Regional Dossier series

FRISIAN

The Frisian language in education in the Netherlands

5th Edition

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European Research Centre on Multilingualism and Language Learning



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Alex Riemersma NHL Stenden University of Applied Sciences

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Foreword

background

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

Regional and minority languages are languages traditionally used within a given territory of a state by nationals of that state who form a group numerically smaller than the rest of the state's population; they are different from the official language(s) of that state, and they include neither dialects of the official language(s) of the state nor the languages of migrants.

The Mercator European Research Centre aims to acquire, apply, and circulate knowledge about these regional and minority languages in education. An important means to achieve this goal is the Regional Dossier series: documents that provide the most essential features of the education system of regions with a lesser-used regional or minority language.

aim

The aim of the Regional Dossier series is to provide concise descriptions of minority languages in education, mainly in Europe but also in other parts of the world. 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, and pupils, and financial investments. Because of this fixed structure, the dossiers in the series are easy to compare.

target group

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

link with Eurydice

The format of the Regional Dossiers follows the format of Eurydice – the information network on education in Europe – in order to link the regional descriptions with those of national

education systems. Eurydice provides information on the administration and structure of national education systems in the member states of the European Union.

contents

Every Regional Dossier begins with an introduction about the region in question, followed by six chapters that each deal with a specific level of the education system (e.g. primary education). Chapters 8 and 9 cover the main lines of research into education of the minority language under discussion, and the prospects for the minority language in general and in education in particular, respectively. Chapter 10 provides a summary of statistics. Lists of (legal) references and useful addresses regarding the minority language are given at the end of the dossier.

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Regional Dossier series The Frisian language in education in the Netherlands

5th Edition

Alex Riemersma

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Summary

Frisian and its status in education in the Netherlands

West Frisian, commonly referred to as Frisian (Frisian: *Frysk*), is a western Germanic, autochthonous minority and official language spoken in Friesland (Frisian: *Fryslân*), one of the 12 provinces of the Netherlands. In 2018, 61% of the population of Fryslân reported that Frisian was their first language. Regarding pre-school education, Frisian may be used as an additional language of instruction, which is implemented at two thirds of all pre-school locations in Fryslân. In primary education, Frisian is an obligatory subject and can be used as a medium of instruction for other subjects, whereas in secondary education, Frisian is only an obligatory subject in the lower grades. However, less than a third of the regular primary schools, and almost 45% of secondary schools offer all government-set attainment targets for Frisian. In vocational education, Frisian language courses may be offered, and in higher and adult education, courses and specialisation programmes in and on Frisian can be followed.

Frisian in educational research

Theoretical and applied research on Frisian in education and multilingualism in Fryslân is mainly conducted by students and researchers at NHL Stenden University of Applied Sciences (guided by the Lectoraat Meertaligheid & Geletterdheid – Research group on Multilingualism & Literacy), the universities of Groningen and Amsterdam, as well as by the Mercator European Research Centre on Multilingualism and Language Learning (hosted by the Fryske Akademy). The key topics of study include multilingual language development and interaction in the classroom.

Prospects for Frisian in the Netherlands

The Frisian language is widely used in informal domains and mainly in oral use within families and associations, in social and public life, and the media. Over the past 100 years, Frisian has gained a much stronger legal position and status in domains such as education, regional and local authorities, the media (radio and television), religion, healthcare, and sports. However, in more formal settings, there is a tendency to use Dutch and/or English rather than Frisian. In education, many primary and secondary schools, despite the legal framework, do not offer classes to reach all Frisian attainment targets. This is addressed in the Taalplan Frysk 2030 (Frisian Language Plan 2030), which supports schools in enhancing Frisian education and aims to phase out (partial) exemptions for the Frisian attainment targets in primary and secondary education. The plan also promotes a continuous educational pathway to improve the overall teaching and use of Frisian from pre-school to higher education.

De Fryske taal yn it ûnderwiis yn Nederlân

5° Edysje

Alex Riemersma

NHL Stenden Hegeskoalle

Gearfetting

It Frysk en syn status yn it ûnderwiis yn Nederlân

It Westerlauwersk Frysk, ornaris oantsjutten as Frysk, is in West-Germaanske, autochtoane minderheids- en offisjele taal dy't sprutsen wurdt yn Fryslân, ien fan 'e tolve provinsjes fan Nederlân. Yn 2018 joech 61% fan de befolking fan Fryslân oan dat it Frysk har earste taal wie. Wat it foarskoalsk ûnderwiis oanbelanget, mei it Frysk as oanfoljende ynstruksjetaal brûkt wurde en dat bart op twatredde fan alle pjutteboartersplakken yn Fryslân. Yn it basisûnderwiis is it Frysk in ferplichte fak en kin by oare fakken brûkt wurde as ynstruksjetaal, wylst it Frysk yn it fuortset ûnderwiis allinnich in ferplichte fak is yn de legere klassen. Minder as in tredde fan de reguliere basisskoallen en hast 45% fan de middelbere skoallen biede alle troch de oerheid stelde kearndoelen oan foar it Frysk. Yn it beropsûnderwiis kinne Fryske taallessen oanbean wurde en yn it heger en folwoeksenenûnderwiis kinne kursussen en spesjalisaasjeprogramma's yn en oer it Frysk folge wurde.

It Frysk yn ûnderwiiskundich ûndersyk

Teoretysk en tapast ûndersyk nei it Frysk yn it ûnderwiis en meartaligens yn Fryslân wurdt benammen dien troch studinten en ûndersikers fan NHL Stenden Hegeskoalle (begelaat troch it Lektoraat Meartaligens & Taallearen), de universiteiten fan Grins en Amsterdam, en ek troch it Mercator European Research Centre on Multilingualism and Language Learning (ûnderbrocht by de Fryske Akademy). De wichtichste ûnderwerpen fan stúdzje binne meartalige taalûntwikkeling en ynteraksje yn 'e klasse.

Perspektyf foar it Frysk yn Nederlân

De Fryske taal wurdt in soad brûkt yn ynformele domeinen en benammen mûnling yn 'e húslike sfear, by ferienings, yn it maatskiplik en iepenbiere libben, en de media. It Frysk hat de ôfrûne hûndert jier in folle sterkere juridyske posysje en status krigen yn domeinen as ûnderwiis, regionale en lokale oerheden, de media (radio en telefyzje), godstsjinst, soarch en sport. Yn mear formele ynstellings is der lykwols oanstriid om earder Nederlânsk en/of Ingelsk te brûken as it Frysk. Yn it ûnderwiis biede in protte basis- en middelbere skoallen, nettsjinsteande it wetlik ramt, gjin lessen oan om alle Fryske kearndoelen te heljen. Dat wurdt oanpakt mei it Taalplan Frysk 2030, dat skoallen stipet by it ferbetterjen fan it Frysk ûnderwiis en as doel hat om (diel) ûntheffings foar de Fryske kearndoelen yn it basis- en fuortset ûnderwiis ôf te bouwen. It plan befoarderet ek in trochgeande learline om it ûnderwiis yn en gebrûk fan it Frysk te ferbetterjen fan foarskoalske opfang oant heger ûnderwiis.

De Friese taal in het onderwijs in Nederland

5^e Editie

Alex Riemersma

NHL Stenden Hogeschool

Samenvatting

Het Fries en zijn status in het onderwijs in Nederland

Westerlauwers Fries, gewoonlijk Fries genoemd (Fries: *Frysk*) genoemd, is een West-Germaanse, autochtone minderheids- en officiële taal die wordt gesproken in Fryslân, een van de twaalf provincies van Nederland. In 2018 gaf 61% van de bevolking van Fryslân aan Fries als moedertaal te hebben. Wat het voorschoolse onderwijs betreft, mag het Fries als aanvullende instructietaal worden gebruikt en dat gebeurt op twee derde van alle voorschoolse locaties in Fryslân. In het basisonderwijs is Fries een verplicht vak en kan het gebruikt worden als voertaal voor andere vakken, terwijl Fries in het voortgezet onderwijs alleen een verplicht vak is in de onderbouw. Echter, minder dan een derde van de reguliere basisscholen en bijna 45% van de middelbare scholen bieden alle door de overheid gestelde kerndoelen Fries aan. In het beroepsonderwijs kunnen Friese taalcursussen worden aangeboden en in het hoger en volwassenenonderwijs kunnen cursussen en specialisatieprogramma's in en over het Fries worden gevolgd.

Het Fries in onderwijskundig onderzoek

Theoretisch en toegepast onderzoek naar het Fries in het onderwijs en meertaligheid in Fryslân wordt met name uitgevoerd door studenten en onderzoekers van NHL Stenden Hogeschool (begeleid door het Lectoraat Meertaligheid & Geletterdheid), de universiteiten van Groningen en Amsterdam, evenals door het Mercator European Research Centre on Multilingualism and Language Learning (ondergebracht bij de Fryske Akademy). De belangrijkste studieonderwerpen zijn meertalige taalontwikkeling en interactie in de klas.

Perspectieven voor het Fries in Nederland

De Friese taal wordt veel gebruikt in informele domeinen en vooral mondeling in de huiselijke sfeer en bij verenigingen, in het sociale en openbare leven en in de media. Het Fries heeft de afgelopen 100 jaar een veel sterkere juridische positie en status gekregen in domeinen als onderwijs, regionale en lokale overheden, media (radio en televisie), religie, gezondheidszorg en sport. In meer formele situaties is er echter een tendens om Nederlands en/of Engels te gebruiken in plaats van Fries. In het onderwijs bieden veel basisscholen en middelbare scholen, ondanks het wettelijk kader, geen lessen aan om alle Friese kerndoelen te bereiken. Dit wordt aangepakt in het Taalplan Frysk 2030, dat scholen ondersteunt bij het versterken van het Fries onderwijs om zo (deel)ontheffingen voor de kerndoelen Fries in het basis- en voortgezet onderwijs af te bouwen. Het plan bevordert ook een doorlopende leerlijn om het onderwijs in en gebruik van het Fries te verbeteren van kleuterschool tot hoger onderwijs.

List of Abbreviations

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
CITO	Centraal Instituut voor Toetsontwikkeling (National Institute for Educational Assessment)
ECRML	European Charter for Regional or Minority Languages
FCNM	Framework Convention for the Protection of National Minorities
HAVO	Hoger algemeen voortgezet onderwijs (General secondary education)
НВО	Hoger beroepsonderwijs (Higher vocational education)
lvhO	Inspectie van het Onderwijs (Inspectorate of Education)
L1	First language
L2	Second language
МВО	Middelbaar beroepsonderwijs (Secondary vocational education)
NVAO	Nederlands-Vlaamse Accreditatieorganisatie (Accreditation Organisation of the Netherlands and Flanders)
OCW	Ministerie van Onderwijs, Cultuur en Wetenschappen (Ministry of Education, Culture and Science)
ROC	Regionaal Opleidingencentrum (Regional Training Centre)
SLO	Stichting Leerplanontwikkeling (National Institute for Curriculum Development)
SFBO	Stichting Fryske Berne-opfang (Foundation for Childcare in Frisian)

- VAVO Voortgezet algemeen volwassenonderwijs (Adult general secondary education)
- VMBO Voorbereidend middelbaar beroepsonderwijs (Pre-vocational secondary education)
- VWO Voorbereidend wetenschappelijk onderwijs (Pre-university secondary education)
- **WO** Wetenschappelijk onderwijs (Scientific/academic education)

■ A. RIEMERSMA - FRISIAN IN THE NETHERLANDS (5TH ED.)

1 Introduction

language

West Frisian (hereinafter referred to as Frisian), or *Frysk* in Frisian, is an autochthonous minority language spoken in *Fryslân* (Friesland), one of the 12 provinces of the Netherlands (see Figure 1). In the Netherlands, Dutch is the official language, and in the province of Fryslân, the Frisian language is acknowledged as the second, official language. Dutch Sign Language (Dutch: *Nederlandse Gebarentaal*) is also a recognised language in the Netherlands (Rijksoverheid, n.d.-a).

Figure 1. Map showing Fryslân in the Netherlands.



Note. From Lencer (2011).

Frisian is a western Germanic language closely related to Dutch, and, to a certain extent, to English and German. Until the 15th century, Frisian was widely used in writing as well as speech in an area much larger than that of the current province, following the coast-line of the present-day Netherlands and Germany. From the 16th century onwards, Frisian became a language that was almost exclusively oral in usage, mainly in rural areas. Frisian developed, independently from Dutch, into what is now called "New Frisian". During the 19th century, in the era of the Romanticism, the Frisian language gradually gained a higher status in literature and music, and initial access into other areas of life. In the 20th century,

the position of Frisian was strengthened in government, jurisdiction, education, as well as in the media, social media, (pop) music, theatre, art, literature, religious life, and sports. The Frisian language movement played an important role in this revival (Boomsma, 2021; Gorter et al., 2001).

Since 1970, the provincial government (hereinafter referred to as the Province of Fryslân) has, step by step, taken on the role of first responsible authority for the maintenance and future of the Frisian language and culture. Based on the advice of the Fryske Akademy (a multidisciplinary institution for humanities and social sciences that conducts research on Frisian, multilingual society, regional history in an international perspective, minority languages and cultures, and the development of digital infrastructures), the orthography of Frisian was standardised by the provincial assembly in 1976 and implemented together with the introduction of Frisian as an obligatory subject in primary school in 1980 and the publication of the Frisian dictionary *Wurdboek fan de Fryske Taal/Woordenboek der Friese Taal*.

population

The Netherlands has over 17.5 million inhabitants, of whom approximately 655,000 live in the province of Fryslân (Centraal Bureau voor de Statistiek, 2022; Friesland Databank, 2022a). Although both Frisian and Dutch are widely used in Fryslân, Dutch is prevalent, and whereas practically all inhabitants are fluent in Dutch, Frisian language skills are lower (Klinkenberg et al., 2018). Since 1984, several investigations have been conducted on language skills, behaviour, and attitudes among the population of Fryslân.

Frisian language command	Taal yn Fryslân 1984	Taal yn Fryslân 2018	Respondents with Frisian at school
Understanding	85%	89%	99%
Speaking with ease	62%	69%	94%
Reading with ease	34%	58%	78%
Writing with ease	2%	18%	33%

Table 1 Overview of Frisian language command of the Frisian population in 1984 and 2018.

Note. Adapted from Klinkenberg et al. (2018, p. 54).

The respondents who had regularly received Frisian teaching at primary school evaluated their own command of Frisian significantly higher than the average respondent, both regarding oral and writing skills (see Table 1). From these studies, it can be concluded that the percentages of people able to understand and speak Frisian have remained fairly stable over the past few decades, whereas reading and writing skills have improved. Furthermore, in 1994, 55% of the population stated that Frisian was their first language (L1; Gorter & Jonkman, 1995). In 2018, this percentage was 61% (Klinkenberg et al., 2018, p. 37).

Regarding language behaviour *at home*, the use of the Frisian language has been declining. In 1967, 71% of respondents reported Frisian being their home language (Pietersen, 1969), decreasing to 49% in 2018 (Klinkenberg et al., 2018). More specifically, in 1980, speaking Frisian to children at home was the rule for 58% of the respondents, and 50% in 2018.

Since 1980, language use *at schools* has grown significantly due to the introduction of Frisian as a part of the curriculum. Moreover, the use of social media (internet, email, Facebook, Twitter, WhatsApp, etc.) has had an interesting impact on the use of the Frisian language, especially with regard to reading and writing. Writing in particular is characterised by informal language use in expressions and spelling. For young people, the informal and personal use of the language is more important than the formal quality of phrases and expressions (Jongbloed-Faber, 2015).

language diversity in local dialects of Frisian, local languages, and by migration influx

Throughout the centuries, language variation has been common in the province of Fryslân. Pronunciation, inflection, and the lexicon show some regional diversity, although all varieties of Frisian can be understood very well by all L1 speakers. In Fryslân, there are the following three main Frisian dialects: *Klaaifrysk* (Clay Frisian), *Wâldfrysk* (Forest Frisian), and *Súdwesthoeksk* (Southwestern variety). The written standard form of Frisian covers these three main dialects. Moreover, there are several smaller dialects of Frisian (e.g. *Hylpersk* [Hindeloopers], a variety spoken in the small city of Hindeloopen), as well as unique Dutch-Frisian contact varieties, such as *Stedsfrysk* (Town Frisian; G. de Jong & Hoekstra, 2020). Furthermore, in two specific regions – Het Bildt and De Stellingwerven – regional languages are spoken, namely Bildts and Stellingwerfs (Jonkman & Versloot, 2016). Figure 2 displays the varieties of the Frisian language on a map of Fryslân.



Figure 2 Map of the varieties of Frisian in the province of Fryslân.

Note. From G. de Jong and Hoekstra (2020).

The province of Fryslân also welcomes a significant number of newcomers from abroad, who receive education at around 15 locations (Lowan, n.d.). Over the past couple of decades, the influx of migrants has created a new challenge to develop balanced and inclusive language education. The teacher training departments at NHL Stenden University of Applied Sciences in Fryslân have noted this challenge and have been working on this topic (see e.g. Duarte, 2020; Riemersma et al., 2021).

language status

Since 1970, the national government of the Netherlands has acknowledged its responsibility to promote and protect the Frisian language (Ministerie van Cultuur, Recreatie en Maatschappelijk Werk, 1970). This may be considered the formal recognition of Frisian as the second official language of the Netherlands, although it is restricted to the province of Fryslân (Rijksoverheid, n.d.-a).

