



EUCIM - TE * European Core Curriculum for Mainstreamed Second Language Teacher Education

Synthesis Report on the Needs Analysis of the EUCIM-TE Consortium

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Table of contents

	<i>page</i>
1. Preliminary considerations on needs analysis	3
2. Statistical information	3
3. Survey of educational systems	6
4. Survey of pre- and in-service teacher training	8
5. Document review	10
6. Estimated value of second language learning	11
7. Overview of current problems	13
8. Best-practice examples	16
9. National requirements for the European Curriculum	18

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1. Preliminary considerations on the EUCIM-TE needs analysis

Between May and July 2009 all EUCIM-TE members along with their TEP partners have conducted a needs analysis process in their national or regional contexts, primarily centred on the issue of second language learning in teacher education.

The current report is a synthesis of the following presented reports:

- Report on teacher education needs analysis – NRW
- National report on needs analysis: Portugal
- The national audit of English as an additional language training and development provision (U.K.)
- Teacher education needs analysis for Bulgaria
- Teacher education needs analysis – the Netherlands
- Needs analysis report – Luxembourg
- Migrant education in Slovenia
- Needs analysis – Sweden

Methodologically, the report will, on the one hand, summarize important information which might have relevant consequences for the process of drafting the European Curriculum and, on the other hand, highlight dissemination possibilities for each national or regional context.

2. Statistical information

The eight different nations involved in the EUCIM-TE project present, as expected, very different scenarios regarding population in general, immigrant population and the constitution of the several minority groups. However, for the purposes of the present summarising report, they can be placed alongside a continuum of monolingualism or multilingualism of nations, as attempted below. The classification is not to be categorically understood but just as approximate designations resulting from the interpretation of the information on the needs analysis reports:

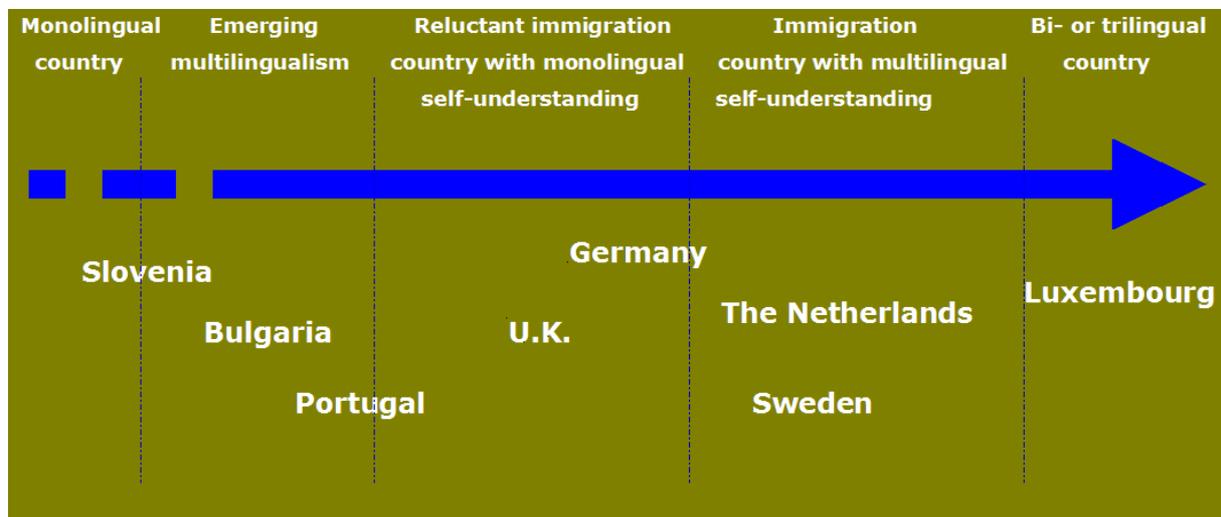


Figure 1 – Classification of EUCIM-TE partners alongside a multilingualism continuum.

According to the official statistics, **Slovenia** had a total of 3,8% of foreign population in 2008. Less than 1% of the total school population has a migration background, most coming from former Yugoslav territories. The largest minority language is Albanian and its speakers are mostly concentrated in the larger urban areas. For these pupils there are school support classes of Slovenian language in 195 of 440 schools with a total of 48 teachers. However, there are some problems concerning the numbers provided by the official statistics; a study conducted by the National Education Institute shows that the number of students with a different first language is twice as large as that given by statistics. Furthermore, immigration has enormously risen since 2001 (from 7803 to 29193 in 2007) and this trend will probably continue.

Although **Bulgaria** is still not considered an immigration country and views itself as a monolingual nation-state, about 9,4% of its population has Turkish origins and 4,7% are Roma. When considering the school population at elementary schools, it has about 10% of Roma pupils and also some Turkish speakers. For these ethnic groups there are classes of Bulgarian language. The minorities are scattered throughout the country, mostly in rural areas.

