically mixed areas are obliged by law to operate in both official languages.

In Catalonia in Spain, the 1979 Statute of Autonomy proclaimed Catalan as Catalonia's own language and co-official with Castilian or Spanish. The Autonomous Government, the Generalitat of Catalonia, has to guarantee normal, official use of both Catalan and Spanish. Catalonia has full autonomy with respect to education.

The Welsh Language Act (1993) in Wales in the United Kingdom established the Welsh Language Board and the principle that in the conduct of public business and the administration of justice, the Welsh and English languages should be treated on a basis of equality in Wales. The function of the Welsh Language Board is to promote and facilitate the use of the Welsh language. Concerning education, the Board has a strategic respon-

sibility for the promotion and development of Welsh medium education. In 1998, a National Assembly for Wales was established, which has powers for secondary legislation, allowing them to make changes to the education system in Wales and to make decisions about the distribution of finances to Local Education Authorities (LEAs) from within the Welsh budget. As a result of the 1980 Education Act, funding was allocated to LEAs to support Welsh medium education. Each of the 22 local authorities in Wales decides its policies within the parameters of the Education Acts and determines the level of funding allocated to education. The LEA's role is to support and monitor schools and ensure high standards of educational provision and achievement.

Level ii / level iii

Croatian is the second official language of the Austrian province of Burgenland, next to German. Croatian language rights in Austria only apply for Austrian citizens living in six of the seven districts of the province of Burgenland. In Carinthia, Slovene is the second official language. The minority rights for Slovenes are also based on territorial principles.

The Austrian Constitution, the State Treaty of 1955 and the Law on Ethnic Groups of 1976 regulate language use, but do not contain specific rights for individuals or ethnic groups. The absence of any coordinated language planning and policy in Austria very often leaves questions about language use and language planning to party politics, which has resulted in numerous different laws and regulations concerning language use. As public language use is regulated by a complex set of laws, it is difficult to know exactly when and where Croatian or Slovene can be used.

In Burgenland, overall legislative authority and responsibility for primary and secondary education rests with the Federal Ministry for Education and Science. Education in minority languages is an integral part of the Austrian education system. The most recent law (1994) provides for tuition in Croatian in all provincial schools, classifying 29 local primary schools and two secondary schools as bilingual German-Croatian schools. The possibility of tuition in Croatian was extended to the whole education system within the province. The number of pupils required for the introduction of Croatian as an optional subject is seven and in some cases only five. The law of 1994 does not define the extent of minority language instruction, nor does it prescribe curricula or general educational goals and standards for minority language schooling.

Within the defined area in Carinthia, bilingual education is offered in different forms. Since 1989 it has also been possible to organise bilingual education outside the described area, where there is a sustained need. In 2000 a Ministry of Education, Science and Culture was set up, which has exclusive responsibility for basic education at all levels, except nursery schools. Next to the Federal Ministry, District School Boards (political districts) and Provincial School Boards (Länder) were established. School Boards at the different levels are also responsible for minority education in Slovene.

In The Netherlands, Frisian has an official status, but this national recognition is not expressed in a special law. Current language policy regarding the Frisian language is based on the Frisian Language and Culture Covenant, an agreement between the central and the provincial governments. The Covenant describes the desire to enable citizens, local authorities, organisations and institutions to express themselves in Frisian. It states that both provincial and central government are responsible for preserving and reinforcing the Frisian language and culture. According to the Covenant, the province of Fryslân determines policies on Frisian and ensures their execution, where the state provides the province with the means to do so. The central government controls education by means of laws, decrees and regulations on - for example - compulsory subjects, examinations and

organisational aspects. The province of Fryslân does not have direct legislative or executive power in education.

Concerning Croatian in Burgenland, the Committee of Experts concluded that since the ratio of teaching in German and Croatian is not defined by law, in practice the teaching of Croatian is sometimes limited. For Frisian in The Netherlands, the Committee observed that the position of Frisian and the quality of the Frisian lessons are not sufficient to fulfil the undertaking at level ii (integral part of education). There are no legally binding minimum standards for Frisian, nor is there a prescribed minimum number of teaching hours in Frisian in secondary education.

#### Level iv

In Brandenburg in Germany, the Brandenburg School Law of 1996 provides pupils in the Sorbian area with the right to learn Sorbian and to be taught in Sorbian in subjects and grades which are yet to be arranged. Schools in the Sorbian area have to pay attention to the history and culture of the Sorbs as well.

In Saxony in Germany, the Saxon Law on Education (1991) basically sets out the legal rights of the Sorbs to have Sorbian as a subject and as a medium of instruction. Furthermore, all schools in Saxony have to teach a basic knowledge of Sorbian history and culture. Sorbian schools are established in places with a sufficient number of pupils to form Sorbian classes.

In Sweden, the individual municipalities have the main responsibility for primary and secondary education. A special board, the Sami School Board, is responsible for the operation of the Sami schools. The Sami School Board is appointed by the Sami Parliament, a popularly elected government body, whose mission is to examine issues dealing with Sami culture in Sweden. Sami schools are funded by the State. The Board has total responsibility for school operations, its political steering and finances. A municipality can decide with the Sami School Board to arrange integrated Sami education in compulsory schools for which the municipality then receives State funding.

With respect to Upper Sorbian in Germany, the Committee of Experts concluded, that there is no strict legal framework concerning a minimum number of pupils required for Sorbian education.

#### *Recommendations*

# The Council of Europe should stimulate countries to legally describe the parental right to opt for education in the minority language (as a subject and as a language of instruction) within the area where the minority language is spoken and the minimum number of pupils required for organising such education.

# The Council of Europe should stimulate the countries to legally prescribe minimum standards for lessons in the minority language and a minimum number of teaching hours.

# The Council of Europe should stimulate countries to legally guarantee continuity in teaching the minority language at least during compulsory education.

# The Council of Europe should stimulate countries to guarantee a transparent division of responsibilities concerning minority language education between the central, the provincial and the local authorities.

# 4 Summary of recommendations

## 4.1 The study

This chapter summarises the most salient findings of the present study concerning minimum standards for minority language education. The study was aimed at providing a description of minimum conditions and minimum provisions required to establish minimum standards for language education. For this purpose, the position of ten minority languages in compulsory education was studied in eight countries; Austria (Croatian, Slovene), Germany (Upper and Lower Sorbian), the Netherlands (Frisian), Slovakia (Hungarian), Slovenia (Italian), Spain (Catalan), Sweden (Sami) and the United Kingdom (Welsh). These countries were selected because all eight have ratified article 8 of the European Charter for Regional or Minority Languages. The undertakings listed in article 8 of the Charter can be ratified at four levels that illustrate the position of the minority language in education. Since the level of ratification has huge implications for all educational aspects related to minority language instruction, per level two or three countries were selected for this study. An additional reason for choosing these countries lies in the fact that Mercator Education has published dossiers on minority language education concerning the ten minority languages in the eight countries involved, providing detailed information about education with respect to the minority language in the specific country.

The country reports, presented by the countries as Treaty Parties of the Charter, and the evaluation reports of the Committee of Experts that are part of the monitoring cycle of the Charter, the Mercator dossiers and the Euromosaic country reports are used for a description of the position of the minority language in compulsory education for each of the ten minority languages. For each minority language, the description concerns:

- the level of ratification;
- the number of users of the minority language;
- education goals;
- educational models;
- time investment (subject and medium of instruction);
- teaching materials;
- reach of education in minority language (incl. decline or increase);
- evaluation / examinations;
- teacher qualifications;
- teacher training;
- the inspectorate;
- the legal position and authority.

These themes agree with the core criteria that are necessary for the fulfilment of the undertakings within the European Charter as formulated in the document entitled “the Committee of Experts’ evaluation practice concerning the implementation of Article 7 (1) f, g as well as article 8 (Education) of the European Charter for Regional or Minority Languages” (Council of Europe, 2006).

The complete country descriptions are attached to this report as appendices. Chapter 3 of this report summarises the descriptions per theme and per level of ratification and describes recommendations for formulating minimum standards. Some themes from the

country descriptions are combined in chapter 3, for example teacher qualifications and teacher training. Due to a lack of reliable information, it was decided not to include the area of evaluation / examination in chapter 3 – even though an important area is concerned here.

The next paragraph describes the coordinating recommendations per theme. For the rationale behind the recommendations and a complete overview of the recommendations, chapter 3 should be studied. For some themes, the coordinating recommendations are supplemented with information from several reports of the Council of Europe concerning the European Charter for Regional or Minority Languages, the Common European Framework of Reference and the European Language Portfolio.

## 4.2 Recommendations

### *Educational models*

The Council of Europe should in cooperation with the Committee of Experts write a description of the ratification levels in terms of possible educational models, the number of teaching hours *in* and *of* the minority language and finally the target population (all pupils in areas with minority languages or only minority speakers).

The Council of Europe should stimulate countries that ratify the European Charter to describe the position of the minority language in education both in terms of the minority language as a subject and in terms of the minority language as language of instruction (educational models), the number of teaching hours within the models, and the target population. Countries should be stimulated to ensure availability of the different models for minority language education and to guarantee continuity in the teaching and learning of the minority language.

Concerning the amount of time spent on minority language education, the country evaluations of the Committee of Experts can be translated into a specific description of the amount of time spent on education in or of the minority language at each level of ratification. Countries that ratified the Charter at level i should guarantee that both primary and secondary schools use the minority language as language of instruction for more than 50% of teaching time. When countries ratify the Charter at level ii, these countries should provide a substantial part of education in the minority language. For primary schools, this implies more than six hours a week of minority language education. On the secondary school level, the Committee of Experts sees a substantial part as at least 30% of Regional or Minority Language-medium schooling. Countries that ratify at level iii (integral part) should provide minority language education integrated with history, music, arts in primary schools. In secondary schools, an integral part implies that the minority language should be offered as a compulsory subject (Mulder, 2006).

In a hearing between the Language Policy Division (DG IV-Council of Europe) and the Committee of Experts, education experts emphasised that the quality and outcome of education is as important as the quantity of teaching. Furthermore, these experts point out that there is not one generally applicable best educational model, because circumstances greatly vary between countries. They advise looking at the practicability of educational models in the specific community and offering several models to the community that take into account the needs and wishes of the minority speakers.

#### *Education goals*

The Council of Europe should stimulate countries to use the Common European Framework of Reference for the description of the education goals in the minority language.

Numerous countries already use the Common European Framework of Reference to describe goals for language education. Chapter 3 described the example of Slovenia, where goals of education are clearly related to the different levels within the Framework. Another example is the Netherlands, where projects have been carried out with regard to the continuity of the teaching of Frisian as a first and as a second language, both in primary and secondary education. As a result of these projects, concrete descriptions in terms of “can-do” statements are available for both Dutch and Frisian as a first and a second language. These descriptions can be used for further analysis and descriptions of quality requirements with regard to the education of and in the minority language.

