



# **DANISH**

The Danish language in education in Germany





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Contact information of the authors of Regional dossiers can be found in the Mercator Database of Experts (www.mercator-research.eu).

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## EDUCATION AND LESSER USED LANGUAGES

#### **Foreword**

#### background

Regional and minority languages are languages that differ from the official state language. The Mercator Research Centre on Multilingualism and Language Learning uses the definition for these languages defined by the European Charter for Regional or Minority Languages (ECRML):

"Regional and minority languages are languages traditionally used within a given territory of a state by nationals of that state who form a group numerically smaller than the rest of the state's population; they are different from the official language(s) of that state, and they include neither dialects of the official language(s) of the state nor the languages of migrants". The Mercator Research Centre aims at the acquisition, application and circulation of knowledge about these regional and minority languages in education. An important means to achieve this goal is the Regional dossiers series: documents that provide the most essential features of the education system of regions with a lesser used regional or minority language.

aim

The aim of the Regional dossiers series is to provide a concise description of European minority languages in education. Aspects that are addressed include features of the education system, recent educational policies, main actors, legal arrangements and support structures, as well as quantitative aspects such as the number of schools, teachers, pupils, and financial investments. Because of this fixed structure the dossiers in the series are easy to compare.

target group

The dossiers serve several purposes and are relevant for policymakers, researchers, teachers, students and journalists who wish to explore developments in minority language schooling in Europe. They can also serve as a first orientation towards further research, or function as a source of ideas for improving educational provisions in their own region.

link with Eurvdice The format of the Regional dossiers follows the format of Eurydice - the information network on education in Europe - in

order to link the regional descriptions with those of national education systems. Eurydice provides information on the administration and structure of national education systems in the member states of the European Union.

#### contents

Every Regional dossier begins with an introduction about the region concerned, followed by six sections that each deals with a specific level of the education system (e.g. primary education). Sections eight and nine cover the main lines of research into education of the concerned minority language, the prospects for the minority language in general and for education in particular. The tenth section gives a summary of statistics. Lists of regulations, publications and useful addresses concerning the minority language, are given at the end of the dossier.

## 1 Introduction

language

Danish is a minority language traditionally spoken in the northern part of the German state of Schleswig-Holstein. Its origins can be traced back to the earliest Danish settlement around 500 AD. The traditional region of settlement of the Danish-speaking population in Germany is confined to the area between the River Eider and the present-day Danish-German border. This region is in Danish named *Sydslesvig* (South Schleswig), the German name is *Landesteil Schleswig*, and is the Schleswig-part of Schleswig-Holstein. The concentration of Danish-speakers is the highest within the area that lies up to approximately 20 km from the border, however there are some local centres in other areas with Danish minority institutions as well.

Besides standard Danish, which is the official language of the organised Danish minority, the Southern Jutish dialect Sønderjysk is also spoken by an unknown yet shrinking number of people in rural areas in the vicinity of the international border dividing Denmark and Germany, especially in the county of Nordfriesland (Kreis Nordfriesland).

The Danish community became a minority population due to the Danish-German war of 1864, which eventually lead to the occupation and annexation of the Danish duchy of Schleswig, which had up to 200,000 Danish-speakers especially in the northern part of Schleswig. Following the Versailles Peace Treaty of 1919, referendums took place in the northern and central parts of Schleswig. In February of that year 75% of the voters of North Schleswig preferred to become part of Denmark, whereas in March 1920 80% of the voters in Central Schleswig preferred to become part of Germany. The result of these referendums still determines the present-day international border between the two states. Eventually on June 15th 1920, Northern Schleswig was reunified with Denmark, including most of the Danish-speaking community. Central and Southern Schleswig remained within Germany, leaving a diminished Danish community behind, initially numbering perhaps 8,000,

then shrinking to max. 6,000 persons during World War II due to voluntary and coerced assimilation (Henningsen, 2013).



Figure 1: Locator map of Schleswig-Holstein in Germany (Source: Wikimedia Creative Commons: The Free Media Repository-by TUBS, 2009)

population

The present-day size of the Danish minority is traditionally estimated at 50,000 persons, all residing in South Schleswig. Danish is primarily spoken as a minority language by persons affiliating themselves with the national Danish minority. However, since no registers are kept in Germany and affiliation is not registered by the authorities nor by the minority itself, the actual numbers might differ substantially based on the

context. Affiliation is guite often best described in terms of a fluid identity (Thaler, 2009). A scholarly study published by the University of Hamburg in March 2015 concludes that approximately 42,000 persons identify themselves as members of the Danish minority in the traditional area of settlement South Schleswig (Schaefer-Rolffs & Schnapp, 2015, p.6). In addition, around 37,000 persons in Holstein and 25,000 in Hamburg affiliate themselves with the Danish minority. According to the study, the highest share of this population is estimated at 13.7% in the city of Flensburg, followed by 9.0% in the county of Schleswig-Flensburg, 7.6% in the county of Nordfriesland and 5.7% in the county of Rendsburg-Eckernförde. In the entire region of South Schleswig approximately 7.8% of the population affiliate themselves with the Danish minority. In Holstein 2.8% and in Hamburg 1.4% of the population identify themselves as members of the Danish minority. The study conducted by the University of Hamburg concludes that 26% of the members of the Danish minority are first generation minority-members. 41% have belonged to the minority for two generations, whereas 28% have affiliated with the minority for three or more generations. 4% did not know for how long they have been Danish (Schaefer-Rolffs & Schnapp, 2015, p.7).

Membership of the Danish minority is considered a matter of individual choice. Thus, all citizens in the region have the option to affiliate themselves with the Danish minority. There are no objective criteria to be met. Hence, being a member of this community or not is considered a matter of intention and subjective choice which may neither be challenged nor disputed by the authorities. This principle is legally guaranteed by both the state statutes of Schleswig-Holstein of 1949, the state constitution of Schleswig-Holstein of 1990, the so-called Bonn-Copenhagen Declarations of 1955 and the Council of Europe Framework Convention on the Protection of National Minorities (1995) (Kühl, 2015). As a consequence, the Danish minority itself has chosen not to challenge individual's self-identification with the community regardless of their geographical, cultural or linguistic origins.