In 1992, the European Charter for Regional or Minority Languages (ECRML; Council of Europe, CoE, 1992) was signed by the Dutch government, which was ratified in 1996, and came into force in 1998. Frisian is recognised as a minority language in the ECRML, and the ratification applies to 48 concrete measures from Part III for the protection and promotion of the Frisian language. From Article 8 of the ECRML, a series of undertakings have been signed regarding pre-school, primary, secondary, and higher education.

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 (FCNM, 1995).

In 2014, the acknowledgement of Frisian was consolidated in the Use of the Frisian Language Act of 2014 (Wet gebruik Friese taal, 2014). This law states that the official languages in the province of Fryslân are both Dutch and Frisian. The aim of this law is to guarantee and safeguard the use and equal position of the Frisian and Dutch languages in the province of Fryslân in court and in contact with the authorities. This law further formalises a common national and provincial advisory board for the Frisian language (DINGTiiD – Orgaan foar de Fryske Taal – Council for the Frisian Language, founded in 2014), including its tasks and responsibilities. The DINGtiid Council consists of five members and advises the minister of internal affairs and the provincial administration of Fryslân.

In 2015, the Province of Fryslân gained authority regarding the exemption of the obligatory school subject Frisian in primary and secondary education (Beleidsregel voor het verkrijgen van ontheffing voor het vak Fries in het primair en voortgezet onderwijs [Policy rule for obtaining exemptions for the subject of Frisian in primary and secondary education], 2015).

The periodical Covenant on Frisian Language and Culture (Frisian: *Bestjoersôfspraak Fryske Taal en Kultuer*; BFTK) is an agreement between the national and provincial governments, in which the implementation of language policy, especially regarding the ECRML

(CoE, 1992), is described. The BFTK states that it is desirable for citizens, local authorities, organisations, and institutions to be able to express themselves in Frisian. Moreover, the BFTK stipulates that both the provincial and national governments are responsible for promoting and protecting the Frisian language and culture. Both governments provide financial resources to create suitable conditions for this purpose. The chapters of the BFTK are structured according to the various articles in Part III of the ECRML. The first BFTK was drafted in 1989, and the current one is valid for the years 2019–2023 (BFTK, 2018). The next BFTK will apply to the years 2024–2028.

status of language education

With regard to pre-school education, the Chances for the Development through Quality and Education Act of 2010 (Wet Ontwikkelingskansen door Kwaliteit en Educatie, 2010) amended the Childcare Act of 2004 (Wet Kinderopvang, 2004) in 2010. This makes the use of Frisian as an additional language of instruction possible, on a voluntary basis.

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 taught as an extra-curricular subject only. Legislative provisions for Frisian did not come into force until the Primary Education Act of 1920 (Lager Onderwijswet, 1920) was amended in 1937. Although Frisian was not specifically mentioned in the law, the teaching of Frisian as a "regional language in living use" was made legal. This was, however, only as an optional subject in the higher grades and as part of the lessons in Dutch. Furthermore, there were no regulations regarding the use of Frisian as a medium of instruction. Nonetheless, nine primary schools started an experiment with bilingual education in the lower grades in 1950, and in 1955, bilingual schools obtained a legal basis. Frisian became an optional subject throughout primary school, and the use of Frisian as a 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 of 1920 (Lager Onderwijswet, 1920) was amended. Frisian became an approved teaching medium in all grades and an obligatory school subject throughout primary education as of 1980.

In 1981, the new Primary Education Act (Wet op het primair onderwijs, 1981) came into force. Its main aim was the creation of a primary school for pupils between 4 and 12 years old (eight grades). As a result, Frisian also became an obligatory subject in the lowest grades of primary education, which provided the necessary conditions for the continuity of learning and teaching from pre-school to primary education.

The quality of primary schools in Fryslân – in the framework of national standards and the national attainment targets – is assessed and evaluated by the Inspectie van het Onderwijs (IvhO; Dutch Inspectorate of Education) once every 4 years by means of school visits. Moreover, once every 6 years, a thematic investigation is carried out on the application of Frisian as an obligatory subject in the curriculum (see also *inspection*; lvhO, 2019).

In 1988, Frisian was introduced in special needs education (Dutch: *speciaal onderwijs*) as an optional medium of instruction. With regard to secondary education, including prevocational secondary education, Frisian has been permitted as an optional subject since 1948, and as an optional exam subject since 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 in the lower grades and, by consequence, the low numbers of exam candidates for Frisian.

The laws regarding vocational education do not explicitly mention Frisian, and so far, no undertakings regarding vocational training in Part III of the ECRML (CoE, 1992) have been signed by the Dutch national government. Undertakings regarding Frisian in higher education and adult education have been ratified in Part III of the ECRML, and it is permitted to be used on a voluntary basis in higher and adult education; however, there are no legal provisions regarding Frisian as a subject.

The current provincial policy regarding Frisian language in education is set out in the Taalplan Frysk 2030 (Frisian Language Plan 2030; Projektteam Taalplan Frysk 2030, 2021). In this language plan, the Province of Fryslân sets out its aims to improve the situation regarding the Frisian language at school in the Frisian language area (i.e. the province of Fryslân with the exception of five municipalities). The most important targets are as follows:

- All primary schools and all secondary schools are to offer the full set of attainment targets for Frisian by 2030 at the latest so that all schools acquire profile A, and exemptions will no longer be needed.
- By 2030, all secondary schools are to offer the possibility to choose Frisian as an exam subject.

A categorisation in so-called profiles was adopted for primary education locations, which are defined as follows:

- profile A indicates that the school offered all attainment targets for Frisian, covering language attitudes, language rules (Dutch: *taalbeschouwing*), as well as listening, speaking, reading and writing skills;
- profile B indicates that the school offered the attainment targets except writing skills;
- profile C indicates that the school offered the attainment targets except writing and reading skills;
- profile D indicates that the school offered the attainment targets except writing and reading skills, and language rules;
- profile E indicates that the school offered the attainment targets except writing and reading skills, language rules, and active speaking skills;
- profile F indicates that the school offered the attainment targets except writing and reading skills, language rules, active speaking skills, and listening skills; and
- profile G indicates that the school offered none of the attainment targets.

A similar approach was adopted for secondary education locations, with profiles A to D. The attainment targets are divided into skills aimed for students to participate in a bilingual culture, basic skills for students with Frisian as L1 and L2, and more advanced skills specifically for students with Frisian as their L1. The profiles for secondary education are defined as follows:

- profile A indicates that the school offered all attainment targets for Frisian;
- profile B indicates that the school offered the attainment targets except the skills specifically for students with Frisian as L1;
- profile C1 indicates that the school offered the attainment targets except the skills specifically for students with Frisian as L1 and most basic skills for students with Frisian as L1 and L2;
- profile C2 indicates that the school offered the attainment targets except the skills specifically for students with Frisian as L1 and all basic skills for students with Frisian as L1 and L2; and
- profile D indicates that the school offered none of the attainment targets.

The provincial authorities granted the schools exemptions for the attainment targets they did not meet according to their profile.

Schools are expected to investigate applicable opportunities and to define their ambitions in their individual school language plans as well as to improve the quality of Frisian language education in accordance with the guidelines of the Taalplan Frysk 2030 (Projektteam Taalplan Frysk 2030, 2021). School are supported in this with "skoalstipers" (school supporters) from a participating educational institute, which are funded within the project. By 2023, all schools (regular primary schools, special needs primary schools, and secondary schools) had a skoalstiper appointed to them. The plan and its results will provide the formal point of reference for the lvhO (see *inspection*) to assess the results every 4 years and to report to both the provincial administration and the national minister of education periodically. The baseline measurement reviewed the situation regarding Frisian language in education, and hence established the applicable profile for every school in primary and secondary education, as well as special needs primary education (Varkevisser & Walsweer, 2018).

Furthermore, Taalplan Frysk 2030 aims to strengthen Frisian education in pre-school, vocational, and higher education to establish a continuous educational pathway with Frisian (Projektteam Taalplan Frysk 2030, 2021).

education system

Primary education (Dutch: *basisonderwijs*) starts the day after a child's fourth birthday, whenever that is, throughout the year. From their fifth birthday, all children are obliged to attend school (Dutch: *leerplicht*). Primary school has eight grades, group 1 through group 8 (age 12). At the end of primary education, students transfer to a secondary school. They are obliged to attend school until the end of the school year in which they turn 16, provided that

they have obtained a diploma (Dutch: *startkwalificatie*). If not, they should continue studying until age 18, either full time or part time (Dutch: *kwalificatieplicht*). The national average number of students in primary school classes is 23. Most schools have a maximum of 28 to 30 pupils per class (Onderwijs Consumenten Organisatie, 2021).

Most Dutch primary schools do not set much homework, especially not in the early years. During the school year, pupils take tests and/or teachers conduct observations (Dutch: *leerling-volgsysteem*). With these tests, schools can spot any learning difficulties, such as dyslexia, at an early stage. If they detect something, the child might need some additional support. The tests are also a way to measure the quality of teaching. The pupils cannot pass or fail these tests and there are no direct consequences based on the outcome of the tests alone. In group 8, the last year of primary school, the pupils take the national, central test for primary education. This is an aptitude test that measures what the pupils have learned in the past 8 years. The pupils answer questions that evaluate their Dutch language and comprehension skills, mathematics, study skills, and world orientation (a combination of history, geography, biology, and world religions).

Secondary education is divided into the following three levels:

- VMBO (Dutch: *voorbereidend middelbaar beroepsonderwijs* pre-vocational secondary education) is preparatory secondary vocational education, with four programmes ranging from a theoretical to a practical focus, which usually takes 4 years, and is followed by MBO (Dutch: *middelbaar beroepsonderwijs*; see *Vocational education*);
- HAVO (Dutch: *hoger algemeen vormend onderwijs* senior general secondary education), takes 5 years, and is followed by HBO (Dutch: *hogerberoeps onderwijs* – higher vocational education), which is delivered at universities of applied sciences (Dutch: *hogescholen*); and
- VWO (Dutch: *voorbereidend wetenschappelijk onderwijs* pre-university education), which takes 6 years and permits students to continue their education at a research university (Dutch: *wetenschappelijk onderwijs* WO).

Students with a VMBO diploma, in either the theoretical or combined programme, may progress to the fourth year of HAVO, or to MBO, where they can obtain a diploma in vocational education. With a theoretical MBO diploma, or with a HAVO diploma, students may continue their studies at an HBO institution. At the HBO level, students can obtain a bachelor's degree, which usually takes 4 years.

Bachelor's and master's programmes are offered at both WO and HBO institutions. Students can also obtain a bachelor's degree at HBO level, followed by a master's degree at a research university (WO). With a certificate of the first year of HBO (Dutch: *propedeuse*), a student may also continue education at WO level, although this sometimes differs per programme (see *Higher education* and *Education system in the Netherlands* for further details).

private and public

An important characteristic of the Dutch education system is the principle of "freedom of education", which gives parents the right – by means of associations or private institutions (e.g. denominational ones) – to found new schools based on their religious or special pedagogical convictions. This principle is guaranteed in Article 23 of the Netherlands' Constitution of 1815 (Grondwet voor het Koninkrijk der Nederlanden, 1815) and finds expression in virtually all facets of the education system as of 1920. Although the "freedom of education" principle could theoretically lead to a greater diversity in educational approaches and traditions, the differences in educational processes and curriculum between schools are, in practice, not significant. This similarity of curriculum is partly due to the set of attainment targets as well as exam obligations for all school subjects in the education laws.

Most schools fall under either public or special (Dutch: *bijzonder*) education. Both systems of public and special schooling at all educational levels are fully and equally funded by the state and have to meet the same detailed quantitative and qualitative standards. Both public and special schooling are thus considered equivalent types of education. Moreover, these schools are not allowed to charge fees for education, but voluntary parental contributions may be requested. More than 70% of all Dutch primary and secondary school pupils attend special schools that are run by associations or private institutions, mostly on a religious basis (Roman-Catholic or Protestants; Centraal Bureau voor de Statistiek, 2017). Additionaly, there is a small number of private schools (Dutch: *particuliere scholen*), with two primary schools in Fryslân, which are not funded by the state, but are monitored by the Dutch inspectorate of education (Inspectie van het Onderwijs, IvhO, n.d.)

In theory, primary and secondary schools can choose their own educational methods and materials because there is no formal national curriculum or prescribed learning material. In practice, however, the well-balanced system of official attainment targets, curriculum development, national tests at the end of primary education, as well as national exams at the end of secondary education, guarantees that students at all school types pass their exams at a comparable level throughout the Netherlands. The national government employs these targets (in existence since 1993, renewed in 2006, and due for renewal at the time of writing this Regional Dossier; SLO, 2022) to indicate the minimum goals students should attain by the end of primary school and after 2 years of secondary education. Furthermore, all students have to pass the national exams at the end of secondary education to gain access to a higher level of vocational education (HBO) or attend a WO institution.

bilingual education forms

From an international perspective and according to scientific concepts regarding bilingual education, all forms of Frisian in education should be characterised as "weak bilingualism" (i.e. the goal is monolingualism or limited bilingualism/biliteracy; Baker, 2011) since the attainment targets are not the same as for Dutch (see *legislation* in *Primary education*). Developments towards stronger bilingualism in Fryslân can be found in the immersion

forms of pre-school for children aged under 4 years, and the schools that provide trilingual education with Dutch, English, and Frisian as school subjects and mediums of instruction throughout the curriculum.

In the pre-school sector, a significant number of locations provides immersion programmes or bilingual groups. Since the start of the immersion programme with nine immersion services in 1989, the number has increased gradually to more than 260, which means that, as of 2023, almost 70% of all pre-school locations in Fryslân include Frisian in an immersive or bilingual programme (SFBO, n.d.-a).

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 primary schools (25% at the most) provided bilingual schooling in the lower grades of primary school (Zondag, 2011, pp. 151–158).

In 1997, the concept of *trilingual* schooling was introduced (Gorter, 2005; Ytsma, 2002) as a model of "strong multilingualism" with Dutch, Frisian, and English. Within the model of trilingual schooling, Frisian and Dutch are provided as subjects and as mediums of instruction throughout the curriculum. Initially, English was added to the curriculum in grades seven and eight (when pupils are 10–12 years old), both as a subject and as a medium of instruction. Nowadays, pupils start with English from the first grade. At the end of primary school, pupils show a balanced command of Dutch and Frisian, whereas their command of English is slightly better than that of their peers attending schools that do not implement trilingual education (van Ruijven & Ytsma, 2008).

In secondary education, Frisian is taught as a compulsory subject in the lower grades, usually only one lesson per week in the first year. The language is rarely used as the official medium of instruction. Only a small number of schools offer Frisian as an optional exam subject at the end of secondary education, thus only a few students pass their exams with Frisian in their portfolio. Although some secondary schools have introduced trilingual Dutch-Frisian-English education, the educational practice of those schools cannot be classified as "strong multilingualism" (i.e. the goal is multilingualism and multiliteracy; Baker, 2011).

administration

Authorities are involved in education at the national, provincial, and local levels, but the main responsibility lies with the national government that controls education by means of laws, decrees, and regulations regarding compulsory subjects, examinations, and organisational aspects of education. The Dutch ministry responsible for education is the Ministry of Education, Culture and Science (Dutch: *Ministerie van Onderwijs, Cultuur en Wetenschappen*; OCW).

The provincial government of Fryslân does not have any direct legislative or executive power in education. Nevertheless, since May 2014, the province has been responsible for estab-

lishing attainment targets for Frisian language in education (which the national government has to approve; see Wet op het primair onderwijs, 1981; Wet op het voortgezet onderwijs, 1968), and it has the authority to grant full or partial exemption for Frisian education. In the period 2016–2018, all primary and secondary schools in Fryslân were assessed, followed by a ruling on exemption by the provincial executive (Frisian: *Deputearre Steaten fan Fryslân*; Dutch: *Gedeputeerde Staten van Fryslân*).

In the BFTK 2019–2023, special budgets were agreed upon regarding all aspects of Frisian in education (i.e. teaching and learning materials, grants for Frisian language lessons in secondary education, as well as for teacher training for Frisian as a subject; BFTK, 2018).

The school boards of special schools (Dutch: *bijzonder scholen*) are formed by foundations or associations, while municipal authorities regulate the boards of public schools. The actual curriculum is determined by the competent authorities and by individual school boards. The local authority's tasks include the planning and coordination of school buildings, facilities, and the provision of materials, as well as ensuring that the regulations as laid down in the respective laws are being followed.

inspection

The Dutch national government's Inspectie van het Onderwijs (IvhO; Inspectorate of Education) monitors regulations and standards, and this task is subdivided according to the different educational sectors. The IvhO's role and responsibilities are described in the Educational Inspectorate Act of 2002 (Wet op het Onderwijstoezicht, 2002).