#### *Teaching materials*

The Council of Europe should stimulate countries to provide sufficient high-quality teaching materials for teaching the minority language based on the Common European Framework of Reference.

#### *Teacher training*

The Council of Europe should stimulate countries to provide enough teachers for teaching the minority language with sufficient skills: both concerning language proficiency in the minority language and concerning knowledge and didactical skills needed for teaching in a multilingual setting.

#### *Inspectorate*

The Council of Europe should stimulate countries to organise a supervisory body or to appoint special inspectors within a supervisory body who specifically monitor education *in* and *of* the minority language, who publish periodic reports and have knowledge of the minority language and characteristics of high-quality instruction in a multilingual setting.

#### *Legal position*

The Council of Europe should stimulate countries to legally describe the parental right to opt for education in the minority language (as a subject and as a language of instruction) within the area where the minority language is spoken and the minimum number of pupils required for organising such education. Minimum standards for lessons in the minority language should be described, as well as a minimum number of teaching hours.

### 4.3 Concluding remarks

The underlying study was focused on education in and of minority languages. Minority language education is embedded in the general language policy of the Council of Europe. The Council of Europe language education policies aim to promote plurilingualism, linguistic diversity, mutual understanding, democratic citizenship and social cohesion. Minority language acquisition is an element in all these aspects. Minority languages deserve special attention, but the context of the general European language education policies should always be taken into account.

This study’s findings as well as the recommendations in the evaluation reports of the Comex indicate that a sufficient and adequate basis exists to set common goals and minimum standards for education in regional and minority languages. We recommend the Council of Europe to further develop policies along these lines. We suggest taking

this issue into account for the work programme of those organisations responsible for the monitoring and implementation of the Charter in the second decade of the Charter's existence.

In its additional comments on a hearing with the Committee of Experts, the Language Policy Division (Council of Europe) describes the need to strongly highlight the benefits of bilingual education. The Division considers a network of bilingual schools important for highlighting these benefits and for providing information on suitable models for minority language education and its effectiveness. The Network of Schools within Mercator Education could be used for this purpose. In addition, the Division signals a need for reliable data on language proficiency and the language of instruction in schools as well as on the educational infrastructure required for education in the minority language, and also on the quality of education. This implies more research, and more specifically comparative research between countries that also offer information for schools and policy makers. The initiative of Mercator: European Research Centre on Multilingualism and Education offers good opportunities to undertake such research and to translate findings for schools and policy makers.

In addition to the opportunities of relating goals of minority language education to the Common European Framework of Reference as discussed in chapter 3 and paragraph 4.2, the European Language Portfolio (ELP) also holds possibilities for structuring minority language education and for embedding minority language acquisition in language learning in general. The European Language Portfolio is a tool to promote plurilingualism and pluriculturalism, and also a learner autonomy that values the full range of the learner's language and intercultural competence and experience - regardless of the question whether this is acquired within or outside formal education. Each ELP consists of a language passport, a language biography and a dossier. The Language Passport provides an overview of an individual's proficiency in different languages at any given point. This overview is defined on the basis of the levels of the Common European Framework of Reference. The Language Biography consists of goal-setting and self-assessment checklists. The Dossier offers the learner opportunity to document materials that illustrate achievements or experiences recorded in the Language Biography or Passport. At the moment, approximately 80 Portfolios are validated and accredited by the Council of Europe.

# 5 References

- Beacco, J.C. & M. Byram, Guide for the Development of Language Education Policies in Europe. From Linguistic Diversity to Plurilingual Education (Language Policy Division of the Council of Europe, 2003).
- Blair, Philip, Regional or minority languages in education seen through the prism of the European Charter (Conference Brussels, 27-28 April 2006).
- The Committee of Experts' evaluation practice concerning the implementation of Article 7 (1) f, g as well as Article 8 (Education) of the European charter for Regional or Minority Languages. Council of Europe/ Secretariat of the European Charter for Regional or Minority Languages. May 2006
- Communication from the Commission to the Council , the European Parliament, the European Economic and Social Committee and the committee of the Regions: A Framework Strategy for Multilingualism. COM (2005) 596 final (22.11.2005)
- Country Profiles of Language Education Policies (carried out by the Language Policy Division in cooperation with a number of its member states)
- Euromosaic 1, 2: The production and reproduction of the minority language groups in the European Union (EU, 1996). [www.uoc.edu/euromosaic](http://www.uoc.edu/euromosaic)
- Euromosaic 3: Presence of Regional and Minority Language Groups in the New Member States (EU, 2004). [www.uoc.edu/euromosaic](http://www.uoc.edu/euromosaic)
- European Languages Portfolio (ELP), Principles and Guidelines with added explanatory notes (Version 1.0) Council of Europe / Language Policy Division. 2004
- Hearing with the Language Policy Division (DG IV - CoE) The Committee of Experts' Interpretation and evaluation practice concerning the implementation of Articles on Education of the European Charter for Regional or Minority Languages (Strasbourg, 5 October 2005), March 2006.
- Modern Languages: Learning, Teaching, Assessment. A Common European Framework of Reference (Council of Europe, Strasbourg, 1998)
- National reports of treaty parties of the Charter for Regional or Minority Languages submitted to the Council of Europe; available on the [www.coe.int/legal\\_affairs/regional or minority languages](http://www.coe.int/legal_affairs/regional_or_minority_languages)
- Reports of the Committee of Experts (COMEX) of the Council of Europe; available on the [www.coe.int/legal\\_affairs/regional or minority languages](http://www.coe.int/legal_affairs/regional_or_minority_languages)
- Relevant studies from the series 'Regional Dossiers' of Mercator Education; also available on [www.mercator-education.org](http://www.mercator-education.org)



# 6 Appendices

## 6.1 Country reports

### 6.1.1 Austria

#### Minority language

Croatian

#### Level of reference

- ii) for pre-primary and primary education
- iii) for secondary education

#### Number of users minority language

According to the Austrian census of 1991, Croatian is spoken by 30,000 Austrian citizens (0,4% of the Austrian population). In the province Burgenland, the census registered 19,000 Croatian speakers (7% of the population of Burgenland). A further 6,600 Croatian speakers live in Vienna. Minority organizations estimate the number of Croatian speakers to reach 35,000 in Burgenland and 15,000 in Vienna. In addition, there are 30,000 Croatian speakers who are not Austrian citizens.

#### Goals

#### Educational models

Compulsory schooling starts at six and lasts for nine years.

Primary education covers four grades. Primary education in Croatian is regulated by the Provincial Minority School Law, which classifies 29 local schools as bilingual German-Croatian schools. Eight of these schools are so-called bilingual schools, which offer instruction in both German and Croatian. The remaining 21 primary schools offer Croatian language tuition. In both types of school all pupils attend bilingual education. In four German monolingual schools Croatian is offered as optional subject.

An important difference between the monolingual and the bilingual schools is the number of pupils per class. In monolingual schools the maximum number is 30 pupils per class, while on bilingual school the maximum is 20 pupils per class.

There is no primary school with Croatian as primary language of instruction. In some bilingual schools, Croatian is used as second language alongside German in the teaching of all subjects. However, in most schools Croatian is taught as a second language for three hours a week.

Austria knows three forms of secondary education, general secondary education (Hauptschule), general higher secondary education (Allgemeindindende Höhere Schule or Gymnasium) and general vocational secondary education (Berufsbildende Mittlere Schule). Bilingual education at secondary level is not compulsory; pupils specifically have to register for it. In 1999, there was one general secondary school (Hauptschule) in Burgenland which offered bilingual education in the form of German and Croatian instruction in all subjects and one secondary school which offered Croatian as an optional core subject and

bilingual instruction in several other subjects. As with primary education in Burgenland, the maximum number of pupils per class for bilingual general secondary schools is 20 as compared to 30 in monolingual schools. In addition to the two bilingual schools, nine other general secondary schools offer Croatian as an optional subject. In 1991, the federal government established a bilingual higher secondary school, which offers a German-Croatian group and a German-Hungarian group. In this school all instruction is in both languages. Seven other higher secondary schools offer tuition in Croatian, ranging from core subjects to optional subjects.

There is no general vocational secondary school (BMS) that offers Croatian tuition.

### **Time investment (subject and medium of instruction)**

#### **Teaching materials**

Most available teaching materials focus primarily on Croatian language education, there is a shortage of materials in Croatian for other subjects. Recently, several Croatian initiatives have begun to fill this gap. For example, the Croatian Cultural and Documentation Centre has started to produce new teaching materials and aids in co-operation with teachers from bilingual schools.

Apart from language teaching of Croatian, teaching materials in Croatian for other subject or not available. Mostly German books are used and bilingual teachers prepare their own materials or use books from the republic of Croatia. However the use of textbooks from Croatia is limited, because the Croatian language spoken in Croatia differs significantly from the Croatian language spoken in Burgenland and the curricula of the two countries are not at all compatible. One major teaching aid for secondary education is a special dictionary which gives words in German, in the local variant of Croatian and in the official language of Croatia.

#### **Reach of education in minority language (incl. decline or incline)**

Bilingual primary education is offered on 29 schools. In 1999, 1404 pupils (approximately 12% of all primary school pupils in Burgenland) attended these bilingual schools, of which 342 have Croatian as mother tongue and 751 German. In addition four monolingual German primary schools offered Croatian as an optional subject to 60 pupils.

In the two bilingual schools for general secondary education, 141 pupils had registered for bilingual education in the year 1999. On the nine general secondary schools that offer Croatian as an optional subject, 102 pupils were registered for Croatian lessons.

On the bilingual higher secondary school, 114 pupils attended the German-Croatian classes. On the seven other higher secondary schools, 335 pupils attended classes in Croatian.

The number of pupils attending some sort of Croatian lessons on primary or secondary level seems to increase over the years.

#### **Evaluation / examinations**

Since 1994 bilingual school certificates can be issued to pupils of bilingual schools.

#### **Teacher qualifications**

##### **Teacher training**

Primary school teachers and teachers for general secondary schools are trained at Teacher Training Colleges, which do not have university status and are administered By the Ministry of Education and not by the Ministry of Sciences. Teachers for bilingual German-Croatian education are trained at a Teacher Training College in Eisenstadt/Zeljezno.

Teachers for general secondary higher schools (AHS) are trained at universities. During their studies as well as after their graduation, students work as trainees in schools. This working experience forms part of the university curriculum and a requirement for the attainment of the secondary schools teaching diploma.

The federal pedagogic institute in Eisenstadt/Zeljezno organises 'working experience places' and seminars for teachers of Croatian from all types of schools. Special courses for bilingual education and intercultural learning are offered by the University of Klagenfurt. Seminars and courses focusing on intercultural education are also offered by the Teacher Training College in Vienna and the federal pedagogic institute in Eisenstadt/Zeljezno.

