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FRISIAN

The Frisian language in education in the Netherlands

| 4th Edition |

| Regional dossiers series |



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Glossary

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|--------------|--|
| BFTK | Bestjoersôfspraak Fryske Taal en Kultuer (Covenant on Frisian Language and Culture) |
| CEDIN | Centrum voor Educatieve Dienstverlening in Noord Nederland (School Advisory Centre in the north of the Netherlands) |
| CEFR | Common European Framework of Reference for Languages: Learning, Teaching, Assessment |
| CEVO | Centrale Examencommissie Vaststelling Opgaven (Central Commission for Exam Questions) [merged into CvE together with two other commissions October 2009] |
| CITO | Centraal Instituut voor Toetsontwikkeling (National Institute for Educational Assessment) |
| CvE | College voor Examens (Examinations Board) |
| ECRML | European Charter for Regional or Minority Languages |
| FCPNM | Framework Convention for the Protection of National Minorities |
| HAVO | Hoger Algemeen Voortgezet Onderwijs (General Secondary Education) |
| HBO | Hoger Beroepsonderwijs (Higher Vocational Education & Polytechnic Education) |
| MBO | Middelbaar Beroepsonderwijs (Vocational Education and Training) |
| ROC | Regionaal Opleidingencentrum (Regional Training Centre) |
| SLO | Stichting Leerplan Ontwikkeling (National Institute for Curriculum Development) |
| VMBO | Vorbereidend Middelbaar Beroepsonderwijs (Pre-Vocational Education and Training) |
| VWO | Vorbereidend Wetenschappelijk Onderwijs (Pre-University Secondary Education) |

Foreword

background The Mercator European Research Centre on Multilingualism and Language Learning (formerly Mercator-Education) aims at the acquisition, circulation, and application of knowledge in the field of regional and minority language education. Regional or minority languages are languages that differ from the official language of the state where they are spoken and that are traditionally used within a given territory by nationals of that state forming a group numerically smaller than the rest of the state's population. For several years an important means for the Mercator Research Centre to achieve the goal of knowledge acquisition and circulation has been the Regional dossiers series. The success of this series illustrates a need for documents stating briefly the most essential features of the education system of regions with an autochthonous lesser used language.

aim Regional dossiers aim at providing a concise description and basic statistics about minority language education in a specific region of Europe. 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. This kind of information can serve several purposes and can be relevant for different target groups.

target group Policymakers, researchers, teachers, students, and journalists may use the information provided to assess developments in European minority language schooling. They can also use a Regional dossier as a first orientation towards further research or as a source of ideas for improving educational provisions in their own region.

link with Eurydice In order to link these regional descriptions with those of national education systems, the format of the regional dossiers follows the format used by Eurydice, the information network on education in Europe. Eurydice provides information on the

administration and structure of national education systems in the member states of the European Union.

contents

The remainder of this dossier consists of an introduction to the region under study, followed by six sections each dealing with a specific level of the education system. These brief descriptions contain factual information presented in a readily accessible way. Sections eight to ten cover research, prospects, and summary statistics. For detailed information and political discussions about language use at the various levels of education, the reader is referred to other sources with a list of publications.



1 Introduction

language Frisian, or *Frysk*, is an autochthonous minority language currently spoken in Fryslân, one of the twelve provinces of the Netherlands. Frisian is a western Germanic language closely related to Dutch. Until the fifteenth century Frisian was widely used in writing as well as speech in an area much larger than that of the current province, following the coastline of the present-day Netherlands and Germany. From the sixteenth century onwards Frisian became a language that was almost exclusively oral in usage, used in mainly rural areas. In the course of the nineteenth century the Frisian language gradually gained more access into other areas of life. Frisian developed, independently from Dutch, into what is now called 'New Frisian'. Only in the twentieth century the Frisian language regained its position in government, jurisdiction, and education. The Frisian language movement played an important role in this recovery (Gorter ...et al. 2001).

population The Netherlands has over sixteen million inhabitants; 620,000 of whom live in the Province of Fryslân. Of those inhabitants of Fryslân, 94 % understands Frisian, 74 % can speak it, 65 % is able to read it, and 17 % can write it. More than half of the population (55 %) states Frisian as their mother tongue. Moreover, 76 % of the population in Fryslân considers itself to be Frisian (Gorter & Jonkman, 1995).

language status Nowadays, Frisian has an official status in the Netherlands. Its spelling has been standardised and Frisian is used in several domains of Frisian society, thereby breaking through the dominance of Dutch. Apart from domains such as the judiciary, public administration, radio, and television, the Frisian language is also used within education in Fryslân. In 1997, the name of the province Friesland was officially changed into Fryslân.

National recognition is not expressed in a special law. Frisian language policy on national level started with the Commissie Friese-Taalpolitiek (Commission Frisian-Language policy, also

called Van Ommen Committee) of 1969-1970 that produced a report that recognised the responsibility of the national government with regard to Frisian (Ministerie van Cultuur, Recreatie en Maatschappelijk Werk, 1970). An important principle of the report was the recognition of Fryslân as a bilingual province. This report is considered the formal recognition of Frisian as the second official language of the Netherlands. However, the use of the Frisian language in certain domains is restricted clearly to the province of Fryslân. The Van Ommen Committee stated that the central government should focus on safeguarding the identity of the Frisian language and culture, in collaboration with the provincial and municipal authorities. According to the report, this means that the national government has the function of resolving specific problems caused by bilingualism in the Frisian culture (Van Dijk, 1987). An immediate result of the report was a small sum of money in the national budget that was intended for organisations with key roles in maintaining the Frisian language and culture. To date, the national government spends 1.4 million euros annually on the protection and promotion of the Frisian language in education and 450,000 euros on Frisian culture. The report also resulted in the initiative of the national parliament to make Frisian a compulsory subject in primary education. Unfortunately, thirty years later the results of the national language policy are lagging behind European standards (De Jager & Van der Meer, 2007).

Current language policy regarding the Frisian language is based on the Bestjoersôfspraak Fryske Taal en Kultuer (Covenant on Frisian Language and Culture; hereafter: BFTK), an agreement between the provincial and the central government. This was drawn up in 1989, renewed in 1993, and redrafted in 2001 (2001-2010). This third edition of the BFTK was structured according to part III of the European Charter for Regional or Minority Languages (hereafter: ECRML) (ECRML, 1992). The ECRML was signed in 1992 and ratified by the Dutch government in 1996 with respect to Frisian. The ratification applied to forty-eight concrete measures from part III of the ECRML. In 2005 the Dutch government recognised the Frisians as a

national minority by means of the ratification of the Framework Convention for the Protection of National Minorities (hereafter: FCPNM) (FCPNM, 1995). In the BFTK the desirability is stated to make it possible for citizens, local authorities, organisations, and institutions to express themselves in Frisian. The BFTK also states that both the provincial and the central government are responsible for preserving and reinforcing the Frisian language and culture. Both the national government and the provincial government provide financial resources in order to create suitable conditions for this purpose.

On several occasions, various Frisian organisations have insisted on the improvement of the legal position of Frisian in education and the necessity for an overall and coherent language policy, but to date this has not resulted in an overall approach in terms of language legislation. This desideratum has been confirmed in the recommendations to the Dutch government made by the Council of Europe in both reports of the Committee of Experts of the ECRML concerning the forty-eight signed undertakings from part III of the ECRML (Council of Europe, 2001, 2004).

**status of
language
education**

The role of Frisian in primary education dates back to 1907 when the provincial government offered a grant to support Frisian lessons after regular school hours. Frisian was then taught as an extra-curricular subject. Legislative provisions for Frisian only began in 1937 with alterations to the Lager-Onderwijswet (Primary Education Act) of 1920. Although Frisian was not specifically mentioned, this did make it possible to teach Frisian as a regional language in the higher grades during Dutch lessons. However, nothing was arranged for the use of Frisian as a medium of instruction. In 1950, nine primary schools began to experiment with bilingual education and in 1955 bilingual schools obtained an actual legal basis. Frisian became an optional subject throughout primary school, and the use of Frisian as medium of instruction was allowed in the lower grades. A further legislative improvement with regard to Frisian was established in 1974 when the Primary Education Act was modified

yet again. Frisian became an approved teaching medium in all grades and an obligatory school subject throughout primary education as of 1980.

In 1981, the Primary Education Act was replaced by a completely new *Wet op het Basisonderwijs* or *Wet op het Primair Onderwijs* (Law on Primary Education; hereafter: WPO) in the Netherlands for the creation of new primary schools for pupils between four and twelve years old (WPO entered into force in 1985). This WPO did not affect the position of Frisian. With regard to pre-school provisions the *Wet Kinderopvang* (Law on Childcare) was enacted in 2004. According to this Law on Childcare Frisian has got the same legal position in pre-school provisions as in the Primary Education Act of 1937. This means that Frisian can be used on a voluntary basis.