The IvhO formally checks the quality of education (not the results achieved by the pupils) by visiting schools once every 4 years and approving the annual plan of activities that schools are required to draft. The IvhO reports to and advises the Minister of Education, Culture and Science (Dutch: *Minister van OCW*).

Pre-school education in the Netherlands does not fall under the IvhO. However, to meet the need for guidance and inspection of those provisions with regard to Frisian, the private foundation SFBO (Stichting Fryske Berne-opfang – Foundation for Childcare in Frisian) has created its own quality control and assurance system in Fryslân by means of periodical school visits and discussions.

The visitation and accreditation of higher education is regulated by means of self-assessment reports and inter-collegial discussions once every 6 years. Assessing the quality of education and quality assurance of programmes and institutions is part of the task of the Accreditation Organisation of the Netherlands and Flanders (Nederlands-Vlaamse Accreditatieorganisatie – NVAO).

With regard to the Frisian language in education, the IvhO also reports to the provincial executive of Fryslân (Frisian: *Deputearre Steaten fan Fryslân*; Dutch: *Gedeputeerde Staten*

van Fryslân). The inspection reports on Frisian in education are used to draft the national reports of the Dutch government to the CoE with regard to the ECRML (CoE, 1992) and the FCNM (1995).

The implementation of Frisian as an obligatory subject for all pupils in primary school (since 1980) as well as in the lower grades of secondary education (since 1993) has been monitored by the lvhO Education several times since 1989 (lvhO, 1989, 2006a, 2006b, 2010, 2019). These investigations were concentrated on educational provisions, the time investment of Frisian, the curriculum and attainment targets, the teaching materials, teachers' qualifications, and the language attitudes of parents and children. In the 2010 report, lvhO stated that the quality of Frisian education would no longer be monitored until adequate testing and tracking methods are introduced for Frisian in primary and secondary education (lvhO, 2010). In response to this, the Province of Fryslân initiated various projects, including systems to observe, test, and track the language skills and learning development of pupils (see *language use*). In 2018, lvhO resumed inspection on Frisian education. The lvhO's 2019 report again raised awareness that many schools still fall short of their legal obligations regarding Frisian in education (lvhO, 2019).

In the IvhO's 2019 report, schools are advised to consider higher ambitions and educational goals for Frisian, but to be realistic and to differentiate in attainment targets to keep them achievable in all schools in Fryslân as their pupils have a wide range of linguistic backgrounds. The IvhO's main recommendations are related the continuity of teaching and learning, as well as the need for in-service training of unqualified teachers to gain the essential qualifications for the teaching of Frisian as a subject in the lower grades and as one of the optional exam subjects in higher grades.

It should be noted that the IvhO does not collect data on individual pupils' and students' learning results. Frisian is not included in the national CITO testing scheme at the end of primary school. However, students' results of Frisian as optional exam subject at the end of secondary school are collected by the national CITO test institute (see *Secondary education*).

support structure

The Netherlands has a number of advisory bodies in the field of education. The remit of the independent national Onderwijsraad (Education Council), created in 1919, is to advise the Minister of Education on educational policies. Special branch councils have been set up for the sectors of primary (PO-Raad), secondary (VO-Raad), and vocational education (MBO-Raad). For curriculum development and the national exam structures, the following institutes have been created: SLO (National Institute for Curriculum Development, founded in 1975) and CITO (Centraal Instituut voor Toetsontwikkeling – National Institute for Educational Assessment). In the respective work programmes of the SLO and CITO, special tasks for Frisian are included.

For the Frisian language in childcare and pre-school education, there is a specific foun-

dation, namely the Sintrum Frysktalige Berne-opfang (SFBO; Foundation for Childcare in Frisian). The core business of the foundation is to assist pre-school and daycare staff in improving the multilingual, social, and intellectual development of children.

There is also an advisory body for the support of Frisian in primary and secondary education, namely the Taalsintrum Frysk (Frisian language centre) of the school counselling service known as CEDIN (Centrum voor Educatieve Dienstverlening in Noord Nederland – School Advisory Centre in the north of the Netherlands), which is a centre for educational advice for both public and special schools, mainly at primary level. A specific task of CEDIN/ Taalsintrum Frysk is to develop learning materials, especially for Frisian as a subject. Other tasks include advising schools on the issue of bilingualism, providing educational radio and television programmes and materials, and giving practical guidance to schools.

In the network of organisations that work on the production and implementation of teaching methods, and teaching and learning materials for Frisian, the following should also be mentioned: the publishing house of all school methods and materials Afûk (Frisian: De Algemiene Fryske Ûnderrjocht Kommisje), the broadcasting company of all school television programmes in Frisian Omrop Fryslân, as well as the Lectoraat Meertaligheid & Geletterdheid (Research group on Multilingualism & Literacy) at NHL Stenden University of Applied Sciences in Leeuwarden (NHL Stenden, n.d.-a).

2 Pre-school education

target group

Pre-school education (Dutch: *voorschoolse educatie en kinderopvang* – early childhood education and care) is for children aged 0 to 4 years old. Since the 1970s, Dutch national policy, laws, and regulations have aimed to expand services for these children and to improve their quality to support the increasing participation of women in the labour market. Nowadays, pre-school services are also considered an essential resource in the linguistic preparation of children before entering primary education.

structure

The following types of pre-school education are offered in the Netherlands:

- *Day care* (Dutch: *kinderdagverblijf*) centres are open for children aged 0 to 4 years old and most operate 5 days a week. Children can attend full or half days. Per eight children aged 2–4, one pedagogical assistant is assigned. Day care centres are usually privately run and subsidised by the municipality.
- *Playgroups* (Dutch: *peutergroep*) are for children aged between 2.5 and 4 years old, for a few half-day sessions per week. Playgroups are intended to develop language skills, creative aptitude, and, in particular, the social capabilities of young children who do not attend day care. Playgroups are usually privately run and subsidised by the municipality.
- *Childminding* (Dutch: *gastouderopvang*) in private individuals' homes is also available.

None of these types of pre-school education providers are part of compulsory education in the Netherlands. Regarding funding, parents have to pay a substantial contribution, which is based on their financial situation. Another important trend in some pre-primary school education programmes is to gear them towards primary education, for example as a means of combating educational disadvantages of migrant children.

Within day care, a programme for pre-school education (Dutch: *voorschoolse educatie*) can be offered to children aged 2.5 years and above who have or are at risk of an educational disadvantage (e.g. those who have a different home language than Dutch or have a language or social-emotional development delay; Rijksoverheid, n.d.-b). These programmes must include Dutch language classes, but an exception is made for bilingual Dutch-Frisian programmes (Wijziging van de Wet kinderopvang, de Wet op het onderwijstoezicht, de Wet op het primair onderwijs en enkele andere wetten in verband met wijzigingen in het onderwijsachterstandenbeleid, 2009).

In 1989, the Stifting Pjutteboartersplak (Foundation for Playgroups) was founded. This foundation had an explicit language policy aiming at the establishment of a Frisian-speaking environment for young children. In 2003, the task of the Stifting Pjutteboartersplak was taken over by the SFBO, which is responsible for the implementation and/or maintenance of Frisian language in pre-school education.

In 2013, the provincial administration issued a grant to promote the use of Frisian at playgroups and day care centres and to upgrade the educational work at pre-school providers to a professional level. This task – including provincial finances – was granted to the SFBO. Since then, the SFBO has developed itself as the provincial institution responsible for the implementation of language policy in all types of pre-school education by means of special modules. The SFBO also caters for the in-service training of childcarers and childminders as well as the initial training of social workers and pedagogical assistants by means of special modules. In addition, the SFBO plays a central role in the advisory board on Frisian in pre-school education in the province of Fryslân (see KAG Foarskoalsk, 2015).

legislation

The Childcare Act of 2004 (Wet Kinderopvang, 2004) regulates all pre-school education providers. In 2018, a National Childcare Register (Dutch: *Landelijk Register Kinderopvang*) was introduced, in which all provisions working in the field of pre-school education must be registered.

In 2010, a new national law on pre-school provisons was enacted, which aims to improve playgroups and stimulate the language development of young children (Wet Ontwikkelingskansen door Kwaliteit en Educatie, 2010). As a result of this law, several laws were subsequently altered, with the aim of introducing a quality framework for playgroups and quality standards for pre-school providers.

Although the Childcare Act of 2004 (Wet kinderopvang, 2004) prescribes the use of the Dutch language for educational activities exclusively throughout the Netherlands, the use of Frisian is permitted in pre-school education in Fryslân (Art. 1.55).

In 1996, the Netherlands signed Article 8(1)(a)(ii) of Part III of the ECRML with regard to pre-school education, namely to make available a substantial part of pre-school education in the relevant regional or minority languages" (CoE, 1992). In the BFTK 2019–2023, it was agreed that future changes and adaptations regarding pre-school education will be evaluated with reference to the signed undertakings of the ECRML (BFTK, 2018).

All playgroups fall under the same legal requirements as day care since a law amendment in 2018 (Wet harmonisatie kinderopvang en peuterspeelzaalwek, 2018).

In 2023, the provincial authorities announced their intention to have the number of bilingual pre-school locations increase from around 60% to 80% over the course of the next BFTK (2024–2028; Deputearre Steaten fan Fryslân, 2023). This goal still has to be agreed upon by the national government and requires the cooperation of pre-school locations since using Frisian is not legally required.

language use

Dual immersion – or two-way immersion – is the main concept for the development and maintenance of Frisian in pre-school education. Children with different L1s – such as Frisian, Dutch, a local language, or a migrant language – are brought together in one group and they are immersed in Frisian as such, often in Dutch, and sometimes in a third language. As is the case in most dual immersion programmes, the use of the regional or lesser-used language is emphasised. Migrant languages are, however, recognised as part of the linguistic mosaïc but generally not actively supported.

For the improvement and maintenance of the professional quality of playgroup and day care locations, a quality framework has been developed by the SFBO, consisting of the following four elements: language command, language environment, didactics, and language policy. Through guidance and an external visitation cycle, the playgroups are encouraged to increase their quality in these fields. As a result of this process, the SFBO issues certificates to playgroups and day care centres that meet the criteria that have been set. For the certification as a Frisian playgroup, Frisian should be used during activities for at least 50% (preferably 60–90%) of the time.

However, pre-school locations participate in the certification procedure on a voluntary basis. The policy of the SFBO is to achieve certification as much as possible, based on its vision that the process of certification contributes to supporting staff in implementing a multilingual approach, and its impact on language developments, and acceptance by parents.

Language separation – if necessary – is applied in accordance with the model of *One Person*, *One Language*. All staff members are at least receptive bilinguals. Mainly Frisian is used, or both languages are offered on equal footing. However, all language expressions of the children are accepted and the staff does not put pressure on children to use a specific language. The use of Frisian makes children feel at ease and stimulates their general development. It can be assumed that the degree to which Frisian is actually used in playgroups depends on the linguistic background of the children.

To raise the awareness of (prospective) parents and childminders and to provide them with relevant and actual information on bilingual education and the balanced bilingualism at home, the digital platfom *Heit-en-Mem* (Father-and-Mother) was introduced. Within the process of language transmission versus language loss, this platform can be considered a "reversing" instrument. As a result of the increase of mixed-language families and of the linguistic diversity of all villages and towns during the last century, the transmission of Frisian as the L1 of the family is under steady pressure. It is assumed that Frisian as a home language has been in decline since the 1960s (Pietersen, 1969). Klinkenberg et al. (2018),

however, show that this decline is in fact rather limited, and furthermore, that Frisian is rather successfully being learned and acquired as L2.

teaching materials

During the last century, numerous learning books and magazines have been published by a number of private organisations and publishing houses. Nowadays, Afûk is the most important and strongly subsidised organisation for the production and distribution of books and methods, CDs, posters, and digital means with rhymes and songs, short stories, and educational games.

One of the most successful projects aimed at Frisian language development of pre-school children is the Tomke project. The project aims to improve the early literacy and language skills of pre-school children. The Tomke project has a different theme every year, which is implemented within the group by reading aloud, and through rhymes, songs, and games for language development. Supporting activities in the project include information evenings for all people involved, publication of the Tomke book, a TV series, activities in libraries, and finally an interactive website.

The start of the Tomke project goes back to 1996, when the initiative was subsidised by Stichting Lezen (Dutch Reading Foundation). Several issues of the Tomke books have been translated into other languages since then, such as North Frisian (Schleswig-Holstein, Germany), Papiamento (Dutch Antilles and Aruba), as well as in the local languages Bildts and Stellingwerfs.

This reading-at-home activity is strongly supported by the annual issue of a Tomke book, which is released during the "reading aloud weeks"; 30,000 copies of the Tomke books with short stories, songs and games are distributed among pre-school locations, libraries, and health consultation offices. More than 400 volunteers are actively involved in sessions of "Reading aloud in Frisian" at those day care centres and playgroups. For quite a number of the children, these sessions are the first official immersion activity in the Frisian language. Furthermore, parents and grandparents receive books at these sessions to support reading at home in Frisian with their (grand)child(ren).

The Tomke project was evaluated in 2018 by means of a questionnaire, which was completed by 315 parents. The vast majority of them valued the Tomke project as a great incentive for reading aloud at home and a good stimulus for the multilingual development of their children. Unconsciously and quite naturally, the parents stimulate the language development of their children. However, this development needs ongoing strengthening by further reading of other short stories and by the continuity of teaching throughout primary education.

As part of the language policy of the provincial authorities and the municipalities, parents in Fryslân receive a "Taalkado" (Language gift) when they register the birth of their child(ren)

at one of the Frisian municipalities (with the exception of Weststellingwerf and the Wadden Islands; Afûk, n.d.). This gift includes, for example, information on multilingual child-rearing and language development, and a Tomke book.

statistics

In 1989, a few playgroups started their activities using Frisian as medium of instruction, supported by the Stifting Pjutteboartersplak (Foundation for Playgroups). The number of playgroups and day care centres using Frisian as the medium of instruction has increased over the last few decades.

In 2007, the SFBO catered for 55 bilingual or Frisian medium playgroups and day care centres using Frisian as the medium of instruction, which were attended by around 1,300 children.

In 2020, in 11 municipalities (out of 18 in total), 146 pre-school provisions were operating bilingually or as full-Frisian services under the guidance of the SFBO.

In 2022, the total number of pre-school locations in all 18 municipalities in Fryslân was around 375 (up from 40 in 1973 and 200 in 1984). The SFBO reported that of all these locations, 260, or more than two thirds, were working as bilingual Dutch-Frisian or using Frisian as the medium of instruction (SFBO, n.d.-a).

3 Primary education

target group

Primary education (Dutch: *basisonderwijs*) is intended for pupils aged between 4 and 12 years (grades one to eight). As soon as a child reaches the age of 4, primary education starts, with compulsory education starting at the age of 5 (Dutch: *leerplicht*). Primary education caters for all children, including those with mental, physical, and learning disabilities. For those children, different types of special needs schools are available, in case regular primary schools are not sufficiently equipped to provide for their individual educational needs.

There are two types of special needs education. Firstly, there is special needs primary education (Dutch: *speciaal basisonderwijs*) for children with learning and/or behavioural difficulties. These schools fall under the same legal arrangements for regular primary education, including the obligations for Frisian. Secondly, there is special needs education (Dutch: *speciaal onderwijs*), which is regulated by a separate law (Wet op de Expertisecentra, 1982). These schools educate children with special needs, including those who are blind/ visually impaired or deaf/hard of hearing, have physical and/or mental disabilities, or severe learning and/or behavioural difficulties. Specific and differentiated attainment targets are set for special needs education (Rijksoverheid, n.d.-c). At these schools, Frisian may be used as medium of instruction and Frisian can be taught as a subject.

structure

Primary education is structured in eight subsequent grades. In smaller schools or because of a specific educational concept (e.g. Jena and Montessori), two or more grades may be combined in one class. The curriculum is based on the attainment targets as prescribed by law (see *legislation*). The obligatory curriculum consists of language (Dutch throughout all grades; English from grade 7), arithmetic, world orientation (biology, geography, and history), the arts (drawing, handicrafts, and music) and physical training. In the lower grades the basic of reading and writing are trained, including vocabulary. From grade 6 onwards, much attention is paid to reading comprehension and in grade 7 and 8, language lessons also focus on spelling and grammar. A growing number of schools starts with English from grade 5. Frisian is included in the curriculum from the start of primary school in Fryslân. It is an obligatory school subject and is permitted as a medium of instruction for other subjects.

At the end of primary education, pupils take a national, central test, which contributes to determining which type of secondary education they will attend.

All public and special schools are public foundations or private associations, not state schools. These foundations or associations cooperate on a higher level in special structures or organisations for the following: public primary education (mandated by the municipalities); special education on a religious basis, mainly Christian (Protestant or Roman Catholic; there are no Jewish or Islamic schools in Fryslân); and special education on a non-religious basis, such as Jena, Montessori, or Dalton.

Public and special schools are funded equally by the national government, and the same national regulations apply to these schools to the same extent. By law, all schools are regularly inspected by the IvhO (see *inspection*). The Frisian language education is part of the IvhO's function regarding the quality of education.

legislation

The Primary Education Act of 1981 (Wet op het primair onderwijs, 1981) is the legal framework for primary education. The Act prescribes a number of subjects that all primary schools are required to teach, and that Frisian is obligatory in the province of Fryslân and may also be used as a medium of instruction.