According to the study of Schaefer-Rolffs and Schnap (2015, p.7), the age distribution of the Danish minority differs from the overall population. In general, the minority-members are older than the total German population. Whereas 13% of the minority's population is over 75 years old, of the total German population only 7% is over 75. In addition, 33% of the minority Danes were between 60-74 years of age compared to 24% of the total German population. Among the 50-59 year olds the minority members had a share of 18% compared to 22% of the total population. 5% of the Danish minority consists of the age group 18-29 compared to 14% of the total German population. Last, for the age groups 30-39 and 40-49 no significant differences are present between the minority's and the total German population. The differences might be explained by the fact that large segments of students graduating from the Danish secondary schools in Germany choose to move to Denmark for further education. A smaller segment pursues further education in other parts of Germany. Each year, some 60% of the students graduating from the two Danish upper secondary schools/high-schools in Schleswig-Holstein move to Denmark (Sydslesvigs bidrag til Danmark, 2017, p. 6).

Traditionally there have not been any obvious links between self-identification and language-use in the case of the Danish community. Affiliation has often been a matter of subjective identification. Thus, only a marginal share of the Danish minority speaks Danish as a first language. It has been estimated, that more than 90% of the minority-members speak German as their first language. The share of Danish-speakers might be slightly larger in the Flensburg area; in other parts of South Schleswig it appears that over 95% have German as their first language. Even in families or households with more than one minority member (i.e. in only 34% of all households according to the study by Schaefer-Rolffs & Schnapp (2015)), Danish is normally not the first language. Thus, Danish is primarily a spoken language within the educational facilities and institutions of the Danish minority. It is therefore a marker of identity, while German is used in everyday life outside of pre-schools and schools.

According to a study conducted in the late 1990s, based on interviews with a sample of pupils, Danish is primarily the first language in families with at least one parent from Denmark (Pedersen, 2000, p. 58). Only 8.7% of the surveyed 127 pupils in Danish minority schools spoke Danish as only first language; another 3.9% spoke both Danish and German as first language (Pedersen, 2000, p. 57). It appeared that Danish was only used as a first language in families where at least one parent was from Denmark and had moved to South Schleswig (Pedersen, 2000, p. 109). No conclusive studies for present-day South Schleswig are available.

Although Danish-speakers are affiliated with the Danish minority, not all users of Danish do consider themselves part of the established minority. Thus, Danes from Denmark have settled in Schleswig-Holstein and speak Danish at home without any connection to the minority.

#### language status

Danish enjoys a high degree of recognition and protection by the German authorities under national, bilateral and international agreements. Thus, Danish is a recognised and protected language under the Council of Europe's Charter on Regional or Minority Languages and under the Framework Convention for the Protection of National Minorities. The so-called Bonn-Copenhagen Declarations of March 29th 1955 delegate the issue of language rights to national legislation. The status of the Danish language in public affairs has been strengthened recently. The 2012-2017 government in the state of Schleswig-Holstein, a coalition of the Social-Democrats, the Green Party and the party representing the Danish and Frisian minorities, decided to draft an action plan for minority and regional languages (Klatt & Kühl, 2015), which it introduced on the 5th of May 2015 (Schleswig-Holsteinische Landesregierung, 2015). The objectives of the plan are to anchor the minority and regional languages in the educational sector and to enable the speakers of these languages to use them both in everyday life and in education. This plan enables speakers to present status of language education Danish is taught as a subject in some state/public and private schools in the state of Schleswig-Holstein. It is not taught in any other German state. In public schools, Danish is only taught as elective 2<sup>nd</sup> or 3<sup>rd</sup> foreign language. There are no public or private bilingual schools where German and Danish are taught on an equal basis in Germany. In Danish minority schools Danish is the language of instruction and is taught as mother tongue.

education system In Germany, the sixteen states are responsible for education. The Federal government has no say in these matters. To avoid non-recognition of leaving exams, the states cooperate with each other by setting standards for curricula and exams and guaranteeing recognition of exams all over Germany.

In Schleswig-Holstein, the education system is sub-divided into pre-school and school. Pre-school activities are administrated under the ministry of social affairs, whereas schools are governed under the ministry of education. The pre-schools are governed under the *Kindertagesstättengesetz* (Children's Day Care Act) of the 12<sup>th</sup> of December 1991, most recently adjusted on the 30<sup>th</sup> of September 2016. This law also sets the legal standards for after-school activities offered at institutions such as youth centres up till the age of 14. Schools are governed under the

educational act *Schulgesetz* (School Law) of the 24<sup>th</sup> of January 2007, most recently amended on the 16<sup>th</sup> of December 2015.

Pre-school activities range from nursery schools to kindergartens. Institutions are mainly private, although in larger municipalities and cities there are also public kindergartens. In the case of the Danish language, the Danish minority operates 56 preschool institutions, all organised under the *Dansk Skoleforening for Sydslesvig* (Danish School Association for South Schleswig). Some non-Danish kindergartens in the border region offer some instruction in Danish as well, although the main language of instruction is German.

As of 2016, the Schleswig-Holstein school system consists of elementary schools grades 1-4, followed by secondary schools grades 5-10, respectively 5-12/13. Pupils in general switch schools after grade 4, continuing their education either on a so-called *Gemeinschaftsschule* (Community School) with or without upper secondary classes 11-13 – or at a *high school* with grade 5-12 at so-called G8-institutions or 5-13 in G9-institutions. Previously, there were also so-called *Regionalschulen* (Regional Schools) with grades 5-10. These have now become *community schools* as well.

The schools offer four different final certificates:

- The Erster allgemeinbildender Schulabschluss (ESA) (Schoolleaving certificate) after grade 9
- The Mittlerer Schulabschluss (MSA) (Secondary-schoolleaving certificate) after grade 10
- The Fachhochschulreife schulischer Teil after grade 12 (certificate based on semester grades, where the students have to pass minimum requirements, in combination with Fachhochschule berufsbezogener Teil it entitles to study at universities of applied sciences)
- Abitur (final university entrance exam) after grade 13

The ESA can be obtained through the ESA exams or by passing

grade 9 and proceeding to grade 10. MSA can be obtained through the MSA exam or through elevation into grade 11. The Fachhochschulreife schulischer Teil is obtained when a student has passed grade 12 but either decides to leave school before the final exams or fails to pass the Abitur. The Abitur is awarded after the final, centralized exams at the end of grade 13. These final certificates can all be obtained in either public or private schools which meet the accreditation requirements. Their exams are supervised by the ministry of education in Schleswig-Holstein. The Fachhochschulreife schulischer Teil must be supplemented with a Fachhochschulreife berufsbezogener Teil which can be attained by either doing a voluntary social service or an apprenticeship for at least a year. Together, these two certificates enable students to apply to a University of Applied Sciences (Fachhochschulen), which are institutions of higher education. The Abitur enables students to apply to all forms of higher education.