In 1988, Frisian was introduced in special education as an optional medium of instruction. With regard to secondary education Frisian has been permitted as a facultative subject from 1937 onwards and as an optional exam subject from 1970. In 1993 Frisian became an obligatory subject in the lower grades of secondary education. However, the position of Frisian as a subject remains marginal due to the limited time investment. The laws regarding vocational education do not explicitly mention Frisian. There are no legal prescriptions concerning Frisian in higher education either.

**education
system**

The educational system in Fryslân does not differ from that in the rest of the Netherlands. An important characteristic is the principle of “freedom of education”, which gives parents or institutions (e.g. denominational ones) the possibility to found schools based on religious or special pedagogical convictions. This principle is laid down in the *Grondwet voor het Koninkrijk der Nederlanden* (Dutch Constitution - article 23) and finds expression in virtually all facets of the educational system. It has led to a situation in which public and non-public/private institutions co-exist at all educational levels. In theory schools can



choose their own educational methods and materials as there is no formal national curriculum or prescribed learning material. In practice, however, the well balanced system of official attainment targets or core goals, curriculum development, national tests at the end of primary schooling, and national exams at the end of secondary schooling guarantees that students of all school types pass their exams at a comparative level throughout the Netherlands.

**private and
public**

Almost 70 % of all Dutch primary schools and nearly 80 % of all Dutch secondary schools are run by private institutions, mostly Catholic or Protestant. Both systems of public and private schooling are fully funded by the state and have to meet detailed quantitative and qualitative criteria. As a consequence, both public and private schooling are considered equivalent types of education.

Although in theory the “freedom of education” principle could lead to a great diversity in education, in practice the differences in educational processes and curriculum between schools are not very large. This similarity of curriculum is partly due to the introduction of attainment targets for all school subjects. The government employs these targets (in existence since 1993, renewed in 2006) to indicate the minimum goals students ought to attain by the end of primary school and after two years of secondary education respectively.

**bilingual
education
forms**

In the pre-school sector a number of pre-school provisions provides immersion programmes while other provisions work bilingually.

In the period between the official recognition of ‘bilingual schooling’ in Fryslân in 1955 and the introduction of Frisian as an obligatory subject for all pupils in 1980, a limited number of schools (25 % at the most) provided bilingual schooling in the lower grades of primary school. As from 1980 all primary schools in Fryslân teach Frisian as a subject while 20 % of all schools use the language as a medium of instruction for half

a day or one day per week. The most recent development is the introduction of trilingual schooling in 1997 (Gorter, 2005; Ruijven, van & Ytsma, 2008; Ytsma, 2002). Within the model of trilingual schooling Frisian and Dutch are provided as subject and medium of instruction on an equal footing. English is added to the curriculum in grade seven and eight (when pupils are between ten and twelve years old), both as a subject and as medium of instruction. In the school year 2005-2006 eight schools have officially been recognised as trilingual. According to the ambitions of the provincial language policy, this number will grow over the next years to at least fifty in 2012 (Provinsje Fryslân, 2007).

In secondary education, Frisian is taught as a compulsory subject in the lower grades during one hour per week only. The language is rarely used as the official medium of instruction. However, currently further experiments are being developed following the trilingual primary school experiments, that aim at creating a trilingual option in some secondary schools.

**administration**

Authorities are involved in education at central, provincial, and local levels, but primary responsibility lies with the central government that controls education by means of laws, decrees, and regulations, e.g. on compulsory subjects, examinations, or organisational aspects of education. The province of Fryslân does not have any direct legislative or executive power in education. The central government subsidises Frisian learning materials. Apart from that, the provincial administration of Fryslân has decided to invest ten million euros over a period of four years aiming at the improvement of education in Fryslân in general and the improvement of education in Frisian in particular (Provinsje Fryslân, 2007).

Special financial grants are available for Frisian language lessons in secondary education, as well as for teacher training for Frisian as a subject.

The school boards of private schools are formed by foundations or associations while municipal authorities regulate the boards of public schools. The actual curriculum is determined by such competent authorities and by individual schools. The local authority's tasks include planning and co-ordinating accommodation, facilities, and the provision of materials, as well as ensuring that the regulations as laid down in the respective laws are followed.

inspection

The central government's Inspectie van het Onderwijs (Dutch Inspectorate of Education; hereafter: Inspectorate) monitors regulations and standards, and this task is subdivided according to the different educational sectors. The Inspectorate formally checks the quality of education by visiting schools and by approving the annual plan of activities that schools are required to draft. Moreover, the Inspectorate investigates problem areas in education. The Inspectorate reports to and advises the Minister van Onderwijs, Cultuur en Wetenschap (Minister of Education, Culture and Science; hereafter: Minister of Education). The inspectorial reports on primary and secondary education are used to draft the periodical reports of the Dutch government to the Council of Europe with regard to the ECRML.

**support
structure**

The Netherlands has a number of advisory bodies in the field of education. Some have been set up to advise the Minister of Education on educational policy while others predominantly support schools with curriculum development (SLO, Stichting Leerplan Ontwikkeling – National Institute for Curriculum Development) or by producing exams (CITO, Centraal Instituut voor Toetsontwikkeling – National Institute for Educational Assessment). In their respective work programmes a special task for Frisian is included.

There is a special advisory body for the support of Frisian in education. This is the Taalsintrum Frysk (Frisian language department) of the school counselling service known as CEDIN (Centrum voor Educatieve Dienstverlening in Noord Nederland - School Advisory Centre in the north of the Netherlands):

a centre for educational advice for both public and private schools, mainly at primary level. A specific task of Taalsintrum Frysk is to develop learning materials, especially for Frisian as a subject. Other tasks of Taalsintrum Frysk include advising schools, expanding, theoretically, on the issue of bilingualism, providing educational radio and television programmes and materials, and giving practical guidance to schools. Taalsintrum Frysk of CEDIN is also coordinating the network on trilingual primary education (see section 3).

2 Pre-school education

target group Playgroups are meant for children between two-and-a-half and four years old, their provision being limited to a maximum of three mornings/afternoons a week. Day care is for children from zero to four years old and can be employed five days a week. Since the 1980s national policy has aimed to expand these provisions and to improve their quality in order to support the increasing participation of women in the labour market.

structure Playgroups are usually small with ten to thirty children, one official leader, and one or more others on a voluntary basis. They are intended to develop language skills, creative aptitude, and, in particular, the social capabilities of young children. Playgroups fall under the responsibility of the municipal policy for welfare and are usually privately run (sometimes by volunteers) and subsidised by the municipalities.

Day care centres are bigger than playgroups (usually more than fifty children) and include more groups per centre. They do not work with volunteers and receive subsidies from the municipalities. Some day care centres operate commercially and do not receive subsidies (Boneschansker & Le Rütte, 2000).

Neither of these types of educational provision are part of compulsory education in the Netherlands. As far as financing is concerned parents have to pay a substantial contribution. Playgroups and day care centres often merge into associations at municipal level. Another important trend in some pre-primary school education programmes is to gear them towards primary education as a means of combating educational disadvantages of immigrant children, for example.

In 1989 the Stifting Pjutteboartersplak (foundation for playgroups) was founded. This foundation has an explicit language policy and aims to establish a Frisian-speaking environment for young children. The foundation sets up Frisian speaking playgroups that accept both Frisian and Dutch-speaking children.

The latter will be immersed in Frisian. In 2003, the task of the Stifting Pjutteboartersplak was taken over by the Stifting Frysktalige Berneopfang (Foundation on Childcare in Frisian), which is responsible for the running of Frisian and bilingual playgroups.

In 2003, the Provincial Government issued a grant to promote the use of Frisian at playgroups and day care centres and to upgrade the educational work at pre-school level to a professional level. The execution of this task was given to Sintrum Frysktalige Berne-opfang (Frisian Childcare Centre; hereafter: SFBO), which operates under responsibility of the Stifting Frysktalige Berneopfang and Partoer CMO Fryslân (Centre for Social Development in Fryslân; hereafter: Partoer). In 2007, based on an evaluation, it was decided that the Stifting Frysktalige Berneopfang should be the only institute that is responsible for the implementation of language policy in childcare provisions.

For the improvement of the professional quality of playgroup and day care leaders a quality framework has been developed consisting of four elements: language command, language environment, didactics, and language policy. Through guidance and visitations the playgroups are encouraged to increase their qualities in these fields. As a result of this process SFBO issues certificates to playgroups and day care centres that meet the set of criteria. A playgroup and day care centre that receives a certificate obtains an extra grant from the provincial government. The project was evaluated in 2006. The main conclusions were that the professional qualification of the playgroup leaders has increased greatly, and that the qualification structure is transparent and on a level comparable with other provisions in Fryslân. On the basis of these results the provincial administration has granted a project (2007-2010) for Frisian medium pre-school provisions (Boneschanser, 2006; Provinsje Fryslân, 2007).

legislation

With regard to pre-school provisions the Law on Childcare was enacted in 2004. According to this Law on Childcare Frisian has got the same legal position in pre-school provisions as in the Primary Education Act of 1937. This means a facultative use

of Frisian. However, according to the reports of the Committee of Experts of the ECRML (Council of Europe, 2001, 2004) this regulation is not in line with the undertaking for pre-school education in article 8 of the ECRML that has been signed by the Dutch government.

language use

According to a study concerning more than 250 playgroups and day care centres in Fryslân, in 1984 (Duipmans, 1984), 61 % of the group leaders had Frisian as their mother tongue, against 60 % in 2000. Without the implementation of any measures, however, the group leaders' command of Frisian is expected to decrease since a relation was discovered between the age of the group leaders and their use of Frisian: the younger the group leaders, the lesser usage of Frisian (Boneschansker & Le Rütte, 2000). Therefore, the implementation of pedagogical methods in teacher training is considered necessary.