In 1993, the minister of education defined attainment targets (Dutch: *kerndoelen*) for the prescribed subjects. Until 2006, these attainment targets mirrored the Dutch targets. The 12 targets were subsequently reduced to six, mirroring the targets set for English (Besluit vernieuwde kerndoelen WPO, 2005). The newly formulated attainment targets are more in line with educational practice with respect to the teaching of Frisian as an L1 and L2.

In 1996, the Netherlands signed Article (8)(1(b)(ii) of Part III of the ECRML with regard to primary education, that is, "to make available a substantial part of primary education in the relevant regional or minority languages" (CoE, 1992).

In 2015, as a result of the policy rule for obtaining exemptions for the subject of Frisian in primary and secondary education (Beleidsregel voor het verkrijgen van ontheffing van het Fries in het primair en secundair onderwijs, 2015), the national law (Wet op het primair onderwijs, 1981) was altered with regard to the transfer of authority over the establishment of attainment targets for Frisian from the national government to the provincial administration; however, the national government must still approve all proposals (see *administration*). Likewise, the provincial administration has gained the authority to grant a full or partial exemption of the obligation of teaching the Frisian language in primary education on request of the schools; exemptions are granted for a period of 4 years.

Currently (2023), the attainment targets are being renewed again for all subjects. Regarding Frisian, the provincial government is responsible for ensuring that the targets are renewed. This task is being executed by CEDIN (see kurrikulum.frl). However, at the time of writing this Regional Dossier, it was uncertain when these new attainment targets for all subjects would be introduced because the Ministry of OCW launched a *Masterplan Basisvaardigheden*

(Masterplan Core Competences), which aims to increase the quality of (Dutch) language, mathematics, citizenship education, and digital skills (Ministry of OCW, 2022), thus creating confusion about the position of other subjects, including Frisian in Fryslân, in the future curricula.

In general, the attainment targets currently (2023) in use for Frisian lessons focus on listening, speaking, reading, writing as well as language awareness and language attitudes. The implementation of the attainment targets in the curriculum pertains to the individual school, or a group of schools belonging to the same school board. Depending on the educational views and ambitions, the determined targets must be described in a School Language Plan, which is evaluated by the IvhO once every 4 years. Moreover, the IvhO carries out a thematic survey on Frisian in education at all schools in Fryslân.

Teachers' qualification for Frisian is officially prescribed in the Wet op het primair onderwijs (1981) based on a formal description of language knowledge and language command as well as didactics. The respective teacher training colleges are responsible for the actual content and the examinations for this qualification (see *Higher education*).

language use

The Frisian language is taught from the start of primary school and also used in accordance with various teaching models, as a subject, as a medium of instruction, in trilingual education. In most schools, Frisian is taught as a subject in all grades; the vast majority of primary schools offer 30–45 minutes of Frisian per week (Varkevisser & Walsweer, 2018, p. 63). The main language of instruction is Dutch. English as a subject is taught in the higher grades.

In the period 2016–2018, profiles (see *status of language education*) were established for 412 regular primary schools and 11 special needs primary schools within the whole province of Fryslân (Varkevisser & Walsweer, 2018). Of the regular primary schools, 113 schools (27.4%) had profile A, meaning they teach Frisian according to all of the attainment targets; 83 schools (20.1%) had profile B; 91 schools (22.1%) had profile C; 6 schools (1.5%) had profile D; 52 schools (12.6%) had profile E; 46 schools (11.2%) had profile F; and 21 (5.1%) had profile G and had a full exemption of the attainment targets (Varkevisser & Walsweer, 2018, p. 36). Schools can only be exempt from Frisian education (and have profile G) if they lie outside of the Frisian language area. The Frisian language area covers 357 schools out of the 412 listed, with schools ranging from profile A (113 schools) to profile F (24 schools). Outside of the Frisian language area, profile is B is the highest level (with 7 schools). Out of the 11 special needs primary schools, 5 schools (45.5%) had profile C; 2 schools (18.2%) had profile E, and 4 schools (36.4%) had full exemption with profile F (Varkevisser & Walsweer, 2018, p. 150).

In addition to Frisian as a subject, 196 primary schools (47.6%) use Frisian as a medium of instruction, of which 126 schools use Frisian as medium of instruction throughout all years (Varkevisser & Walsweer, 2018, p. 106), especially those with profiles A, B, and C. Schools

with profiles D, E, and F rarely use Frisian outside of the subject, and schools with profile G do not use Frisian at all. The use of Frisian in informal situations (e.g. among pupils or pupils and teachers, among teachers or parents and teachers, or in written communication) lies much higher, with more than 90% of all schools in the province.

In 2022, almost 80 schools applied the model of trilingual education (Friesland Databank, 2022b). Besides Dutch, both Frisian and English are taught and used as the mediums of instruction, with a minimum of 4 hours of Frisian and 1 hour of English per week in the lower grades (groups 1 and 2), and a minimum of 3 hours of Frisian and 1 hour of English in the higher grades (groups 3–8). On average, trilingual schools spend more time per week on Frisian as a subject than schools without the trilingual model.

Volunteer adult L1 speakers of Frisian are available informally at a limited number of schools situated in non-Frisian speaking areas and the city of Ljouwert/Leeuwarden. They mainly assist in the lower grades (groups 1 and 2) to introduce the informal and oral use of the Frisian language in the classroom setting (SFBO, n.d.-b).

teaching materials

Starting from the perspective that all pupils in the classroom – L1 Frisian speakers as well as L2 learners – follow Frisian lessons at the same time and use the same teaching materials, these lessons are structured in such a way that L1 speakers can achieve the highest levels of the attainment targets, while the L2 learners work towards a lower level of language skills. Fortunately, the final result of this approach is that pupils work together, and in accordance with their capacities and language skills. This approach also contributes to the social integration of L1 Frisian-speaking children and L2 learners of Frisian.

For more than 10 years, the Frisian language teaching method for primary education (Frisian: taalmetoade Frysk foar it primêr ûnderwiis) called Studio F was used in the higher grades of primary education. The main characteristic of this method was its structured differentiation to be applied in heterogeneous classes with pupils with different linguistic backgrounds. The method *Studio F* was aimed at the longitudinal teaching of the language and learning by using Frisian as the medium of instruction. In practice, four levels of complexity could be applied, depending on the Frisian language skills of a pupil. The method combined reading and writing skills with school television and IT tasks. However, due to rapid technological developments, also in education, *Studio F* was replaced by a new method called Spoar 8 (Track 8), a digital, individual learning environment covering all eight grades of primary education. The main characteristic is "Personal teaching & learning", that is, every pupil ("individual user") has their own individual learning environment, including a personal account. Existing and new teaching programmes, audio-visual content, and digital opportunities have also been added. Furthermore, the Frisian canon on history has been integrated into the platform. Due to this digital flexibility, the school or even the classroom teacher and the individual pupils are able to improve the learning environment by adding and restructuring the content, exercises, and tasks.

In addition to the digital methods, a number of special methods and teaching materials are available, such as the following:

- Frisian (educational) television programmes for children aged 2 to 15 years, hosted by Omrop Fryslân
- Booklets with short stories and songs of the iconic *Tomke* (a young boy addressing preschool children to facilitate transfer to the lower grades of primary education)
- The magazine *Tsjil*, linked to Spoar 8 and school television programme *Tsjil Tsjekt*, with stories and tasks for oral language practice (for grades 7 and 8)
- Projects to include Frisian and multilingualism
- (Digital) games for classroom activities
- Special collaboration with public libraries, with the aim of using books to improve reading skills

In the context of Taalplan Frysk 2030, an overview of teaching materials has been made available on the project website, as has a subsidy (*Frysk foar no en letter 2021–2024*) that can be requested by schools to purchase such materials.

statistics

In 2022, the total number of primary schools in Fryslân was 389. In 1988, there were about 572 primary schools, while in 2005, there were 492. The number is decreasing as a result of demographic developments and the ongoing (enforceable) merging process of smaller schools. In 2022, the total number of pupils was 50,600. Since 2008, the total number of pupils has decreased steadily (62,573 pupils in 2008) and the expectation is that this decrease will continue during the coming years (Friesland Databank, 2022b).

In the Frisian language area, 113 out of 357 primary schools (31.7%) meet all attainment targets for Frisian as a subject (profile A). Another 21.3% (76) is in profile B, while almost half are in lower profiles, meaning that despite the legal obligation, little Frisian is offered (Varkevisser & Walsweer, 2018, p. 40).

In general and in the framework of the decrease in the number of pupils, the absolute decrease is strongest in (small) villages in rural areas. In larger villages and in the cities, an absolute growth can be seen. In some cases, the merging process also includes the merging of schools that originally were founded on a public or religious basis. This signifies a breach with the past, in which separated (but equally funded) public schools and religious schools existed side by side in the same village or town. This system was guaranteed in the 1920 reform of the Dutch Constitution (Grondwet voor het Koninkrijk der Nederlanden, 1815).

With regard to trilingual education, the number of trilingual schools in Fryslân has grown from 5 in 2007 to 79 in 2022. As of the school year 2021/22, about 20% of all pupils in primary education in Fryslân were attending trilingual schools (Friesland Databank, 2022b).

4 Secondary education

target group

Secondary education in the Netherlands is for students aged 12 to 16 or 18 years, depending on the level of schooling. Compulsory education lasts until the end of the school year in which the student turns 16, provided that they have obtained a diploma (Dutch: *startkwalificatie*). If not, students should continue studying until the age of 18, either full time or part time (Dutch: *kwalificatieplicht*).

structure

Secondary education is divided into the following three levels:

- VMBO (Dutch: *voorbereidend middelbaar beroepsonderwijs* pre-vocational secondary education) is preparatory secondary vocational education, with four programmes ranging from a theoretical to a practical focus, which usually takes 4 years, and is followed by MBO (Dutch: *middelbaar beroepsonderwijs*; see *Vocational education*);
- HAVO (Dutch: *hoger algemeen vormend onderwijs* senior general secondary education), takes 5 years, and is followed by HBO (Dutch: *hogerberoeps onderwijs*, or higher vocational education), which is delivered by universities of applied sciences (Dutch: *hogescholen*); and
- VWO (Dutch: *voorbereidend wetenschappelijk onderwijs* pre-university education), which takes 6 years and permits students to continue their education at a research university (Dutch: *wetenschappelijk onderwijs* WO).

Compulsory school attendance ends at the age of 16 or 18. The majority of students who pass the VMBO exam continue their studies at the MBO level, whereas students who pass the HAVO exam either continue their studies at universities of applied sciences or take 2 more years at VWO level to be allowed to continue their education at WO institutions.

In 2006, the Secondary Education Act 1968 (Wet op het Voortgezet Onderwijs, 1968) was amended to give schools more freedom to differentiate their curricula. There is a core curriculum (2/3 of the first 2 years) of common attainment targets, and a part where schools can differentiate according to educational level (1/3 of the first 2 years; SLO, 2023).

After the lower secondary education years, students continue their study by choosing seven or eight subjects as exam subjects that fit in their personal profile for their final examination. At the VMBO level, students can choose from either 4 or 10 profiles (depending on a theoretical or practical programme), such as healthcare, technology, economy, or environment-, plant- or animal-related programmes (Dutch: *groen*). At HAVO and VWO, there are four profiles to choose from, focused on technology, biology, economy, or language and culture. Dutch and English are obligatory subjects in all profiles (VMBO, HAVO, and VWO), as is mathematics for VWO. In secondary schools that offer this possibility, Frisian may be chosen either as one of the regular exam subjects or as an additional exam subject; however, at the time of writing this Regional Dossier, this was still not possible in the majority of secondary schools.

At the end of secondary education, students are expected to pass exams in the respective schoo subjecs. The final exam consists of a series of school exams during the last year of secondary education and a national exam on all subjects of the chosen profile at the end of the year.

From the viewpoint of responsibilities and administration, all schools are organised on the basis of public foundations or private associations. These foundations or associations cooperate on a higher level in special structures or organisations for all schools of public and special secondary education. The same national regulations for the exams and the inspection apply to all schools, and all schools are funded equally by the national government.

legislation

The Secondary Education Act of 1968 (Wet op het Voortgezet Onderwijs, 1968) regulates general education for pupils from 12 years until the age of 16 or 18. Due to the principle of "freedom of education", there is no national curriculum. In practice, however, the school system regarding the curriculum, the lesson schedule, and the examination structure is regulated by law and various by-laws. The national institutes for curriculum development (SLO) and educational assessment (CITO) also have a significant influence on the education system. Differentiation in the number of subjects and the number of lessons for each subject is scheduled in accordance with the school type, and the exam profile the student has chosen.

At the end of each of the school types, students have to pass an exam, which consists of the following two parts that both count for 50% of the pass score: a school exam consisting of a number of classroom tests and a central exam that is provided by CITO on behalf of the Ministry of OCW.

With the passing of the Secondary Education Act of 1968 (Wet op het Voortgezet Onderwijs, 1968), Frisian was introduced as an optional subject in the first grade only, for one hour per week. Since 1971, Frisian has been an optional exam subject in the higher grades of all three types of secondary education. In 1993, together with the modification of the Secondary Education Act of 1968 (Wet op het Voortgezet Onderwijs, 1968), Frisian became an obligatory subject in the lower grades of secondary education.

In 1996, the Netherlands signed Article 8(1)(c)(iii) of Part III of the ECRML regarding secondary education, that is, "to provide, within secondary education, for the teaching of the relevant regional or minority languages as an integral part of the curriculum" (CoE, 1992).

In 2015, a new policy rule for obtaining exemptions for the subject of Frisian in primary and secondary education (Beleidsregel voor het verkrijgen van ontheffing voor het vak Fries in het primair en voortgezet onderwijs, 2015) was published, which resulted in the Secondary Education Act (1968) being amended with regard to the granting of exemptions of Frisian lessons. As in primary education, the provincial administration was also given the authority to grant a partial exemption for the teaching of Frisian language in secondary education. This exemption may be granted for a maximum period of 4 years.

However, the Secondary Education Act of 1968 (Wet op het voortgezet onderwijs, 1968) does not include a prescribed minimum number of lessons for Frisian, and no additional funding is provided for these lessons by the Ministry of OCW. A 2020 amendment, however, does explicitly state that "[a]t the schools in the Province of Fryslân, secondary education is also provided in Frisian language and culture in the first two years, with due observance of the attainment targets" (Art. 2.15.1). Nevertheless, as of 2023, at most schools, this obligation was still being carried out in the first grade only, for one lesson per week. Some schools also continue this provision in the second grade, while other schools concentrate their didactic efforts and pedagogical attention to Frisian during one "Frisian project week", for example at the end of the school year. The provincial administration supports the schools with additional funding for the lessons in grade 2 and above by providing 50% of the teachers' salaries.

Attainment targets (Dutch: *kerndoelen*) are set by law for all school subjects in the lower grades of secondary education (Wet op het voortgezet onderwijs, 1968). Attainment targets for Frisian are defined in line with the levels of the Common European Framework of Reference (CEFR). The CEFR has been translated into Frisian and adapted to the educational situation and practices in Fryslân (Meestringa & Oosterloo, 2015).

Teacher's qualifications for Frisian in secondary education are described in parallel to those for other language subjects. Qualifications must be in line with the principles and guidelines in the national *Kennisbasis Fries* (Basic Knowledge Regulation for Frisian). Basic Knowledge Regulations for Frisian in secondary education were updated in 2017 for teaching in the lower grades and in 2018 in the higher grades (10voordeleraar, 2017). In practice, the Frisian teacher training department at NHL Stenden University of Applied Sciences is responsible for the actual content and the examinations for this qualification. Once every 6 years, the training institute is evaluated and subjected to accreditation. As of 2005, this evaluation has been carried out by the NVAO.

language use

During the last decade, in reaction to the IvhO's 2010 report, the Province of Fryslân has initiated various projects regarding the development of the curriculum, the teaching materials, and the use of IT methods (IvhO, 2010). These projects are carried out by a consortium consisting of the school guidance institutes CEDIN and Afûk, and NHL Stenden University of Applied Sciences. The consortium carried out, for example, the project Grip – Evaluaasjesysteem Frysk between 2014 and 2016 (Jonkman, 2017) and the follow-up project between 2016 and 2020 (Jonkman & Riemersma, 2019).

There is still, however, no clear policy that is accepted by all secondary schools regarding Frisian as a subject and the use of Frisian as a medium of instruction. Given the time constraints of typically only one Frisian language class per week – which implies at most of the schools a total of 36 lessons per school year – teachers hardly differentiate between L1 speakers and L2 learners. Although the aforementioned projects have streamlined curricula, teaching methods, and the monitoring of pupils' language development, systematic exchange of information between primary and secondary schools can still be improved.