### **Inspectorate: legal position and authority in practise**

Since the law, Minderheitenschulgesetz für das Burgenland of 1994, school inspection for Croatian teaching was extended throughout the educational system and a special office for minority education was created within the schooling department of the provincial government. There are two representatives of the Croatian-speaking minority on the provincial inspection board as well as on the district school inspection boards. There are specialised inspectors qualified to inspect bilingual education.

### **Legal position and authority (regional and local authorities)**

Croatian is the second official language of the Austrian province of Burgenland, next to German. Croatian language rights in Austria only apply for Austrian citizens living in six of the seven districts of the province of Burgenland. The language rights of the Croatians in Burgenland are recognized under Article 7 of the Austrian State Treaty of 1955 and administered according to territorial principles. The Austrian Constitution, the State Treaty of 1955 and the Law on Ethnic Groups of 1976 regulate language use, but do not contain specific rights for individuals or ethnic groups.

Overall legislative authority and responsibility for primary and secondary education rests with the Federal Ministry for Education and Science . The provincial governments issue regional laws for the implementation of public education. Implementation of education policies is further monitored by education boards on regional and district levels. Pupils' and parents' representatives are also important players in the practical implementation of educational law, since school-democracy is an organising principle of the Austrian educational system.

Education in minority languages is an integral part of the Austrian education system. In the case of Burgenland it is incorporated into the general framework of the law on compulsory education of the province of Burgenland. The most recent law, Minderheitenschulgesetz für das Burgenland, of 1994 provides for tuition in Croatian in all provincial schools, classifying 29 local primary schools and two secondary schools as bilingual German-Croatian schools. The possibility of tuition in Croatian was extended to the whole education system within the province. The number of pupils required for the introduction of Croatian as an optional subject is seven and in some cases only five. The law of 1994 does not define the extent of minority language instruction, nor does it prescribe curricula or general educational goals and standards for minority language schooling.

### **Use of CEFR**

CEFR is available for Croatian, but Burgenland-Croatian differs significantly from the language in the Republic of Croatia.

### **Judgement Committee of Experts**

Pre-primary: not enough information to conclude whether undertaking is fulfilled, requests more information about the quantity and quality of pre-school education.

Primary education: partly fulfilled, since the ratio of teaching in German and Croatian is not defined by law, in some bilingual schools the teaching of Croatian is very limited (3 hours per week). In defined area bilingual education available, availability outside defined language area unclear.

Secondary education: fulfilled

Teaching history and culture of minority group: not fulfilled, no suitable teaching materials, no information about teaching history and culture in monolingual German schools.

Teacher training: fulfilled, but worries about language proficiency in Croatian of teachers.

Supervisory body: not fulfilled, due to the absence of periodic reports which are made public.

## 6.1.2 Austria

### Minority language

Slovene in the land Carinthia

### Level of reference

- iv) for pre-primary education, since the public authorities have no direct competence in the field of pre-school education
- ii) for primary education
- iii) for secondary education

### Number of users minority language

According to the census of 1991 14,850 people (2.79% of the population in Carinthia) spoke Slovene. Ten years later, in 2001, 13,109 people in Carinthia stated to use Slovene language in everyday life. However, there are indications that the actual number of Slovene-speaking people is much larger. A telephone survey from 1990 indicated that about 40,000 people speak Slovene, but also use German on a regular basis. A second inquiry by Catholic priests suggests that about 50,000 people understand Slovene and 33,000 speak Slovene on a fairly regular basis.

### Goals

The curriculum at primary schools where both German and Slovene are used as medium of instruction contains the same educational objectives as the curriculum of other Austrian primary schools.

### Educational models

In 1988, an amendment to the Minority Education Act for Carinthia was passed, providing for different ways to organise bilingual education (grade 1 to 4) at primary school level. Bilingual instruction in German and Slovene can take place in bilingual primary schools, in bilingual classes and in a bilingual section within a class. This new legislation describes that when less than 9 pupils want bilingual education, this is offered within integrated mixed classes, with an extra teacher for 10 to 14 hours. It is stipulated that during the German part of the bilingual lessons both German and bilingual sections are taught together. Furthermore, pupils registered for bilingual classes, whose Slovene is insufficient should be offered additional remedial teaching in Slovene, if there are three or more of such children. From the school year 2001/02, the German and Slovene languages are to be used to the same extent as medium of instruction in all subjects. In practice, there are great differences in the amount of Slovene instruction actually provided. Most schools provide bilingual education in an unsystematic manner. In monolingual German classes, Slovene can be taught as an additional practical exercise for two hours a week without any assessment.

Austrian school laws grant the possibility to secondary schools to use Slovene as medium of instruction. However, in practice secondary schools only teach Slovene as subject. At general secondary schools, Slovene can be taught as a compulsory subject (4 hours a week) in accordance with the Minority Education Act (teaching in the mother tongue). It can also be taught as a foreign language and thirdly it can be learnt as an optional additional subject.

### Teaching materials

From the new Minority Education Act for Carinthia (1988), new curricula were issued for primary schools with German and Slovene as languages of instruction. These curricula

emphasize the didactics of bilingual teaching and the importance of intercultural learning, taking the pupils' environment into account. Teachers decide on the teaching materials they use. Therefore, on a didactical and methodological level, teaching may vary.

Individual bilingual teachers and groups of teachers have developed teaching materials and textbooks for bilingual education. The school authorities have provided translations of German language textbooks. More recently, software for computers and other learning materials can also be bought from Slovenia.

In secondary education, teachers are also to decide on the teaching methods and materials they use. Head teachers and inspectors have the right to issue directives for teaching methods and materials. Concerning teaching materials in Slovene, there are several problems. First, all schoolbooks are subsidized in Austria, but the authorities argue that schoolbooks in Slovene for all levels of secondary education are very expensive due to their small circulation. Furthermore, school books have to be renewed regularly according to progress in science. In practice existing books for some subjects are rather outdated. Cooperation with Slovenia concerning schoolbooks began in 1990. However, as school curricula in Slovenia and Austria are generally not identical, schoolbooks from Slovenia cannot be used in Austrian schools.

### **Reach of education in minority language (incl. decline or incline)**

Until 1958 minority language teaching was compulsory in 107 primary schools in Carinthia. All subjects were simultaneously taught in both German and Slovene. However, in practice from grade 3 onward, German was the language of instruction and Slovene was taught as subject. In 1958 compulsory bilingual schooling was abolished and parents were required to declare whether they wanted their children to learn Slovene. As a consequence, only about 20% of the children in the region attended bilingual schools. More recently the number of pupils attending bilingual schools rises again. In the school year 2003/04 about one third of the pupils (32,3%) within the territory covered by the Minority Education Act for Carinthia were registered for bilingual classes. Of the 77 primary schools within the territory covered by the Minority Education Act, 65 schools offer bilingual education. In addition, 143 pupils receive bilingual education at two schools in Klagenfurt.

Since bilingual education is organised on a territorial principle, it is up to parents to decide whether they want bilingual education within the public system. Recently a growing number of German-speaking pupils attend bilingual schools.

In 2003/04, less than 5% of pupils (299 pupils) in the bilingual area attended Slovene language classes in general secondary education, of which 123 were registered for Slovene as a core subject in accordance with the Minority Schools Law, 46 were learning Slovene as an alternative to English as a living foreign language, and 130 chose Slovene as an optional additional subject..

### **Evaluation / examinations**

#### **Teacher qualifications**

#### **Teacher training**

Teachers for the pre-primary year and primary school are trained at tertiary level teaching training colleges. The teacher training course lasts at least three years and ends with the successful completion of a teaching qualification examination. All teachers at bilingual primary schools in Carinthia are qualified with the standard qualifications, but also

gained additional qualifications for bilingual teaching and Slovene language teaching, which takes two additional semesters (1 year) at training college. Teachers receive continuing training, which is compulsory for 15 hours per year.

Teachers for lower secondary schools also receive training at Teacher Training College. They qualify in two subjects, which they later teach according to the subject teacher system in schools. The Teacher Training College in Kagenfurt runs courses for future teachers teaching Slovene as a subject.

In-service training for teachers is completed on a voluntary basis. The Federal Pedagogical Institute organises in-service training for all teachers at all types of schools. The Pedagogical Institute in Klagenfurt/Celovec offers special courses for teachers working in Slovene. The Institute also organises workshops to promote exchange between teachers throughout the province and with teachers from Slovenia. Teachers who did not study Slovene at Teacher Training College can do this later at this Institute.

### **Inspectorate: legal position and authority in practise**

Austria has a long tradition of school inspection with a rather hierarchical form of organisation. A special department within the Regional School Board is responsible for inspecting bilingual schools. This department prepares annual reports, which are made public and which include detailed information with respect to the activities and developments in the field of bilingual education, as well as extensive statistical documentation.

The provincial inspector in Carinthia is assisted by district school inspectors in compulsory education and subject inspectors in higher secondary education. Two of these inspectors are responsible for the minority school system. The inspector for compulsory minority school supervises bilingual schooling from first to eight grade and at secondary level the subject inspector for Slovene is responsible for bilingual higher and vocational education.

### **Legal position and authority (regional and local authorities)**

Article 7 of the Austrian State Treaty (1955) states that Slovenes in Carinthia have the right to have their own organisations, press and public meetings in Slovene; to receive primary level education in Slovene and a modicum of secondary level education in Slovene; as well as to have their own Inspectorate of Education. Slovene was to be treated as an official language in Carinthia.

Within the State Treaty the minority rights for Slovenes are based on territorial principles. Within the defined area bilingual education is offered in different forms. Since 1989 it is also possible to organise bilingual education outside the described area, where there is a sustained need.

Austrian Constitutional Law, the State Treaty and the Ethnic Group Law of 1976 do not contain any direct guarantee of protection for the ethnic group itself, but to some extent regulate language use. However, the absence of any coordinated language planning and policy in Austria very often leaves questions about language use and language planning to party politics, which resulted in numerous different laws and regulations concerning language use. As public language use is regulated by a complex set of laws, it is difficult to know exactly when and where Slovene can be used.

From the school year 2003/04 all primary schools must include teaching a modern language (English, French, Italian, Croatian, Slovakian, Slovene, Czech or Hungarian) in their teaching plan.

In 2000 a Ministry of Education, Science and Culture was set up, which has exclusive responsibility for basic education at all levels, except nursery schools. Next to the Federal Ministry, District School Boards (political districts) and Provincial School Boards (Länder) were established. School Boards at the different levels are also responsible for minority education in Slovene.

Fundamental school reform, since 1995, has led to more autonomy for all schools for secondary education. New curricula have been developed with core and extension areas, which offer schools more autonomy in the content of their education.