On the contrary, the attitude of group leaders towards Frisian can be considered more positive than before. However, a fairly positive attitude with regard to Frisian hardly guarantees that a language choice exists in activities or events that involve people with different language backgrounds. In their research, Boneschansker and Le Rütte (2000) showed that, with the exception of the aforementioned Frisian playgroups, the use of Frisian at pre-school facilities has not changed in comparison to 1984 when the previous study on pre-school education and Frisian was carried out. Frisian is hardly used in urban playgroups whereas rural playgroups can be regarded as bilingual. The research also revealed that Dutch is being used far more often than Frisian in group activities such as reading and singing. Frisian is mainly used in individual contacts with children and parents.

In non-Frisian playgroups not many group leaders with a command of Frisian are employed. In their initial training group leaders only learn some very basic pedagogical skills regarding multilingualism. Currently the responsible vocational training institutes (see section 5) are developing a new curriculum that will include elements of bilingualism and Frisian language

command. In preparation to this curriculum change, the SFBO temporarily provides guest lessons at these institutes.

In spite of the lack of an official Frisian language policy, attention is given to Frisian in a more informal way. Most playgroups have quite a lot of Frisian material and they value group leaders with a command of Frisian, since the use of Frisian makes children feel at ease and stimulates their general development. Supervisors, or pre-school teachers, are expected at the very least to understand Frisian, because they have to take care of both Frisian-speaking and Dutch-speaking children. It can be assumed that the degree to which Frisian is actually used in playgroups depends on the linguistic background of the population as the child is free to use its first language.

In order to compensate for the lack of attention given to the language issue in the initial training and also to prepare group leaders for operating in a bilingual or multilingual environment, the SFBO organises in-service training courses with the emphasis on Frisian and multilingualism respectively.

Since 2003, a new initiative has grown into a success: during one special week per year, in all twenty-seven municipalities of the mainland of Fryslân, more than four hundred volunteers are actively involved in reading aloud in Frisian at more than 250 playgroups and day care centres with over 9,000 children. For quite a number of these children this reading aloud is the first official immersion activity in the Frisian language and their first introduction into the Frisian culture.

**teaching
material**

Several organisations are involved in the development of teaching material. One of the most successful projects aimed at the Frisian language development of pre-school children is the Tomke-project, which in 1996 was set up as a shared project of the Afûk (foundation for the promotion of the knowledge and use of Frisian), the Bibliotheekservice Fryslân (Public Library Service), the SFBO, Taalsintrum Frysk of CEDIN, and the foundation It Fryske Berneboek (Frisian Children's Book - foundation for the

promotion of reading and writing of children's books in Frisian). The Tomke-project is subsidised by the Stichting Lezen (Reading Foundation) and the provincial government. The Tomke-project aims to improve the reading skills of pre-school children. The Tomke-project has a different theme every year, which is worked out within the group through reading aloud, rhymes, songs, and games aimed at language development. Supporting activities in the Tomke-project include information evenings for all people involved, publication of the Tomke book, a TV series, activities in libraries, and finally an interactive website. Over the last 10 years the participation in the Tomke-project has increased to about 150 (out of more than 250) playgroups and day care centres. The success of the Tomke-project has resulted in editions of Tomke books in other languages, namely North Frisian (Germany), Papiamentu (Antilles and Aruba), as well as in some Lower-Saxon dialects.

statistics

In 1973 there were about forty playgroups in Fryslân, concentrated mostly in the larger towns. By 1984, there were about two hundred playgroups: a huge increase within ten years. In 1994, a survey by former Mercator Education (Van der Goot, Renkema & Stuijt) in Fryslân revealed that a total of 226 playgroups were operating in twenty-nine (out of thirty-one) municipalities, containing around 7,500 toddlers. Boneschansker and Le Rütte (2000) mention a total of about 225 playgroups and between twenty-five and thirty day care centres in the province of Fryslân. In 2007 there were approximately three hundred provisions in Fryslân (playgroups and day care centres).

In 1989 a few playgroups started their activities using Frisian as medium of instruction, supported by the Stifting Pjutteboarter-splak. The number of playgroups and day care centres using Frisian as medium of instruction has increased over the last years. Nowadays SFBO covers fifty-five bilingual or Frisian playgroups and day care centres using Frisian as medium of instruction, containing around 1,300 children. In the memorandum Boppeslach (Provinsje Fryslân, 2006) the ambition is stated to realise an increase in this number to more than one hundred by the end of 2010.

3 Primary education

target group Primary schools in the Netherlands are meant for pupils between four and twelve years old (grades one to eight).

structure An important feature of the educational structure in Fryslân are small schools with an average of 125 pupils. In the school year 2000-2001, 24 % of the primary schools in Fryslân had fewer than sixty pupils. Only 3 % of the schools have more than three hundred pupils. There are many schools with combined classes, in which one teacher takes care of two or more grades. Nevertheless, in the past twenty years many schools in the province have merged. In 1988 there were about 572 primary schools while there were 492 in 2005. The total number of pupils remained much the same: 62,000.

Special schools provide education for mentally and physically handicapped children and for children with learning disabilities. These schools, for children between three and eleven-twelve years old and/or between twelve and twenty years old, are better equipped than ordinary primary and secondary schools because, for instance, the teacher-pupil ratio is much more favourable. The integration of disabled children into the ordinary school system has been advocated and this has happened more often over the past few years.

There are two distinct types of special education. First, there are special primary schools for children with learning difficulties (Moeilijk Lerende Kinderen, MLK) and for children with learning and behavioural difficulties (Leer- en Opvoedings Moeilijkheden, LOM). Most of these schools are regulated by the WPO thus the legal arrangements for Frisian primary education apply to these schools too. Second, there is a law for special education, the Wet op de Expertisecentra (hereafter: WEC, of 1982, and amended in later years including 1999) that covers schooling for children with special needs. This type of special education concerns the schools for children with severe learning difficulties (Zeer Moeilijk Lerende Kinderen, ZMLK) and physically

handicapped children. At these schools Frisian may be used as medium of instruction and Frisian can be taught as a subject. In practice, the position of Frisian in WEC regulated schools is even weaker than at regular schools.

legislation

The current WPO lists a number of subjects that all primary schools have to teach without prescribing the number of hours or how and what schools should teach. In the province of Fryslân, Frisian is an obligatory subject and may be used as a medium of instruction. Schools may ask for exemption of this obligation from the provincial government. Only a few schools are exempted. However, 6 % of all primary schools do not offer Frisian lessons at all (Inspectie van het Onderwijs, 2006). According to the evaluation of the Committee of Experts of the ECRML (Council of Europe, 2004) the Dutch legal provisions in this respect are not consistent with the signed undertakings concerning Frisian in primary schooling in article 8 of the ECRML. The Committee of Experts of the ECRML considers the time investment of only forty-five minutes per week intolerable.

In 1993, the Minister of Education defined *kerndoelen* (attainment targets) for the prescribed subjects. These targets were modified to some extent in 2006. The newly formulated targets are more in line with educational practice with respect to Frisian as a first and as a second language.

Teachers' qualification for Frisian is prescribed officially in the WPO, but in practice the teacher training colleges are responsible for the actual content and the examinations for this qualification.

language use

A study by the Inspectorate (Inspectie van het Onderwijs, 2006) has shown that the majority of primary schools in Fryslân spends thirty-sixty minutes on one lesson of Frisian per week. Therefore, time devoted to Frisian is limited. This situation has been the same for the last decade and is the result of a gradual process that has been under way since the legislation of 1955.

The position of Frisian as a medium of instruction is also modest. The Inspectorate report reveals that only 15-20 % of primary schools regularly use Frisian as medium of instruction insofar as 'world studies' and 'arts' are concerned (in grades three to eight). Taalsintrum Frysk of CEDIN is currently promoting the approach of half a day of Frisian as medium of instruction.

In the school year 1997-1998, seven primary schools in Fryslân started an experiment with a trilingual school model with Dutch, Frisian and English (Ytsma, 2000; Gorter, 2005). The experimental period has now finished, and the trilingual approach will be continued in a network in which more schools are involved. The ultimate goal is to establish full bilingualism as far as Frisian and Dutch are concerned. Regarding English, the goal is for communicative ability to be on a basic and functional linguistic level. To attain these goals, the three languages are not only being taught as subjects, but are also being used as media of instruction. In theory, in grades one to six, 50 % of teaching time is in Frisian and 50 % in Dutch. In grades seven and eight, the division of teaching time is 40 % Frisian, 40 % Dutch, and 20 % English. In practice, however, the experimental schools were more flexible with regard to the division of time. They will continue this flexibility. What has been expected on the basis of research elsewhere, has been confirmed in this project: more time investment in Frisian as a subject and as a medium of instruction does not have any negative effect on the language command in the dominant language (Dutch). In other words: at the end of primary school children show a balanced bilingualism. Furthermore, the earlier introduction of English is under consideration, also because the Besluit vernieuwde kerndoelen WPO of 2006 (decision on new attainment targets) changed the WPO and enabled the early introduction of English as from grade five.