The Secondary Education Act of 1968 (Wet op het voortgezet onderwijs, 1968) does not provide any article on the use Frisian as a medium of instruction in secondary education: there is no formal permission nor prohibition. In the official curriculum, Frisian as a formal medium of instruction (including the use of Frisian in writing and teaching materials in Frisian) is used at 18 secondary schools out of 71 (25.3%), including all multilingual secondary schools (Varkevisser & Walsweer, 2018, p. 200). Six secondary schools (8.5%) started using both English and Frisian as mediums of instruction for the teaching of subjects such as mathematics, geography, history, music, and physical education. These schools presented themselves as *Meartalich Fuortset Underwiis* (MFU; Multilingual Secondary Education). The teaching methods are in line with Content and Language Integrated Learning (CLIL). This programme was transformed into *Taalryk* (Rich in language) in January 2023, with a focus on Dutch, Frisian, and English, and the inclusion of French, German, and home languages.

The use of Frisian in class is common practice in the informal contact situations (e.g. among pupils or pupils and teachers, among teachers or parents and teachers, or in written communication) and is used at more than 95% of all school locations in the province of Fryslân (Varkevisser & Walsweer, 2018, p. 200).

teaching materials

To implement Frisian as a compulsory subject in the lower grades of secondary education, significant investments have been made by the provincial and national governments over the last decade. New methods for Frisian have been developed with extra differentiation materials, teachers' guides, and special materials for listening, reading and writing at various levels linked to the attainment targets. Modern teaching methods also include digitalised and personalised learning approaches. In educational practice, teaching materials are based on the attainment targets as well as related to observation and testing instruments. This overall approach provides the teachers and the students with a digital learning environment appropriate for individual teaching and learning processes in *Searje36*. In addition, students aged 10–14 are invited to train their Frisian language command alongside of English through common study tasks with fellow students worldwide on the closed platform MySchoolsNetwork, which was developed by NHL Stenden University of Applied Sciences (see *Educational research*).

At the same time, Afûk, in close cooperaton with teacher trainers at NHL Stenden University of Applied Sciences, has developed new teaching materials for the highest grades of secondary education. These methods have been structured according to the examination programmes of VMBO, HAVO, and VWO, respectively. All these methods can be used together with the Frisian school television programmes and the monthly magazine LinKk as well as with assistance of the electronic learning environment in *Digischool* (digital school), which was developed recently by the same consortium.

Parallel to the introduction of systematic testing of Frisian language command in primary education in the last decade, common testing in the lower grades of secondary education was introduced on request of the lvhO as a result of the 2010 report (lvhO, 2010). In answer to the request, a quality programme was carried out aiming at the development and implementation of a digital language-learning platform called Edufrysk, managed by the consortium of Afûk and the Lectoraat Frysk & Meartaligens (Research group on Frisian and Multi-lingualism) at NHL Stenden University of Applied Sciences. This adaptive programme, which caters for the students' individual needs and learning styles, has a counterpart in the adaptive Frisia test, which can be used by all students to measure their language command (vocabulary, reading) as well as their language knowledge (orthography, syntax and morphology, in particular of the verbs). This systematic testing of Frisian (reading comprehension as well as language knowledge and use) at all schools is rather new.

The Frisia test refers to the Anglia test that is used for the evaluation of the command of English at various levels in bilingual and multilingual education (Corda et al., 2014, pp. 296–304). By using the adaptive Frisia test, during several school years, the student may demonstrate the learning results independently of the teaching methods used (Jonkman, 2019, pp. 21–29).

Due to the parallel concept and approach of the testing materials, which are fully digitalised, the results of the learning process of the pupils can be followed systematically during 7 years of schooling, namely five grades of primary school and the lower grades of secondary education. As a consequence of the limited teaching time, pupils are able to reach the level A2 or B1 in secondary school (Jonkman, 2017).

In addition, in particular for the multilingual secondary schools, a special intermediate test has been developed, consisting of reading comprehension as well as Frisian language knowledge (vocabulary, grammar, orthography). The results show that pupils pass that intermediate test at level B1 (Frisian L1 speakers) or A2+ (L2 learners) after two (or three) years of schooling (Jonkman & Kingma, 2019, pp. 53–57). This intermediate test for multilingual secondary schools provides a good opportunity for students to include Frisian as a final exam subject in their profile and to pass the school exams and the national exam for Frisian successfully.

National exams are constructed by CITO on behalf of the Ministry of OCW. This means that the composition and approval of exams is not the responsibility of schools or regional authorities. Since 1973, CITO has constructed the national exams for Frisian in VMBO, HAVO, and VWO. These exams are approved by the governmental College voor Examens (Examinations Board). The national exams for Frisian are structured parallel those for Dutch: reading comprehension during the national exam and all other skills during the school exams. The content and structure of the national exams are periodically evaluated and updated.

statistics

In 2022, secondary education was provided at 81 locations in Fryslân, which are located in the towns and larger villages. In the academic year 2022/23, the schools were attended by approximately 36,000 students (Friesland Databank, 2022b).

Out of 71 secondary school locations that offer lower secondary education (Dutch: *onder-bouw*) in the Frisian language area in 2018, 27 locations met all the attainment targets for Frisian as a subject (profile A), thus almost 45%. Another 13 are in profile B (21%). Almost a third are in lower profiles, where little (10 in profile C1 and C2, respectively) to no (one school) Frisian is offered (Varkevisser & Walsweer, 2018, p. 169).

In 2018, there were six trilingual secondary schools, that is, schools that use Frisian as a medium of instruction for one or more subjects (Varkevisser & Walsweer, 2018, p. 200).

Frisian is an optional exam subject in the higher grades of all three types of secondary education (VMBO, HAVO, and VWO). However, only 15 out of 71 locations (21.1%) offered the optional exam subject Frisian (Varkevisser & Walsweer, 2018, p. 199). Therefore, the number of pupils passing exams in Frisian as a subject is rather low; however, in Table 2, a slight increase can be noted.

Year	VMBO	HAVO	VWO	Total
2011	17	16	11	44
2012	30	23	13	66
2013	33	15	21	69
2014	46	10	15	71
2015	35	24	26	85
2016	59	23	21	103
2017	73	18	19	110
2018	89	29	22	140
2019	71	27	23	121
2020	92	28	25	145
2021	72	35	22	129
2022	64	54	33	151

Table 2Numbers of secondary school students who passed their exams including the optional
exam subject Frisian between 2011 and 2022.

Note. Data from College voor Examens (personal communication, August 31, 2022; Board of Examiners).

5 Vocational education

target group

Middelbaar beroepsonderwijs (MBO; secondary vocational education) is intended for students aged between 16 and 19 years old who have passed the VMBO exams. Students who have completed the first 4 years of HAVO or VWO, as well as adult students without a diploma of general secondary education, can also attend MBO.

structure

There are three types of vocational education, which are provided by a Regional Training Centre (Dutch: *Regionaal Opleidingencentrum*; ROC). The majority of students follow the full time programme, which is divided into four levels and leads to an MBO diploma at that level, namely entry level, basic vocational education, specialised vocational education, and middle management education.

At the ROCs, students also can take the following part-time training courses (one day at school, four days on the job): 1) apprenticeships and 2) learning and training provided in the context of employment support schemes. As of 2023, there were 58 ROCs in the Netherlands (549 locations), which were attended by 484,685 in the school year 2022/23 (MBO-Raad, 2023a).

In Fryslân, three main institutes provide vocational education. ROC Friese Poort and Friesland College (to be known as ROC Firda as a result of a merger that will take effect from 1 August 2023; ROC Friese Poort, 2022) provide vocational education at various locations, in the following sectors: technology/engineering, social services and health care, economics and administration. AERES also provides vocational education at several locations, and there are two MBO locations in Fryslân for professionals in the food and maritime sectors, namely SVO vakopleiding Food and ROC Nova College, respectively.

The MBO institutions Aeres, ROC Friesland College, and ROC Friese Poort, in collaboration with Afûk and the Province of Fryslân, will, as part of the Taalplan Frysk 2030, work on strengthening the position of Frisian in secondary vocational education through mutually agreed ambitions and goals (Projektteam Taalplan Frysk 2030, 2021; Taalplan Frysk 2030, 2021).

legislation

The Education and Vocational Education Act of 1995 (Wet Educatie en Beroepsonderwijs, 1995) regulates vocational and adult education. The law aims at a better match between educational provisions on the one hand and the demands of society, the labour market, and individual students on the other. The main consequence of these regulations was the establishment of the ROCs, providing a coherent structure for all forms of education and training. At the MBO level, the Frisian language has no explicit legal status, and so far no undertakings regarding Frisian as a subject and/or as a medium of instruction in vocational education have been signed in Part III of the ECRML (COE, 1992).

language use

In practice, Frisian has only a limited position in the formal curricula for secondary vocational education (MBO). Frisian is not included in the compulsory core curricula. However, the informal and mainly oral use of the language is widespread during training courses and internships. Recently, in some programmes (e.g. classroom assistants and healthcare), tailor-made modules on "Frisian for your profession" (Frisian: *Frysk yn dyn berop*) have been offered, which aim to raise language awareness and improve language attitudes as well as language use for communication with special target groups. Students learn how to deal with multilingualism in their future profession, for example as a nurse in day care centres or as a social worker.

Moreover, special language courses (40 lessons) are offered both for L1 and non-Frisian speaking students, which focus on basic skills of Frisian understanding, speaking and reading. These course are offered as part of the initial training course as well as as part of in-service training courses (Afûk, 2021).

teaching materials

Frisian teaching materials for vocational education are divided into the following two types: 1) general materials for the teaching and guidance of students towards their future professions; and 2) learning of basic language command, digitalised and applied for individual use – in line with *Searje36*; and a number of modules drafted for special professions (Frisian: *Frysk yn dyn berop* – Frisian for your profession). Teaching materials usually are developed in close cooperation between Afûk and specialists of the respective vocational education institutions.

statistics

In the school year 2021/22, 24,144 students were enrolled in MBO in Fryslân (Planbureau Fryslân, 2023).

6 Higher education

structure

Higher education in the Netherlands is offered at the following two types of institutions: universities of applied sciences (Dutch: *hogescholen* – HBO), open to graduates of HAVO, VWO, and MBO (see *Secondary education* and *Vocational education*), and research universities (Dutch: *universiteiten* – WO), which can only be attended by VWO graduates and HBO graduates (including HBO *propaedeuse* graduates, i.e. students who have gained all ECTS [European Credit Transfer and Accumulation System] credits of the first year of study). The universities of applied sciences comprise general institutions and institutions specialising in a particular field, such as agriculture, economic management, fine arts, performing arts, and educational training.

Since 2002, in the Netherlands, the bachelor's and master's system, following the Bologna Process, for higher education has been place. The Netherlands has been a member of the Bologna process since 1999. Bachelor's programmes at HBO institutions last 4 years (240 ECTS credits), and those offered by WO institutions usually last 3 years (180 ECTS credits). Universities of applied sciences offer professional master's programmes that last 2 years (120 ECTS credits; Vereniging Hogecholen, 2019).

In the academic year 2022/23, the statutory annual tuition fees for a degree programme were $\leq 2,209.00$ (subject to meeting specific criteria), which will increase to $\leq 2,314.00$ in the academic year 2023/24 (Dienst Uitvoering Onderwijs, n.d.). This does not include books or study-related costs. In the Netherlands, there is a system of student loans and grants (Dutch: *studiefinanciering*) from the government.

In Fryslân, there are two universities of applied sciences. NHL Stenden University of Applied Sciences offers a wide range of more than 70 study programmes, among which are teacher training programmes for primary education as well as subject teacher of Frisian in secondary education (see *primary training* and *secondary training*). The second university of applied sciences, Hogeschool Van Hall Larenstein, is specialised in programmes for agriculture and environmental management. Moreover, there is the Minerva Academie voor Popcultuur (Academy for Pop Culture), a department of the Hanze Minerva Art Academy in Groningen.

At the academic or WO level, the Rijksuniversiteit Groningen (University of Groningen), which is located outside the province of Fryslân, is the only university in the Netherlands that offers a significant study programme in Frisian, albeit not a full bachelor's or master's degree. The full programme, Frisian Language and Culture (Frisian: *Fryske Taal en Cultuur*), ended in 2013. Since then, a Frisian language and culture track has been offered within the bachelor's programme Minorities and Multilingualism (University of Groningen, n.d.-a),

adding up to 60 ECTS credits, which is one third of a full bachelor's programme. A Frisian language specialisation can also be chosen within the educational master's programme Language and Culture Education, and, to a lesser extent, within the master's programmes Multilingualism (MA Linguistics; University of Groningen, n.d.-b) and European Literatures and Interculturality (MA Literary Studies; University of Groningen, n.d.-c).

Neither a bachelor's or master's programme in Frisian language and culture nor the Frisian professorship at the University of Groningen is protected by law. In the BFTK, agreements between the national and the provincial government have been made regarding funding (BFTK, 2018); however, these agreements have to be renewed periodically, thus threatening the continuity of academic studies in and research on Frisian language and culture.

In 2019, the University of Groningen started a University College Campus Fryslân in Leeuwarden, providing a bachelor's programme in Global Responsibility & Leadership (University of Groningen, n.d.-d), which includes a Living Lab on Multilingualism. Moreover, the master's programme in multilingualism and takes advantage of Fryslân as a multilingual laboratory, with one mandatory course on the case of Frisian (University of Groningen, n.d.-b).

The University of Amsterdam offers a full minor on Frisian Language and Literature (30 ECTS credits; Universiteit van Amsterdam, n.d.).

legislation

The Higher Education Act of 1992 (Wet op het Hoger Onderwijs en Wetenschappelijk Onderzoek, 1992) regulates higher education around a three-cycle degree system, consisting of bachelor's, master's, and PhD degrees. A student's workload is measured in ECTS credits. According to Dutch law, one ECTS credit represents 28 hours of work, and 60 ECTS credits represents 1 year of full-time study. The grading system used in the Netherlands is on a scale from 1 (*very poor*) to 10 (*outstanding*). The lowest passing grade is often 5.5. or 6, and the grade 10 is rarely awarded. The academic year is generally 42 weeks long, divided into four periods of 8 weeks of teaching, with each period followed by 2 weeks of examinations.

Quality assurance is carried out through a system of accreditation, administered by the NVAO. Programmes that meet the criteria are accredited for a period of 6 years. Only accredited programmes are eligible for government funding.

In 1996, the Netherlands signed Article 8(e)(ii) of Part III of the ECRML with regard to higher education, that is, "to provide facilities for the study of these languages as university and higher education subjects" (CoE, 1992).

language use

The Higher Education Act of 1992 (Wet op het Hoger Onderwijs en Wetenschappelijk Onderzoek, 1992) stipulates that Dutch is the medium of instruction in higher education. The tendency to internationalise has spawned a growing number of master's programmes offered in English only. Bachelor's degree programmes are delivered in Dutch or have Dutch and English tracks, for which instruction is often based on study books and readers in English and/or Dutch. Universities are obliged to draft and adopt a Code of Language Conduct, which regulates language use in the curriculum. Other languages are permitted where appropriate (e.g. language teaching and guest lectures).

In 2019, from the perspective of internationalisation, NHL Stenden University of Applied Sciences drafted a new Code of Language Conduct in which the use of Dutch, English, and Frisian is regulated (e.g. in class, presentations, testing, and writing of theses). Oral multilingualism is permitted during meetings and conferences. In addition, regulations have been adopted regarding the visibility of Dutch, English, and Frisian in the buildings and on campus. This Code of Language Conduct is based on the recommendations drafted by F. de Jong (2018).

In accordance with the Wet op het Hoger Onderwijs en Wetenschappelijk Onderzoek (1992), Frisian is used as a medium of instruction invarious courses of the teacher training programme for primary education and for the training of subject teaching of Frisian in secondary education, taught at NHL Stenden University of Applied Sciences, and during internships.

teacher training

Teacher training in the Netherlands is delivered at both HBO and WO institutions, the former of which focuses more on practical-based education and the latter on research "to develop academic and critical thinking skills" (Baan et al., 2018, p. 1). Traditionally, there is a distinction between teacher training for primary education, which includes all school subjects and skills relevant at the primary school level, and teacher training for secondary education, which focuses on one of the school subjects.

The content of various study programmes is outlined and justified in so-called "Kennisbases" (Knowledge Bases), which are national documents composed and discussed thoroughly by scholars and teachers. The Knowledge Basis for Frisian in primary education is based on the following three principles: additive bilingualism, transfer of language commands based on the iceberg theory (Cummins, 1981), and interactive didactic approaches in meaningful communication and functional situations of language use (see also 10voordeleraar, 2017). The Knowledge Basis for Frisian in secondary education is divided into sections for language command, language structures, and social-cultural aspects of Frisian in the context of the school in society, and the section of didactics has foci on the school subject itself and the differentiation regarding the various target groups of students.

pre-school training

Training courses for pre-school assistants (Dutch: *pedagogisch medewerker kinderopvang*) are offered at MBO level 3 or 4, the latter of which leads to an individual becoming a specialised pedagogical assistant (Dutch: *gespecialiseerd pedagogisch medewerker*). It is also possible to work as a pedagogical assistant with a higher professional education (HBO) degree (e.g. a PABO diploma; see *primary training*). Students are trained to identify the needs and wishes of the child, organise activities, create and implement supervision plans, and have conversations with parents and guardians.