A similar situation presents **Portugal** itself, where over a period of 6 years there was an increase of 100.000 in the total number of legal immigrants. The official bureau of statistics estimated that 3,13% of the country's population were legal immigrants. However, some of the minorities have Portuguese ancestry and are not in the official statistics. The other groups are from the last Indian (Portuguese until 1961), African (Portuguese until 1975), and Far East Asian (Portuguese until 1999) ex-colonies. Since the 1990s, along with a boom in construction, several new waves of Ukrainian, Brazilian and other African migrants have settled in the country. Those communities currently make up the largest groups of immigrants in Portugal. Romanians, Moldovans and Chinese also have chosen Portugal as destination. A number of EU citizens from the United Kingdom, Spain and other EU member states, are permanent residents of the country,. Portugal's Gypsy population, estimated at about 40,000, offers another element of ethnic diversity. As reaction, the Ministry of Education has ordered five different studies in the last 5 years to collect data on the minorities and their socio-demographic realities. In relation to the school population, 18% of L2 speakers arrived between 2000 and 2004, from which about 80% were not born in Portugal. They speak about 80 different languages and are scattered all over the country, mostly in urban areas or tourism areas, although with some differences between the North and the South.

In 2001, 4.9 million (8,3%) of the total population of the **UK** were born overseas. This has more than doubled the 2.1 million (4,2%) of people born overseas in 1951. The largest groups are the Indian and Pakistani population, but there are also considerable black African and black Caribbean minorities. In relation to school population, the number of EAL pupils (English as an Additional Language) has risen by a third since 2004 and this situation has been recognised as a national priority in education.

Along with the official statistics, there is about 8.8% of foreign population in **Germany** and 10.6% in the federal state of North-Rhine Westphalia (NRW). However, the migrant

background school population in NRW makes up 27% of the total student population. Other studies considering language use at home speak of 35% migrant pupils with a migration background and up to 50% in the big urban areas.

Sweden is the largest of the Nordic countries by size and population. With a population of nine million it is one of the smaller members of the European Union (EU). Most immigration in the 1950s and 1960s was from neighbouring Nordic countries, with the largest numbers coming from Finland. However, since the early 1970s, immigration has consisted mainly of refugee migration and family reunification from non-European countries in the Middle East and Latin America. In the 1990s, Sweden received thousands of refugees from the former Yugoslavia. Currently, about 12% of Sweden's population is foreign born and about 17% of the pupils have a migration background. 53% of these attend mother tongue instruction.

The **Netherlands** has a sizeable minority of non-indigenous peoples, as 20% of the population has a migration background. The Turks constitute the largest group of the non-western minority groups, followed by Surinam and Moroccan groups. There is also a considerable German minority.

Luxembourg is a trilingual country marked by heterogeneous immigration (37% of the population). The largest groups are Portuguese, Italian, French and German, but there is recent increase in immigrants from former Yugoslavia. Migrants are predominantly young (age 0 to 44). In the age group 0 to 24 the migrant population outnumbers the Luxembourgers (60%). The largest concentration of migrants can be found in the capital. Considering the school population, the rate of non-Luxembourgers is around 45 to 50% on every school level, whereby migrants are over-represented in the special needs institutions.

Consequences for EUCIM-TE

As mentioned above, the project partners have very different realities in relation to migration, its distribution across the countries and its composition. Ranging from 3% of foreign population to about 37%, the number of migrants shows very different stages of immigration, which also influences the way, the duration and the intensity in which the countries deal with the issue. However, more important for the present project in relation to the provided statistical information are the following three conclusions:

- (1) Official statistics only provide data on the percentage of foreign citizens, thus excluding migrants with a national passport or illegal immigrants, while studies focusing on language use or other socio-demographic indicators supply much more reliable information on migrants and their linguistic realities. When considering such studies, all the EUCIM-TE partners indicated a much higher percentage of migrants than that given by the official statistics. Therefore, not only in countries where migration has a relatively long tradition (over 50 years), such as Germany, Luxembourg or Sweden, but also in countries with an emergent multiculturalism (developed in the last 10 to 5 years), such as Portugal or Slovenia, the thematic of EUCIM-TE is of the utmost importance and addresses an issue which will be

increasingly relevant in each of the national contexts. Portugal, for example, joined the European Union in 1986, while Slovenia joined in 2004 and Bulgaria in 2007. For these last two countries it is a fairly recent process, but it all indicates that they will follow the same trends as Portugal and might soon become immigration countries.

- (2) Furthermore and also in all the national contexts, data about migrants report that they mostly belong to the younger generation and thus present a higher percentage of school population than in comparison to their total amount. As a consequence, immigration is greatly felt at school level. In Luxembourg, for example, migrants already make up about the half of the pupils on every school level.
- (3) Lastly, and particularly important considering EUCIM-TE dissemination, it must be mentioned that, with the exception of the situation in Bulgaria, most migrants are concentrated in large urban areas.

3. Survey of educational systems

As expected, the educational systems of the EUCIM-TE partners are of very different nature and will be depicted, for the current purposes, according to five main aspects:

- (1) Length of compulsory education
- (2) Degree of centralisation of educational decisions and infrastructures
- (3) Inclusiveness
- (4) Integration of pupils with a migrant background
- (5) Heritage language support, bilingual education, etc.

Slovenia has 9 years of basic compulsory education, after which secondary education is divided into general, vocational and technical education. Decisions are mainly taken by the Ministry of Education at a centralised level, although the recent restructuring of the education system has given The National Education Institute of The Republic of Slovenia a new role with new professional challenges. The educational system is of inclusive nature and there are special programmes for the ethnically and linguistically mixed areas (mostly Italian and Hungarian minorities), as for example bilingual institutions.