## **Use of CEFR**

### **Problems (from Euromosaic)**

Since 1958 bilingual education is no longer obliged, but has to be requested. The achievement level in Slovene of children entering primary schools is limited, since kindergarten is limited and teachers have limited ability to accommodate immersion programmes. Half of the children entering primary schools have no knowledge of Slovene. After bilingual primary education, there is little bilingual secondary education available. It is often argued that there is insufficient demand for bilingual education to create a more accessible provision structure. However the small provision of bilingual secondary education probably influences the choice for bilingual primary education.

### **Judgement of the Committee of Experts**

Pre-primary education: fulfilled. With respect to the municipal nursery schools, the Committee of Experts is of view that a clearer definition of the responsibilities of the municipalities with respect to bilingual pre-school education is needed.

Primary education: fulfilled at present. In bilingual teaching, German and Slovene should have the same weight in teaching, in practice this varies between schools. The headmaster is responsible for ensuring the quality of bilingual education, but not all headmasters of bilingual schools speak Slovene themselves. Due to the reduction of the number of pupils, there is an increasing risk of closure of bilingual schools. Another problem is the highly variable command of Slovene among primary school pupils.

Secondary education: fulfilled.

Teaching history and culture of minority group: no conclusion. The Committee of Experts does not have information about the way history and culture of the Slovene is taught in practice in either the bilingual schools or in the monolingual German-speaking schools.

Basic and further training of teachers: fulfilled at present with respect to bilingual compulsory school teachers. There is a shortage of bilingual teachers. Furthermore, the number of native Slovene-speaking teachers is falling, which results in teachers with less language skills in Slovene. Training programmes must spend more hours on language skills of the teachers.

Supervisory body: fulfilled. There is a specific body responsible for bilingual education, which publishes annual reports. However, the competence of school inspectors in this field is considered relatively limited.

### 6.1.3 Germany

#### Minority language

Sorbian

#### Level of reference

Upper Sorbian

- iii) for pre-primary education
- iv) for primary and secondary education

Lower Sorbian

- iv) for pre-primary, primary and secondary education

#### Number of users minority language

Sorbian is one of the four recognized autochthonous regional languages in Germany. Sorbian is spoken in the region of Lower Lusatia, which is part the Land of Brandenburg, and Upper Lusatia, which is part of the Freistaat Sachsen (Saxony).

Nowadays Sorbian is spoken in two main and relatively different dialects: Lower Sorbian/Wendisch in Lower Lusatia and Upper Sorbian in Upper Lusatia. In Upper Lusatia there are still families where all generations speak Upper Sorbian. In Lower Lusatia only the older generation of over sixty still speak Lower Sorbian.

#### Goals

Upper Sorbian

According to the Saxon School Law, Sorbian schools have to foster and develop the cultural and linguistic heritage of the Sorbs.

#### Educational models

Lower Sorbian

Sorbian can have the position mother tongue, second language and foreign language in education. Schools which particularly teach Sorbian are considered Sorbian schools, although Sorbian education ranges from language of instruction to second or foreign language.

In Brandenburg the language of primary schools is monolingual German. Sorbian is taught as a subject, one hour a week in grade 1 and three hours a week in grade 2 to 6, but only as an additional supply to the regular programme. A schools participation in teaching the Sorbian language depends on the wish of the parents.

In secondary education, students are offered Sorbian as an optional subject for three hours a week at one comprehensive school and one grammar school. Sorbian is also taught as a compulsory second foreign language at the Niedersorbisches Gymnasium in Cottbus.

Upper Sorbian

The administrative act on Sorbian and other schools (1992) defines Sorbian schools as schools where Sorbian is the medium of instruction. Other schools are defined as schools where German is de medium of instruction and Sorbian is one of the subjects. Sorbian can be taught as mother tongue, as second language, as foreign language and as language for basic communication.

In secondary education, there are Sorbian schools that offer Sorbian as a mother tongue, as a second language and as a foreign language. In the bilingual or German secondary schools, Sorbian is taught exclusively as a foreign language in small groups of at least 5 students, in addition to the curriculum of the whole class. These groups are usually very heterogeneous in their linguistic composition. Lessons are aimed at acquiring an active command of a small range of vocabulary of about 2100 words by the end of 10<sup>th</sup> grade and a passive knowledge of the grammatical rules and their use.

In Sorbian secondary education, higher level courses in Sorbian have been introduced since the recognition of Sorbian as a state-specific school final examination subject. Pupils are allowed to choose examination in Sorbian as their mother tongue, which is now on a par with German as a fully-fledged examination subject.

### **Time investment (subject and medium of instruction)**

#### **Teaching materials**

Since 1992, the Brandenburg Ministry of Education, Youth and Sports has a small office, the Arbeitsstelle Bildungsentwicklung Cottbus (ABC), that works on the further education of Sorbian teachers and the development of education programmes and Sorbian study books and learning materials.

#### Upper Sorbian

The Domowina-Verlag in Bautzen has a school textbook section, which offers over 155 titles for Sorbian lessons and Sorbian instruction.

#### **Reach of education in minority language (incl. decrease or incline)**

Since 1991, the number of primary schools offering Sorbian as a subject and the number of pupils attending Sorbian lessons continuously increased. In 1999/2000 1,036 children in Brandenburg, of a total of 16,000 pupils in primary schools, attended Lower Sorbian instruction at 23 primary schools. Currently there are 36 Sorbian teachers working in primary schools of which only two have native knowledge of Lower Sorbian. In 1999/2000 513 students attended the Niedersorbisches Gymnasium.

In 2000, there were five Sorbian primary schools in Saxony, with 575 pupils. Of these, 229 pupils studied Sorbian as their mother tongue language, 191 pupils studied Sorbian as a foreign language and 155 pupils had Sorbian as a second language on their curriculum. In addition, the school inspectorates of Hoyerswerda, Kamenz and Görlitz have 24 German primary schools, which offer Sorbian as a second language, either as foreign language or as language for basic communication. In 2000/2001 a total of 2,607 pupils attended these schools, of which 727 studied Sorbian as a second language (408), as a foreign language (153) or as a language for basic communication (166).

Upper Lusatia has six Sorbian secondary schools, four schools that offer classes with Sorbian as mother tongue and as a second language and six schools that teach Sorbian as a foreign language. Besides these schools, there is one Sorbian pre-university grammar school.

### **Evaluation / examinations**

#### **Teacher qualifications**

#### **Teacher training**

Since 1998 the University of Potsdam offers an additional course in Sorbian, among other reasons, to qualify teachers with an official qualification for teaching Sorbian in the lower classes and other people interested in teaching Sorbian in the first and second level. On average, six students a year make use of this possibility.

In Saxony, primary school teachers and subject teachers of Sorbian receive their training at the University of Leipzig.

### **Inspectorate: legal position and authority in practise**

The Minister für Bildung, Jugend und Sport des Landes Brandenburg is responsible for general and vocational education, including the education of pedagogical and social-pedagogical workers. The minister has a Schulamt in every district of the Land to coordinate education, the pedagogical goals and main points of the educational programme.

The Saxon Kultusminister is the highest authority in the domain of general and vocational education in Saxony. The minister decrees the curriculum and approves teaching and learning materials. Saxony has regional inspections (Regionalschulämter) that form intermediaries between the schools and the ministry.

### **Legal position and authority (regional and local authorities)**

In Germany, and also in Brandenburg and Saxony, schools can be run by the state, the district and the municipality, but also by private organisations.

#### Lower Sorbian

The Brandenburg School Law of 1996 provides pupils in the Sorbian area with the right to learn Sorbian and be taught in Sorbian in subjects and grades which are yet to be arranged. Schools in the Sorbian area have to pay attention to the history and culture of the Sorbs.

#### Upper Sorbian

Paragraph 2 of the Saxon Law on Education (1991) basically sets out the legal rights of the Sorbs to have Sorbian as a subject and as a medium of instruction. Furthermore, all schools in Saxony have to teach a basic knowledge of Sorbian history and culture. Sorbian schools are established in places with a sufficient number of pupils to form Sorbian classes. Class division takes place at 25 pupils.

### **Use of CEFRL**

#### **Judgement Committee of Experts**

##### Upper Sorbian

Pre-school: fulfilled

Primary school: no systematic follow-up for children having completed pre-school education within Witaj-project (Sorbian or bilingual pre-schools), no guarantee to provide education in Upper Sorbian for families who wish so in the surrounding area. No strict legal framework, offers flexibility for example in the minimum number of pupils required for Sorbian classes, but also creates confusion for parents about whether their children are entitled to receive Sorbian teaching. Only partly fulfilled.

Secondary education: Minimum number of students is 20, is high. Only partly fulfilled.

Teacher training: active policy to improve language skills of teachers, by offering courses and releasing teachers from their teaching duties. Fulfilled.

Supervisory body: there is no supervisory body specifically entrusted with the task to monitor the measures taken and the progress achieved in developing the teaching of Upper Sorbian and no public reports on the findings of such a body. Not fulfilled.

#### Lower Sorbian

Pre-school: partly fulfilled, budgetary framework does not cover additional costs of bilingual education, also there is a lack of qualified bilingual pre-school teachers.

Primary school: Only partly fulfilled, authorities do not provide primary education in or of Lower Sorbian in all territories in which it is actually used. No good continuity with pre-school education. In addition, shortage of bilingual teachers at primary school level.

Secondary education: partly fulfilled, teaching Lower Sorbian not in ordinary curriculum, not in all areas where it is traditionally used.

Teacher training: only partly fulfilled, no Land support for replacement of teachers during courses, further training very general and does not take teaching level into account, shortage of teaching staff.

Supervisory body: not fulfilled. See Upper Sorbian.

## 6.1.4 The Netherlands

### Minority language

Frisian

### Level of reference

- ii) for pre-primary and primary education
- iii) for secondary education

### Number of users minority language

Of the 600,000 inhabitants of Fryslân, 94% can understand Frisian, 74% can speak it, 65% is able to read it en 17% can write it. For more than half of the population (55%) Frisian is their mother tongue.

### Goals

The Primary School Act lists a number of subjects that all primary schools have to teach without describing the number of hours and how or what the schools must teach. The Act prescribes that schools in Fryslân must teach Frisian. In addition to the list of subjects, the Minister of Education defined attainment goals for these subjects. Until 2006, fully identical goals have been developed for both Dutch and Frisian language, indicating which skills have to be attained in Dutch and Frisian at the end of primary education. In 2006 new attainment goals were formulated, these new goals are differ between Frisian and Dutch.

Since 1993 Frisian is a compulsory subject on the lower level of secondary education, but attainment goals are not officially determined within educational legislation.

### Educational models

Studies of the inspectorate (2006) show that the majority of primary schools in Fryslân spend 30-60 minutes per week on Frisian lesson. The inspectorate finds large differences between primary schools in the time that is spend on the Frisian language. In addition, about half of the primary schools also use Frisian as language of instruction, mostly during creative activities and gymnastics. Within the Frisian lessons teachers hardly make a distinction between Frisian and non-Frisian speakers.