Students can choose Frisian as an optional subject at educational institutions within Fryslân.

primary training

To become a teacher in primary education, individuals can follow either a bachelor's degree in primary education, known as PABO (Dutch: *pedagogische academie voor het basisonderwijs*), or an academic teacher training programme (Dutch: *academische opleiding leraar basisonderwijs* – AOLB).

The full-time PABO programme lasts 4 years (240 ECTS credits). During the third year, students specialise in either teaching young children from 4 to 8 years old or the age group of 8 to 12 years. The programme includes training in the classroom from year 1 onwards, and a 30 ECTS-credit "Teacher in training" internship in the fourth year.

The academic teacher training programme, or AOLB, also lasts 4 years (180 ECTS credits) and is a combination of the PABO programme taught at HBO institutions and educational sciences or pedagogy programmes taught at WO institutions. To attend the AOLB programme, students must have a VWO diploma or a propaedeutic diploma from the PABO programme.

At NHL Stenden University of Applied Sciences, it is also possible to attend a full-time bachelor's degree programme for International Teacher Education for Primary Schools (ITEps; 4 years, 240 ECTS credits; NHL Stenden, n.d.-b).

Students may also attend some teacher training programmes on a part-time basis or gain exemptions depending on the diplomas and relevant qualifications a student has achieved already before starting the programme. The training programme is structured in line with the integrated model of theoretical and practical aspects of teaching.

As Frisian is not only used as a medium of instruction in primary school but also as a compulsory subject, a course "Frisian as a subject" has been incorporated into the programme of the primary level teacher training at NHL Stenden University of Applied Sciences. This course includes language command of all four skills (understanding, speaking, reading and writing) as well as youth literature and didactics (6 ECTS credits in total – 3 ECTS credits in the first year and 3 ECTS credits in the main programme). Students are expected to achieve level B1 in the first year and level B2 in order to receive their diploma that qualifies them to teach Frisian at primary level. In addition, a special course (2 ECTS credits) on language acquisition for non-Frisian speaking students is offered.

secondary training

Teacher training for secondary education is divided into two levels. A level-2 (Dutch: *tweedegraads*) programme lasts 4 years (full time or part-time; 240 ECTS). The level-2 certificate is required to teach at VMBO schools and the lower grades of HAVO and VWO. After having completed the level-2 programme successfully, students may enrol in a level-1 study (Dutch: *eerstegraads*) programme, which formally lasts another 2–3 years (180 ECTS) and is delivered at HBO institutions. If an individual already has a WO bachelor's or master's degree that matches the subject they wish to teach, it is also possible to obtain a level-1 teaching qualification at a WO institution.

At NHL Stenden University of Applied Sciences, it is also possible to attend a full-time bachelor's degree programme in International Teacher Education for Secondary Schools (ITEss; 4 years, 240 ECTS credits). Within this programme, the following five specialisations are offered: English, mathematics, science, geography, and history (NHL Stenden, n.d.-c).

The curriculum of teacher training for Frisian as a school subject, which is taught at NHL Stenden University of Applied Sciences, is more or less structured in a similar manner to courses of other school language subjects (Dutch, English, German, and French). However, as Dutch and Frisian are obligatory school subjects in Fryslân that are taught as L1 and L2, the curriculum has tended to integrate Frisian and Dutch both as L1s of the trainee teachers and of the pupils in secondary education and in the teacher training programme for Frisian since 2017–2018. The bachelor's and master's programmes for Frisian include the improvement of the student's own language command in all four skills up to C2 level of the CEFR, as well as grammar and syntax, (youth) literature, history of Fryslân, and learning and training of didactic skills.

The level-1 programme is also accessible for bachelor's students of Frisian studying at the University of Groningen who wish to qualify as a teacher. This qualification is required for the teaching in the higher grades of HAVO and VWO, and in higher education.

Since 2022, the collaboration between the study programmes for Frisian in higher education at NHL Stenden University of Applied Sciences, the University Groningen, and the University of Amsterdam has been intensified to offer appropriate education to students at different levels. This collaboration supports the objectives of the project Taalplan Frysk 2030 (Projektteam Taalplan Frysk 2030, 2021).

developments in higher education

In 2001, the Wet op het Hoger Onderwijs en Wetenschappelijk Onderzoek 1992 (Higher Education Act, 1992) introduced the position of "lector" (professor of applied sciences), appointed to a "Lectoraat" or "Chair" at universities of applied sciences. The main task of a lector is the strengthening of research themes and methodologies in all programmes. The formal "ius promovendi" (the right to confer a PhD) remains, however, the exclusive pre-rogative of professors at research universities. Lectors, or professors of applied sciences, may act as co-promotor, which reflects the close co-operation between universities in this field.

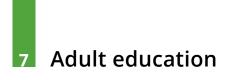
In 2011, NHL Stenden University of Applied Sciences created the chair "Frisian and Multilingualism". In 2019, this chair continued with the title "Mutlilingualism & Literacy" (NHL Stenden, n.d.-a). The research task of this chair includes didactics of trilingual schooling, testing of language command and language attitude as well as innovative approaches towards, for example, the inclusion of migrant languages in the curriculum.

The chair on Frisian language at the University in Groningen, which was created in 1941, has changed its focus from linguistics towards sociolinguistics and the broader perspective of linguistic minorities. The bachelor's programme Frisian Language and Culture was renamed "Minorities and Multilingualism", and the MA in Linguistics has a track that focuses on multilingualism.

statistics

In the academic year 2021/22, 14 students enrolled in the primary teacher training programme, or PABO, at NHL Stenden University of Applied Sciences received a diploma for the teaching of Frisian. This decreased to only four students in the academic year 2022/23 (personal communication, NHL Stenden University of Applied Sciences, May 2023).

Regarding the teacher training programme for secondary education taught at NHL Stenden University of Applied Sciences, the average number of bachelor's degrees awarded is 3–5 and master's degrees is 1 (personal communication, NHL Stenden University of Applied Sciences, May 2023). Only one diploma every 5 years is awarded for the secondary teacher training programme taught at the University of Groningen.



structure and language courses

The adult general secondary education programme or VAVO (Dutch: *voortgezet algemeen volwassenenonderwijs*; Rijksoverheid, n.d.-d), for which the Ministry of OCW is responsible, is for people aged 18 and over who have difficulty with Dutch literacy, numeracy, or digital skills, or those who wish to obtain a full or partial qualification in pre-vocational secondary education (VMBO, theoretical programme), senior general secondary education (HAVO) or pre-university education (VWO). VAVO qualifications may also be obtained by 16- and 17-year-olds under some circumstances. In VAVO, Dutch is the main language of focus; however, in some exceptions, Frisian is also included, but generally not as a core goal.

The main types of adult education provisions are as follows:

- general secondary education courses (VMBO theoretical programme, HAVO, and VWO);
- courses on literacy skills (including Frisian for those living in Fryslân; often only around one person a year takes Frisian as an exam subject), numeracy, social skills, and basic digital skills (digital skills classes are usually held at non-formal education centres such as libraries and community centres);
- Dutch as L2; and
- other courses aimed at self-development. Individuals can develop a personal development plan (Dutch: *persoonlijk ontwikkelingsplan*) with, for example, their employer to outline what they wish to achieve at work in the short and long term and how they will achieve it.

The quality of teaching and examination in formal provisions in monitored by the lvhO (see *inspection*).

Regarding Frisian, before it was introduced in the school curriculum, Frisian-speaking adults trained themselves in reading their L1 by means of amateur theatre and choir singing, both very popular Frisian-cultural activities. Before and during World War II, the Provincial Education Council, founded in 1927, offered "Folk- en Gea-leargongen" (courses on the Frisian Lands and its History) for adults as a "niche market". Since 1947, this kind of "life-long education" has been further developed and carried out by the Frisian Folk High School "Folkshegeskoalle Schylgeralân" on the island of Skylge/Terschelling, the only Folk High School still in existence in the Netherlands.

Although the Frisian language is used informally and orally in a variety of training courses, the formal use of the written language is rather limited. However, throughout the last 100 years, alongside these informal settings, formal Frisian language courses have also contri-

buted successfully to the use of Frisian in companies and public organisations, in healthcare and social work, and in cultural, social and sports associations.

Afûk (Algemiene Fryske Underrjocht Kommisje – General Frisian Education Committee), which was founded in 1928, offers a series of Frisian language courses for adults, ranging from traditional evening classes to online courses for language learning and MOOCs (massive open online courses) on various aspects of the Frisian language and the cultural and social life of Fryslân. These include listening, reading, and speaking courses for Frisian as L2 learners, as well as writing, history, and literature courses. Some courses are catered to specific target groups, such as businesses, healthcare, or English and German speakers, or an intensive 2-week immersion language course, which is carried out annually at the Folkshegeskoalle Schylgeralân. In addition, Afûk offers tailor-made courses for special target groups such as "Official language use" for local authorities and civil servants, as well as Frisian refresher courses for employees of the broadcasting company Omrop Fryslân. In addition to these courses aimed at basic command of the language, special courses are available on Frisian literature and history and "How to write a poem or a short story in Frisian".

Over the years, specific teaching methods have been developed for the learning of basic Frisian language skills. Initially, and during the whole of the 20th century, large numbers of adult L1 speakers of Frisian attended the Frisian language courses to master the basic skills of reading and writing of their L1, which they had not mastered during their school career. Courses for adults are often attended by newcomers and L2 learners who want to master the language for integrative and personal interests as well as – to a certain extent – for socioeconomic success in the province of Fryslân.

Alongside the more formal courses on Frisian language learning and language use during the last decades, more informal courses and settings have also been developed for the learning and acquisition of Frisian. Various rather short courses for special purposes such as spelling and writing are available online, such as the Frisian MOOC offered by the Fryske Akademy and Afûk, or the Introduction to Frisian MOOC offered by the University of Groningen. Online courses can be taken individually or in a group with a teacher and fellow students in a digital classroom.

legislation

The Education and Vocational Education Act of 1995 (Wet Educatie en Beroepsonderwijs, 1995), which came into force on 1 January 1996, regulates adult education, as well as secondary vocational education (MBO).

In 1996, the Netherlands signed Article 8(f)(i) of Part III of the ECRML with regard to adult education, that is, "to arrange for the provision of adult and continuing education courses which are taught mainly or wholly in the regional or minority languages", as well as Article 7(f) on "the provision of facilities enabling non-speakers of a regional or minority language living in the area where it is used to learn it if they so desire" (CoE, 1992).

language use

All Frisian language courses aim to mainly use Frisian as the medium of instruction, but not exclusively. In classroom settings, Dutch is used as the contrast language, and online, English and German are also available as contrast languages. The online courses and MOOCs (Massive Open Online Courses) often use English as the instruction language (see *structure and language courses*). In general, the use of Frisian during classes or workshops in the field of adult education in the broader sense remains limited to informal and oral use.

statistics

Afûk serves around 1,500 course participants annually. The majority of adult students take courses in basic Frisian skills, namely understanding, and speaking and reading for newcomers, as well as basic writing and literature for L1 speakers. In 2021, a total of 270 people attended Frisian group lessons, and 318 followed self-study courses (Afûk, 2021).

8 Educational research

Theoretical and applied research on Frisian in education and multilingualism in Fryslân is mainly conducted by students and researchers at NHL Stenden University of Applied Scienes (guided by the Lectoraat Meertaligheid & Geletterheid/Research group on Multilingualism & Literacy), as well as by the Mercator European Research Centre on Multilingualism and Language Learning, which mainly carries out applied research and is involved in European projects. During the last 10 years, a number of PhD theses at the University of Groningen have been published on themes related to bilingual education, the key topics of which include multilingual language development and interaction in the classroom.

language command

The initial phase of bilingual schooling in the 1950s was accompanied by a research project called Woordenschat van zesjarige kinderen (Vocabulary of six-year-old children) on the actual L1 of pupils in primary education in Fryslân. All nine bilingual schools participated, with their pupils (mainly L1 speakers of Frisian) tested on their command of vocabulary in both languages Frisian and Dutch. The main outcome was "(...) that the Frisian child is, generally speaking, bilingual in an unevenly balanced way when he enters the elementary school. His Frisian vocabulary is usually four times as rich as his Dutch (...). On educational grounds, therefore, it is essential to use the Frisian language, in Friesland, as teaching medium in the lower grades" (Post, 1951, p. 77). The experiment of bilingual schooling, which was strengthened by this research, received legal recognition in 1955. Until 1980, the concept of the use of Frisian as a medium in the lower grades (years 6–8) was applied at around 25% of all primary schools. In addition, around 40% of all primary schools taught Frisian as a subject in the higher grades (years 11–12), partly in addition to the bilingual schooling in the lower grades, partly as the only Frisian lessons on the schedule. These figures remained more or less stable until the introduction of Frisian as an obligatory subject in primary education as from 1980 (Zondag, 2011, pp. 151-158).

The main research question was on the extent to which the use of the Frisian L1 of the pupils should be qualified as either detrimental or beneficial or even essential for the development of the children and their school success. The other research question addressed the effect of the use of Frisian as a medium in the lower grades for the learning and acquisition of the national language Dutch in the higher grades of primary school. The results of various comparative studies carried out during the 1950s and 1970s highlighted the success of the bilingual schools towards the command of the national language Dutch (Boersma, 1959; Wijnstra, 1976). The test results provided parents and teachers with the message that Frisian in education will not harm the learning of the national language and children's access to secondary education. This research paved the way for the introduction of Frisian as an obligatory subject at all primary schools as of 1980.

Ten years later, comparative research was conducted on the command of the four general skills in both languages Dutch and Frisian. The sample consisted of 47 primary schools, divided into five categories according to their language environment and the courses available in Frisian. The written tests were taken by 788 pupils in total, of which 426 were Frisian-speaking and 362 Dutch-speaking. A second comparison was conducted on the level of fluency in Dutch of primary school pupils in Fryslân on the one hand, and those in the Netherlands as a whole on the other hand. This research was carried out in parallel with the national Dutch Periodical Assessment of Educational Levels (Dutch: *Periodieke Peiling van het Onderwijsniveau*). The main findings of this study confirm that there is a strong agreement between the pupils' results in Frisian and Dutch. However, the pupils scored lower in Frisian than in Dutch, in particular with regard to basic (technical) reading and to their writing ability (S. de Jong & Riemersma, 1994).

At the same time and based on the findings of the same sample of schools and sets of tests, a study on various sociolinguistic and socio-psychological aspects of the acquisition of Frisian was carried out (Ytsma, 1995). Due to the increase in language contact between Dutch and Frisian in all domains and regions, it was found that the Frisian words, word orders, and phrases as they are used by pupils show structural changes of the language compared to the language used by their parents. A second conclusion was that Dutch-speaking children hardly acquire Frisian as L2 at school due to their negative language attitudes and those of their parents. Following these studies, the concept of trilingual primary education was developed and introduced at a small number of primary schools.

Recent studies confirm the findings of S. de Jong and Riemersma (1994) and Ytsma (1995). In 2018, the Dutch Reading Foundation (Stichting Lezen) investigated the development of bilingual Dutch-Frisian children's reading skills in both languages. The main conclusion was that learning to read in the L2 (Dutch) does not have a negative impact on learning to read in the L1 (Frisian) at a later stage. This study confirmed several benefits of bilingualism regarding the cognitive developments and communicative skills, and the ability to learn a third and fourth language more easily. Moreover, this study listed factors that encourage reading in more languages with success, namely the early start of the reading process, language rich input, the pedagogical settings at home, day care centres, and schools, and settings that stimulate positive attitudes and motivation towards learning. For the achievement of a good level of reading skills, the Dutch Reading Foundation recommended the appointment of adequately qualified teachers, a well-established position for Frisian reading in the curriculum, and sufficient books in the school and public libraries (de Wijs, 2018).

Interestingly, from the IvhO's reports (IvhO, 1989, 2006a, 2006b, 2010, 2019), and in parallel with the survey studies (Gorter et al., 1984; Gorter & Jonkman, 1995; Klinkenberg et al., 2018), it is clear that the division of schools based on pupils' linguistic backgrounds (Frisian versus non-Frisian as home language) is less stable than ever. However, in rural areas, there is still a division between Frisian as a home language and the weaker socio-economic position of those families versus the upper-class families using mainly Dutch as a home language. This is reflected in the marginal position of Frisian in schools: the teaching of Frisian is valued "sufficient" only at schools with a considerable (> 75%) Frisian home language population.

From the point of view of language learning and teaching, the main concern is the lack of continuity of teaching at both primary and secondary schools. There is a gap between the lower grades of secondary education where Frisian is taught as an obligatory subject, and the teaching of Frisian as an optional exam subject in the higher grades. In general, schools can hardly show the extent to which the attainment targets are realised, and they do not collect and analyse their student's results systematically. This lack of relevant data proves a great hindrance for the evaluation of the quality of Frisian in education. However, in response to the concerns raised in the lvhO's 2010 report, considerable investments have been made in projects regarding the testing of language command in all four skills, students' tracking systems, and observations instruments (lvhO, 2010).