The **Bulgarian** system foresees compulsory education from the age of 6 to 16 years. Secondary education is also divided in general courses leading to university access and vocational or technical branches. It is also a much centralised system with a top-down structure starting from the Ministry. In its nature it is also an integrative system, which is still in the process of adapting legislation to European Union directives. There are a few scattered courses or Bulgarian language for the Turkish and Roma minorities.

Portugal has 9 compulsory years of schooling, 3 cycles and 3 post-compulsory years, divided into thematic areas or technical courses. It is as well a centralised system of inclusive nature. Regarding pupils with a migration background, there are organized second language teaching and a system of equivalence for foreign certificates, as well as central diagnostic testing. The visibility and reach of these measures is however not assessed. Immigrants are immediately integrated into the immersion classes and receive extra support from the schools in form of

Portuguese classes, projects, mediators and tutors. Since 2006 there are guidelines for the implementation, monitoring and assessment of these classes, dependent on a diagnostic test. The **German** educational system is mostly of federal character, although revealing great similarities amongst the 16 states. Compulsory education has a duration of 9 years, but pupils may also leave school with a certificate after 10 years. In NRW, decisions are mostly made by the Ministry, but the system includes several other relevant institutions which are consulted during decision making. It is the most segregative system of all EUCIM-TE partners, with an early separation of pupils according to performance (after 4 years of primary education). 20 Heritage languages are taught in NRW: Turkish, Russian, Greek, Arabic and Spanish are the largest groups. They follow an established curriculum. Several schools work with a concept of coordinated alphabetisation. At the end of grade 10, pupils take an exam to test their mother tongue proficiency.

In the **United Kingdom** each of the countries has separate systems under separate governments: the UK Government is responsible for education in England, the Scottish Government is responsible for education in Scotland, the Welsh Assembly Government is responsible for education in Wales and the Northern Ireland Executive is responsible for education in Northern Ireland. Broadly speaking, the systems in England, Wales and Northern Ireland are fairly similar, with the Scottish system being completely separate. In each country, education, though not school attendance is mandatory and attendance at primary and secondary is nearly universal, with most pupils attending state schools. However, there are major differences between the school systems in terms of the curriculum, examinations and final qualifications, as well as differences at University level in terms of the nature of some degrees and the issue of tuition fees.

Compulsory education in **Sweden** takes the form of a nine year comprehensive school for children aged 7-16. However, since 1991 children have the right to begin the compulsory school at the age of six years, if their parents so desire and if the municipality has the capacity to provide this service. The municipalities are responsible for establishing a local school plan following national objectives. The curriculum is based on democratic values. Sweden has an integrative system, which separates students only after compulsory education into general, vocational and technical branches. The curriculum for Swedish as a second language states that all teachers have a common responsibility in increasing the pupils' proficiency and there is an open support of bilingualism. Since 1973 there is teacher training for Swedish as second language, but instruction is mostly still provided by non-qualified teachers. Mother tongue instruction has a curriculum and syllabuses, as knowledge of mother tongue is seen as being vital to personal and cultural identity as well as for intellectual and emotional development. There are, however, differences between speakers of national minority languages and migrant languages. Furthermore, there is an individual program at the upper-secondary school level enabling migrant pupils to continue studying also when the entrance requirements are not met.

In the **Netherlands** compulsory primary education starts at the age of 4 and lasts until the pupils are 12, after which 3 paths can be chosen (lasting 6, 5 or 4 years). Schools are very

much autonomous in deciding how much time is spent on teaching subjects. However, they obey general guidelines. Pupils are mostly free to choose and combine subjects at secondary educational level.

In **Luxembourg** compulsory education lasts 12 years (from 4 to 16), after which there is also a separation between general and technical secondary education. There is a recent trend towards growing school autonomy to deal with heterogeneity. The most characteristic feature of this school system is the central role of languages throughout schooling (50% of school time). Two new directions have been arising: the opportunity for inclusive language learning and a new trend for interdisciplinary approaches.

Consequences for EUCIM-TE

The differences within the educational systems provide valuable information for the dissemination of the current project. While for the more centralised contexts, the Ministries of Education should be contacted and informed about the results of the European Curriculum, for the federal or local systems other institutions might be used to disseminate results.

In addition, the three EUCIM-TE partners with a more recent history of multiculturalism have mostly not found a systematic approach for the integration of pupils with a migrant background. Most of their offers to students are related to the learning of the host language so that migrants perform well in submersion classes. In the other cases, there are already several infrastructures, staff and materials for both second language learning and heritage language instruction. This must be taken into consideration when drafting the curriculum.

Another important aspect is the case of early separation of pupils in the NRW system, but also in general the fact that migrants are over-represented in special needs institutions or school forms with less academic demands. For an implementation of the Curriculum it should thus be important to make a more offensive approach in these contexts.

4. Survey of pre-and in-service teacher training

This section summarizes relevant information on both pre- and in-service teacher training, focussing concretely on the specific offers and courses dealing with intercultural and multilingualism aspects. Also here the issue of centralisation of the system will be mentioned due to its importance for the Curriculum dissemination.