Since 1948, secondary schools have been allowed to teach Frisian. As of 1993 Frisian is a compulsory subject on the lower level of secondary education, the amount of Frisian lessons is not specified however. No methodological distinction is made between Frisian as first and second language. About 70% of the schools with an obligation to teach Frisian do so in practice. Frisian is an optional subject in higher grades op pre-university education and general secondary education. Only a small percentage of pupils choose Frisian and few of them take a final exam in Frisian.

In secondary education the Dutch language is the general medium of instruction. Although it is permitted to use Frisian as language of instruction, this is very rare in secondary education. Of the secondary schools 30% use Frisian as teaching language incidentally and 1% on a regular basis.

### Time investment (subject and medium of instruction)

#### Teaching materials

Textbooks in Frisian are available for language and reading instruction (Taalrotonde), spelling in the upper grades (Skriuwtal), biology, geography, history, music and religious

education. Educational programmes on television and radio are produced and transmitted by the Frisian Broadcasting Company in cooperation with the Centre for Educational Advice in Fryslân. Two Frisian youth magazines complement the instructional materials.

The national Institute for Curriculum Development (SLO) developed a curriculum model for Frisian on the secondary-school level. For the lower grades of secondary education a Frisian-language method (Flotwei Frysk) is available.

### **Reach of education in minority language (incl. decline or incline)**

In 2001 a report of the inspectorate stated that 56% of primary schools use Frisian as language of instruction. In comparison with 1988, the use of Frisian as language of instruction declined slightly. Furthermore, the percentage of time that Frisian is used as language of instruction declines within the school period.

In 62% of all the secondary schools, Frisian is offered as subject or in a project in the first year of secondary education. In 1999 this percentage was higher with 74%.

### **Evaluation / examinations**

Most teachers in primary education do not test the language acquisition in Frisian of the pupils. Every year, however, pupils of grade 8, can make a Frisian exam, but only part of the schools participate in this examination.

In secondary education, six out of ten Frisian teachers test their students. There is a national final exam for Frisian, for students that choose Frisian as a subject in higher grades.

### **Teacher qualifications**

#### **Teacher training**

The two teachers colleges in Fryslân offer Frisian as a subject. At one college, Frisian is not obliged, but all students are invited to follow three Frisian modules in order to obtain the formal certificate required to teach Frisian in primary schools. At the other college, all students must attend a course of lectures on Frisian in the first two years of their training programme of four years. There are separate lessons for Frisian and non-Frisian speaking students. Frisian is optional in the third year, by following the complete programme students obtain the formal certificate for teaching Frisian in primary education. The materials of the Centre for Educational Advice in Fryslân for Frisian as a subject and medium of instruction are central to the students' programme. In addition students learn about various aspects of the status and use of Frisian and issues of bilingual education. Most students obtain the certificate for teaching Frisian in primary schools, but this does not always imply a satisfactory command of the Frisian language.

For teaching Frisian in secondary education, training is available at two levels. A Grade-Two certificate is required for the lower levels and lower school types of secondary education. A Grade-One certificate is needed for the higher levels of secondary education. Both certificates can be obtained at non-university teacher-training institutes with special in-service training programmes. The Grade-One certificate the students attain after this training has the same status as a master's degree in Frisian from a university.

#### **Inspectorate: legal position and authority in practise**

The General Government's Inspectorate is responsible for supervising the implementation of educational policy. The inspectorate formally checks the quality of education by visiting schools and by studying information and plans of the schools. The inspectorate reports to the Minister of Education and gives advice.

### **Legal position and authority (regional and local authorities)**

Frisian has an official status in the Netherlands, but this national recognition is not expressed in a special law. Current language policy regarding the Frisian language is based on the Frisian Language and Culture Covenant, an agreement between the central and the provincial governments. The Covenant describes the desire to make it possible for citizens, local authorities, organisations and institutions to express themselves in Frisian. It states that both provincial and central government are responsible for preserving and reinforcing the Frisian language and culture. According to the Covenant, the province of Fryslân determines the policy of Frisian and ensures the execution of the policy, where the state provides the province with the means to execute this policy.

Nowadays, Frisian spelling is standardised and Frisian is used in several domains in Frisian society, such as judiciary, public administration, radio and television and education. Although central, provincial and local authorities are involved in education, the primary responsibility lies with the central government. The central government controls education by means of laws, decrees and regulations on for example compulsory subjects, examinations and organisational aspects. The province of Fryslân does not have direct legislative or executive power in education. The municipal authorities have tasks concerning accommodation, facilities and the provision of materials, as well as ensuring that the regulations are followed as laid down in the Education Act. School boards and individual schools determine the actual curriculum of the schools.

### **Use of CEFR**

#### **Judgement of the Committee of Experts**

Pre-primary education: not fulfilled, committee observed small amount of bilingual playgroups, most childcare workers have not received formal education in the Frisian language, and preschool education are not required to develop a language policy taking into account the bilingual situation.

Primary education: not fulfilled. Although there is a statutory framework and the authorities have adopted attainment targets for Frisian, in practice, according to the Committee, only few primary schools offer Frisian and if they do it is for only one lesson a week, which cannot be interpreted as a substantial part of primary education. Schools spend little time on Frisian, there is a lack of qualified teachers, the quality of teaching is often insufficient and only 26% of the schools possess teaching materials that comply with the attainment goals.

Secondary education: not fulfilled, the committee of experts considers that the position of Frisian and the quality of the Frisian lessons are not sufficient for the qualification of integral part of education. There are no legally binding minimum standards for Frisian nor is there a prescribed minimum number of teaching hours in Frisian in secondary education. Furthermore, in upper grades Frisian is an optional subject and not an integral part of the curriculum.

Teaching history and culture of minority group: efforts are made to develop Frisian language materials for subjects as environmental studies, history and cultural education. The Committee of Experts have not enough information to conclude on the fulfilment of this undertaking.

Basic and further training of teachers: partly fulfilled. Efforts have been made in the field of teacher training, but the Committee of Experts consider the taken measures as insufficient.

Supervisory body: Fulfilled, Inspectorate issues three-yearly bulletins on bilingual and multilingual education in Fryslân.

## 6.1.5 Slovakia

### Minority language

Hungarian

### Level of reference

i) for pre-primary, primary and secondary education

### Number of minority language users

Slovakia has a population of more than 5 million people. Of the Slovakian population 85.8% has the Slovak nationality and 14.2 % belong to different national minorities. The Hungarians are the largest group (9.7%) of national minorities. In 2001, 520.528 inhabitant of Slovakia had the Hungarian nationality. In addition, 52.401 people with the Slovak nationality claim to have Hungarian as their mother tongue.

### Goals

Curricula and subject requirements are worked out by the National Institute for Education, and approved by the Ministry of Education. The professional, curriculum and subject requirements are identical to those set for the majority (Slovak) schools.

The subjects are only available in the state language, with exception of Hungarian grammar and literature. The subjects' curricula are drawn up by teachers individually, following the subject requirements. There is no official way of teaching regional geography or a different view on history.

### Educational models

The language of instruction in Slovak-Hungarian primary schools is Hungarian. The state language is taught as a second language in the Slovak language and literature lessons during one hour a day. Both in primary and in secondary education, there are also schools where Slovak and Hungarian classes work parallel.

The language of instruction in the Hungarian academic grammar schools is Hungarian. In secondary vocational schools with Hungarian as language of instruction, the biggest problem is a lack of experts and reference books. As a consequence, teaching in Hungarian is only partial, and in some cases only the Slovak language is used. Hungarian language and literature are taught once a week in one teaching hour.

Hungarian is not taught in Slovak classes, nor in schools with Slovak as medium of instruction.

### Time investment (subject and medium of instruction)

#### Teaching materials

In primary schools course books are free. Every year, the Ministry of Education distributes a list of approved books from which schools can order according to the number of students. A vast majority of course books used in Hungarian schools in Slovakia is published by the Slovak Pedagogical Publishing House. Course books published in Hungary or by other publishing houses may also be used, but the use is limited due to the costs.

A common feature of all books used in Hungarian primary and academic secondary schools in Slovakia is that they are all translations. The exceptions concern the alphabet, reading books in junior sections (grade 5-9) and books about Hungarian grammar and

literature. Books used in vocational schools are either translated from Slovak or are in the Slovak language. The course books for secondary schools are also free.

### **Reach of education in minority language (incl. decline or incline)**

In 2004, there were 262 Hungarian primary schools. In addition, there were 35 schools with Hungarian and Slovak classes. In sum, there were 1984 Hungarian classes with 36,249 pupils receiving primary education in Hungarian.

Slovakia has three types of secondary education: academic grammar schools, technical secondary schools and vocational secondary schools. In 2004, there were 18 Hungarian academic grammar schools and 7 schools with Hungarian and Slovak classes. In total, there were 237 classes with 5,991 students receiving secondary education in Hungarian. 16.3% of the students belonging to the Hungarian minority study in academic grammar schools with Slovak as language of instruction. Concerning technical secondary schools, there were 6 Hungarian schools and 19 schools with Hungarian and Slovak classes. In sum, there were 164 Hungarian classes with 3,997 students receiving Hungarian instruction in technical secondary schools. 19.7% of the young people belonging to the Hungarian national minority, studied in schools with Slovak as language of instruction. Regarding the vocational schools, there are three Hungarian schools and 6 schools with Hungarian classes. In total, 124 classes with 2,685 receive Hungarian instruction in vocational schools. Among another type of vocational schools, the apprentice schools, there were 7 Hungarian schools and 15 schools with Hungarian classes. At the Hungarian apprentice schools, there were 70 classes with 1331 students. At the apprentice schools with Slovak and Hungarian classes, there were 211 classes with 4,387 students.

## **Evaluation / examinations**

### **Teacher qualifications**

#### **Teacher training**

Until 2004, there were 4 institutes of higher education where students could study the Hungarian language or pursue their studies in Hungarian. In 2004, the first Hungarian university in Slovakia was established in Komárno.

Teacher training in Hungarian has always been provided at the university in Nitra. In 2004, a new faculty was established at this university: the Faculty of Central-European Studies. One of its main tasks is to train and provide teachers for nationality schools. This new faculty hosts the department of Hungarian language and literature, all Hungarian teachers of other departments and all students who want to carry out their studies in Hungarian. It also organises the teacher training for junior section Hungarian teachers.

The Pedagogical Faculty of the University of Komárno is responsible for training kindergarten and junior section primary school teachers, and there are four majors within the scope of teacher training. The language of instruction is Hungarian, with the exception of some subjects which are in Slovak or English. None of the universities offer further studies for minority teachers.