The Danish minority has its own, separate education system organised within the *Dansk Skoleforening for Sydslesvig e.V.* (Danish School Association of South Schleswig) which as of 2016 operates 46 schools and 56 nurseries, pre-schools and kindergartens in South Schleswig. The Danish School Association receives almost half its funding from the government of Denmark; the latter half is provided by funding from the state government of Schleswig-Holstein, municipalities and counties and parent contributions (primarily to kindergartens and pre-schools). The Danish school system could not survive without the annual substantial funding from the government of Denmark.

In 2015, the Danish School Association spent a total of 110.228 million euros. Funding from the government of Denmark covered 48.6% of this amount, Schleswig-Holstein contributed with 33.7%, whereas the Federal Republic of Germany did not contribute anything at all (Dansk Skoleforening for Sydslesvig, 2015). The remaining revenue was mostly generated through contributions by municipalities and counties in South Schleswig

to especially pre-schools (adding up to 9.7%) and parent's own contributions to pre-schools and other contributions by users (adding up to 6,6%). Hence, the funding from Denmark is crucial for the Danish education system as the facilitation of the network of pre-schools and schools cannot operate solely on the funding provided by Schleswig-Holstein.

The legal status of the Danish schools is guaranteed by the state constitution of Schleswig-Holstein of 1990 (amended on the 2<sup>nd of</sup> December 2014), article 12, which states: "The schools of the national Danish minority provide schooling for its members within the framework of the laws. It is the decision of the parents, whether their children shall attend a minority school" (Klatt & Kühl, 2015, p. 83). The Danish schools are operating under the Schleswig-Holstein School law, and they have to be structured according to its regulations to become accredited. The Danish schools received funding from Schleswig-Holstein according to the provisions defined in § 124 (Schulgesetz, 2007).

private and public

Most schools in Schleswig-Holstein are public. In the school year 2015/2016, a total of 804 schools (including 33 vocational schools) with a total of 378.700 pupils were registered in the state. The 33 vocational schools trained 93.300 pupils (Landesportal Schleswig-Holstein, 2016). The public schools are operated by the municipalities, cities or counties which are responsible for buildings and infrastructures, whereas the teachers are civil servants employed and paid by the state government.

In private schools, the facilities are owned and operated by the school associations that also employ the staff. As of 2016, 83 private schools have been certified by the state government with a total of 14,700 pupils (Landesportal Schleswig-Holstein, 2016b). The largest of these private school systems is run by the Danish minority, whose organisation *Dansk Skoleforening for Sydslesvig (Danish School Association for South Schleswig)* operates 46 schools with grades 1-13 with a total of 5,700

pupils. Of these 46 schools 42 offer primary education grades 1-4 and lower secondary education grades 5-6. One school only offers primary education grade 1-4. Nine schools offer teaching at the secondary level 7-10. A. P. Møller Skolen in Schleswig and Duborg-Skolen in Flensburg, are the only secondary and upper secondary schools teaching grades 7-13 on site as well as the only Danish minority schools offering the high school degree Abitur, which enables students to apply to tertiary/higher education. One school, Ladelund Ungdomsskole, is a boarding school for children who, mostly due to personal issues, do not want to or cannot live at home any longer. It offers instruction at grades 7-9 (Dansk Skoleforening for Sydslesvig, 2016a).

Danish is the primary language of instruction in all of the 46 private schools of the Danish minority scattered all over the area of South Schleswig. All subjects are taught in Danish except for the subject German, which is taught at mother tongue level German. In addition, one privately operated German school in Flensburg - the Ostseeschule - offers Danish as an elective course for three weekly hours.

bilingual

In Schleswig-Holstein, there are no bilingual schools in the education forms sense that Danish and German are offered as the language of instruction in more than one subject. In public schools Danish is only offered as an elective, taught 3-4 lessons a week. Likewise, the private schools of the Danish minority only teach German in German classes, however at mother tongue level. Hence, no bilingual Danish-German education takes place in Schleswig-Holstein, although the pupils upon graduation from the Danish minority schools nevertheless will be fluent in both Danish and German.

administration

In Germany, issues of education belong to the domain of the states. The Federal government cannot interfere in school issues nor can it provide funding for educational purposes at the elementary and secondary level. This means that the state of Schleswig-Holstein itself is responsible for the set-up and administration of the educational system through laws, decrees

and regulations. This applies to both public and private schools, although private schools are far more flexible in their set-up than public institutions. Schleswig-Holstein cooperates with the other 15 German states on educational issues within the framework of the so-called *Kultusministerkonferenz* (Standing Conference of Education Ministries) which determines joint and common standards for exams and curricula.

inspection

The Schleswig-Holstein Ministry of Education is the supervising body for all schools in Schleswig-Holstein, both public and private. It ensures that curricula and systems of the privately operated schools comply with the law. Public schools with grades 1-10 are supervised by a regional superintendent Schulrat (School Inspection). Schools with grades 5-12 or 5-13 are supervised directly by the Ministry of Education. In the case of the private Danish schools, the supervision is subdivided. The Danish School Association has its own supervision within the organisation, which in fact acts as a substitute for the School Inspection, but still has to report to the ministry on legal issues. Complaints on grading or other administrative decisions relating to schools with grades 1-10 can be aimed at the school inspection or the ministry, whereas legal complaints on administrative decisions made by schools with grades 5-12/13 can only be disputed at the administrative courts in Schleswig-Holstein. This also applies to the Danish minority schools.

support structure Public schools are supported in their work by the state-operated *Institut für Qualitätsentwicklung an Schulen in Schleswig-Holstein* (IQSH, Institute for Quality Development in Schools in Schleswig-Holstein) which offers expertise, training, seminars, school development and other services.

