



European Research Centre on
Multilingualism and Language Learning

BASQUE

The Basque language in education in Spain

| 2nd Edition |

| Regional dossiers series |



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From April 2007 onwards Saskia Benedictus-van den Berg has been responsible for the publication of the Mercator Regional dossiers series.

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Glossary

AEK	Alfabetatze Euskalduntze Koordinakundea (Coordinating body for literacy and second language learning, a private organisation grouping together a number of language schools for adults)
BAC	Basque Autonomous Community
EAS	Euskal Herriko Hizkuntza Adierazleen Sistema (System of language indicators for the Basque Country)
EGA	Euskararen Gaitasun-agiria (Certificate of Competence in Basque)
EHU/UPV	Euskal Herriko Unibertsitatea/Universidad del País Vasco (University of the Basque Country)
EIFE	(Euskararen Irakaskuntza: Faktoreen Eragina (Influence of factors on the learning of Basque)
EIMA	Euskal Ikasmaterialgintza (Production of Basque language school materials)
HABE	Helduen Alfabetatze eta Berreskalduntzerako Erakundea (Organisation for Adult Literacy and reBasquisition)
HINE	Hizkuntza Idatziaren Neurketa Eskolan (Evaluation of written language in school)
IEI/CAP	Irakaslanerako Egokitze Ikastaroa/Certificado de Aptitud Pedagógica
IKA	Ikas eta ari (Study and practise, a private organisation grouping together a number of language schools for adults)
IRALE	Irakasleen Alfabetatze Euskalduntzea (Teacher Literacy and Second Language Learning (of Basque))
ISEI-IVEI	Irakas-sistema Ebaluatu eta Ikertzeko Erakundea-Instituto Vasco de Evaluación y Investigación Educativa (Basque Institute for Research and Evaluation in Education)
LOGSE	Ley de Ordenación General del Sistema Educativo
LOU	Ley de Orgánica de Universidades (Organic Law of Universities) [In case you're wondering: a Law's organic nature has nothing to do with sustainability! Declaring a law organic is simply a way of giving that law precedence over certain other legal documents]

UEU	Udako Euskal Unibertsitatea (Basque Summer University)
UNED	Universidad Nacional de Educación a Distancia (National University for Distance Learning)
UPNA	Universidad Pública de Navarra (Public University of Navarra)
UZEI	Unibertsitate Zerbitzuetarako Euskal Ikastetxea (Basque Centre for University Services)
IJSL	International Journal of the Sociology of Language



Foreword

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

aim Regional dossiers aim at providing a concise description and basic statistics about minority language education in a specific region of Europe. Aspects that are addressed include features of the education system, recent educational policies, main actors, legal arrangements, and support structures, as well as quantitative aspects, such as the number of schools, teachers, pupils, and financial investments. This kind of information can serve several purposes and can be relevant for different target groups.

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

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

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

contents

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



1 Introduction

language

Basque, or *euskara*, is a non-Indo-European isolate language. Numerous theories have arisen to account for its ancestry, but none has proved satisfactory. The area where Basque has traditionally been spoken is called *Euskal Herria*, the Basque Country. Since the late nineteenth century this name has been applied to an area comprising seven historical provinces: four in Spain (Araba/Álava, Bizkaia/Vizcaya (in English, Biscay), Gipuzkoa/Guipúzcoa and Nafarroa/Navarra (in English, Navarre)) sometimes collectively called *Hegoalde*, the southern Basque Country, and three in France (Lapurdi/Labourd, Nafarroa Beherea/Basse Navarre and Zuberoa/Soule), collectively *Iparralde*, the North Basque Country. This dossier will discuss the situation in the southern or peninsular Basque Country. *Hegoalde* occupies about 17,800 km² in northern Spain on the Bay of Biscay. A separate dossier discusses the situation of Basque in education in the French or continental part of the Basque Country (*The Basque language in education in France*, Mercator-Education, 1998).