In **Slovenia** teacher training occurs at a university level and is followed by mentorship after the end of the studies. There are no institutionalised programmes for second language learning and teaching and courses for intercultural competence are optional and rare. In-service training is centralized, being organized by the Ministry of Education, as well as voluntary. Only one programme is dedicated to second language teaching. Furthermore, there is also a 20-hour seminar for Slovene as second language. The only language of instruction in Slovenian schools is nevertheless Slovenian.

The **Bulgarian** teacher training system is, similarly to its educational system, of centralized nature and therefore organized by a ministerial institution. Its most marked feature is the

strong hierarchy of teachers and the strict rules to climb this hierarchical ladder. There are no programmes for Bulgarian as a second language or for diversity related themes.

Portugal's teacher training system is currently undergoing the Bologna reform changes. This is being done without an external evaluation and is thus still inconclusive as to its quality and final form. However, until the date of the Portuguese report, there was no evidence of contemplation for Portuguese as second or foreign language during pre- or in-service teacher training. Some associations provide courses on second language or intercultural education and some universities already have masters' programmes with a focus in intercultural education.

In **NRW** the pre-service teacher training is separated into the different schools forms: primary, Haupt- and Realschulen, Gymnasien and Gesamtschulen, Berufskollegs and special needs education. There are concrete offers in 8 Universities related to intercultural education and German as a second language will become compulsory in both bachelors and masters courses at the University of Cologne. The in-service training is a local issue and is organized by the schools. The offers are prepared by so-called competence-teams. According to the TEP-Partners, most of these lack knowledge in intercultural education and second language learning. Some major programs have contributed to a more visible dimension of this topic in the public debate as well as within the scientific community (E.g. FöRMiG).

In the **United Kingdom** English as an Additional Language was identified as a national priority issue by the Training and Development for Schools Agency and there is a strategy for the development of EAL by the Institute of Education.

In the **Swedish** context the teacher training courses are the largest higher education programmes (about 10% of all students). There is a large offer of second language courses at a pre-service level, mostly organised by the teacher training universities. These are autonomous in the establishment of their offers. School boards are responsible for the priorities of in-service training. At the local level, the headmaster decides on what courses should the teachers attend. There is however a need for qualified second language teachers.

In the **Netherlands** pre-service teacher training occurs at institutes for higher vocational education and at a university level. As a result of an Agreement on the professionalization and support of staff in primary and secondary education, schools receive additional support for the professionalization of their staff.

In **Luxembourg** pre-service training is strongly focussed on multilingual education. It is conducted at university but kindergarten educators can also have access to a more technical education on these issues. The system is currently undergoing a reform according to the Bologna standards. The so called SCRIPT, *Institut de Formation Continue*, are responsible for in-service training and also at this level, multilingual education is of central importance.

The previous information is summarised in the Table 1 below:

Table 1 – Summary of pre-and in-service teacher training systems.

Country / Region	Institutions		Centralisation		Offers multiculturalism	
	Pre	In	Pre	In	Pre	In
Slovenia	University and higher education	Ministry	yes	yes	no	rare and voluntary
Bulgaria	University and higher education	Ministry	yes	yes	no	no
Portugal	University and higher education	Ministry and Centres	yes	yes (but some institutions)	undergoing	rare
NRW	University and higher education	Local entities in cooperation	no	no	yes (8 Universities) undergoing reform	yes
U.K.	University and higher education	Institutes and local entities	no	no	yes	yes
Sweden	University and higher education	School boards	no	no	yes	yes
The Netherlands	University and higher education	Schools in cooperation	no	no	yes	yes
Luxembourg	University and higher education	Institute	no	no	yes	yes

Consequences for EUCIM-TE

Although the teacher training systems, both at the pre- as well as at the in-service levels, showed extreme differences within the national contexts, it was clear that none of them have a Curriculum for mainstreamed second language education to be applied at this level. So, the differences in the systems do not question the need for the EUCIM-TE Curriculum but rather provide useful indications for the partners concerning dissemination possibilities. In the centralized contexts, it would be more efficient to contact the ministerial institution and then follow a top-down principle, whereas in the communal contexts, a bottom-down process will surely assure a wider dissemination of the Curriculum.

5. Document review

The reviewed documents included legal texts, textbooks, guidelines, public and scientific publications focussing on the integration of minority students and multilingualism policies.

In **Slovenia** the process of document reviewing has shown that there is no law dealing with the issue of schooling of foreign citizens. Integration is regulated by the Government through the law on foreigners, which mostly implies the learning of the Slovene language and culture. Principles and methods for integrating foreign children into the education system are currently being defined. The ongoing discussion has brought up the following topics: learning the language of schooling, intercultural understanding, leaning the migrants' first language, parental cooperation. In the proposals made so far, there are however no references to Slovene as a second language. At the moment, handbooks are being prepared.

The most important document within the **Bulgarian** context is related to the integration of refugees and its requirements; it is mainly focussed on acquiring the Bulgarian language and culture. At the end of this process both linguistic aspects and integration are tested. Some institutions offer courses and financial or logistic support during this process. As far as mother tongue instruction is concerned, standards are being defined (since 2007/08) but it is strongly dependent on available resources. Mostly privileged minorities have access to such a first language instructional programme. All CLIL courses focus on non-indigenous languages.