**teaching
material**

In 2006, a new Frisian-language teaching method, Studio F, was completed and introduced at primary level. Compared to the former teaching materials the new method is much better adapted and structured for being used in classes with pupils from

different linguistic backgrounds. The method Studio F contains more and better practical teaching methods and examples with regard to the differentiation of goals within the classroom. The method is aimed at the longitudinal teaching of the language and learning through using Frisian as medium of instruction. The method combines reading and writing skills with school television and IT tasks. Starting from the perspective that all pupils in the classroom, Frisian mother-tongue speakers as well as second language learners follow Frisian lessons at the same time and use the same teaching materials, these lessons are structured in such a way that mother-tongue speakers can achieve the highest levels of the attainment targets, while the second language learners work towards a lower level of language skills. Fortunately, the final result of this approach is that pupils are working together, and in accordance with their capacities and language skills. This approach also contributes to the social integration of Frisian speaking children and second language speakers.

Alongside with the Studio F method, the monthly magazine LinKk is being issued in cooperation with Frisian school radio and television programmes. It is to be expected, that a certain number of primary schools will continue to limit their Frisian lessons to watching the Frisian school television programmes and using this magazine LinKk as the only teaching material.

statistics

In the school year 2005-2006, there were about 62,000 children attending the 492 primary schools in Fryslân covered by the WPO. A number of ten special schools were covered under the WEC.

Few schools in non-Frisian speaking areas in Fryslân (mainly the Frisian islands) are exempt from having to provide Frisian lessons. In the Inspectorate report (Inspectie van het Onderwijs, 2006) it is mentioned that 67 % of primary school teachers are qualified to teach Frisian. 21 % of all Frisian lessons are taught by unqualified teachers. The tendency is, however, that younger teachers or teachers who have not grown up bilingually themselves, are more often unqualified.

4 Secondary education

target group Secondary education in the Netherlands is meant for students between twelve and sixteen-eighteen years old. Voorbereidend Middelbaar Beroepsonderwijs (Pre-Vocational Education and Training; hereafter: VMBO) lasts four years, Hoger Algemeen Voortgezet Onderwijs (General Secondary Education; hereafter: HAVO) five years, and Voorbereidend Wetenschappelijk Onderwijs (Pre-University Secondary Education; hereafter: VWO) six years. Obligatory school attendance ends at the age of eighteen.

structure Secondary education is divided into three different levels: VWO, HAVO and VMBO. Compulsory education lasts until the age of eighteen. In 1993 a period of *basisvorming* (basic education) was introduced for all these types of secondary education. The basic education period lasts for two to three years depending on the school curriculum. It implies a common curriculum for all pupils, including general and technical subjects, although schools can differ considerably from each other in the actual organisation of the curriculum.

legislation The modification in 1993 of the Wet op het Voortgezet Onderwijs (1963; Law on Secondary Education; hereafter: WVO) meant that Frisian became an obligatory subject in the lower grades of secondary education (article 11b). Since the modification of 2006, the Provincial Government of Fryslân has the power to grant exemption from this obligation to individual schools (article 11e). As a rule this exemption is given for one year, but schools may ask for exemption from this obligation every year.

Attainment targets are set for all school subjects in the lower grades of secondary education. Frisian is an optional exam subject in the higher grades of all three types of secondary education.

language use Not all secondary schools have as yet implemented Frisian into their curriculum. The attainment targets for Frisian have been

officially determined in educational legislation as from 2006. The new attainment targets for the lower grades differentiate between students with Frisian as their mother-tongue and those who speak Frisian as a second language. The Dutch government has supported the implementation of Frisian financially. A curriculum model and learning materials have been developed for Frisian as a subject in the lower grades. The survey conducted by the Inspectorate showed that, five years after the implementation of Frisian in basic education, Frisian had been developed only poorly as a school subject (Inspectie van het Onderwijs, 1999). Another five years later, the situation has hardly been improved. More than a third of secondary schools in the province do not offer Frisian lessons to their students. The schools that do offer Frisian lessons mostly do so only in grade one for all students and in grade two as an optional subject. Those students who opt for Frisian as an exam subject take more lessons in the two last grades. In practice, this means that all pupils attend forty Frisian lessons in the first year of their secondary education and only a few in higher grades. Given these figures it is obvious that students cannot achieve the attainment targets for Frisian that are prescribed for the lower grades of secondary education.

Despite positive initiatives with respect to the development of the curriculum, teaching materials, and the use of IT-methods, there is still no clear concept at school level of Frisian as a subject and the use of Frisian as a medium of instruction. Most teachers do not differentiate between mother-tongue speakers and second language learners, and there is no exchange of information between primary and secondary schools on the curriculum, teaching methods, or results of language learning (Inspectie van het Onderwijs, 2006).

National exams are composed by the CITO on behalf of the Dutch Ministry of Education. This means that the composition and approval of exams is not the responsibility of schools or regional authorities. CITO has set the exams for Frisian since 1973, even when the number of students is very low. In the

school year 2004-2005, in total seventy-three students took an exam for Frisian in VMBO, HAVO, or VWO. These exams are approved by the governmental Centrale Examencommissie Vaststelling Opgaven (Central Commission for Exam Questions; hereafter: CEVO). CEVO and two other commissions merged into the College voor Examens (Examinations Board; hereafter: CvE) in October 2009.

It is permitted to teach using Frisian as medium of instruction in all types of secondary education. However, the use of Frisian as medium of instruction is rare. In 1999, 69 % of all secondary schools stated that they did not use Frisian as a formal teaching language, 30 % of schools did so incidentally and 1 % reported using Frisian as medium of instruction on a regular basis (Inspectie van het Onderwijs, 1999). This situation has not changed.

Based on the above statistics, it can be concluded that the position of Frisian as medium of instruction at secondary-school level is marginal, and that there certainly is no monolingual Frisian secondary education in Fryslân nor bilingual education with Frisian and Dutch on an equal footing. The Committee of Experts of the ECRML concluded in the evaluation report that the signed undertaking concerning Frisian in secondary education is not fulfilled. The Council of Europe strongly recommended the Dutch government to take measures for the improvement of Frisian in secondary education (Council of Europe, 2004).

teaching material

In order to implement Frisian as a compulsory subject in the lower grades of secondary education, a new method for Frisian lessons was developed with extra differentiation materials, a teachers guide, and special material for listening in 1993. After ten years, however, this method, known as Flotwei Frysk (Smoothly Frisian), has been replaced by a more modern one: Freemwurk (Framework). This method explicitly aims at achieving the official key objectives, is well structured for differentiation, and includes IT methods of learning. Freemwurk has been developed by a team of teachers in cooperation with Taalsintrum Frysk of CEDIN.

At the same time new teaching materials have been developed for the highest grades of secondary education. These methods have been structured according to the exam programmes of respectively VMBO, HAVO, and VWO. All these methods can be used together with the Frisian school television programmes and the monthly LinKk magazine as well as with assistance of the electronic learning environment in Digischool (digital school).

statistics

In the province of Fryslân, thirty schools provide pre-university education, general secondary education and/or pre-vocational education at fifty-eight locations, involving about 37,000 pupils (Inspectie van het Onderwijs, 2006).

5 Vocational education

- target group** Middelbaar Beroepsonderwijs (Vocational Education and Training; hereafter: MBO) is aimed at students between sixteen and nineteen years old, who have passed the exams of VMBO. MBO schools are also accessible for students who have completed the first four years of HAVO respectively VWO as well as for adult students without a diploma of general secondary education.
- structure** Vocational education covers three types of vocational training for pupils between sixteen and nineteen years old. These are MBO, apprenticeships, and learning and training provided in the context of schemes for the unemployed. MBO is mostly provided by a Regionaal Opleidingencentrum (Regional Training Centre; hereafter: ROC). There are two ROCs in Fryslân (Friesland College and ROC Friese Poort) that provide MBO and an Agricultural Training Centre (AOC Friesland). These three schools offer a range of courses in the following sectors: technology/engineering, social services and health care, economics and administration, and agriculture. This section focuses on MBO as this involves the majority of students and is full-time.
- legislation** A new Wet Educatie en Beroepsonderwijs (Education and Vocational Training Act; hereafter: WEB), regulating adult education and vocational training, came into effect in 1996. It aims at a better integration of educational provisions and the demands of society, the labour market, and individuals. The main consequence of these regulations was the establishment of the ROCs providing a coherent structure for all forms of education and training.
- language use** In general, Frisian has no formal position in the curricula for vocational education since Frisian is not included in the normal timetable. However, within agricultural education, a sector with around one thousand students, Frisian is regularly used as medium of instruction, and sometimes self made Frisian learning

materials are also used. Moreover, these students can choose Frisian as an optional part of the programme.