The Common European Framework of Reference (CEFR) was translated and adapted to Frisian as a language and a subject in the multilingual linguistic environment of the schools in Fryslân (Meestringa & Oosterloo, 2015). As part of the project Grip (2014-2016) a series of tests was developed, such as the "Frisia" test, which was developed with reference to the "Anglia" test and is related to the A1-A2-B1 levels of the CEFR. This test is focused on language knowledge: the lexicon, morphology and syntax. The results of this test show that the students that receive sufficient and adequate lessons in Frisian score at the level of B1-plus at the age of 14/15 years, which is in agreement with the expectations of peer students in other languages (Jonkman, 2017, p. 12).

A survey conducted at all 423 (regular and special needs) primary schools and 71 secondary schools (lower grades only) was carried out between 2016 and 2018 (Varkevisser & Walsweer, 2018). The main focus of the survey was related to the various school profiles, ranging from A (top) to G (full exemption of Frisian lessons). Only 32% of all primary schools fulfil all attainment targets (profile A); in addition, 21% of schools reflected profile B, which means that those schools are granted exemption for the teaching of writing skills. At the other extreme, only 5% of primary schools are granted full exemption of teaching Frisian as a subject, all outside of the Frisian language area. In secondary education, 40% of all schools show profile A, and 20% of the schools show profile B, which means that those schools are granted targets that are aimed at L1 speakers of Frisian in particular.

special studies

trilingual education

The introduction of the concept of trilingual education, which aims at the simultaneous learning of Dutch, English, and Frisian, raised the need for special studies in this field. The first cohort of pupils at trilingual schools (N = 96) was followed for 8 years (van Ruijven & Ytsma, 2008). Alongside with the cohort of pupils at control schools (N = 128) the pupils were tested on lexicon, basic (technical) reading, orthography and reading comprehension in both Dutch and Frisian, as well as on listening, lexicon and reading comprehension in English. Another study focused on oral language proficiency in all

three target languages (Günther-van der Meij, 2008). Research results of both studies show that there is no difference with regard to the command of Dutch between the pupils of the trilingual schools and those of the control schools. Frisian speaking children have the same command of Dutch as their peers from Dutch speaking homes. Pupils of trilingual schools perform better in English than the pupils at control schools. These promising findings form the basis of any further development projects regarding Frisian in education since then.

Another study on trilingual education was focused on classroom activities and teaching and learning processes as well as didactics in the higher grades of primary school. This study was aimed at content-based language teaching (with the use of three languages separately) as well as at Content and Language Integrated Learning (with the use of more languages in one didactic process). The final conclusion of this study was that those three languages do not necessarily hinder each other in the learning process but might even strengthen each other and the learning process (Tjepkema, 2021).

The continuity of trilingual primary education to secondary education was investigated with regard to the the command of English in the first grade of secondary education among early and late bilinguals (Günther-van der Meij, 2018). It was revealed that early bilingualism in the Frisian context is not an asset nor an obstacle in L3 English development. Furthermore, L3 development in the Frisian context is rather unique, and contrasting results are found compared to other studies in different (European) contexts. The close relationship of Dutch, English, and Frisian as Germanic languages seems to be more of a disadvantage than an advantage. Compared to early bilinguals, late bilinguals are more exposed to English through their parents. Late bilinguals feel more confident about their English language skills than early bilinguals. It was found that late bilinguals are better English language learners; however, early bilinguals seem to be faster English language learners.

An additional study was published by Walsweer (2015), which focused on interaction within the classroom. It was found that pupils (aged 10) apply translanguaging for their purposes spontaneously, by using both Frisian and Dutch during their classroom activities. Pupils used both languages for their knowledge construction activities. The more informal the situation, the more Frisian was used, and the more formal the situation, the more Dutch was used.

early language acquisition

Until the change of the Primary Education Act in 1985 (Wet op het primair onderwijs, 1981), primary school started at the age of 6 and lasted 6 years. As of 1985, primary school starts at the age of 4 and lasts 8 years. By consequence, nowadays, the pre-school period is aimed at children aged up to 4 years old. This period is the time of language acquisition, at home and during the time the child remains in day care centres and playgroups, and with childminders. Besides interest in the bilingual language acquisition, there is also interest in special aspects of speech therapy of bilingual children. To this end, the LARSP (Language

Assessment Remediation and Screening Procedure; Crystal et al., 1989) was adapted for Frisian (Dijkstra, 2008). The language development of young children (aged 2.5–4 years; N = 91) was investigated in two longitudinal studies, the first focusing on the influence of home language and the second on outside home exposure. The Peabody Picture Vocabulary Test fwas or receptive lexicon in the Frisian language as well as the adapted Schlichting test for productive lexicon. In addition, morphosyntactic language development was investigated, the mean language utterances and the role of cognates in this process. The results showed that the home language plays an important role in the Frisian measures; outside home exposure has a strong influence on receptive vocabulary in both languages (Dijkstra, 2013). A general conclusion of all these studies is that at the start of primary school, the Frisian home language children are more "bilingual" than the Dutch home language children, and that this difference in "bilinguality" continues during school life.

Frisian educational research from international perspectives

Educational research on bilingualism in Fryslân has a long tradition of international connections and comparisons, sustained by the European Commission, the Province of Fryslân and the Basque Country. This has resulted in several studies in the field of pre-school and primary school as well as secondary education.

The Multilingual Early Language Transmission project (MELT; 2009–2011) brought together experts from four bilingual regions in Europe: Brittany (France), Wales (UK), Swedish Community in Finland and Fryslân (Netherlands). Exchange of expertise, materials and training methods of practitioners were compiled in a study (Bangma & Riemersma, 2011), which led to a common toolkit on Multilingual Upbringing (see Network to Promote Linguistic Diversity, 2019, for Frisian-Dutch version). This publication was originally published in eight languages and has since been translated into even more languages.

In the publication *Trilingual Primary Education in Europe* (Bangma et al., 2011), 11 bilingual or even trilingual regions presented their own linguistic situation and the educational processes in place to achieve balanced multilingualism. Although the mosaic of regions showed considerable variation of classroom settings, didactic methods and language education models applied, there was also a common interest in the further development of trilingual schooling. Educational developments focused on the introduction of early English as a third language, and on increasing the use of digital tools in the teaching and learning process. Comparative studies between Fryslân and the Basque Country concerned the teaching of English in secondary education (Arocena & Popma, 2014).

Technological advancements have also created new opportunities for practice-based research, such as through the platform MySchoolsNetwork (Barendsen & Wierda, 2019). This platform is designed to support the development of digital literacy skills, global citizenship, and language learning in primary and secondary education.

The Mercator European Research Centre on Multilingualism and Language Learning, which is hosted by the Fryske Akademy, also conducts projects related to Frisian and multilingualism in education, often in collaboration with regional, national, and international partners. Examples of such projects are the following: (1) VirtuLApp (Virtual Language App) provides an innovative multididactic approach that teachers can use in the classroom in any situation, by providing knowledge on multilingual didactics, application of that knowledge and tools, such as a multilingual game to use in the classroom; (2) GCMC (Global Citizenship and Multilingual Competences Toolkit) provides online teacher development resources for secondary teachers of all subjects about how to integrate global citizenship goals and multilingual pedagogies into their practices in a sustainable way; and (3) WikiWomen for secondary school students to research women who are not yet featured on Wikipedia and write articles on them in their national and minority languages, and in doing so, to use Wikipedia as a tool to learn digital literacy, social engagement, and (minority) language skills. An overview of the Mercator European Research Centre's current and past projects can be found at www.mercator-research.eu/en/projects/project-overview.

In the context of adult education, a collaborative project titled *New speakers of West Frisian: Promoting language learning and use to foster revitalisation* was being carried out by the Mercator European Research Centre and Afûk at the time of writing this dossier (2023; see Kircher et al., 2022a; Kircher et al., 2022b). The project aimed to gain insights into new speakers' motivations for learning Frisian, their attitudes towards the language, their ideological evaluations of its different varieties, and their language use patterns. Teaching materials for adult education were developed within the project, which aim to raise new speakers' awareness of traditional or L1 speakers' behaviour that may discourage new speakers from using Frisian, as well as provide tips for new speakers on how to perservere in using Frisian. The campaign *Praat mar Frysk – ek mei nije Frysk-praters* (Let's speak Frisian – also with new speakers) is also a result of this project, which aims to encourage new speakers to speak Frisian with L1 speakers.

Between 2017 and 2020, the project *Holi-Frysk: Meertalig voortgezet onderwijs voor iedereen* (Holi-Frysk – Multilingual secondary education for everyone) was carried out by the Research group on Multilingualism & Literacy (lectoraat Meertaligheid & Geletterdheid) at NHL Stenden University of Applied Sciences and the Mercator European Research Centre, in collaboration with other partners. The project aimed to develop multilingual teaching methods for different types of secondary schools in Fryslân and conduct research on the implementation of these new methods, focusing on the language attitudes and effectiveness of teachers. Some activities (e.g. on language families and linguistic landscapes) developed during the project are available in the online learning environment eduFrysk, which was created in cooperation with Afûk (www.holi.edufrysk.nl). A toolbox of all actitivities can be accessed at www.holi-frysk.nl/producten.

9 Prospects

legislation and education policies

During the 20th century, Frisian gained a legal position as a school subject in primary and secondary education. However, the implementation of the various laws and legal measures has still not been completed. This is due to the system of full or partial exemptions of the obligatory teaching of Frisian, the lack of qualified teachers, and the widespread "lais-sez-faire" mentality in the Netherlands. Moreover, there is permanent tension between national legislation, which is meant to apply to all schools, and the language policies of school boards who aim at tailor-made approaches both for their schools and the diverse linguistic backgrounds of the respective school populations.

The responsible authorities (provincial administration, municipalities, and school boards) are forced to cope with a lack of adequate regulations and a shortage of sufficient means to achieve a balanced and effective educational practice. Resources for curriculum development, quality control, checks on teacher qualifications, and testing are still limited. This situation of formal legislation without adequate implementation establishes the position of Frisian in education as a formal construct without obligation in school practice.

Following the enactment of the policy rule for obtaining exemptions for the subject of Frisian in primary and secondary education (Beleidsregel voor het verkrijgen van ontheffing voor het vak Fries in het primair en voortgezet onderwijs, 2015), the devolvement of power with regard to the quality of Frisian in education and the necessary resources from the national government to the provincial administration came into force in 2015. Since that time, the provincial administration has struggled with the implementation of its authority regarding policy rules for school practice. This struggle is also due to the formal autonomy of the individual schools, and the period in which the IvhO did not systematically inspect schools in Fryslân, and hence stimulate them to develop an adequate language policy.

Overall, the provincial administration is focused on the legislation regarding Frisian as a school subject and the use of Frisian as a medium of instruction. In school practice, however, Frisian is not just a school subject; the language is, on the one hand, part of a broader spectrum of multilingualism including Dutch and English and, on the other hand, local dialects and migrant languages. The concept of "inclusive multilingualism for all" has a positive effect on the spontaneous use of Frisian on social media and during informal language use in school and outside. At the same time, however, this informal use of the language has a levelling effect on quality awareness and the experienced necessity for well spoken and well written Frisian.

These tensions have been described and discussed in a report by Dingtiid (2017; Orgaan foar de Fryske taal, the Council for Frisian language), which deals with the Frisian language in the context of a multilingual society. The respective recommendations affirm the strengthening of Frisian in education as a condition for the success of the students' future studies and job qualifications.

The Province of Fryslân sets out its aims in Taalplan Frysk 2030 (Projektteam Taalplan Frysk 2030, 2021) to improve the situation regarding the Frisian language at school in the Frisian language area by 2030. This language plan aims to ensure that (1) all primary and secondary schools offer the full set of attainment targets for Frisian, (2) all secondary schools offer the possibility to choose Frisian as an exam subject, and (3) Frisian education in pre-school, vocational, and higher education is strengthened to establish a continuous educational pathway with Frisian.

pre-school education

Since the introduction of Frisian as a medium of instruction and the rise of bilingual pre-school education in 1989, the number of such provisions (playgroups, day care centres, etc.) has steadily increased. The growing interest among parents and children has been stimulated by the development of special materials for singing, reading, watching television, and reading aloud together, strengthening the link between the family and pre-school.

Furthermore, the cooperation with public libraries in villages and towns shows good results in terms of language awareness and language transmission in the families. In addition, the traditional "gap" between pre-school and primary school is being rebuilt into a "bridge" that aims at the continuity of the learning process of children from birth until the end of primary education.

primary education

The long lasting discussion on the detrimental effects of Frisian and bilingual education, which supposedly causes "subtractive bilingualism", has mostly passed. The general concensus is based on the well-perceived benefits of "additive bilingualism". However, this positive development has not yet led to the full integration of Frisian as a school subject and the use of Frisian as a medium of instruction in all grades.

The main findings of the various reports of the lvhO of the last 30 years, in particular the 2010 report, confirm the marginal position of Frisian in the schedule of most schools (lvhO, 2010). The teaching of Frisian is valued as "sufficient" only in schools with a large (> 75%) Frisian home-language population. Within such schools, the concept of trilingual education is more widely applied than at other schools.

Although the number of schools with full exemption of Frisian is very low, there is a wide

spectrum of schools with partial exemption of the prescribed attainment targets, in particular regarding writing skills. Furthermore, over the years, there has been less focus on the formal aspects of language learning and language command, whereas there is a strong trend towards more informal language use and spontaneous multilingualism. The number of trilingual schools aiming at "strong and full language command in all three languages of schooling" remains limited. This trend has been clearly documented in the extensive study by Varkevisser and Walsweer (2018). The survey did not only evaluate the actual position of Frisian at schools, but also the ambitions of the schools towards the future of multilingual education. It was found that 75% of all primary schools expressed the intention to strengthen their visions on multilingual education, including testing and evaluation instruments. Moreover, 60% of all secondary schools expressed the intention to improve the position of Frisian in the curriculum, both as a subject and optional exam subject and as a medium of instruction (Varkevisser & Walsweer, 2018).

The report of the lvhO (2019) also concluded that the quality of teaching of Frisian as a subject is still insufficient, with only a minority of schools formulating and implementing a school language policy that aims at the achievement of all attainment targets and the continuity of teaching and learning. Both time investment and a sufficient number of qualified teachers are considered essential for the achievement of those goals. Both the study of Varkevisser and Walsweer (2018) and the report of the lvhO (2019) show that the actual situation of Frisian in education can be characterised as "weak bilingual" education. There is still a long way to go towards achieving "strong multilingual education for all". From the point of view of language learning and teaching, however, the main concern is the lack of continuity of teaching during the eight grades of primary education, and the bridge from primary to secondary school.

secondary education

With regard to Frisian in secondary education, the main concerns are the "gap" between primary and secondary school as well as the lack of continuity between the lower grades where Frisian is taught as an obligatory subject and the higher grades of secondary education; only a few schools offer their students the opportunity to take Frisian an exam subject.

As was approved in the BFTK 2019-2023 (BFTK, 2018), in secondary education the model of trilingual education (Dutch, Frisian, and English) will be developed further in accordance with the national concept of "bilingual education" (Dutch and English, or sometimes Dutch and Spanish or German), which is being applied at a growing number of secondary schools in the Netherlands. Currently, within Fryslân, three schools offer that model of bilingual education with the focus on English as a medium of instruction; at those schools Frisian is taught as a subject only. Apart from those bilingual education or multilingual education ideally based on a division of 30% Frisian medium of instruction, 30% English, and 40% Dutch. This approach is very much in line with the signed undertakings in Part III of the ECRML (CoE, 1992), particularly with regard to secondary education. Although this didactic concept

seems very promising, and although the participating schools show good results, the number of those schools remains very limited. However, a growing number of schools have introduced the use of Frisian as a medium of instruction in the more informal settings of teaching and learning. Furthermore, the number of students who choose Frisian as one of their exam subjects has slightly increased recently.

Overall, the structural position of Frisian in secondary education remains marginal. According to the recommendation in the Dingtiid (2017) report, two legislative changes may be considered a minimum requirement for the improvement of the structural position of Frisian in secondary education, namely that Frisian should be taught as an obligatory school subject in all pre-exam grades of secondary education for at least 2 hours per week, and all secondary schools should offer Frisian as an optional exam subject.

higher education

Recent initiatives carried out by the teacher training departments at NHL Stenden University of Applied Sciences show a development from the focus on Frisian as a separate subject towards a more language-inclusive approach. Modifications of the curriculum are broadening the scope in the direction of a continuous educational pathway based on the motto "Frisian from toddler to PhD". In this "inclusive curriculum", the stronger position Frisian gains will be reflected in the newly defined learning goals and exam requirements. Much attention will be paid to the attitude of pupils and students towards Frisian and multilingualism. It is to be expected that the new generations of teachers will not only master all relevant school language subjects at a high level but will also consciously behave as multilingual adults who guide their pupils and students towards Frisian and multilingualism with respect for others.