In **Portugal** documents show that in the last 8 years the awareness toward the education of migrants within the school system has enormously risen. In 2001 the school law first recognized that there are speakers of Portuguese as a second language within the school system. In 2005 an orientation document focussed on the central importance of the pre-evaluation of migrants' linguistic proficiency in three levels through diagnostic tests. The document reinforces the needs to train the intercultural competence of teachers. In 2006 a document containing methodological guidelines was made available and contained some suggestions of activities to be conducted with second language learners. Results show that many schools organize classes of Portuguese as a second language but it is not clear what sort of preparation the respective teachers have.

In **NRW** there are several publications related to second language learning, but not all of them are recent. For example the text aiming at the instruction of German as a second language dates from 1983. But there are more recent guidelines focussing on up-to-date aspects in the field. The website of the Ministry of Schools and Further Education contains some useful information also applied by the schools. In addition, the Ministry for Generations, Families, Women and Integration also published diagnostic tests and other information basically for pre-school level. The RAA (TEP Partner) has different projects and publications on German as second language.

In **Sweden** both mother tongue instruction and Swedish as second language were evaluated and the results will soon be available.

In the **Dutch** context there are competence requirements for all teachers. The so-called powerful mastership stipulates a quality agenda for the education of teachers. However, there was no mentioning of the multilingualism aspect.

The **Luxembourg** partner sees a way of including EUCIM-TE modules in the existing documents. These reveal however, less concern for minority languages than for the three indigenous languages. As a consequence, the defence of the Luxembourgish plurilingualism

can become a barrier to recognising language diversity as a positive element. Nevertheless, document review revealed a new trend away from compartmentalised language instruction. The general conclusion indicates however, that teachers are not fit to cope with a complex language ecology of the country.

Consequences for EUCIM-TE

The document review showed very different stages in dealing with the integration of minority pupils within the school systems. The Slovenian, Bulgarian and Portuguese partners are very much centred on finding ways to improve the pupils' proficiency in these languages and still lack a centralized strategy to deal with this issue, whereas the other partners seem to have several documents of different nature to ensure the integration of migrant pupils. EUCIM-TE, similarly to the suggestion made the Luxembourg partner, might consider integrating the Curriculum in the different handbooks used at school for second language instruction, additionally to applying it at a teacher training level.

6. Estimated value of second language learning

For the estimation of the value of second language learning different methodological approaches were used by the different partners. These were:

- TEP consultation
- Expert consultation
- Questionnaires
- TEP consultation and questionnaires.

In **Slovenia** educators and researchers have begun to recognize the importance of second language learning, first language instruction and the acquisition of the language of schooling for the successful integration of migrants. However, a coherent national strategy addressing, among other aspects, social politics, housing, immigration laws and education is still missing. On a broader societal level it seems that advantages of intercultural awareness and possible benefits from cultural diversity are not yet widely recognized and as a consequence second language learning is still a relatively invisible issue.

The Needs Analysis document from **Bulgaria** at present does not contain information on this aspect.

Second language learning is an issue which receives attention within the **Portuguese** education system. A survey is conducted at present with the TEPs in order to be able to provide more detailed information.

The Needs Analysis report from **England** at present does not expressly contain information on this aspect. It mentions, however, that English as an additional language is an active professional field in England and in the UK more generally.

The team of the **German** federal state of North-Rhine Westphalia used results from two questionnaires and an informal consultation with their TEP-partners to gain insight into the

estimated value of second language teaching. The value ascribed to it in public or political discourse was considered to be rather low. A variety of reasons were given for these results, e.g. a hierarchy of languages, a low value and little attention given to bilingualism in languages with a low esteem, a discrepancy between theoretical discourse which provides state-of-the-art results, public discourse and a monolingual *habitus* in schools.

The TEP-partners stated that the second language issue has gained more prominence in political and public discourse over the past two years due to a federal integration plan, but also characterize this discourse as still dominated by ignorance and unfounded “myths”. There is not yet a comprehensive approach but progress depends on individual initiatives and projects.

In an overview about diversity in multilingual classrooms over the last few decades, the situation in the **Netherlands** in general is described as eliminating “educational differences at the cost of celebrating cultural differences” in the Needs Analysis report. Additional languages, first introduced by Spanish parents in the 1960s, became part of schooling in the 1970s, but only for certain groups of students. After a process of decentralization in the 1990s it became a task of municipalities to organise these studies, and while Dutch society more and more acknowledged that it was permanently multilingual, teaching additional languages was abolished in 2004 in elementary and secondary education. At the same time it was promoted that some additional languages could be taught to native speakers and non-native speakers as “new school languages” in secondary education. Migrant parents at the same time were starting their own language classes outside of the formal education system over again. In core objectives for the language subjects some mention is made of educational differences between Dutch as a second language and Dutch as a primary language, while no special provisions seem to be made otherwise.

The report from **Sweden** shows through a statistic that there is a percentage of approximately 5.3% of students taking part in Swedish as a second language.