#### **Inspectorate: legal position and authority in practise**

Since 2000, the supervision of schools is carried out by the State School Inspectorate. This central state organ, independent of the Ministry of Education, has the task to supervise professional training and education in primary and secondary schools. The School Inspectorate does not have a department that supervises minority schools. According to

the law, the pedagogical supervisor of Hungarian schools has to know the language of education of the visited schools, but the law is not followed systematically.

The State Inspectorate checks the compliance with the law and teaching levels. The Inspectorate represents more the central power than helpfulness.

### **Legal position and authority (regional and local authorities)**

In accordance with the 1984 No 29 School Act, education in kindergartens, at primary and secondary levels is possible in the languages of minorities, too. Article 3 describes that members of the Hungarian nationality have the right to be taught in their own language to an extent which is appropriate to the interest of their national development. In compliance with the 5/1999 law, pupils attending primary and secondary schools with Hungarian as the language of instruction are given bilingual certificates of their education.

Public primary schools are established by the local governments. The regional authorities are responsible for the nurseries and primary schools.

Districts are responsible for secondary schools and are allowed to found secondary schools.

### **Use of CEFR**

There is an official Framework available for Hungarian.

## 6.1.6 Slovenia

### Minority language

Italian

### Level of reference

Slovenia has not specified which of the three options available apply for Slovene education.

The Committee of Experts conclude that in practice on all three relevant levels of education, option i) corresponds with the actual situation. Thus:

- i) for pre-primary, primary and secondary education

### Number of users minority language

Three municipalities on the Slovene coast have defined bilingual areas in which members of the autochthon Italian national community live and where the Slovene and Italian languages are equal in public and private life. In 2002, 2,258 inhabitants of Slovenia belonged to the Italian national minority.

### Goals

In Slovenia, Italian is taught at different levels: as a mother tongue, as a second language in the bilingual coastal area and as a foreign language in the central and northern part of Slovenia. The objectives and levels of language proficiency described in the curriculum for Italian language teaching are based on the Common European Framework of Reference of the Council of Europe.

Students who learn Italian as a second language should reach the A2 (Way stage) to B1 (Threshold) level at the end of primary school (age 15) and B2 (Vantage) or C1 (Effectiveness) level at the end of upper secondary education. In other words, the goal is that these students achieve the Italian language proficiency at the advanced level so that they have a communicative competence comparable to that of native speakers. In addition, they receive instruction about Italian culture, civilisation and bilingual education.

Pupils in primary schools (aged 9 to 15) that learn Italian as foreign language, reach the A1 (Breakthrough) to A2 (Way stage) level. At the end of upper secondary school, students reach the A2 (Way stage) to B1 (Threshold) proficiency level. High school graduates may reach the B2 (Vantage) level. Next to teaching the four skills at elementary level, some aspects of the Italian culture are introduced. Material on Italian history, culture and geography has been added to the relevant Slovene curriculum.

### Educational models

In the bilingual area on the Slovene coast (Istria), there are Italian schools and Slovene schools. The Italian national minority is guaranteed an educational option starting in Kindergarten and going all the way to the secondary school-leaving examination.

It is mandatory for pupils on schools with Slovene as language of instruction to learn the Italian language as second language (twice a week). On schools with Italian as language of instruction, the pupils must also learn Slovene (three periods a week) as second language.

The introduction of Italian as second language starts already in nursery schools. During a year the nursery schools provide children with first contacts with the second language in playful activities.

In primary education outside the bilingual area, Italian is taught as facultative subject (foreign language). In primary school (nine years) fourth graders begin to learn their first foreign language. From grade 7 in primary education pupils choose three facultative subjects in addition to the compulsory subjects. Schools are obliged to offer a second foreign language as a facultative subject. Italian as foreign language in upper secondary schools is taught at almost every high school and in tourist-hotel and economic-commercial vocational schools.

### **Time investment (subject and medium of instruction)**

#### **Teaching materials**

The development of teaching materials is the domain of the National Education Institute of Slovenia. Teachers on primary and secondary education mostly use books and manuals published by Slovenian editors, Italian publishing houses, as well as by the EDIT Publishing House of Rijeka. A considerable part of the materials is prepared by the teachers themselves. The Elementary School Act (1996) determines the general educational aims and defines the compulsory and extended programme. Parents must pay for the costs of textbooks and learning materials.

#### **Reach of education in minority language (incl. decline or incline)**

In the Slovene-Italian bilingual area, Italian as a first language is provided at 3 nursery schools (312 pupils), 3 primary schools with 8 branches (368 pupils) and 3 upper secondary schools (261 students; figures from 2005/2006). In the same area, Italian as a second language is a compulsory part of the educational programmes in 17 primary schools (5,767 pupils) and 7 upper secondary schools (2,228 students). In addition, the number of pupils in Italian classes whose mother tongue is not Italian increases.

In 2001/2002, 1,069 pupils in 16 primary schools received Italian as foreign language. In sum, 7,240 students in 35 high schools and 10 upper secondary schools leaned Italian as foreign language.

### **Evaluation / examinations**

#### **Teacher qualifications**

##### **Teacher training**

Italian teacher training is provided at the Faculty of Arts in Ljubljana (four-year independent or combined course) and the Faculty of Education in Koper (four-year perfecting course). Faculty of Arts graduates are formally equipped to teach Italian at all levels.

Since the new Elementary School Act was introduced in 1996, primary schools have had to offer a first foreign language from grade 4. This has led to a great need for appropriately educated foreign language teachers. Additional education for language teachers was organised and new programmes were established for education of teachers of class-based instruction in the field of English, German and Italian language teaching in grade 4 to 6 (second triennium) of primary school. The Faculty of Education of the University of Primorska offers a perfecting course designed for primary teachers who are equipped to teach Italian in all areas of the primary curriculum for the first and the second triennium, for Italian consisting of modern Italian language, literature and didactics of early Italian language learning. Students become a B.A. in Primary Grade Teaching with an additional certificate for second language teaching in the second triennium in primary schools. Italian language teachers receive an additional statement that the license also applies to the first triennium of schools in the bilingual area.

In addition, the Education Institute of Slovenia is the largest provider of in-service teacher training in Slovenia. Within this institute, consultants for the Italian teaching provide for permanent in-service training of Italian teachers at all levels. They organise refresher courses, seminars, meetings with Slovene and Italian experts on linguistics and introduce approaches and teaching techniques congruent with new curriculum programmes. As a rule, each teacher can spend five days per school year on professional refresher courses. Although refresher courses are not compulsory and take place on Saturdays or in holidays, the majority of teachers attend courses regularly. Teachers that attend refresher courses are assigned points that favour their professional promotion.

Furthermore, the Italian Union in Slovenia facilitates with the National Education Institute exchange en co-operation in the fields of culture, schooling and education with experts and institutes in Italy.

### **Inspectorate: legal position and authority in practise**

The inspectorate is managed by the Chief Inspector for Education. Inspectors perform supervision, but their authority is limited by law. When it is necessary to establish or assess a certain fact during supervision, educational experts are employed. When violations are established, inspectors are authorized to initiate necessary measures and determine the deadline for correcting the violations.

### **Legal position and authority (regional and local authorities)**

The 1974 Constitution granted the Italian minority the right to freely use their language, express and develop their native culture, and in order to do so, establish organisations and use their national symbols.

After 1991, the constitution determines that Slovene is the official language of Slovenia, Hungarian and Italian are also considered official languages in the areas of Italian and Hungarian national minorities.

The constitutions (1991) guarantees the members of the Italian group the right to use their mother tongue and to develop mother tongue culture and to establish, among other organisations, education in the mother tongue. The implementation of the rights is financially and morally supported by the Republic of Slovenia. The rights of the Italian community in the field of education are further defined in the 'Law on special rights of Italian and Hungarian ethnic groups in the area of education and instruction.

The national curriculum for all educational levels is conceived, implemented and monitored at the national level. Once prepared by professionals, it must be approved by the National Council for General Education and monitored by the National Education Institute of Slovenia. The municipalities monitor the standards of preschool services. All educational institutions operating in the ethnically mixed areas are obliged to operate in both official languages by law.

Also outside the ethnically mixed areas, members of the Italian national community have the possibility to learn the Italian language. An Italian language course is organised if at least five students have applied for it.

### **Use of CEFR**

Objectives, teaching approaches, teaching/learning methods, didactic techniques and levels of language proficiency described in the curriculum for the Italian language teaching are based on the CEFR.

### **Judgement Committee of Experts**

Pre-primary education: fulfilled, there are nine Italian-speaking kindergartens, one in every town with Italian-speaking primary schools.

Primary education: Slovenia has not ratified the undertakings concerning primary education in the initial report. However, according to the Committee of Experts, the situation of Italian in primary schools seems to indicate that this undertaking is fulfilled.

Secondary education: fulfilled, but the Committee of Experts encourages the Slovenian authorities to stimulate the provision of translated Slovenian textbooks.

Teaching history and culture of minority group: fulfilled. At the secondary level, the history of Italian-speaking people and various aspects of the Italian culture are taught.

Basic and further training of teachers: fulfilled.

Supervisory body: The Committee of Experts is not in the position to conclude whether this undertaking is fulfilled. According to the Comex, the information provided by the Slovenian authorities does not show a body that is specifically responsible for monitoring the teaching of regional and minority languages, nor has the Committee received any periodic reports.

## 6.1.7 Spain

### Minority language

Catalan

### Level of reference

i) for pre-primary, primary and secondary education

Number of users minority language

Catalan is spoken in four autonomous communities in Spain: Catalonia, the Balearic Islands, Valencia and also a part of Aragón. The largest community of Catalan speakers is Catalonia with 6,000,000 inhabitants, of which 97,3% understands Catalan and 79,0% speaks Catalan (Centro de Investigaciones Sociológicas, 1998). According to SEDEC, in 1995-96, 36% of the children spoke only Catalan at home, 15% spoke both Spanish and Catalan and 1% Catalan and another language.

### Goals

All pupils in Catalonia should be able to use Catalan and Spanish normally and correctly by the end of primary education. At the end of compulsory secondary education pupils should attain a full oral and written competence in both Catalan and Spanish. The culture and history of Catalonia, as well as the history of the language, are taught at all levels of compulsory education. The certificate of secondary education may not be issued to pupils who are unable to demonstrate their written and oral ability in both Catalan and Spanish.

### Educational models

The Law on Language Standardisation in Catalonia (1983) states that Catalan is the language of education at all levels of education. Children in pre-primary schools have the right to receive early education in their language of habitual use, whether Catalan or Spanish. At all non-university levels of education Catalan and Spanish are obligatory subjects. After the 1992 Decree and 1998 Law, all schools - public or private - must use Catalan as a standard medium of instruction.

At schools with more than 75% of Spanish pupils the Linguistic Immersion Programme can be applied. According to the Immersion Programme children start learning to read and write Catalan at the age of six.