The Danish School Association has its own support structures organised under the *Centre for Undervisningsmidler* (Centre for Educational Means). This centre employs consultants for grades 1-10, is responsible for school library services and develops exams for grades 9 and 10 for the Danish School

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Associations. It also organises courses for supplementary training of teachers, competitions for students, reading and language events and much more. It also operates a special Centre for Minority Pedagogic in cooperation with the school association of the German minority in Denmark and the *University College Syddanmark* in Haderslev (DK).

#### 2 Pre-school education

#### target group

In Schleswig-Holstein, pre-schools provide education for children up to the age of 6. Education is offered in day-care institutions such as nurseries (up to the age of 3), pre-schools and kindergartens (age 3-6). In recent years, the Danish School Association has established nursery facilities at a growing number of kindergartens. As of June 2015, 27 Danish pre-schools have nurseries attached as well (Sydslesvigudvalget, 2016, p. 15).

#### structure

Pre-school education aims to develop children's language, motor and social skills and to prepare children for entering school at the age of 6. Most pre-school institutions are run by municipalities, social organisations, churches and other private organisations.

#### legislation

Pre-school and day-care institutions and their education programmes are obligated to meet the requirements defined in the relevant legislation. In Schleswig-Holstein, the *Kinder-tagesstättengesetz* (The Daycare Act) of the 12<sup>th</sup> of December 1991 (last amendment on the 22<sup>nd</sup> of September 2016) defines the framework.

#### language use

In the Danish pre-schools the language of instruction is Danish. However, in many cases, German is spoken to children at the beginning of their educational career. The predominant language of the children in these institutions is German, since almost all are from families who speak German as first language.

# teaching material

In the Danish institutions, Danish teaching material is used. The Danish School Association has a special branch for pre-school education with pedagogic consultants and regular training of teachers. The leaders of the institutions meet regularly to discuss issues of common interest, legal issues and teaching methods. Kindergarten-teachers in the private Danish pre-schools are generally all educated at teachers training colleges

with a special focus on pre-school education in Denmark. Classroom assistants are mainly recruited within the Danish-speaking local population.

statistics

In 2015, in all of Schleswig-Holstein, approximately 110,000 children attended 1,765 day-care institutions or were taken care of by 1,735 so-called *Tagesmütter*, i.e. women offering day-care for a small group of children (Landesportal Schleswig-Holstein, 2016c). As of June 2016, 2,422 children attended the 56 day-care institutions of the Danish minority. The total number of children in the Danish pre-schools has grown significantly over the last ten years due to the establishment of nursery schools offering day-care for children aged between 0-3 (Dansk Skoleforening for Sydslesvig, 2016b).

year	number of children
2006	1,756
2007	1,806
2008	1,871
2009	1,972
2010	2,049
2011	2,074
2012	2,088
2013	2,088
2014	2,115
2015	2,376
2016	2,442

Table 1: Children in private Danish day-care and pre-school institutions (source: Dansk Skoleforening for Sydslesvig e.V., 2016b).

# 3 Primary education

target group

The elementary schools in Schleswig-Holstein cover grades 1-4 and cater for pupils aged 6-10. This applies to both public and private institutions. The Danish minority operates 43 elementary schools for its members' children. However, a significant number of families with no prior ties to the Danish minority do choose Danish schooling for their children as well. It is estimated that between one-third and in some schools approximately threequarters of pupils are so-called first-generation minority members, i.e. that their parents have chosen the Danish education system for their children although the parents have not attended Danish schools themselves. The motives for choosing minority affiliation for their children are multifarious, including smaller classes, no migrants, better education opportunities, equipment, better student-teacher ratio, more funding, Danish teaching tradition, bilingualism etc. In general, the Danish minority schools are often perceived as the best schools in all of Schleswig-Holstein (Frankfurter Allgemeine Zeitung, 8 May 2017).

structure

In general, children have to start elementary school at the age of 6. The first two grades can take up to three years, depending on the individual needs of the pupils. At the end of grade 4, parents decide whether their child continues at a Gemeinschaftsschule (Community School) or a Gymnasium. At the end of grade 6 the gymnasium decides whether the child is intellectually fit to continue at this school or has to switch to a community school. In the case of the Danish minority, all pupils continue at a community school after grade 4. Since the Danish minority schools are scattered all over South Schleswig, the pupils continue their education at elementary school in grades 5-6. and they switch to one of nine community schools from the 7th grade onwards. Seven of the nine Danish Community Schools have elementary schools attached as well. The pupils at these schools continue their education at the same school throughout grades 1-10. The Danish minority schools also provide special education in so-called learning groups concentrated at a number of schools.

#### legislation

Elementary schools are governed under the decree on elementary education: Landesverordnung über Grundschulen (State Decree on Elementary Education) of the 22<sup>nd</sup> of June 2007. The latest change of this law took place on the 18<sup>th</sup> of June 2014. Under international law, i.e. the European Charter for Regional or Minority Languages, the Federal Republic of Germany and the state of Schleswig-Holstein have obligated themselves to make primary education available in Danish for members of the Danish minority. This obligation is provided by the schools of the Danish minority which receive funding from the state.

#### language use

In public schools the language of instruction is German. Foreign languages, such as Danish, can be chosen as electives. English is taught from grade 3. In Danish minority schools, Danish is the language of instruction in all classes except for German. Both Danish and German are taught at mother tongue level. However, most pupils speak German as their first language at home. Therefore, most pupils will communicate with each other before, in-between and after classes in German. In general, teachers in public schools must be certified in Danish as a foreign language to teach the subject. In the Danish minority schools, most of the teaching staff is educated at university colleges or universities in Denmark; however, some have also studied at universities in Germany or abroad.

teaching material In the Danish minority schools, most of the teaching material is imported from Denmark. They include textbook systems for all age groups and grades. Textbooks are usually the same as the ones used in Denmark. However, as pupils are required to learn the German terminology in science and math as well and they have to become familiar with German society, German textbooks or material might also be used. Teachers also produce their own teaching material, either individually or in groups. The Danish School Association's centre for teaching material in Flensburg provides guidance, courses and material for teaching.