The report from **Luxembourg** clarifies how the multilingual language concept in schools functions as an instrument of selection. At the transition point from primary to secondary school, German respectively French as languages of instruction maintained at a very high native-speaker-level lead to the exclusion of many students with Portuguese or French migrant backgrounds or of Luxembourg students with lower socio-cultural background. New migrant groups from eastern European countries add to the need of a re-orientation of the language concept in the education system. A new school law from 2009 seems to offer the opportunity to ease the expected level of proficiency in German and French without giving up trilingualism. New curricular guidelines for pre-service or in-service teacher training are still to be proposed, EUCIM-TE might be helpful in this respect.

Consequences for EUCIM-TE

With all the differences of numbers and varied backgrounds in the individual education system, there seems to be a discrepancy between the need to face the challenges of multilingualism in the educational systems (and societies) and the extent and quality of the

discourse about it. The vastly varied situations in the partners' countries highlight the need for strong supportive networks in working with the issue of second language instruction. These networks should include the policy-makers in the school administration as well as the researchers working in the field. An additional aim needs to be an inclusion of the aspect of public discourse and the value given to second language education in any process involving the planning and dissemination of a European core curriculum.

7. Overview of current problems

In **Slovenia** two sample studies carried out over recent years have highlighted current problems. It became obvious that not merely immigrants with a foreign passport but also students born in Slovenia (regardless of their passport) with a first language other than Slovene are in need of language support.

Teachers are ill-prepared to overcome the language barrier which largely impedes communication as well as learning or to deal adequately with difficulties arising from cultural differences. This has an impact on the participation of migrant communities in education and on academic success. There are no clear rules and guidelines for teachers to integrate immigrants into the school system with the result that differences in educational systems and in achievements of students lead to problems for families, students and teachers to assess the students adequately and to ensure their progress in the educational system.

From the point of view of the schools there is a lack of financial support, a lack of materials and of easy access to knowledge about second language learning and intercultural education (although it is available).

Insufficient competencies in teachers and not enough qualified teachers for second language teaching are another obstacle, but on the other hand a lack of teachers' motivation to work with migrant students and intercultural issues can be observed, combined with unwelcoming attitudes by teachers, students and parents towards migrants.

In addition to the study results a nearly total absence of pre-service teacher education programmes concerning second language education and the integration of migrants as well as a low number of in-service training courses for teachers and other staff must to be stated.

In **Bulgaria** current problems in education are seen in connection with a broader perspective on a nationwide campaign against poverty and seen as a long-term priority. Concerning students with a Roma background, but to a lesser degree also concerning students with a Turkish background or Bulgarian students, the lack of access to elementary and any further type of education is seen as a major problem. This leads to educational segregation. Students with refugee or humanitarian status in Bulgaria have to deal with various problems: the difference of subject areas included in the curricula in Bulgaria in contrast to those in their countries of origin, the limited resources in providing additional training for improving Bulgarian language skills, a background of low education, lack of documents certifying their educational background, the lack of a procedure for the recognition of higher education

acquired by the refugees. Social, cultural or other reasons can present a hindrance for refugee girls or women to continue their education.

Dealing with multilingual contexts is approached differently in **Portugal**, depending on the circumstances and social settings. While some schools have had the opportunity to develop a “holistic” approach integrating language learning with the acquisition of academic skills in supported research projects, in other cases the situation of the schools is the decisive factor in their approach to multilingualism. It varies from content-integrated learning in a foreign or second language in private language schools to schools with a low number of migrants offering them additional mostly individual support to schools in areas with a comparatively high number of migrant students by Portuguese standards. Here the acquisition of language pragmatics necessary for academic progression is in conflict with plain language acquisition.

It needs to be mentioned that a purist concept of Portuguese is a defining element in Portuguese society and is a segregating factor towards other variants of Portuguese, learner language Portuguese and migrants who use them. The schools so far have no guidelines that help them to approach this aspect, be it in a more tolerant or more rigid manner.

First results from a survey among teachers which will gather more results in September show that teachers’ awareness of the second language issue leads to complaints about a lack of information on the subject, makes them demand more official support and confirm the importance of introducing second language modules into pre-service and in-service teacher training.

One of the main obstacles in **England** is the severe long-term shortage of qualified English as an Additional Language (EAL) teachers. The policy of “mainstreaming”, meaning that EAL pupils will develop high levels of language proficiency by participation in subject classes, has not been accompanied by mandatory and systematic pre-service teacher education and Continuous Professional Development (CPD). EAL is not recognised as a specialist field, is not offered as a specialist subject in pre-service teacher education and an EAL specialist qualification is not required for teaching posts directly responsible for EAL. A national audit commissioned in response to this situation and conducted by NALDIC (National Association for Language Development in the Curriculum) in 2008 comes to the result that relevant vocational training regarding EAL CPD is inconsistent and not yet accessible nationally for different groups of teaching staff at different stages of their teaching career. In a response to a consultation with the Training and Development Agency for Schools (TDA), NALDIC has stated that it is “imperative to provide professional development facilities to develop high levels of EAL expertise at all levels of school management and teaching staff, and that it is particularly important to develop education and training programmes for specialist EAL teachers” (TEP-report 2, 28th July 2009).