The present initiative to maintain and indeed spread the Basque language dates back to the late 1950's, its prime motor being precisely the educational sector: efforts to ensure the presence of Basque in education should nevertheless be interpreted in the light of the broader effort to reverse language shift effort, inserted in turn in a specific sociocultural and sociopolitical context.¹ A major corpus planning initiative has accompanied the status planning one: since the 1960's a new widely, though not fully, accepted written standard known as *batua* has spread rapidly. The standard is being developed by the Royal Academy of the Basque Language (*Euskaltzaindia*); much terminological work has also been done, particularly by *Unibertsitate Zerbitzuetarako Euskal Ikastetxea (UZEI)*.

population

The total population of the Spanish Basque Country was 2.638.416² in 2001. Over a quarter of the population claims to be competent in Basque, in addition to Spanish. That proportion has been gradually rising since at least the 1980's, a change which is due to increasing levels of intergenerational transmission within the family and, above all, to the spread of Basque as a second language primarily via education among Spaniards from monolingual Spanish families. Language examinations³, however, suggest that full written competence is much more modest. Given that virtually all Basque speakers are bilingual, it is not surprising that use of the language is substantially more limited than the figures on language competence suggest. Individual competence in the language and the proportion of Basque speakers in one's relationship network seem to be the primary determinants of use.

The birth-rate⁴ has varied tremendously in the peninsular Basque Country over the past thirty years: in 1976 births reached an all-time high of 49,515; by 1994 the number had fallen to less than half (20,088 births), rising once again by 2003 to 25,611. The fall in school rolls and subsequent partial recovery has thus come much later and sharper than in most of Western Europe. This has had numerous consequences in the education system, especially in the Basque Autonomous Community (BAC, made up of the provinces of Araba, Biscay and Gipuzkoa) as the fall there has been more dramatic than in Navarre: schools compete for pupils to ensure survival, leading to an increase in the services offered (an early start in English is popular with parents); schools and teacher training colleges have closed; few new teachers can expect to attain tenure in the short term, while the average age of staff members rises steadily; the number of students per class has dropped noticeably, while the number of teachers per class group has risen. Public interest in the Basquisition of the school system, a politically vexed topic, has masked the profound transformation being wrought by the response of the system to falling rolls. The last few years, however, have brought a slight upturn in births, due in part to the arrival of substantial numbers of immigrants.

language status After centuries of neglect and often outright repression, the Spanish state adopted a more positive stance on its minority languages in the 1978 constitution. This establishes Spanish as the official language of the state, but permits the Autonomous Communities or regions of Spain to make other local languages co-official. Basque is spoken natively in both the BAC and Navarre, though in both absolute numbers and percentage terms, the BAC minority is substantially larger. The language has since been made co-official throughout the BAC and in part of Navarre, a separate region. Both regions have subsequently passed language laws to spell out the effects of co-officiality of Basque; they contain major stipulations on the availability of the Basque language as both subject and medium in the educational system. Spain signed the European Charter for regional and minority languages in 1992 and ratified it in 2001, but it seems unlikely that this will be a major source of greater support for the language. The Government of the Charter Community of Navarre and a number of other authorities in that region have in recent years tended to restrict and even reduce official support for the language: this has led to a certain degree of litigation and social tension.

**status of
language
education**

In the BAC relevant educational legislation takes as its starting point the Community's founding statute: the brief references to the language in that document were developed in the Law for the Normalisation of the Use of Basque (1982):

- the right of students or their parents to choose the medium of instruction is established;
- pre-university students must receive language classes in the official language not used as medium of instruction;
- the Basque Government is to define the bilingual teaching models to be offered to parents;
- the Basque Government will take measures with regard to teachers' language competence, plans of study and teacher training colleges in order to be able to satisfy parental demand for Basque-medium and language teaching.

Current developments of that law are largely dependent on the 1/1993 (on Basque state schooling) and 2/1993 (on school staff) Basque Parliament laws. Secondary legislation is too voluminous to mention in detail. As for university education, the Spanish *Ley de Orgánica de Universidades (LOU)* law lays down the basic framework. In applying that law to the BAC, the Basque Parliament 3/2004 law (on the Basque university system) notes amongst the services to be provided to society by the universities that of fostering the defence, study and promotion of the Basque cultural heritage in general and of the Basque language in particular. It further declares that one of the objectives of the university system is the introduction of Basque in all areas of knowledge so as to contribute to the normalisation of the use of Basque. Article 11 of the text develops these ideas in some detail.



Similarly in Navarre relevant educational legislation takes as its starting point a very brief reference in the Community's founding statute: this was developed in the Charter Law on Basque (1986). Further details are available in Aldasoro (2001: 594-7). In the traditionally Basque speaking areas arrangements are similar to those in the BAC; more limited options are available to students and their parents in the rest of Navarre.