#### statistics

In public schools, Danish was taught as an elective course in one elementary school in Flensburg. Eighteen students were taught one lesson a week during the school year 2013/2014 (Schleswig-Holsteinischer Landtag, 2014). All 43 Danish private elementary schools teach Danish as the first language and use it as the language of instruction.

grade	number of pupils
1	557
2	587
3	557
4	487

Table 2: Number of pupils in Danish private elementary schools, 2015 (source: Schleswig-Holsteinischer Landtag 18. Wahlperiode, Drucksache 18/2435, 2014).

# 4 Secondary education

#### target group

The target group are children belonging to the Danish minority between the ages of 11-19. Membership is acquired upon starting in first grade when the parents sign an admission form stating that they chose to belong to the Danish minority. However, a significant number of families with no prior ties to the Danish minority do chose Danish schooling for their children as well. It is estimated that between one-third and three-quarters of students are so-called first-generation minority members, i.e. that their parents have chosen the Danish education system for their children although the parents themselves have not attended Danish schools.

#### structure

The Danish minority operates nine secondary schools for its members: four in Flensburg, and one in Leck, Husum, Süderbrarup, Eckernförde and in Schleswig. Two of these: A. P. Møller Skolen in Schleswig and Duborg-Skolen in Flensburg cover education for grades 5-13, although grades 5-6 are located at other Danish elementary schools in their district. The secondary schools in Schleswig-Holstein are subdivided into lower and upper secondary schools. Whereas a *Gymnasium* always covers both lower and upper levels, *Gemeinschaftsschulen* can either cover grades 5-10 or grades 5-13. This applies to both public and private institutions.

#### legislation

Secondary education is governed under three decrees:

- Landesverordnung über Gemeinschaftsschulen (State Ordinance on Community Schools), 18th of June 2014
- Landesverordnung über die Sekundarstufe I der Gymnasien (State Ordinance on the Secondary level of High Schools),
   4th of July 2011
- Landesverordnung über die Gestaltung der Oberstufe und der Abiturprüfung in den Gymnasien und Gemeinschaftsschulen (State Ordinance on the Design of the School and the baccalaureate in Schools and Community Schools), 2nd of October 2007, last amended on the 18th of June 2014.

Whereas the first two regulate requirements and objectives for the lower secondary education, the third decree defines upper secondary education i.e. the last three years before the final exams (*Abitur*).

Under international law, i.e. the European Charter for Regional or Minority Languages, the Federal Republic of Germany and the state of Schleswig-Holstein have obligated themselves to make secondary education available in Danish for members of the Danish minority. This obligation is provided by the schools of the Danish minority which receive funding from the state.

#### language use

In public schools the main language of instruction is German. Foreign languages such as Danish can be chosen as electives. In public schools during the school year 2013/2014, Danish was taught as an elective course in ten so-called Regionalschulen (regional schools) located in Flensburg and the counties of Nordfriesland, Schleswig-Flensburg, Dithmarschen, Ostholstein, Pinneberg and Plön. In addition, a total of 30 Gemeinschaftsschulen ohne Oberstufe (community schools without upper secondary level) with years 5-10 offered Danish as an elective course. Nine Gemeinschaftsschulen mit Oberstufe (community schools with upper secondary level) located in Flensburg and Neumünster and the counties Schleswig-Flensburg, Herzogtum Lauenburg, Ostholstein, Pinneberg and Stormarn with classes 5-13 offered Danish as elective courses. Eight Gymnasien (upper secondary schools/high schools) with grades 5-13 located in Flensburg, Kiel and the counties Schleswig-Flensburg, Nordfriesland and Dithmarschen (Brunsbüttel with a total of 76 students in grades 11 and 12) offered Danish as elective courses (Schleswig-Holsteiner Landtag, 2014, p.7-8).

In Danish minority schools Danish is the language of instruction in all classes and grades except the subject German. Both Danish and German are taught as mother tongue. Most pupils have German as their first language at home. Therefore, most pupils will communicate with each other before, in-between and

# teaching material

In the Danish minority schools most of the teaching material is imported from Denmark. Textbooks are usually the same as the ones used in Denmark. This applies to all subjects except for German which is taught as a mother tongue with exclusively German material. However, as pupils are required to learn the German terminology in science and math as well, German textbooks or material might also be used. Teachers also produce their own teaching material, either individually or in groups. The Dansk School Association's centre for teaching material in Flensburg provides guidance, courses and material for teaching.

## statistics

The most recent information available on Danish as a foreign language dates back to 2013, when the school-structure in Schleswig-Holstein was still under reconfiguration. In 2013, there were still so-called *Regionalschulen* (regional schools) with grades 5-10 who eventually all have become *Gemeinschaftsschulen* (community schools).

grade	number of pupils
5	512
6	621
7	464
8	495
9	491
10	356
Total 5-10	2.939

Table 3: Number of pupils in Danish private lower secondary schools 2015 (source: Schleswig-Holsteinischer Landtag 18. Wahlperiode, Drucksache 18/2435, 2014).

grade	number of pupils
11	245
12	225
13	220
Total 11-13	690

Table 4: Number of pupils in Danish private upper secondary schools 2015 (source: Schleswig-Holsteinischer Landtag 18. Wahlperiode, Drucksache 18/2435, 2014).

#### 5 Vocational education

target group

In Schleswig-Holstein, vocational education is offered to pupils who have completed their nine years of mandatory schooling but have not yet turned 18 or are pursuing a vocational degree.

structure

In 2016/2017, there were 33 vocational schools in Schleswig-Holstein, which trained 93,900 pupils (Landesportal Schleswig-Holstein, 2017).

legislation

Vocational education is governed by the decree *Landesver-ordnung* über *die Berufsschule* of 23 June 2016. (Landesver-ordnung über die Berufsschule/State Ordinance on Vocational Schools, 2016).

language use

There are no vocational training centres operated by or especially aimed at members of the Danish minority. Neither does the state provide Danish-language training in all subjects at the public centres. However, Danish is offered as an elective course, taught as a foreign language. During the school year 2013/2014 Danish was offered as an elective subject by ten vocational teaching centres located in Flensburg (three schools), Nordfriesland (two schools), Schleswig-Flensburg (one school), Kiel (one school), Lübeck (one school), Neumünster (one school) and Ostholstein (one school) (Schleswig-Holsteiner Landtag, 2014, p. 8). An unknown number of members of the Danish minority attend vocational education centres.

teaching material The teaching material is based on Danish as a second language and is mainly produced in Germany.

statistics

In the school year 2015/16, a total of 516 pupils studied Danish at vocational study centres, which was a significant drop from the previous school year with a total of 878 pupils (Minderheitenund Volksgruppenpolitik in der 18. Legislaturperiode (2012-2017) – Minderheitenbericht 2017, Kiel 2017, p. 66).