These developments in initial teacher education are being stimulated and strengthened by a close cooperation of higher education and relevant Frisian educational institutions initiated by the policy paper of the provincial administration (Projektteam Taalplan Frysk 2030, 2021). Some of the ambitions of this document have been elaborated in a number of crossover projects, including the following: *Klassefrysk* (Classroom Frisian – in-service training for the target groups of teachers of both primary and secondary education), *Frysk aan het mbo en hbo* (Frisian in vocational and higher education; for example special courses for the training of pre-school teachers), and the *Pilot Combinatie-opleiding PABO en tweedegraads* (pilot combination of teacher training for primary and secondary education).

Recently, as a result of a merging process between two HBO institutions, the research group on Frisian and Multilingualism (2011–2019) was integrated into a new research group on Multilingualism and Literacy at NHL Stenden University of Applied Sciences (NHL Stenden, n.d.-a). This combination of disciplines is quite stimulating for the research attitude of students, as well as for the cooperation of initial teacher education and in-service training in terms of reflective didactics and the continuing education of teachers of all grades of primary and secondary education. The research groups have carried out several projects in the field of multilingual didactics aiming at raising language awareness, language comparisons within the classroom, immersion, and translanguaging. Special projects have been created that aim to improve the (digital) writing skills of students in secondary education. In general, the broadening of the scope has been elaborated in various studies and projects that may be characterised as action research projects, for which financial resources have been made available at the regional, national, and European levels.

overall prospects

In sum, it can be concluded that the Frisian language is strong in informal domains and mainly oral use within the families and associations, in social and public life, and the media. During the last 100 years, Frisian has gained a much better legal position and status in domains such as education, regional and local authorities, the media (radio and television) as well as in the domains of religions, healthcare, and sports. However, the more formal the setting, the stronger the tendency to use Dutch and English. Regarding the position and the function of Frisian in education, it must be evaluated and characterised as "weak bilingualism" (Baker, 2011); thus, there is still a long educational path ahead before achieving the position and function of "strong bilingualism". There is, however, a consensus between provincial administration and stakeholders in the broader educational sector regarding the desired position of Frisian in education by 2030. The main and common goal is that by 2030, all primary and secondary schools will have fulfilled the set attainment targets, meaning that no exemptions of Frisian lessons will be granted by then.

10 Summary of statistics

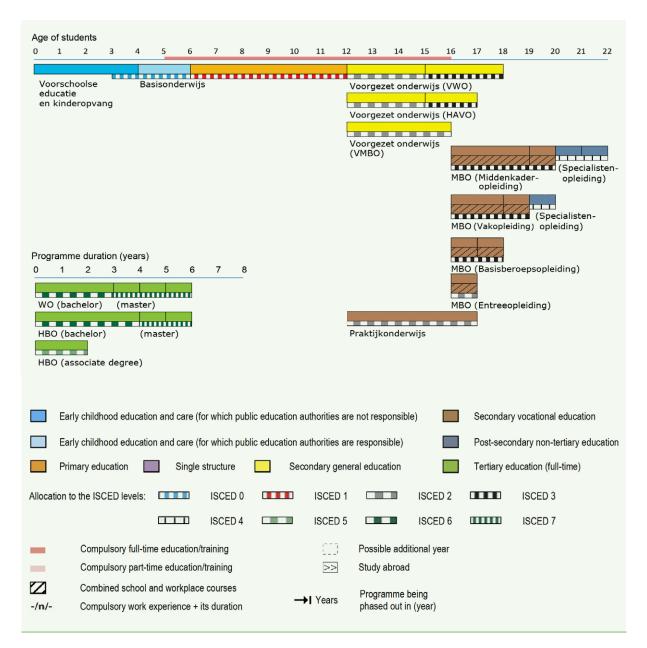
Table 3. Number of schools and teachers for pre-school to higher education by school types/ profiles.

	School type/profile	Schools	Teachers
Pre-school education	Pre-school locations (playgroups and day care centres)	375	
	Bilingual Dutch-Frisian pre-school locations (playgroups and day care centres)	260	
Primary education	Primary school locations	412	4,347
	Trilingual primary school locations	70 (17% of all locations)	
	Profile A primary school locations	113	
	Profile B primary school locations	83	
	Profile C primary school locations	91	
	Profile D primary school locations	6	
	Profile E primary school locations	52	
	Profile F primary school locations	46	
	Profile G primary school locations	21	
Special needs primary education	Primary special needs school locations	11	
	Profile A primary special needs school locations	0	
	Profile B primary special needs school locations	0	
	Profile C primary special needs school locations	5	
	Profile D primary special needs school locations	0	
	Profile E primary special needs school locations	2	

	School type/profile	Schools	Teachers
	Profile F primary special needs school locations	4	
Secondary education	Total number of secondary school locations	71	
	Trilingual secondary school locations	6	
	Profile A secondary school locations	28	
	Profile B secondary school locations	14	
	Profile C1 secondary school locations	11	
	Profile C2 secondary school locations	13	
	Profile D secondary school locations	5	
Vocational education	MBO (Dutch: <i>middelbaar beroeps-</i> onderwijs)	22; 20 of these locations belong to ROC Friese Poort, ROC Friesland College, and AERES	
Higher education	HBO (Dutch: <i>hoger beroepsonderwijs</i>)	3 (NHL Stenden University of Applied Sciences; Van Hall Larenstein University of Applied Sciences, and Minerva Academie voor Popcultuur)	
	WO (Dutch: <i>wetenschappelijk</i> onderwijs)	Campus Fryslân (University of Groningen)	
		University of Groningen (outside of the province of Fryslân) University of Amsterdam	
		(outside of the province of Fryslân)	

Note. Data for pre-schools from SFBO (n.d.-b), primary education, primary special needs education and secondary education from Varkevisser and Walsweer (2018), vocational education from MBO-Raad (2023b), and higher education from NHL Stenden University of Applied Sciences, Van Hall Larenstein University of Applied Sciences, Minerva Academie voor Popcultuur (Academy of Pop Culture), the University of Amsterdam, and the University of Groningen (n.d.e). For profile definitions, see Varkevisser and Walsweer (2018). Data on Frisian in special needs education is not readily available.

Education system in the Netherlands



Note. At 16, students who have not obtained a basic qualification (*Startkwalificatie*) have to continue their education/training until they turn 18 or get a senior general secondary (HAVO) or pre-university (VWO) or VET (at least MBO 2) diploma. From European Commission, European Education and Culture Executive Agency, & Eurydice (2022, p. 24).

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Useful addresses

official bodies

Council of Europe | Secretariat of the European Charter for Regional or Minority Languages

DG II - Directorate of Anti-Discrimination, Council of Europe

- Agora Building, 1 quai Jacoutot, F-67075 Strasbourg Cedex, France
 - T: +33 (0) 3 90 21 49 36
 - W: www.coe.int/en/web/european-charter-regional-or-minority-languages

Inspectie van het Onderwijs

Dutch Inspectorate of Education PO Box 2730, 3500 GS Utrecht, The Netherlands

- T: +31 (0)88 669 60 60
- W: www.onderwijsinspectie.nl

Ministerie van Onderwijs, Cultuur en Wetenschap (OCW)

Ministry of Education, Culture and Science

Rijnstraat 50, 2515 XP The Hague, The Netherlands

- T: +31 (0)70 412 34 56
- W: www.rijksoverheid.nl/ministeries/ministerie-van-onderwijs-cultuur-en-weten schap

Nederlands-Vlaamse Accreditatieorganisatie (NVAO)

Accreditation Organisation of the Netherlands and Flanders Parkstraat 83, 2514 JG The Hague, The Netherlands

T: +31(0)70 312 2300

W: www.nvao.net/en

Provinsje Fryslân

Provincial administration of the Province of Fryslân Tweebaksmarkt 52, 8911 KZ Ljouwert/Leeuwarden, The Netherlands PO Box 20120, 8900 HM Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)58 2925925
- E: provincie@fryslan.frl
- W: www.fryslan.frl/

scientific research in Fryslân

Fryske Akademy

Frisian Academy – 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
- E: fa@fryske-akademy.nl
- W: www.fryske-akademy.nl/

educational advice and support

Afûk

Adult education centre and publisher Bûterhoeke 3, 8911 DH Ljouwert/Leeuwarden, The Netherlands PO Box 53, 8900 AB Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)58 234 3070
- E: ynfo@afuk.frl
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CEDIN

School Advisory Centre in the north of the Netherlands Lavendelheide 21, 9202 PD Drachten, The Netherlands

- T: +31 (0)88 0200 300
- E: info@cedin.nl
- W: www.cedin.nl www.cedinonderwijs.nl/themas/meertalig-onderwijs/

Centraal Instituut voor Toetsontwikkeling (CITO)

National Institute for Educational Assessment Amsterdamseweg 13, 6814 CM Arnhem, The Netherlands PO Box 1034, 6801 MG Arnhem, The Netherlands

- T: +31 (0)26 3521111
- E: klantenservice@cito.nl

Onderwijsbureau Semko

Educational consulting bureau Semko Voltahof 2, 8501 XP Joure, The Netherlands

- T: +31 (0)6 29 23 48 61
- E: info@semko.nl
- W: www.semko.nl

Sintrum Frysktalige Berne-opfang (SFBO)

Organisation for Frisian-medium playgroups and day care centres PO Box 298, 8901 BB Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)6 4584 6774
- E: ynfo@sfbo.nl
- W: www.sfbo.nl

SLO (Stichting Leerplanontwikkeling)

National Institute for Curriculum Development Stationsplein 1, 3818 LE Amersfoort, The Netherlands Postbus 502, 3800 AM Amersfoort, The Netherlands

- T: +31 (0) 33 484 0840
- E: info@slo.nl
- W: www.slo.nl

Stichting Lezen

Dutch Reading Foundation Nieuwe Prinsengracht 89, 1018 VR Amsterdam, The Netherlands

- T: +31 (0)20 623 0566
- E: info@lezen.nl
- W: www.lezen.nl

Universiteit Leiden

Leiden University Rapenburg 70, 2311 EZ Leiden, The Netherlands PO Box 9500, 2300 RA Leiden, The Netherlands

- T: +31 (0)71 527 2727
- W: www.universiteitleiden.nl

Frisian advocacy groups

Europeesk Buro foar Lytse Talen (EBLT)

European Bureau for Lesser-Used Languages PO Box 54, 8900 AB Ljouwert/Leeuwarden, The Netherlands

- E: eblt@fryske-akademy.nl
- W: www.eblt.nl

Feriening Frysk Underwiis (FFU)

Association for Frisian Education

- E: ffupost@hotmail.com
- W: www.ffu-frl.eu

Ried fan de Fryske Beweging

Council of the Frisian Movement

PO Box 2637, 8901 AC Ljouwert/Leeuwarden, The Netherlands

- E: ynfo@fryskebeweging.frl
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education

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- E: mbo.leeuwarden@aeres.nl
- W: www.aeresmbo.nl/leeuwarden

Folkshegeskoalle Schylgeralân

Frisian folk high school Schylgeralân Badweg Hoorn 11, 8896 KC Hoorn, Terschelling, The Netherlands T: +31 (0)56 244 89 54

E: info@folkshegeskoalle.nl

W: www.folkshegeskoalle.nl

Friesland College

Regional Training Centre Friesland

FC-Campus, gebouw Kalmoes B, Julianalaan 97, 8931 AH Ljouwert/Leeuwarden, The Netherlands

PO Box 1781, 8901 CB Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)88 060 2000
- E: adviescentrum@fcroc.nl
- W: www.frieslandcollege.nl

Hogeschool Van Hall Larenstein

Van Hall Larenstein University of Applied Sciences Agora 1, 8934 CJ Ljouwert/Leeuwarden, The Netherlands PO Box 1528, 8901 BV Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)58 284 6100)
- E: info@hvhl.nl
- W: www.hvhl.nl

NHL Stenden Hogeschool

NHL Stenden University of Applied Sciences Rengerslaan 8–10, 8917 DD Leeuwarden, The Netherlands PO Box 1080, 8900 CB Leeuwarden, The Netherlands

W: www.nhlstenden.com

Rijksuniversiteit Groningen

University of Groningen PO Box 72, 9700 AB Groningen, The Netherlands

- T: +31 (0)50 363 9111
- W: www.rug.nl

ROC Friese Poort

Regional Training Centre Friese Poort PO Box 140, 8900 AC Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0) 900 899 6996
- E: info@rocfriesepoort.nl
- W: www.rocfriesepoort.nl

Universiteit van Amsterdam

University of Amsterdam Spuistraat 210, 1012 VT Amsterdam, The Netherlands PO Box 1637, 1000 BP Amsterdam, The Netherlands1

- E: secretariaat-bureau-fgw@uva.nl
- W: www.uva.nl

further information

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

Language Policy Division, DG IV, Council of Europe, Avenue de l'Europe F-67075 Strasbourg Cedex, France

- T: +33 (0)3 88 41 20 00
- W: www.coe.int/en/web/language-policy/home

Fers

Frisian library advisory and support centre

- T: +31 (0)58 284 77 84
- E: info@fers.nl
- W: www.fers.nl

Keunstwerk

Frisian library advisory and support centre Snekertrekweg 1, 8912 AA Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)58 284 77 84
- E: info@keunstwerk.nl
- W: www.keunstwerk.nl

Omrop Fryslân

Regional broadcasting company Friesland Suderkrúswei 2, 8938 AP Ljouwert/Leeuwarden, The Netherlands PO Box 7600, 8903 JP Ljouwert/Leeuwarden, The Netherlands

- T: +31 (0)58 2997799
- E: redaksje@omropfryslan.nl
- W: www.omropfryslan.nl/fy

Startside.frl

Website with an overview of Frisian organisations, associations, and institures PO Box 2637, 8901 AC Ljouwert/Leeuwarden, The Netherlands

- E: ynfo@fryskebeweging.frl
- W: www.startside.frl | www.fryskebeweging.frl

Tresoar

Frisian historical and literary centre Boterhoek 1, 8911 DH Ljouwert/Leeuwarden, The Netherlands PO Box 2637, 8901 AC Ljouwert/Leeuwarden, The Netherlands

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About this Regional Dossier

author biography

Alex M. J. Riemersma (1953), PhD, studied Dutch and Frisian, and from 1978 was a teacher and teacher trainer of Frisian in primary and secondary education. From 1982, Riemersma was a professional language planner at the Provincial Government of Fryslân (the Netherlands), with expertise in the fields of education, public authorities, and social and cultural life. He defended his PhD thesis on testing pupils' language command of both Dutch and Frisian at the end of primary school in 1994. Between 2007 and 2012, Riemersma was a researcher at the Mercator European Research Centre on Multilingualism and Language Learning, and from 2010 until his retirement in 2019 was professor (*lector*) of Frisian and Multilngualism at NHL Stenden University of Applied Sciences in Leeuwarden, the Netherlands. As a member of the Network to Promote Linguistic Diversity (NPLD) and its forerunner, the European Bureau for Lesser Used Languages (EBLUL), he is familiar with the situations of various regional and minority languages in other European regions.

previous editions

The first edition of this Regional Dossier was written by Jehannes Ytsma († 2005) in 1986, the second by Wim Jan Renkema, Jehannes Ytsma, and Adalgard Willemsma (1997), the third by Jehannes Ytsma and Alie van der Schaaf (2001), and the fourth by Alex Riemersma and Sikko de Jong (2007; reprinted in 2010).

contact

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

Other websites on minority languages

Mercator European Research Centre

www.mercator-research.eu

Homepage of the Mercator European Research Centre on Multilingualism and Language Learning. The website contains the Regional Dossier series, a database of experts, a bibliography, information on current activities, and many links to relevant websites.

Mercator Network

www.mercator-network.eu

General site of the Mercator European Network of Language Diversity Centres. It gives information about the network and leads you to the homepages of the network partners.

European Commission

www.ec.europa.eu/languages

The website of the European Commission gives information about the EU's support for language diversity.

Council of Europe

www.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

www.eacea.ec.europa.eu/education/eurydice

Eurydice is the information network on education in Europe. The site provides information on all European education systems and education policies.

European Parliament Committee – supporting analyses database

www.europarl.europa.eu/committees/en/home

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

NPLD

www.npld.eu

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

FUEN

www.fuen.org

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

ELEN

www.elen.ngo

The European Language Equality Network (ELEN) is a non-governmental organisation that has as its goal the promotion and protection of European lesser-used (i.e. regional, minority, endangered, indigenous, co-official, and smaller national) languages, to work towards linguistic equality for these languages, and multilingualism, under the broader framework of human rights, and to be a voice for the speakers of these languages at all levels.

About the Mercator European Research Centre

mission & goals

The Mercator European Research Centre on Multilingualism and Language Learning addresses the growing interest in multilingualism and endeavours to promote linguistic diversity within and outside Europe. The centre focuses on research, policy, and practice in the fields of multilingualism and language learning. Through the acquisition, application, and circulation of knowledge regarding language learning at school, at home, and through cultural participation, the Mercator European Research Centre aims to provide for language communities' increasing need to exchange experiences and to cooperate, not only in the European context, but also beyond the borders of Europe. Although the main focus lies in the field of regional and minority languages, immigrant languages are topics of study as well.

partners

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

research

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

conferences

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

contact

For general enquiries, please contact us at mercator@fryske-akademy.nl.

For enquiries about our Regional Dossier series, please contact the editors at mercator-regionaldossiers@fryske-akademy.nl.

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