A questionnaire circulated among pre-service and in-service teachers in **Germany** (NRW) showed that the main obstacle concerning adequate dealing with the issue of second language learning is considered to be of systemic nature: the schools are considered to be overloaded with an enormous amount of different tasks. Second language teaching is seen as an additional demand that has to be met apart from all other tasks. A lack of knowledge on the

theory of bilingualism and language support as well as a lack of (compulsory) training courses are considered as dominant problems as well. The reason for this is seen not in a lack of involvement on the side of teachers, but in the failure of the system to provide for these needs. In addition a general ignorance and tendency towards discrimination when dealing with migrants were seen among teachers as well as illusions about the linguistic assimilation of migrant families. The character of the social discourse on bilingualism was seen as another obstacle in so far as it is marked by discrimination and prejudices towards ethnic groups. Bilingualism is in part still seen as an obstacle to learning in general and learning German in particular, thus creating higher demands on resources, effort and time on the side of the schools and teaching staff.

The TEP-partners stated that in their view the main obstacle in dealing with second language learning is that it is seen to be an additive task and that it is not integrated into both language and subject teaching, focussing on academic language. If this were the case, all pupils would benefit from this approach to teaching.

The team from the **Netherlands** supplies a list of issues currently under discussion in connection with multilingual education:

"- the level of professional qualifications of teachers

- workload of the teachers

- what should be the role of the teacher

- Attractiveness of the teacher job

- Difficulties encountered by a transition to another educational sectors

- the multilingual richness of the plurilingual individual should be integrated (or not) in education Dutch as a second language."

Teacher and expert surveys currently conducted as well as work in focus groups might provide additional aspects at a later point in time.

There seem to be several issues under discussion concerning **Swedish** as a Second Language (SSL) and Mother Tongue Instruction (MTI) in Sweden. The first issue is the lack of qualified teachers for both subjects. Secondly, various viewpoints are put forward as far as these subjects are concerned. This ranges from seeing both forms of instruction as phases in learning to seeing bilingualism as a deficiency to trying to merge SSL and MTI with Swedish as a mainstreaming approach. Researchers, teachers and the teaching administration clash in their opinions. There are attempts to move MTI teaching into the private sphere of students. The low esteem of SSL and MTI, partially caused by ill-qualified teachers and the lack of teaching MTI according to CLIL-principles, makes parents and students choose Swedish instead and leads to a lesser demand in MTI depending on the social status of the migrant group. It seems, though, as if recently for some groups there is a development towards new demands on SSL and MTI by bilingual students.

The **Luxembourg** partners mention the problem that the social background continues to have a significant impact on school performance and academic success. Contributing factors in this are considered to be the crucial role of parental support as well as the segregating tendency of the languages in the school system. Specifically changes in the role of languages in the

school system, however, seem to entail unwanted consequences e.g. concerning the lack of necessary competences for a highly demanding labour market or the development of social strains and polarization of different national groups. Nonetheless it seems as if among others a changed context of educational policy making and a different focus concerning language development and language education in multilingual contexts offer the chance to bring about change in the educational system and in teacher education. There is a lack of coherent regulation of the formative frameworks for training professionals, traditional divides between sectors in the educational system might not be conducive the undertaking, and a gap between policy making, scientific insight and practice might impede discourse.

Consequences for EUCIM-TE

The lack of qualified teachers for second language instruction is a dominant problem in several partner countries, even to the extent that this lack of qualification leads to poor esteem for second language instruction or first language instruction in general. Another issue is that beyond the introductory stages qualified in-service teacher training seems to be difficult to supply. A conceptual problem is the competent inclusion of language teaching in content teaching and the lack of concepts for multi-language development in order to avoid either the segregation from language learning from all other learning or to avoid a practice of mainstreamed language teaching which does not serve the language learning needs of migrant background students ("submersion" instead of immersion). But also the lack of knowledge about the situation of migrants in general and unwelcoming attitudes in society and by staff involved in education present a problem. A European core curriculum would therefore have to take these aspects into account.

8. Best-practice examples

From **Slovenia**, examples from kindergarten, primary and secondary levels of schooling are quoted. They are focussing on the dominant group of students with no or little knowledge of Slovene and are trying to provide teachers with knowledge and support both towards teaching and developing materials. The models give age-adequate support and have an emphasis on intercultural aspects, using i.e. Slovene peer support for the learners in subject learning as well as language learning on secondary level. The National Education Institute and the Centre for Slovene as a Second Language (NEIS) use expertise gained from teaching Slovene outside of Slovenia to provide off-site in-service training programmes, on-site short consultancy for schools and individual consultancy as well as printed and web materials;

In the report from **Bulgaria**, good practice examples are given from the general area of higher education and from the area of General Education in terms of strategic documents being adopted and general measures being undertaken to improve e.g. the school network, supply free-of-charge breakfast or introducing a national standardized external assessment test-based system.

The report from **Portugal** limits itself to 8 best practice examples and in addition lists a number of organizations and institutions which support language learning measures in the broadest sense. The best practice examples list a number of projects in foreign language learning, in bilingual language learning and in language teacher professional development. They often include the aspect of second language learning. One project focuses on action research as a reflective initial teacher training strategy for student teachers' second language teaching degrees. Several organizations and institutions offer pre-service or in-service training concerning second language learning and intercultural learning.

The Needs Analysis report from **England** does not expressly contain information on this subject, but Local Authority (LA) language services in Hounslow and Kensington and Chelsea as members of the TEPs are mentioned as examples of well-established and nationally known language services.