# 6 Higher Education

structure

In the state of Schleswig-Holstein there are three public universities with a total of 33,700 students: in Kiel (25,000), Flensburg (5,000) and Lübeck (3,700). In addition, there are six universities of applied sciences with a total of 20,000 students located in Kiel, Lübeck, Flensburg, Heide, Elmshorn and Wedel. Further, there are two higher institutions devoted to art in Lübeck and Kiel with a total of 1,000 students. Finally, there are two administrative academies in Altenholz and Reinfeld with 900 students altogether offering academic studies at tertiary education level in public administration (Landesportal Schleswig-Holstein, 2017).

There is no separate institution of higher education for the Danish minority in Germany, but the minority members have equal and unrestricted access to public institutions, provided they meet the admission requirements. However, most of the pupils graduating from the two Danish high-schools in Schleswig-Holstein (approximately 66% percent) continue their higher education in Denmark where all degree programmes are offered in Danish (Grænseforeningen, 2016). In Denmark, members of the Danish minority are treated on equal basis as Danish citizens regarding applications and state funding/ scholarships.

language use

In Germany, Danish is offered as a degree programme at a number of universities, mostly as a part of Scandinavian study programmes. In Schleswig-Holstein, 'Danish as a foreign language' is taught in a teaching degree programme at the *Europa-Universität Flensburg* (Europa-Universität Flensburg, 2015). At the University of Kiel it is possible to study to become a Danish teacher in upper secondary schools (Universität zu Kiel, 2016). The graduates from these two teaching degree programmes are trained to teach Danish as a foreign language. Thus, they do not always meet the requirements to teach Danish at the mother tongue-level at schools operated by the Danish minority.

#### legislation

The degree programmes in Kiel and Flensburg are based on the Schleswig-Holstein state legislation on higher education. The degrees offered in Freiburg and Greifswald are based on state legislation on higher education in Baden-Württemberg and Mecklenburg-Vorpommern.

#### teacher training

Teacher training programmes offered at the universities in Flensburg and Kiel are focused on Danish as a second or foreign language, aiming at teaching Danish in public schools. However, the Europe-University of Flensburg also trains teachers with qualifications in Danish as first and second language for the schools of the German minority in Denmark and the Danish minority in Germany (Minderheitenbericht, 2017, p. 67).

#### pre-school training

Kindergarten-teachers in private Danish pre-schools are generally all educated at teachers training colleges with a special focus on pre-school education in Denmark. Classroom assistants are mainly recruited amongst Danish-speaking local population.

#### primary training

It is possible to follow teacher programmes focused on 'Danish as a foreign language' for teachers in primary education at the university in Flensburg.

#### secondary training

At the University of Kiel, Danish can be studied as the degree "Lehramt an Gymnasien" (grade 5-13). At the Europe-University in Flensburg, degree programmes are offered for elementary school teaching, special education, and secondary/upper secondary education.

# in-service training

During their studies, students have to accomplish practiseoriented programmes at schools.

#### statistics

No information is available on statistics about this level of education.

#### 7 Adult education

# structure and language courses

Adult education in Schleswig-Holstein is mostly organised within the context of publicly run and sponsored *Volkshochschulen*. These schools are community colleges that offer courses based on interest, but offer no degrees. Volkshochschulen offer basic and advanced language courses in Danish in many municipalities in Schleswig-Holstein. Other forms of adult education are to be found in so-called academies which organise in-house seminars on various topics, including issues related to the Danish-German border region, history and minority issues. The most significant of these academies is to be found in Sankelmark near Flensburg, where the *Europäische Akademie Sankelmark* is situated.

#### language use

Adult education courses for members of the Danish minority are offered by the Danish School Association's *Voksenunder-visningen* (adult education programme) not only as language courses but also in other fields of adult education, where the language of instruction is always Danish.

#### statistics

No statistics are available about this level of education.

#### 8 Educational research

Educational research on issues related to the Danish language takes place at the *Europa-Universität Flensburg's* institute for language, literature and media, where the *Dänisches Seminar* (Department of Danish) is located. The research focus is on language contact, Danish as a second language, bi- and multilingualism and didactics of language acquisition.

Practice-oriented research on pedagogics takes place at the University College South Denmark with its *Centre for Mind-retalspædagogik* (Centre for Minority Pedagogics) which was established in 2009 by the university college and the school associations of the Danish minority in Germany and the German minority in Denmark. Its objective is to develop and disseminate knowledge and pedagogical competences related to children growing up in a minority. The university college additionally offers courses on minority-related issues in teaching.

# 9 Prospects

As a well-established and well-funded national minority with a tight network of pre-schools, schools, cultural organisations, libraries, church congregations, youth clubs, a political party and health service, the facilities for maintaining and developing the Danish language are very strong. It is therefore possible to use Danish within the minority. The action-plan on languages, presented by the state government in 2015, strengthens the outlook for Danish. As of 2015, the amendment to the Schleswig-Holstein law on administration enables members of the Danish minority to use Danish in contact with administrative authorities in South Schleswig. Currently, the Danish minority in cooperation with the three other recognized national minorities in Germany: the Sorbs, Frisian and Sinti & Roma are demanding minority languages to be included in the constitution for courts in Germany, enabling Danish-speakers to use Danish at court. Therefore, the prospects for Danish are strong and positive.

Danish has achieved a recognised status in South Schleswig. The city of Flensburg has in many respects become a bilingual city with road signs, public service, shops etc. in German and Danish. However, this change did not come forth through the actions of the Danish minority itself but can rather be explained by the fact that many Danes from Denmark have moved to Flensburg and even more are border-shopping in the city. Nevertheless, in Flensburg, the usefulness of Danish has grown significantly in recent years, which also explains the fact that several public schools offer Danish as an elective subject. This might also be due to the fact that Danish-speaking skills increase prospects on the labour market for young people in the border region. However, older inhabitants also attend Danish courses to acquire knowledge or even fluency in Danish since many thousands of Germans are cross-border labour market commuters into Denmark.