In the economics and administration sectors, Frisian can be chosen as a subject as part of the secretarial training programme. The social services and health care training programmes have developed a module of multilingualism with some attention for Frisian. In this module students learn how to deal with multilingualism in their future position as a nurse, social worker, or day care leader. The school recommends non-Frisian speaking students to follow a language course. Modules for Frisian are being prepared in co-operation with the Afûk, as part of the training course and as in-service training. Students who have taken this module can be offered an apprenticeship in the day care centres of the SFBO.

**teaching
material**

No Frisian materials are published for vocational education.

statistics

In the school year 2006-2007 nearly 22,000 students were enrolled in MBO in Fryslân.

6 Higher education

structure

Higher education includes Hoger Beroepsonderwijs (Higher Vocational Education & Polytechnic Education; hereafter: HBO), Wetenschappelijk Onderwijs (University Education; hereafter: University), and distance learning at higher educational level through the Open Universiteit (Open University; hereafter: OU). Three institutes for HBO are located in Ljouwert/Leeuwarden, the capital of Fryslân: Stenden Hogeschool (former Christelijke Hogeschool Nederland - CHN), the NHL Hogeschool (former Noordelijke Hogeschool Leeuwarden - NHL), and the Hogeschool Van Hall Larenstein. The first two institutes offer a wide range of courses, including teacher training, hotel management, public and business administration, technical courses, and nursing. The Hogeschool Van Hall Larenstein offers courses mainly in the field of agriculture and environmental management. There is no university in Fryslân. However, there is intensive cooperation between the HBO institutes in Fryslân and various universities in the Netherlands. The Rijksuniversiteit Groningen (University of Groningen) offers students the possibility to take the first year of the law degree in Ljouwert/Leeuwarden, in cooperation with the NHL Hogeschool. Hogeschool Van Hall Larenstein offers various studies and research opportunities in cooperation with Wageningen University. In addition, three research institutes, which offer PhD positions, are based in Ljouwert/Leeuwarden: Wetsus for water management, the Wadden Academie that focuses on all aspects of the Wadden Sea and its islands, and the Fryske Akademy, the scientific research and educational centre for Fryslân and its people, its language and its culture.

Full Bachelor and Master degree-programmes in Frisian language and culture are only offered at the department Friese Taal en Cultuur (the department of Frisian Language and Culture) of the University of Groningen. A teacher-training master's degree (120 ECTS) is also available there. The Onderwijsinstituut Neerlandistiek (Department of Dutch Studies of the Universiteit van Amsterdam - University of Amsterdam) offers a

full minor (30 ECTS) as well as some master courses in Frisian language and literature. In the school year 2007-2008, fifteen students were enrolled for Frisian as a main subject at these universities. Besides that Frisian can be taken as an additional subject at Universiteit Leiden (Leiden University).

legislation Higher Education in the Netherlands is regulated by the Wet op het Hoger Onderwijs en Wetenschappelijk Onderzoek (Law on Higher Education and Scientific Research; hereafter: WHW). There is a difference between HBO and University: HBO education lasts four years and results in a bachelor's degree, while University lasts either three years, resulting in a bachelor's degree, or four years resulting in a master's degree.

language use Dutch educational legislation declares Dutch to be the medium of instruction in higher education. Tertiary institutes are obliged to make a language regulation in which all exceptions to this rule (e.g. Frisian or English as medium of instruction) are laid down. The three Frisian institutes for higher professional education have regulated the use of Frisian in various ways. Generally speaking, Frisian as medium of instruction is only used partly in teacher training. In other courses, the medium is Dutch and on some occasions a foreign language is used, e.g. the Stenden Hogeschool International Hospitality Management uses English for some subjects. Nevertheless, students in most disciplines are allowed to write theses in Frisian, although this rarely happens.

At university level, Frisian is used as a medium of instruction for Frisian studies only.

teacher training Teacher training for the primary level is provided by the Stenden Hogeschool and the NHL Hogeschool, while training for the secondary level is provided by the NHL Hogeschool.

primary training

Initial teacher training for primary school teachers is carried out at teacher training institutes attached to the HBOs. These

training courses for primary teachers take four years. It is also possible to attend a teacher-training course on a part-time basis, in which case the total duration of the course is longer (up to six years). Teacher training at the institutes is organised in line with an integrated model: the course contains both theoretical and practical aspects of teaching. Students spend a substantial part of their study time at primary schools as a trainee. In this traineeship all didactic skills and all subjects of education are integrated. Students who graduate from a teacher-training institute acquire an HBO degree and may adopt the title of bachelor.

As Frisian is a compulsory subject within Frisian primary schools, Frisian as a subject is incorporated into the primary level teacher-training programme. Both HBOs are developing a common curriculum for Frisian as a subject as well as for the use of Frisian as a medium of instruction within their own institutes. During the first two years of their four-year training programme, students must attend a Frisian language course. During those two years, there are separate streams for Frisian and non-Frisian speaking students. Frisian is optional in the third year. By completing the whole programme, students obtain the formal certificate qualifying them to teach Frisian at primary level. The certificate is worth 9 ECTS for students from non-Frisian speaking homes and 7 ECTS for students with Frisian as a mother-tongue. Most students at either of the HBOs obtain the required certificate, but this does not always imply a fluent command of the Frisian language. Research on reported language skills has shown that 98 % of the primary teachers understands Frisian, 85 % speaks Frisian well or fluently, 81 % can read the language well or fluently, and 69 % claims to be able to write sufficiently, well, or fluently in Frisian (Inspectie van het Onderwijs, 2006). The Inspectorate's survey of 2001 revealed that 38 % of teachers at primary level were not (officially) qualified to teach Frisian (Inspectie van het Onderwijs, 2001). This percentage is decreasing, but yet a substantial part of Frisian primary schools always lacks adequately qualified teachers.

secondary training

Teacher training for those who intend to become teachers at secondary schools is divided into two levels. A level-two certificate is required to teach at VMBO schools and in grades one-three of HAVO and VWO schools and a level-one certificate is needed for grades four-five/six of HAVO and VWO and for HBOs. Both certificates are offered at the NHL Hogeschool; the level-two certificate both as a full-time and as a part-time course. Once a level-two course has been successfully completed, students can enrol in a level-one course. The level-one course is also accessible for post-university students. The level-two course lasts four years, in addition the level-one course another three years of part time study. Each study year is the equivalent of 60 ECTS.

The curriculum of the level-one course is structured in a similar way to courses of other school languages (Dutch, English, German, French and Spanish). The study contents are divided into the following sections: improving the student's own language command in all competencies up to level C1 according to the Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR); grammar and syntax; literature and youth literature; history of Fryslân; and learning and training of didactic skills. The initial training of didactic skills is carried out in a joined approach with other school subjects.

Students spend a substantial part of their study time at school as a trainee: full-time students two weeks in the first year, three to four days a week for eight weeks in the second and third year, and half the school week during the whole of the fourth year. Part-time students spend 60-80 hours at secondary school in the second year of their study and another 120-140 hours in the third year.

in-service training

Different institutions are involved in providing in-service training for Frisian. The teacher training institutes as well as Taalsintrum Frysk of CEDIN all play a role. In-service training courses are

mainly focused on the language competencies of the teachers, as well as on the didactic aspects of new teaching methods.

statistics

In the school year 2006-2007 the number of students at HBO in Fryslân was approximately 17,000 in total: 10,000 at the NHL Hogeschool, 5,000 at the Stenden Hogeschool, and 2,000 at Hogeschool Van Hall Larenstein. Around 1,500 of those were in teacher training for primary education and around 2,000 for secondary education, for a large range of disciplines. In the school year 2006-2007, fifteen students opted to qualify as a teacher for Frisian in secondary education, of which two were full-time students.

The number of students of Frisian as a main subject at the universities of Groningen and Amsterdam was around fifteen in the school year 2006-2007. In addition, a few dozen of university students of other subjects took a course or module of Frisian as part of their curriculum.

7 Adult education

structure and language courses

The two ROCs, Friesland College and ROC Friese Poort, both also provide various adult education courses. The vocational training sector includes MBO and other forms of apprenticeship learning. The courses are offered at four different levels.

The adult-education sector consists of four departments and is meant for those who have passed the age limit (eighteen) for compulsory education. These are:

- general secondary education courses (HAVO and VWO courses);
- courses directed towards operating in society, including language skills (including Frisian for those living in Fryslân), arithmetic, and social skills;
- Dutch as a second language (for immigrants); and
- other courses aimed at self-development.

Special attention should be given to the activities of the Afûk. The Afûk offers evening classes to adult students of Frisian (both first and second-language students) and also produces teaching and learning materials. Afûk courses are subsidised by the province of Fryslân and by a number of municipalities. Around one thousand people attend Afûk-language classes each year. The Afûk also provides courses for distance learning. For this purpose teaching and learning materials are digitalised within the project Edufrysk. The lessons and materials are downloadable from their website.