Germany (NRW) lists 7 best practice examples. All of them relate directly to second language issues and cover several areas of the education field. One example is a programme for coordinated alphabetization in primary schools for bilingual children. Two other examples deal with providing information materials, teaching materials or checklists for second language education for schools. The rest of the best practice examples describe training or qualification measures addressing various target groups in the education system. They aim at training teachers, trainers in in-service training teams, counsellors for linguistic education (second language education) or subject directors in teacher education training seminaries.

The report from the **Netherlands** does not contain information on this aspect. A survey into best practice examples is presently conducted and its results will be presented at the Braga conference.

The report from **Sweden** mentions 5 best practice examples and gives a list of contacts and links in the field. The examples show that second language learning is part of the institutionalised system of education. The National Agency for Education (Skolverket) published materials on best practice examples and runs a website on MTI. The National Centre for Swedish as a Second Language provides information, education and materials as well as it serves as a platform for networks in second language education. In the schools the institution of study workshops provides support for newly arrived pupils. Two examples from schools illustrate different approaches to second language learning and to the inclusion of migrant students and their families.

The report from **Luxembourg** mentions 6 best practice examples which cover the entire system of schooling. In early education (age 2-4) the Benjamin-Clubs organized in collaboration with the parents offer a special language learning program for Letzebuergesch supported by booklets, CDs and special play materials covering every day activities or festive events throughout the year. It also enables the parents to get in informal contact with this language. Two other projects for children from ages 3-6 and 3-8 offer books or stories for activities with parents, in one case with additional materials, which strongly stress intercultural aspects. Welcome classes on all levels of schooling support new immigrants in their language learning in order to be able to join the mainstream instruction. In cycles 3 and

4 of fundamental school integrated first language courses in Portuguese and Italian (only) in subjects like history, geography and sciences are offered. A *Baccalauréat international* is offered at one school in French or English.

Consequences for EUCIM-TE

The best practice examples given in the reports give an insight into how second language learning can be supported within the frame and conditions of the individual educational systems while at the same time providing input of ideas. Best practice examples therefore could be a supporting element in disseminating the European core curriculum and could be included in the materials.

9. National requirements for the European Curriculum

The main requirement from **Slovenia** maintains that teacher education and training are crucial for the integration of immigrants.

Bulgaria gives an overview of the programs aiming at teacher career development and teacher qualification and sees its main interest in implementing the European core curriculum for mainstream second language learning as a part of these processes. Proposals for improving the legal framework and practice concerning refugee children are listed.

For **Portugal** a requirement for a European core curriculum is to connect to the Ministry of Education and to work with the APP and other initiatives.

The central principles and practices promoted by the **English**-based TEPs are considered to be relevant to the work in the project.

The **German** team collected data on how the importance of a broad variety of aspects in the field of second language learning was seen by pre-service and in-service teachers (for details, see the NRW Needs Analysis report). Nine aspects with a number of sub-items each were to be considered by the educators. The results from data analysis give important information on the relevance of these aspects for educators and suggested 8 aspects to be very important and also led to minor changes on the grouping of issues on the original list. The German team proposes a discussion of these results at the Braga seminar.

The team from the **Netherlands** states that from its point of view the European core curriculum focuses on the teachers' competences that regard the interaction with students. It stresses that in order for the European core curriculum to be adopted by the Netherlands, it should meet the requirements specified in the Dutch educational system concerning the form and focus of a curriculum. In addition to these general requirements, the Dutch team suggests the knowledge base for the Dutch language as a measure for the requirements set in the Dutch educational system for the European core curriculum, specifically concerning contents and didactics and here in particular the competence aspects two and three. Furthermore, the Dutch team stresses that a specification for the Dutch three educational

levels would be necessary. The issue of second language learning as such is shortly described as mainstreamed.

The report from **Sweden** mentions two areas of requirements. Within the education system, it mentions the need for more qualified teachers and for a raised status of second language learning among parents and stakeholders. In terms of the focus of a curriculum, it stresses the necessity to view the whole student and his whole spectrum of competencies, to understand the role of language for learning in general, but also for the learning of additional languages and to increase the understanding of the role of basic vs. advanced literacy as a key to educational progress.

The multilingualism of the **Luxembourg** situation and the challenges it faces have led to a strong interest in inclusive language development. For the Luxembourg partner an aim for a European core curriculum would be an approach of multi-language development ("Mehrsprachigkeitsdidaktik") including language learning in content learning in order to overcome compartmentalised structures towards overall language development of the students, leading to language education as a means of social inclusion.

The Luxembourg report offers a list of possible elements for a teacher training curriculum: teacher's awareness of language issues and their stakes, including also the negative side effects of language avoidance (cooling out, exclusion), delivering instructional methods explicitly and efficiently aiming at the access to academic language in non-mother tongues, methods of direct instruction of academic language in a non-mother tongue, methods of implicit development of academic language skills (immersion learning, CLIL), handling diversity, developing school policies for language and literacy development in a multilingual context (plan de réussite scolaire).

Consequences for EUCIM-TE

Partner contributions vary widely in scope, focus and specification. It seems for the EUCIM-TE discussion that the form, focus and content of the European core curriculum need to be discussed. Various valuable contributions towards this have been suggested in the Needs Analysis reports.