Most of the challenges, however, come from the Danish minority itself. In 2016, a language debate was initiated based on the

fact that up to 95% of the members of the Danish minority used German as their preferred and first language (Grænsen, 2016). Also, pupils in schools are often challenged by the demand to use Danish in class and are not always able to reach full fluency in Danish, which has negative impacts on performance in class and on tests. The explanation for this is that the Danish minority has been highly successful and is socially well-integrated. It is not possible for most families related to the minority to make a clear distinction between Danish and German identity, and within the family German is often the natural choice of family language. Furthermore, the share of first generation minority members is growing significantly. In these newly affiliated families, the children are the first to attend a Danish minority school: the parents have no prior affiliation with the Danish minority and do not always meet the initial promise made when they signed the admission form to the Danish schools to learn to speak and understand Danish as well. Hence, the Danish educational facilities are facing the challenge to maintain a high level of Danish use and proficiency within their institutions, while often more than half of the pupils in the classrooms have no pre-knowledge or familiarity with the Danish language or minority before they enter day-care, pre-school or elementary school. Nevertheless, the educational self-government of the Danish minority safeguards and promotes the Danish language as a fully useable minority language, enabling the children within the minority to acquire Danish-skills to a high degree of fluency. For 40 years, the number of pupils in the private Danish minority schools have remained stable and there are no signs that the number of pupils will decline within the foreseeable future, in spite of negative demographic trends in Schleswig-Holstein (Schleswig-Holstein Zeitung, 2014). In public schools, Danish is continuously offered as an elective foreign language. As long as Denmark remains attractive as an alternative labour market to Germany, there will be a growing demand for Danishlanguage teaching at all levels.

# 10 Summary statistics

year	number of children
2006	1,756
2007	1,806
2008	1,871
2009	1,972
2010	2,049
2011	2,074
2012	2,088
2013	2,088
2014	2,115
2015	2,376
2016	2,442

Table 1: Children in private Danish day-care and pre-school institutions (source: Dansk Skoleforening for Sydslesvig e.V., 2016b).

grade	number of pupils
1	557
2	587
3	557
4	487

Table 2: Number of pupils in Danish private elementary schools, 2015 (source: Schleswig-Holsteinischer Landtag 18. Wahlperiode, Drucksache 18/2435, 2014).

grade	number of pupils
5	512
6	621
7	464
8	495
9	491
10	356
Total 5-10	2.939

Table 3: Number of pupils in Danish private lower secondary schools 2015 (source: Schleswig-Holsteinischer Landtag 18. Wahlperiode, Drucksache 18/2435, 2014).

3	5

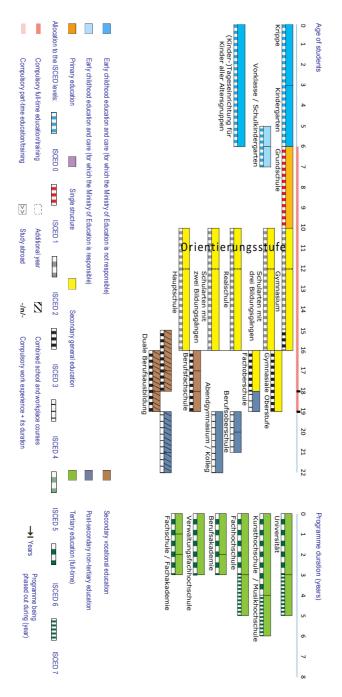
grade	number of pupils	
11	245	
12	225	
13	220	
Total 11-13	690	

Table 4: Number of pupils in Danish private upper secondary schools 2015 (source: Schleswig-Holsteinischer Landtag 18. Wahlperiode, Drucksache 18/2435, 2014).

school-year	number of pupils in Danish-classes	number of teachers qualified to teach Danish	number of schools
2006/07	9,858	114	153
2007/08	9,296	118	145
2008/09	8,367	109	141
2009/10	9,326	121	141
2010/11	8,640	128	135
2011/12	8,717	127	129
2012/13	7,989	134	123
2013/14	7,804	153	117

Table 5: Danish-language education in public schools 2006-2013 (source: Schleswig-Holsteinischer Landtag, 18. Wahlperiode, Drucksache 18/2435, 2014).

# **Education system in Germany**



The structure of the education system in Germany 2016/2017

Source: Eurydice (2016 / 2017)

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# References and further reading

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#### **Addresses**

# state institutions

Die Beauftragte des Ministerpräsidenten des Landes Schleswig-Holstein in Angelegenheiten nationaler Minderheiten und Volksgruppen, Grenzlandarbeit und Niederdeutsch – Die Minderheitenbeauftragte des Ministerpräsidenten (State Commissioner for Minority Issues)

Staatskanzlei

Düsternbrooker Weg 104

D-24105 Kiel

http://www.schleswig-holstein.de/DE/Fachinhalte/M/minderheiten/minderheiten minderheiten minderheitenbeauftragte.html

#### Ministerium für Schule und Berufsbildung

Jensendamm 5

D-24103 Kiel

http://www.schleswig-holstein.de/DE/Landesregierung/III/iii node.html

# Ministerium für Soziales, Gesundheit, Wissenschaft und Gleichstellung

Adolf-Westphal-Str. 4

D-24143 Kiel

http://www.schleswig-holstein.de/DE/Landesregierung/VIII/viii\_node.

html

# minority organisations

#### Dansk Skoleforening for Sydslesvig e.V.

Stuhrsallee 22

D-24937 Flensburg

http://www.skoleforeningen.org/

#### Det Sydslesvigske Samråd

Norderstr. 76 D-24939 Flensburg http://samraadet.info/

#### Sydslesvigsk Forening

Norderstr. 76 D-24939 Flensburg http://syfo.de/

#### SSW - Südschleswigscher Wählerverband/Sydslesvigsk

Vælgerforbund SSW Landesverband Schiffbrücke 42 D-24939 Flensburg http://www.ssw.de/

#### Europäische Akademie Sankelmark

http://www.eash.de/.

# Dansk Voksenundervisning I Sydslesvig

http://voksenundervisning.de/.

# Europa-Universität Flensburg

http://www.uni-flensburg.de/dansk/.