### Time investment (subject and medium of instruction)

Catalan is the normal language of instruction, besides that Spanish is also used in one subject at minimum, according to the background of the students and the staff.

### Teaching materials

There are enough materials available for language teaching both in terms of teaching of the language and teaching in the language at all levels of education.

Within the Department of Education in Catalonia, the organisation, Service for Catalan Teaching (SEDEC), promotes Catalan and deals with everything related to Catalan in education. In practice, SEDEC attempts to cover specific needs left unattended by the publishing houses, such as the linguistic immersion programme and the late incoming students.

### **Reach of education in minority language (incl. decline or incline)**

The number of pupils with Catalan instruction in primary education has almost doubled from 42,5% in 1986 to 81,5% in 1996. In 1996, an additional 18,0% of the pupils received bilingual education in Spanish and Catalan, while only 0,5% were in Spanish education.

In secondary education, the number of students receiving instruction in Catalan grew from 31,0% in 1990 to 50,0% in 1995. An additional 48,0% receives bilingual education in 1995 and only 2% of the students are educated in Spanish (dossier Mercator). In secondary education, Catalan is the main teaching language for 73% of the pupils.

### **Evaluation / examinations**

The Junta Permanent de Catalá devises and organises examinations for the award of general certificates of proficiency in Catalan at four levels and specific certificates of proficiency.

### **Teacher qualifications**

The Law on Language Standardisation in Catalonia (1983) states that teachers must know both official languages and that teacher training curricula must ensure that students acquire sufficient mastery of Catalan and Spanish.

### **Teacher training**

Primary school teachers must have teaching qualifications, which they are granted after a three-year university course. Official certificates for Catalan teaching are also required.

The Omnium Cultural and the GAEC run retraining courses in Catalan for teachers, since the level of Catalan required of teachers is higher every year.

To be able to teach Catalan as a subject at secondary level, teachers need a university degree with an additional pedagogical training of one year. Teachers in other subjects, who need to use Catalan as a medium of instruction, have to prove their written and oral competence. In practice, there is still a percentage of teachers not competent in Catalan. Moreover, some teachers have obtained the competence, but do not use Catalan at school.

### **Inspectorate: legal position and authority in practise**

Catalonia has its own state inspection service, which is responsible for checking if the education system is in line with requirements determined by the Generalitat. There is also one inspector representing the higher inspectors of the state.

Since 2000, the Social Council of the Catalan language is in charge of evaluating the objectives and results of the Autonomous community and of drawing up a yearly report.

### **Legal position and authority (regional and local authorities)**

The Statute of Autonomy from 1979 proclaimed Catalan as Catalonia's own language and co-official with Castilian or Spanish. The Autonomous Government, Generalitat of Catalonia, has to guarantee the normal, official use of both Catalan and Spanish, adopt suitable measures to ensure their knowledge and create conditions to ensure full equality as far as rights and obligations of the citizens of Catalonia are concerned. Catalonia has full autonomy with respect to education, within the legal framework of the State in which the general organisation of education is determined as well as the minimum content of the curriculum.

There are public schools and private schools in Catalonia, about 60% of the primary schools is public and 40% is private. The majority of the public schools fall under the responsibility of the department of Education of the Generalitat, but there are also public schools run by municipal councils and other public bodies. Private schools are funded by families and entities and most of them are subsidised by the authorities.

The Department of Education in Catalonia requires an education plan of all centres, which includes a linguistic plan with the general criteria for the treatment and use of languages in the centre.

### **Use of CEFR**

The Common European Framework of Reference for Languages is published in Catalan.

#### Research evidence

Research shows that Spanish-speaking pupils that took part immersion programmes attain a very good level of Catalan, approaching native competency. Spanish attainment does not seem to suffer and indeed remains higher than Catalan achievement. Regarding the attainment in other academic subjects research results are inconclusive. As far as the Catalan-speaking pupils are concerned, the level of Spanish attainment is independent of the language model used in the school, whereas the Catalan attainment plummeted in schools where Catalan is not the main medium of instruction.

### **Judgement of the Committee of Experts**

Pre-primary, primary and secondary: fulfilled, however on pre-school level it is not completely clear how the principle of favour using the child's first language is implemented in practice.

Teaching history and culture: fulfilled

Basic and further training of teachers: fulfilled

Supervisory body: fulfilled

## 6.1.8 Sweden

### Minority language

Sami

### Level of reference

Sami                   iii) for pre-primary education,  
iv) for primary and secondary education

### Number of users minority language

The Sami population in Sweden is estimated to be 17,000. About 1/3 of the Swedish Sami lives in the northern municipalities of Kiruna, Gällivare and Jokkmokk. About 5,000-7,000 of the Swedish Sami speak North Sami, 600-800 people speak Arjeplog and Lule Sami and 400-500 people speak South Sami.

### Goals

According to the school curricula, the Sami schools have to ensure that every pupil is familiar with the Sami heritage and is able to speak, read and write Sami in addition to the goals of compulsory education. There are different goals for those who learn Sami as a first language or as a second language.

### Educational models

There are four types of classes for pupils with another mother tongue than Swedish in compulsory primary schooling:

- a) Preparatory classes where pupils receive short-term intensive instruction in their own language and in Swedish as second language.
- b) Mother tongue class where all pupils have the same non-Swedish first language. Instruction in the first grade is almost entirely in the children's first language and in successive years the proportion of that instruction decreases as the proportion of instruction in Swedish increases.
- c) Integrated classes (up to grade 3) where pupils with a particular first language constitute about the half of the class and receive some instruction in that language.
- d) Regular Swedish class, plus about two lessons per week in the minority language (so-called 'home language instruction'), often given by a mobile teacher.

Most Sami children attend regular State-supported schools and receive up to six hours home language instruction. Some municipalities offer integrated Sami education, which means that the Sami children attend municipal schools, but part of their education has a Sami focus.

There are six Sami-schools, where children from first to sixth grade are taught in both the Sami and the Swedish language. Since 1993 using Sami as language of instruction increased in the Sami schools. After the sixth grade the pupils of the Sami school enter a regular compulsory school, where they still receive lessons in Sami, most commonly Sami language, Sami handicraft and society oriented subjects.

### Time investment (subject and medium of instruction)

### Teaching materials

Since 1981 the Sami School Board has produced Sami textbooks and teaching aids but has not been able to keep up with demands. Sami teaching materials produced in Norway and Finland are also used.

### **Reach of education in minority language (incl. decline or incline)**

About 10% (about 170 children in 2000/2001) of all Sami children attend the Sami schools, this number increased over the last few years.

The number of pupils involved in Sami courses on regular schools decreased from 600 in the early 40s to 150 in the late 70s and recovered up to 300 in 1993. In 2000/2001 about 180 students were taking part in integrated Sami instruction.

Children that attended Sami schools still use the language after they leave school, while pupils that attended the regular schools stop speaking Sami.

### **Evaluation / examinations**

#### **Teacher qualifications**

##### **Teacher training**

There is no specific teacher-training for Sami-teachers; they have studied Sami as a subject at the university (Euromosaic). Teacher-training education in Sami is offered at the Technical University of Lulea

##### **Inspectorate: legal position and authority in practise**

As part of its supervisory responsibility, the National Education Agency is required to monitor the development of bilingual and mother tongue instruction for national minorities.

A special Working Group, set up by the Norbotten County Administrative board, has to ensure that measures are implemented at regional level. This Group consists of members of the local and regional authorities and from the national minorities. The Group reports to the Government once a year.

##### **Legal position and authority (regional and local authorities)**

The individual municipalities have the main responsibility for primary and secondary education.

A special board, the Sami School Board, is responsible for the operation of the Sami schools. The Sami School Board is appointed by the Sami Parliament, a popularly elected government body, which mission is to examine issues dealing with Sami culture in Sweden. Sami schools are funded by the State. The Board has total responsibility for school operations, its political steering and finances. The Sami School Board determines a plan of operations.

A municipality can decide with the Sami School Board to arrange integrated Sami education in compulsory schools for which the municipality than receives State funding.

##### **Use of CEFER**

There is no CEFER available in Sami.

##### **Research evidence**

Research in the eighties and nineties showed an ongoing shift from the use of Sami to Swedish among the Sami in Sweden. Furthermore it showed that Sami instruction was not very successful.

### **Judgement Committee of Experts**

Pre-primary: partly fulfilled, the committee has not received information about the number of pupils that is considered to be sufficient regarding the right to receive pre-school education in Sami. The committee sees it as a problem that each local authority may decide whether or not pre-school education is offered.

Primary education: fulfilled

Secondary education: formally fulfilled, the committee observed a lack of teaching materials for teaching Sami languages and Sami-related subjects. Furthermore, secondary education in Sami is only available on one school.

Teaching of history and culture: fulfilled, although the national school curriculum includes teaching history and culture of the Sami, this teaching sometimes depends on the will of the teachers or headmasters. The committee advises a stronger structured commitment within the curriculum.

Basic and further teacher training: not fulfilled, although there is a great demand for teachers in Sami, hardly any students (none or just one) attend teacher training in Sami. There are initiatives for new teachers training programmes with specific attention for teaching minority languages.

Supervisory body: not enough information for a judgement. The Committee has no information about regular monitoring and the production of periodic reports.

## 6.1.9 United Kingdom

### Minority language

Welsh

### Level of reference

- i) for pre-primary, primary and secondary education

Number of users minority language

According to the last census, nearly one fifth of the population of Wales, just over half a million people, could speak Welsh. The majority lives in the western part of the country. The number of Welsh-speakers outside Wales is about one quarter of a million.

### Goals

The UK has a National Curriculum. With the Education Reform Act of 1998, Welsh has the status of a core subject of the National Curriculum in Wales at Welsh-medium schools and the status of a foundation subject in the rest of the schools in Wales. Since 1999 Welsh is a compulsory subject for all pupils in Wales for 11 years, from the ages 5 to 16.

Core subjects in both primary and secondary schools are Welsh (in Welsh-speaking schools), English, Mathematics and Science. In addition, Welsh (in English-speaking schools), History, Technology, Art, Music and Physical Education are Foundation Subjects in both primary and secondary schools. In secondary education Geography and a modern foreign language are additional Foundation Subjects. Except for Welsh and Physical Education, the Foundation Subjects are no longer compulsory in Key stage 4 in secondary education (age 14-16).

Welsh history and culture is reflected in the Curriculum for Wales at all levels via the 'Cwricwlwm Cymreig', which ensures a Welsh dimension and ethos for the national Programmes of Study.

### Educational models

School education in the UK is compulsory from the age of 5 to the age of 16. Children from the age of 5 to 11 attend primary education, and from the age of 11 to 16 they attend secondary education.