The Folkshegeskoalle Schylgeralân is a cultural college that offers informal education to adults covering a broad spectrum of subjects, including activities concerning the Frisian language and culture. An intensive language learning course of two weeks is scheduled annually, which is organised in collaboration with Afûk.

language use

Frisian can be used as an element of a literacy course. Most courses make little use of Frisian in their programmes

(Noordermeer & Renkema, 1995). Specific teaching material has been developed for the teaching and learning of basic skills in Frisian, which takes the first language of adult native speakers of Frisian into account. In general the position of Frisian in adult education is marginal.

statistics

In 2006, 886 people took a Frisian course at the Afûk for oral skills, and 67 took a course for Frisian writing skills. 246 students got a certificate.

8 Educational research

bilingual education

Educational research into (the effects of) bilingual education in Fryslân is rather scarce. Worth mentioning are the inventories carried out by the Inspectorate (Inspectie van het Onderwijs, 1989, 1999, 2001, 2006). These reports provide basic data on many aspects of Frisian at primary and secondary school level, e.g. the amount of time spent on Frisian as a school subject and as medium of instruction. A detailed description of all aspects concerning Frisian in education from pre-primary provisions to higher education and adult education is available in the periodical reports that are submitted by the national government of the Netherlands to the Council of Europe.

Within the European perspective, initiatives have been taken with regard to the application of CEFR for Frisian by defining so called “can do”-statements as well as good examples of the Language Portfolio. Furthermore, the position and the results of Frisian in education have been analysed in European perspective in the report *The Development of Minimum Standards for Education in Regional and Minority Languages* (De Jager & Van der Meer, 2007).

language proficiency

De Jong and Riemersma (1994) conducted a research project in which the language proficiency in both Frisian and Dutch at the end of primary school were tested on equal footing for the first time. They used comparative tests based on the national tests for Dutch at the end of primary school. The authors concluded that proficiency in Dutch was adequate or good, whereas proficiency in Frisian left much to be desired, with reading, oral, and writing skills yielding particularly mediocre results.

quality of Frisian

Furthermore, Ytsma (1995) investigated the quality of Frisian among Frisian and Dutch-speaking pupils in primary school grades five and eight, as well as their attitude towards and

motivation for learning Frisian. Ytsma concluded that among the Frisian children tested Dutch had affected the quality of their Frisian and that Dutch children's attitudes towards Frisian were often negative.

trilingual education

The Fryske Akademy conducts scientific research into the trilingual-education project which was set up in cooperation with Taalsintrum Frysk of CEDIN by monitoring the children's linguistic progress longitudinally. Results from the first two years show that Frisian children (between four and six years old) are already capable bilingual speakers, whereas their Dutch schoolmates have not yet developed a command of Frisian comparable to mother tongue proficiency. Results after eight years show that there is no difference with regard to the command of Dutch between children from the project schools and those of the control schools. Frisian speaking children have the same command of Dutch as those from Dutch speaking homes. Contrary to the expectations the children of the project schools do not achieve higher results with regard to the command of English than pupils from the control schools. The fact that most schools used English as a medium of instruction for less than 20 % of their teaching time may explain this result (Ruijven, van & Ytsma, 2008).

pre-school education

Over the last years a special research project for the youngest children has been carried out, to wit the development of a language instrument for assessing the language skills of children of one year and nine months up and until four years and two months. The main research question is the sequence of the acquisition of language structures in Frisian (Dijkstra, 2008).

forthcoming research

Actual research concerning Frisian in education which is carried out at the Fryske Akademy over the last years, was concentrated on the developments and results of trilingual

schooling as well as the development of minimum standards for education in regional or minority languages in Europe.

In the coming years research projects will concentrate on the improvement of the quality of teaching and will focus on the comparisons between language command of Dutch and Frisian of pupils at several stages of primary school.

In the years 2007-2011, as an integral part of the provincial policies towards the increase of Frisian at school and towards the improvement of teaching and learning of Frisian in all stages of the education career, a series of research projects will be carried out. The common name of both the language policy project and the research project is Boppeslach. One focus will be on the comparison of linguistic competencies in both Frisian and Dutch in all stages, from pre-school provisions until the end of compulsory schooling. Another focus of research will be on the achievement of key objectives in both primary and secondary education, on the adequate use of new teaching books such as Studio F and Freemwurk, in particular aimed at the acquisition of vocabulary, reading skills, and the attitude towards reading skills and linguistic diversity.

9 Prospects

pre-school education

At pre-school level, the amount of monolingual Frisian pre-school provisions is expected to increase slowly. The policy of the SFBO is deliberately aimed at an increase in the number of Frisian pre-school provisions to one hundred by the year 2010. These ambitions are supported by the provincial government of Fryslân (Provinsje Fryslân, 2007). Another aim is to influence Partoer and the ROCs in their education policies with regard to the awareness raising of multilingualism in society and the assets of personal plurilingualism.

primary education

Issues in primary schooling include coping with a multilingual and multicultural school population. This also relates to the growing number of immigrant children in the province.

A problem is how to motivate schools further to teach Frisian adequately. Nowadays, primary schools are confronted with many far-reaching administrative and organisational changes. In light of all these changes, it will be important for them to keep their attention focused on Frisian education. In relation to this, it may be important to mention that in 2001 the province of Fryslân and the central government of the Netherlands agreed to invest more money in Frisian education. In practice, however, the central government tends to decentralise the responsibility for Frisian in education to the province and to freeze the financial contribution from national resources. A positive development in this respect is the appointment of an inspector with special responsibility for Frisian at both primary and secondary level. A concrete result following this appointment is the introduction of the renewed frame of reference for the assessment of Frisian in education, aimed at the evaluation of Frisian lessons. This frame of reference also aims at the improvement of the quality of all aspects of teaching and learning of Frisian and at stimulating the improvement of an explicit language policy at school level. This frame of

reference will be applied by all inspectors inspecting schools in Fryslân.

secondary education

At secondary school level, the implementation of Frisian as a compulsory subject for all students has not yet achieved the results that were expected as a result of the change of the WVO 1993. It is clear that the future position of Frisian in secondary education will be a major issue in the years to come. The ambitions of the Provincial Government of extending trilingual education to secondary schools, which includes the use of Frisian and English as medium of instruction, are worth mentioning in this respect (Provinsje Fryslân, 2007).

higher education

The teacher-training colleges of NHL Hogeschool and Stenden Hogeschool are currently developing a common curriculum for Frisian aimed at setting criteria for the qualification 'Frisian' for primary schooling. In the years to come, the cooperation between teacher training for primary and secondary education will focus on the longitudinal approach of trilingual education in Fryslân.

10 Summary statistics

| Type of education | number of schools | enrolment |
|-----------------------------|-------------------|-----------|
| Pre-primary education | 300 | 7,500 |
| Primary education | 486 | 62,815 |
| Special primary education | 13 | 2,050 |
| Secondary education* | 30 (58 locations) | 60,670 |
| Special secondary education | 17 | 2,377 |
| Senior Vocational education | 3 | 22,000 |
| Higher education | 3 | 17,000 |

Table 1: Number of schools and student enrolment in Fryslân in the school year 2006-2007 (Source: *Provinsje Fryslân, 2007*; various websites of educational institutes in Fryslân). * Data for the school year 2005-2006.

| Year | Law | Function | Publication in the Staatsblad (Bulletin of Acts and Decrees) |
|------|--|--|--|
| 1937 | Amendment to the Primary Education Act of 1920 | Frisian is permitted as an optional subject in primary education under the classification of vernacular language (Frisian was not yet explicitly mentioned in the Act). | 1937; no 323 |
| 1948 | Amendment to the Secondary Education Act | Secondary schools are given the opportunity, after obtaining the consent of the Minister of Education, to provide tuition in subjects other than those listed in the Act (Frisian was not yet explicitly mentioned in the Act). In 1948, the Minister of Education provided financial support for Frisian as an optional subject at secondary schools. | 1948; no 127 |
| 1952 | Royal decree to amend the University Statute | Frisian could be chosen as a main subject in higher education (introduction of the ' <i>doctoraal</i> ' (university degree) examination of Frisian). | 1952; no 635 |
| 1955 | Amendment to the Primary Education Act 1920 | Frisian was explicitly mentioned as an optional subject in primary education. Frisian was also permitted as a medium of instruction in the first forms of primary schools. | 1955; no 225 |
| 1967 | Amendment to the Secondary Education Act 1963 | Frisian allowed as an optional subject in secondary education from 1968 onwards; in the first form of secondary schools the subject of Frisian could be included within the number of teaching hours permitted by law. | 1967; no 386 |