# UC Syd. Center for Mindretalspædagogik.

https://www.ucsyd.dk/forskning/videncenterfor-almen-paedagogik-og-formidling/ center-for-mindretalspaedagogik/

## Other websites on minority languages

Mercator www.mercator-research.eu

Research Centre Homepage of the Mercator European Research Centre on

Multilingualism and Language Learning. The website contains the series of Regional dossiers, a database with organisations, a bibliography, information on current activities, and many links

to relevant websites.

Mercator www.mercator-network.eu

Network General site of the Mercator European Network of Language

Diversity Centres. It gives information about the network and

leads you to the homepages of the network partners.

European http://ec.europa.eu/languages

Commission The website of the European Commission gives information

about the EU's support for language diversity.

Council of http://conventions.coe.int

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**Europe** European Charter for Regional or Minority Languages (1992)

and Framework Convention for the Protection of National Minorities (1995). European Treaty Series 148 and 157, Strasbourg.

Eurydice http://eacea.ec.europa.eu/education/eurydice

Eurydice is the information network on education in Europe. The

site provides information on all European education systems

and education policies.

#### European Parliament Committee - supporting analyses database

http://www.europarl.europa.eu/committees/en/supporting-analyses-search.html.

In this database you will find research papers produced by the European Parliament's research service. A study for the CULT Committee, conducted by Mercator, is published in 2017: Minority Languages and Education: Best Practices and Pitfalls.

## NPLD http://www.npld.eu

The Network to Promote Linguistic Diversity (NPLD) is a European wide network working in the field of language policy & planning for Constitutional, Regional and Small-State Languages (CRSS) across Europe.

# FUEN https://www.fuen.org

The Federal Union of European Nationalities is the umbrella organisation of the autochthonous, national minorities/ethnic groups in Europe and represents the interests of European minorities on regional, national and European level.

# What can the Mercator Research Centre offer you?

#### mission & goals

The Mercator European Research Centre on Multilingualism and Language Learning addresses the growing interest in multilingualism and endeavours to promote linguistic diversity within Europe. The centre focuses on research, policy, and practice in the field of multilingualism and language learning. Through the creation, circulation and application of knowledge in the field of language learning at school, at home and through cultural participation, the Mercator Research Centre aims to provide for the increasing need of language communities to exchange experiences and to cooperate in an European context. Though the main focus lies in the field of regional and minority languages, immigrant languages are topic of study as well.

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The Mercator Research Centre is the leading partner of the European Mercator network, initiated by the European Commission in 1987. The Mercator network partners are: Mercator Media, hosted at the University of Wales in Aberystwyth, Mercator Legislation, hosted at the Ciemen Foundation, the University of Barcelona in Barcelona, the Stockholm University in Sweden and the Research Institute for Linguistics of the Hungarian Academy of Sciences in Hungary. Mercator also works and co-operates closely with a large number of research organisations and universities. This cooperation includes partners in the province Fryslân and other parts of the Netherlands, as well as partners across Europe and beyond. The main funding body of the Mercator Research Centre is the provincial government of Fryslân. The EU and regional authorities in Europe also regularly fund projects and activities.

#### research

The research activities of the Mercator Research Centre focus on various aspects of bilingual and trilingual education such as language proficiency in different languages, interaction in the multilingual classroom, and teachers' qualifications for working in a multilingual classroom. Latest developments look at how educational models for minority languages can also cater for immigrant pupils. Whenever possible, research is carried out in a comparative European perspective. Results are disseminated through publications, conferences and publications in collaboration with European partners.

#### conferences

The Mercator Research Centre organises conferences and seminars on a regular basis. The main target groups are professionals, researchers and policymakers from all member states of the Council of Europe and beyond. Themes for the conferences are: assessment & best practice, educational models, development of minimum standards, teacher training and the application of the Common European Framework of Reference.

q&a

If you have any questions, please contact us at: mercator@fryske-akademy.nl.

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Catalan; the Catalan language in education in Spain (2nd ed.)

Catalan; the Catalan language in education in Spain (2nd ed.)

Cornish; the Cornish language in education in the UK

Corsican; the Corsican language in education in France (2nd ed.)

Croatian; the Croatian language in education in Austria Danish; The Danish language in education in Germany

Frisian; the Frisian language in education in the Netherlands (4th ed.)

Friulian; the Friulian language in education in Italy Gaelic; the Gaelic language in education in the UK

Galician; the Galician language in education in Spain (2nd ed.)

German; the German language in education in Alsace, France (2nd ed.)

German; the German language in education in Belgium German; the German language in education in Denmark

German; the German language in education in South Tyrol (Italy) (2nd ed.)

Hungarian; the Hungarian language in education in Slovakia Hungarian; the Hungarian language in education in Slovenia Irish; the Irish language in education in Northern Ireland (2nd ed.) Irish; the Irish language in education in the Republic of Ireland (2nd ed.)

Italian; the Italian language in education in Slovenia

Kashubian; the Kashubian language in education in Poland Ladin; the Ladin language in education in Italy (2nd ed.) Latgalian; the Latgalian language in education in Latvia Lithuanian; the Lithuanian language in education in Poland

Maltese; the Maltese language in education in Malta

Manx Gaelic; the Manx Gaelic language in education in the Isle of Man Meänkieli and Sweden Finnish; the Finnic languages in education in Sweden Nenets, Khanty and Selkup; The Nenets, Khanty and Selkup language in education in the Yamal Region in Russia

North-Frisian; the North Frisian language in education in Germany (3rd ed.)

Occitan; the Occitan language in education in France Polish; the Polish language in education in Lithuania

Romani and Beash; the Romani and Beash languages in education in Hungary

Romansh: The Romansh language in education in Switzerland

Sami; the Sami language in education in Sweden

Scots; the Scots language in education in Scotland (2nd ed.) Serbian; the Serbian language in education in Hungary Slovak; the Slovak language in education in Hungary

Slovene; the Slovene language in education in Austria (2nd ed.)
Slovene; the Slovene language in education in Italy (2nd ed.)
Sorbian; the Sorbian language in education in Germany (2nd ed.)
Swedish; the Swedish language in education in Finland (2nd ed.)

Turkish; the Turkish language in education in Greece

Ukrainian and Ruthenian; the Ukrainian and Ruthenian language in education in Poland

Võro; the Võro language in education in Estonia Welsh; the Welsh language in education in the UK



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