In Wales, there are Welsh-speaking schools and schools that offer Welsh as a subject. Generally, in Welsh speaking primary schools, English is introduced at age 7 and pupils learn very quickly to read, write and use the language correctly to a standard equal to the expectations of their age group. Reading is first learned in Welsh and subsequent in English, because Welsh reads more phonetically. From year 3 onwards English is allocated curricular time in the same way as other subjects, but Welsh is the main medium of instruction in most other subjects. Pupils that do not have Welsh as mother tongue, follow language immersion courses with much emphasis on oral development so that they achieve fluency quickly. By the age of 11, the vast majority of pupils on Welsh-speaking schools and bilingual schools have acquired all language skills commensurate with their age and ability to equal standards in both Welsh and English.

In English-speaking schools Welsh is a compulsory Foundation subject. Most Welsh medium schools teach the majority of subjects up to General Certificate of Secondary Education (GCSE) level through the medium of Welsh or bilingual. The Assembly's definition of Welsh-speaking secondary school is one where more than six

subjects are taught by the medium of Welsh. In schools which are not defined as Welsh-speaking, up to five subjects may be taught in Welsh, but the majority of these schools teach Welsh as a second language and no subjects through the medium of Welsh.

### **Time investment (subject and medium of instruction)**

#### **Teaching materials**

The Assessment, Qualifications and Curriculum Authority for Wales is mainly responsible for commissioning Welsh medium teaching materials. Much work has been done the past 20 years, but constant changes to the Curriculum Orders for individual subjects causes difficulties in matching need and provision.

The provision of a complete range of up to date and attractively presented resources in all subjects through the medium of Welsh presents an ongoing challenge. Teachers in secondary schools show commitment and innovation in producing and providing their own resources.

#### **Reach of education in minority language (incl. decline or incline)**

By 2000, there were 445 Welsh medium or bilingual primary schools in Wales and 51,600 pupils were taught through the medium of Welsh. A further 6,146 pupils were taught a percentage of their curriculum through the medium of Welsh and 227,668 pupils were taught Welsh as a second language.

Of the 229 secondary schools maintained by the LEAs in Wales, 20 taught Welsh as a first language, 51 taught Welsh both as a first and as a second language and the remaining 158 schools taught Welsh as a second language only. In total 25,072 students learnt Welsh as a first language in the school year 2000/2001 and 122,112 students learnt Welsh as a second language. A total of 52 secondary schools were defined as Welsh-speaking schools (36,289 students), with another 9 schools teaching a limited range of subject through the medium of Welsh.

#### **Evaluation / examinations**

Most courses in secondary education lead to qualifications at general Certificate of Secondary Education (GCSE, grades A\* to G). An increasing number of secondary schools introduce vocational education into the curriculum resulting in General National Vocational Qualification (GNVQ) at Foundation or Intermediate levels.

The majority of the first cohort of pupils that were obliged to learn Welsh as second language until the age of 16 undertook and accredited external examinations such as GCSE and GNVQ in Welsh.

#### **Teacher qualifications**

In general, in primary schools one teacher is allocated to a class and is responsible for teaching the whole curriculum. In English medium schools frequently a teacher trained to teach Welsh is designated to teach Welsh as a second language throughout the school. The majority of primary school teachers are graduates.

In secondary schools, specialist teachers teach specific subjects, for which they have a relevant degree.

Teachers are required to have a Qualified Teaching Status (QTS), for which they must attend an undergraduate Initial Teacher Training course, lasting two to four years, or a postgraduate course (Postgraduate Certificate of Education) at a higher education insti-

tution. Students can apply for courses at the primary level or at the secondary level. It's a requirement that all courses are operated in conjunction with partner schools.

There are currently eight higher education institutions that offer initial teacher training in Wales, of which seven allow students to undertake some or all of their study through the medium of Welsh.

## **Teacher training**

### **Inspectorate: legal position and authority in practise**

#### **Legal position and authority (regional and local authorities)**

In 1993, the Welsh Language Act came into force, establishing the Welsh Language Board and the principle that in the conduct of public business and the administration of justice, the Welsh and English languages should be treated on a basis of equality in Wales. The function of the Welsh Language Board is to promote and facilitate the use of the Welsh language. Concerning education, the Board has a strategic responsibility for the promotion and development of Welsh medium education. The Board's Education and Training department reviews LEA policies, approves and monitors the implementation of their Welsh Education Schemes and also maintains a strategic overview of Welsh medium education and training. The Board allocates grants to LEAs on an annual basis to support the teaching of Welsh both as first and second language.

In 1998 a National Assembly for Wales was established, which has powers for secondary legislation. The autonomy of the elected members of the assembly allows them to make changes to the education system in Wales and to make decisions about the distribution of finances to LEAs from within the Welsh budget.

As a result of the 1980 Education Act, funding was allocated to Local Education Authorities (LEAs) to support Welsh medium education. Each of the 22 local authorities in Wales decides its policies within the parameters of the Education Acts and determines the level of funding allocated to education. The LEA's role is to support and monitor schools and ensure high standards of educational provision and achievement. Most LEAs have an Athrawon Bro team that operates in the primary and/or secondary sector to help teachers deliver the Curriculum Orders for Welsh. Furthermore, LEAs select two or three representatives to sit on Governing bodies of each school, advise the governing bodies on important issues and provide guidance on the appointment of head teachers.

## **Use of CEFR**

### **Judgement of the Committee of Experts**

Pre-primary education: fulfilled in most cases, Committee of Experts can not rule out the possibility that there are areas where it is not fulfilled.

Primary education: fulfilled in most cases, Committee of Experts can not rule out the possibility that there are areas where it is not fulfilled. The question remains whether Welsh-medium or bilingual education is genuinely available for all pupils, whose parents would choose either Welsh-medium or bilingual education. Research suggests that 50% of the parents would choose Welsh-medium or bilingual education, while only 20.9% of the pupils receive such education. Some Welsh schools are overcrowded and sometimes pupils have to travel long distances for attending a Welsh school.

Secondary education: Committee of Experts is not in position to conclude whether this undertaking is fulfilled. The percentage of subjects taught through the medium of Welsh may be as little as 20%. In areas where Welsh is less widely spoken, pupils have to travel far to obtain secondary Welsh-medium instruction. In largely Welsh-speaking areas, a lack of continuity is found between primary and secondary education, because a large percentage (between 40 and 50%) of pupils study Welsh as a second language in secondary education, while they studied Welsh as a primary language in primary schools.

Teaching of history and culture: fulfilled. Via the Cwricwlwm Cymreig the Welsh history and culture is reflected in the Curriculum for Wales at all levels.

Basic and further teacher training: fulfilled, there are several institutions that offer courses of initial teacher training leading to Qualified Teacher Status, in which Welsh is used as medium of instruction in a variety of subjects. There are grant schemes that support continuing development for teachers in using Welsh.

Supervisory body: not fulfilled. According to the UK authorities the Welsh Language Board is responsible for monitoring the measures taken by educational authorities and other public bodies and progress achieved in the teaching of Welsh. The Committee of Experts concludes that The Welsh Language Board nor any other body undertakes the required monitoring.

## 6.2 Table of Countries which have ratified the Charter on article 8 (level i, ii of iii )

	Country	Level	State Report	Evaluation Report	Recommendation	Redos
1	Austria	a ii <sup>1</sup> b ii c ii	14-02-2003	16-06-2004	19-01-2005	Slovene 2 <sup>nd</sup> ed. (2005) Croatian (2001)
2	Croatia	a iii	19-03-1999 (first cycle) 14-01-2003 (second cycle)	02-12-2000 26-11-2004	19-09-2001 07-09-2005	
3	Denmark	a iii c iii/iv	03-12-2002 (first cycle) 26-04-2006 (second cycle)	21-11-2003	19-05-2004	
4	Finland	a i b i c i	10-03-1999 (first cycle) 31-12-2002 (second cycle) 13-03-2006 (third cycle)	09-02-2001 24-03-2004	19-09-2001 20-10-2004	Swedish (1997) (update planned 2006)
5	Germany	a iii/iv <sup>2</sup> b iii c iii/iv	20-11-2000 (first cycle) 02-04-2004 (second cycle)	05-07-2002 16-06-2005	14-12-2002 01-03-2006	North-Frisian (1997) (update planned 2006) Sorbian Frisian 3 <sup>rd</sup> ed. (2001)
6	The Netherlands	a ii b ii c iii	05-03-1999 (first cycle) 26-05-2003 (second cycle)	09-02-2001 17-06-2004	19-09-2001 15-12-2004	
7	Norway	a iii	27-05-1999 (first cycle) 14-03-2002 (second cycle) 02-05-2005 (third cycle)	01-06-2001 29-08-2003	21-11-2001 03-09-2003	
8	Slovakia	a i, ii, iii <sup>3</sup> b i, ii, iii c i, ii, iii	15-12-2003	23-11-2005 (not yet public)		Hungarian (2005)
9	Slovenia	a i, ii, iii c i, ii, iii	14-03-2002 (first cycle) 13-06-2005 (second cycle)	21-11-2003	06-09-2004	Italian (forthcoming)
10	Spain	a i b i c i	23-09-2002	08-04-2005	21-09-2005	Catalan (2000) Basque 2 <sup>nd</sup> ed. (2005) Asturian (2002) Galician (2001) Finnish (2001) Sami (2001)
11	Sweden	a iii b iv c iv	18-06-2001 (first cycle) 30-06-2004 (second cycle)	06-12-2002 23-03-2006 (not yet public)	19-06-2003	
12	Switzerland	a i/iv <sup>4</sup> b i/iv c i/iii	03-11-1999 (first cycle) 23-12-2002 (second cycle) 24-05-2006 (third cycle)	01-06-2001 24-03-2004	21-11-2001 22-09-2004	
13	United Kingdom	a i/ iii <sup>5</sup> b i c i	01-07-2002 (first cycle) 01-07-2005 (second cycle)	29-08-2003	24-03-2004	Welsh (2001) Cornish (2001) Scots (2001) Irish (2004)

Legenda: a = pre-primary education, b = primary education, c = secondary education

(Footnotes)

- 1 **Austria:** Exception: Slovene: a iv
- 2 **Germany:** a iii/iv: applies to Sorbian and N-Frisian,  
b iii: applies to Niederdeutsch,  
c iii/iv: applies to Niederdeutsch and Danish.
- 3 **Slovakia:** a, b, c: i applies to Hungarian,  
a, b, c: ii applies to Ruthenian and Ukrainian,  
a, b, c: iii applies to Bulgarian, Croatian, Czech, German, Polish and Roma.
- 4 **Switzerland:** a i and c i: apply to Italian  
b i and c iii: apply to Rhaeto-Romance
- 5 **United Kingdom:** a i, bi, ci: apply to Welsh and Scottish-Gaelic  
a iii: applies to Irish in Northern Ireland