| | | | |
|------|--|--|--|
| 1970 | Royal decree | Regulating the final examinations in pre-university education (VWO), senior general secondary education (HAVO), and junior general secondary education (MAVO). Frisian permitted as an optional final examination subject at the higher levels of secondary education (VWO, HAVO, and MAVO schools). | 1970; no 151 |
| 1974 | Amendment to the Primary Education Act | Frisian taught as an ordinary subject in all primary schools in the province of Fryslân from 1980 onwards (the Provincial Executive of Fryslân was given the power to grant exemptions). Frisian permitted as medium of instruction in all grades of primary education. | 1974; no 271 |
| 1982 | Interim Act on special education and special secondary education (ISOVO) | Frisian permitted as a language of instruction in special primary and secondary education. | 1982; no 730 |
| 1988 | Amendment to ISOVO of 1982 | Frisian language and culture to be a compulsory subject in schools for special education and special secondary education. Frisian allowed as a subject in schools for special secondary education. | 1988; no 559 |
| 1992 | Amendment to the Secondary Education Act | Frisian becomes an ordinary subject in basic education at all secondary schools in the province of Fryslân from 1/8/1993 onwards. | 1992; no 270 |
| 1993 | Primary Education Key Objectives Order | Order adopting key objectives for all subjects in primary education; also adopting key objectives for the subject of Frisian. | 1993; no 264 1998; no 354 2005; no 551 |
| 2004 | Wet Kinderopvang | | 2004; no 455 |
| 2006 | Amendment to the Secondary Education Act | Provincial Government of Fryslân given the power to grant exemption of Frisian as a compulsory subject to individual schools. | 2006; no 281 |
| 2006 | Secondary Education Key Objectives Order | Key objectives for the lower grades of secondary education, including objectives for Frisian as a subject, with differentiation between speakers of Frisian as a first or second language. | 2006; no 316 |

Table 2: Main official texts regulation the teaching of Frisian (Source: Dutch government and authors). Publications digital available at <http://www.overheid.nl/> (only from 1994).

| Year | Document | Publication |
|----------------------|---|--|
| 1970 | Government position of 1970 on the Rapport van de Commissie Friese-taalpolitiek (report of the Van Ommen Committee on Frisian-language policy). | Tweede Kamer zitting 1969-1970, 10728, nr. 2 (1970). Available at: http://www.liigl.nl/ |
| 1989 1993 2001 | Bestuursafpraak Friese taal en cultuur - Bestjoersôfspraak Fryske Taal en Kultuer (BFTK). Covenant (= Administrative agreement) on the Frisian language and culture between the central government and the province of Fryslân on the policy with regard to Frisian. Originally drafted in 1989 and renewed in 1993 and 2001. | Staatscourant 2001; no 125. Available at: http://www.overheid.nl/ |

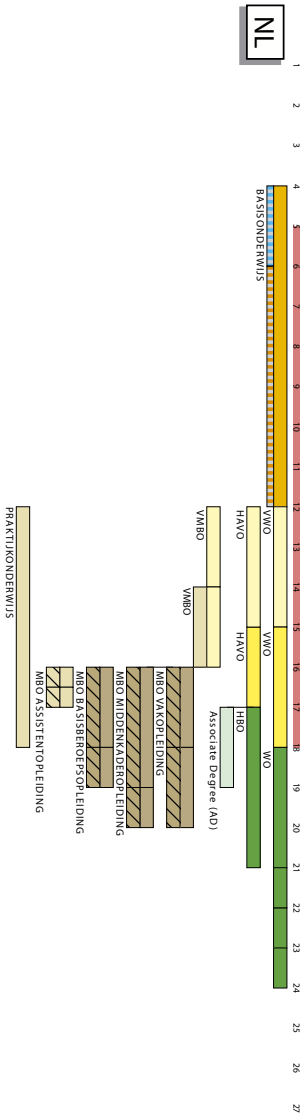
Table 3: Reports and policy documents on the Frisian language in the Netherlands (Source: Dutch government and authors).





















| Year | Document | Publication |
|------|---|---|
| 1950 | Signature by the Netherlands of the Verdrag tot bescherming van de rechten van de mens en de fundamentele vrijheden (European Convention for the Protection of Human Rights and Fundamental Freedoms), concluded in Rome in 1950. Contains a provision prohibiting discrimination on the basis of language. | Available at: http://www.overheid.nl/ & http://www.minbuza.nl/nl/Onderwerpen/Verdragen |
| 1954 | Act approving for the Netherlands the European Convention for the Protection of Human Rights and Fundamental Freedoms. Instrument of ratification, 31 August 1954 | Staatsblad 1954; no 335 |
| 1978 | Act approving for the Netherlands the Internationaal Verdrag inzake burgerrechten en politieke rechten (International Covenant on Civil and Political Rights), concluded in New York in 1966. Instrument of ratification, 11 December 1978. | Staatsblad 1978; no 624 & available at: http://www.overheid.nl/ & http://www.minbuza.nl/nl/Onderwerpen/Verdragen |
| 1992 | Signature by the Netherlands of the Europees Handvest voor regionale talen of talen van minderheden (European Charter for Regional or Minority Languages), concluded at Strasbourg in 1992 | Available at: http://www.overheid.nl/ & http://www.minbuza.nl/nl/Onderwerpen/Verdragen |
| 1996 | Act approving for the Netherlands the European Charter for Regional or Minority Languages, concluded at Strasbourg in 1992. The Netherlands undertakes to be bound by 48 provisions of Part III of the Charter regarding the Frisian language in the province of Fryslân. Instrument of acceptance, 2 May 1996. | Staatsblad 1996; no 136 |
| 2005 | Act approving for the Netherlands the Kaderverdrag inzake bescherming van nationale minderheden (Framework Convention for the Protection of National Minorities), concluded at Strasbourg in 1995 | Staatsblad 2004; no 681 & available at: http://www.overheid.nl/ & http://www.minbuza.nl/nl/Onderwerpen/Verdragen |

Table 4: European and international conventions relevant to the Frisian language and culture (Source: Dutch government and authors). Publications digital available at <http://www.overheid.nl/> (only from 1994).

Education System in the Netherlands

Organisation of the education system in the Netherlands, 2008/09



| | |
|---|--|
|  Pre-primary – ISCED 0 (for which the Ministry of Education is not responsible) |  Pre-primary – ISCED 0 (for which the Ministry of Education is responsible) |
|  Primary – ISCED 1 |  Single structure – ISCED 1 + ISCED 2 (no institutional distinction between ISCED 1 and 2) |
|  Lower secondary general – ISCED 2 (including pre-vocational) |  Lower secondary vocational – ISCED 2 |
|  Upper secondary general – ISCED 3 |  Upper secondary vocational – ISCED 3 |
|  Post-secondary non-tertiary – ISCED 4 | |
|  Tertiary education – ISCED 5A |  Tertiary education – ISCED 5B |
| Allocation to the ISCED levels:  ISCED 0  ISCED 1  ISCED 2 | |
|  Compulsory full-time education |  Compulsory part-time education |
|  Part-time or combined school and workplace courses |  Additional year |
|  Compulsory work experience + its duration |  Study abroad |

Source: Eurydice.

References and further reading

regulations

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publications

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Addresses

official bodies **Berie foar it Frysk** (Frisian Language Board)
c/o Provinsjehûs, P.O. Box 20120,
8900 HM Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2925878
F +31 (0)58 2925124
E berie@fryslan.nl
W <http://www.berie.nl/>

Council of Europe

European Charter for Regional or Minority Languages
Directorate General IV - Education, Culture and Heritage, Youth
and Sport
F-67075 Strasbourg Cedex, France
T +33 (0)3 88413186
F +33 (0)3 88412788
E minlang.secretariat@coe.int
W http://www.coe.int/t/dg4/education/minlang/default_en.asp

Provinsje Fryslân (provincial administration of the Province of Fryslân)

Snekertrekweg 1,
8912 AA Ljouwert/Leeuwarden, The Netherlands
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8900 HM Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2925925
F +31 (0)58 2925125
E provincie@fryslan.nl
W <http://www.fryslan.nl/>

**scientific
research**

Fryske Akademy (Research institute for Fryslân and its people, language and culture)
Doelestrjitte 8, 8911 DX Ljouwert/Leeuwarden, The Netherlands
P.O. Box 54, 8900 AB Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2131414
F +31 (0)58 2131409
E fa@fryske-akademy.nl
W <http://www.fryske-akademy.nl/>

Wadden Academie (Wadden Academy)

Huis voor de Wadden, Ruiterskwartier 121a,
8911 BS Ljouwert/Leeuwarden, The Netherlands
T +31 (0) 58 2339030
E info@waddenacademie.knaw.nl
W <http://www.waddenacademie.knaw.nl/>

Wetsus – centre for excellence for sustainable water technology

Agora 1, 8934 CJ Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2843000
E info@wetsus.nl
W <http://www.wetsus.nl/>

**educational
advice**

Afûk (adult education centre/publisher)

Bûterhoeke 3, 8911 DH Ljouwert/Leeuwarden, The Netherlands
P.O. Box 53, 8900 AB Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2343070
F +31 (0)58 2159475
E ynfo@afuk.nl
W <http://www.afuk.nl/>

Edufrysk

W <http://www.edufrysk.com/>

Tomke

W <http://www.tomke.nl/>

CEDIN/Taalsintrum Frysk (School advisory centre/Frisian Language Department)

Lavendelheide 21, 9202 PD Drachten, The Netherlands
T +31 (0)88 0200 300
E info@cedin.nl - info@taalsintrum.nl
W <http://www.cedin.nl/> - <http://www.taalsintrum.nl/>

Partoer CMO Fryslân (Centre for Social Development in Fryslân)

Westersingel 4,
8913 CK Ljouwert/Leeuwarden, The Netherlands

P.O. Box 298, 8901 BB Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2348500
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E info@partoer.nl
W <http://www.partoer.nl/>

Sintrum Frysktalige Berne-opfang (SFBO, Organisation for Frisian-medium playgroups and day care centres)

P.O. Box 298, 8901 BB Ljouwert/Leeuwarden, The Netherlands
T +31 (0)58 2348525
E ynfo@sfbo.nl
W <http://www.sfbo.nl/>

Stichting Lezen (Reading Foundation)

Oxford House, Nieuwezijds Voorburgwal 328 G, 1012 RW Amsterdam, The Netherlands
T +31 (0)20 6230566
F +31 (0)20 6240039
W <http://www.lezen.nl/>



**Frisian
organisations**

Ried fan de Fryske Beweging (Council of the Frisian Movement)

Keetwaltsje 1, 8921 EV Ljouwert/Leeuwarden, The Netherlands
T +31(0)58 213 8913
E info@fryskebeweging.nl
W <http://www.fryskebeweging.nl/>

Jongereinferiening Frysk Ynternasjonaal Kontakt (FYK, Youth Association Frisian International Contact)

P.O. Box 2548, 8901 AA Ljouwert/Leeuwarden, The Netherlands
E foarsitter@fyk.nl
W <http://www.fyk.nl/>

education

AOC Friesland (agricultural training centre)

Gardeniersweg 2, 8933 AA Ljouwert/Leeuwarden, The Netherlands
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T +31 (0)58 2534000

F +31 (0)58 2534099
E info@aocfriesland.nl
W <http://www.aocfriesland.nl/>

CITO (National Institute for Educational Assessment)
Nieuwe Oeverstraat 50, 6811 JB Arnhem, The Netherlands
P.O. Box 1034, 6801 MG Arnhem, The Netherlands
T +31 (0)26 3521111
E klantenservice@cito.nl
W <http://www.cito.nl/>

Friese Taal en Cultuur (the department of Frisian Language and Culture of the University of Groningen)
Oude Kijk in 't Jatstraat 26, 9712 EK Groningen, The Netherlands
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E fries@rug.nl
W <http://www.rug.nl/let/onderwijs/bachelor/fries/index>

Friesland College (regional training centre)
FC-Campus, gebouw Kalmoes B, Julianalaan 97, 8931 AH Ljouwert/Leeuwarden, The Netherlands
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T +31 (0)58 2842222
E adviescentrum@fcroc.nl
W <http://www.frieslandcollege.nl/>

Hogeschool Van Hall Larenstein (university of applied sciences)
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W <http://www.vanhall-larenstein.nl/>

Inspectie van het Onderwijs (Dutch Inspectorate of Education)

P.O. Box 2730, 3500 GS Utrecht, The Netherlands

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W <http://www.onderwijsinspectie.nl/>

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W http://www.uva.nl/over_de_uva/object.cfm/793D8930-F294-43CC-AA2686EBFE34612D

Rijksuniversiteit Groningen (University of Groningen)

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ROC Friese Poort (regional training centre)

P.O. Box 140, 8900 AC Ljouwert/Leeuwarden, The Netherlands

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E centraal@rocfriesepoort.nl

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SLO (Stichting Leerplan Ontwikkeling - National Institute for Curriculum Development)

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W <http://www.wageningenuniversity.nl/>

further
information

Common European Framework of Reference for Languages: Learning, Teaching, Assessment (CEFR)

Language Policy Division, DG IV, Council of Europe, F-67075
Strasbourg Cedex, France

F +33 (0)388 412788

E decs-lang@coe.int

W http://www.coe.int/T/DG4/Linguistic/CADRE_EN.asp

Kultuerside (general website on Frisian language and culture)

W <http://www.kultuerside.nl/>

Omrop Fryslân (regional broadcasting company)

Suderkrúswei 2, Ljouwert/Leeuwarden, The Netherlands

P.O. Box 7600, 8903 JP Ljouwert/Leeuwarden, The Netherlands

T +31 (0)58 2997799

F +31 (0)58 2997778

E redaksje@omropfryslan.nl

W <http://www.omropfryslan.nl/>

Tresoar (Frisian historical and literary centre)

Boterhoek 1, 8911 DH Ljouwert/Leeuwarden, The Netherlands

P.O. Box 2637, 8901 AC Ljouwert/Leeuwarden, The Netherlands

T +31 (0)58 7890789)

E info@tresoar.nl

W <http://www.tresoar.nl/>

Other websites on minority languages

- Mercator Network** <http://www.mercator-network.eu>
General site of the Mercator Network. It gives information about the network and leads you to the homepages of the partners.
- Mercator Research Centre** <http://www.mercator-research.eu/>
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-Media** <http://www.aber.ac.uk/~merwww/>
Homepage of Mercator-Media. It provides information on media and minority languages in the EU.
- Mercator-Legislation** <http://www.ciemen.org/mercator>
Homepage of Mercator-Legislation. It provides information on minority languages and legislation in the EU.
- European Commission** http://ec.europa.eu/education/languages/languages-of-europe/doc139_en.htm
On the website of the European Commission information is given on the EU's support for regional or minority languages.
- Council of Europe** <http://conventions.coe.int>
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/index_en.php
Eurydice is the information network on education in Europe. The sites provides information on all European education systems and education policies.

What can the Mercator Research Centre offer you?

Mission & goals The Mercator Research Centre addresses the growing interest in multilingualism and the increasing need of language communities to exchange experiences and to cooperate in a European context. It is based in Ljouwert/Leeuwarden, the capital of Fryslân – a bilingual province of the Netherlands – and hosted at the Fryske Akademy (Frisian Academy). The Mercator Research Centre focuses on research, policy, and practice in the field of multilingualism and language learning. The centre aims to be an independent and recognised organisation for researchers, policymakers, and professionals in education. The centre endeavours to favour linguistic diversity within Europe. The starting point lies in the field of regional and minority languages. Yet, immigrant languages and smaller state languages are also a topic of study. The centre's main focus is the creation, circulation, and application of knowledge in the field of language learning at school, at home, and through cultural participation.



Partners

During the twenty years of its existence, Mercator Education has cooperated with two partners in a network structure: Mercator Media hosted at the University of Wales in Aberystwyth and Mercator Legislation hosted at the Ciemen Foundation in Barcelona. The Mercator Research Centre expands its network in close cooperation with a number of partner organisations working in the same field. This cooperation includes partners in Fryslân, as well as partners in the Netherlands and in Europe. The provincial government of Fryslân is the main funding body of the Mercator Research Centre. Projects and activities are funded by the EU as well as by the authorities of other regions in Europe with an active policy to support their regional or minority language and its culture.

Research

The Mercator Research Centre develops a research programme on the basis of the data collections available. Research activities focus on various aspects of bilingual and trilingual education, such as interaction in multilingual classrooms, language proficiency in different languages, and teachers' qualifications for the multilingual classroom. Whenever possible, research will be carried out in a comparative European perspective. A good example of this approach is the study 'The Development of Minimum Standards on Language Education in Regional and Minority Languages' (2007). Research results are disseminated through publications and conferences in collaboration with European partners.

Conferences

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

Q&A

Through the Question and Answer Service available on our website (www.mercator-research.eu) we can inform you about any subject related to education in minority or regional languages in Europe.

Available in this series:

Albanian; the Albanian language in education in Italy
Asturian; the Asturian language in education in Spain
Basque; the Basque language in education in France (2nd ed.)
Basque; the Basque language in education in Spain (2nd ed.)
Breton; the Breton language in education in France (2nd ed.)
Catalan; the Catalan language in education in France
Catalan; the Catalan language in education in Spain
Cornish; the Cornish language in education in the UK
Corsican; the Corsican language in education in France
Croatian; the Croatian language in education in Austria
Frisian; the Frisian language in education in the Netherlands (4th ed.)
Gaelic; the Gaelic language in education in the UK
Galician; the Galician language in education in Spain
German; the German language in education in Alsace, France (2nd ed.)
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German; the German language in education in South Tyrol, Italy
Hungarian; the Hungarian language in education in Slovakia
Irish; the Irish language in education in Northern Ireland (2nd ed.)
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Kashubian; the Kashubian language in education in Poland
Ladin; the Ladin language in education in Italy
Latgalian; the Latgalian language in education in Latvia
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Polish; the Polish language in education in Lithuania
Romani and Beash; the Romani and Beash languages in education in Hungary
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Sorbian; the Sorbian language in education in Germany
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Turkish; the Turkish language in education in Greece
Ukrainian and Ruthenian; the Ukrainian and Ruthenian language in education in Poland
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Welsh; the Welsh language in education in the UK



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