Any discussion of Basque in primary and secondary schooling in Spain has to deal with the so-called bilingual teaching models, all based on regional government laws. Each class group in each school is assigned one or other of these models which determine the use of the two official languages for teaching purposes:

Definition of model	Name in the BAC	Name in Navarre
Spanish as teaching medium; Basque as a subject	Model A	Model A
Basque as teaching medium; Spanish as a subject	Model D	Model D
Both Spanish and Basque as subject and medium	Model B (approximately half and half)	Model B (Basque predominant; volume of students negligible)
Spanish as teaching medium; no presence of Basque	Model X (not official, marginally present)	Model G (numerically dominant)

Table 1: names and definitions of bilingual teaching models

The distribution of children in these models depends on the two regional governments making them available and on parental choice. The percentages in each vary by age, geographical location, level of schooling and whether the school is in the public or private sector. A single school may contain streams of different models. The tendency is towards relative growth in models B and D in the BAC and, in Navarre, A and D, whilst other models are decreasing in both relative and absolute terms. As the percentages of students in the initial levels of the Basque-er models (B and D) grow year after year, it seems likely that the relative weight of Basque within the education system in the BAC and Navarre will continue to increase for the time being. The Basquisition process has been much more intense in the BAC than in Navarre, reflecting the differing position and relative size of the Basque-speaking minorities in the two regions.

education system

The Spanish parliament has established the basic coordinates of the education system through the *Ley de Ordenación General del Sistema Educativo (LOGSE)* law. According to this law, school attendance is compulsory and free from 6 to 16; basic objectives of the Spanish education system include full

development of the student's personality, learning respect for fundamental rights and freedoms, the acquisition of intellectual habits and respect for the linguistic and cultural plurality of Spain. University education is the object of a separate law. Universities in the Basque Country, as in the rest of Spain, are largely self-governing, though the public ones are dependent on the two regional governments for finance. There is also a flourishing modern language learning provision for adults, including both Basque and major international languages.

Whether the education laws are applied in a particular region by central state authorities or by the regional authorities depends on the distribution of powers in education, which varies from region to region. In both the BAC (from 1981) and Navarre (since 1990) broad powers have been devolved on the regional authorities. Where the regions with the power to do so have not developed specific local educational regulations, state-wide regulations are applied.

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public and private

Schools in the peninsular Basque Country are either state or private. In total, just under 60% of students attend state schools. Private sector schools, largely state financed at least in the age range of compulsory schooling, are frequently owned by Roman Catholic organisations. Until 1993 there was a third *ikastola* school sector in the BAC: this will be discussed separately. The inclusion of Basque as both subject and teaching medium has affected both state and private schools, though the development of Basque-medium class groups has, on the whole, been relatively slower in the private sector, as can be deduced from the following table, particularly in Navarre.

	A	B (BAC)	D (+ B Nav)	X + G	Total
Public	46,445	20,540	102,344	26,973	196,302
Private	56,205	47,429	61,306	24,474	189,414
Total	102,650	67,969	163,650	51,447	385,716

Table 2: distribution of students by educational model and ownership

**bilingual
education
forms⁵**

The Spanish Civil War (1936-39) brought previous educational experiments in Basque subject and medium teaching to an abrupt end. It was not until the sixties that the first clandestine attempts by parents to ensure a Basque language education for their children got under way again. These new, initially very modest institutions were known as *ikastola* schools. Most eventually adopted cooperative status, but a few were established and owned by town or provincial councils. They grew gradually, coming to constitute about 10% of the primary system in the BAC and even less in Navarre by the time of Franco's death in 1975. The establishment of regional governments led to a considerable increase in the public funds made available for minority language schooling throughout Spain.

From then on the *ikastola* sector constituted a clearly defined separate school network in the BAC, private in ownership but better financed than other private schools. This was regarded as an anomalous situation and in 1993 the private *ikastola* schools were forced to opt either to join the state system or to operate on the same criteria as other private schools. On the whole, smaller, weaker schools joined the state system, while larger, financially viable ones joined the private sector. Many of this latter group continue to belong to the *ikastola* coordinating body. Such schools retain the name of *ikastola* and often have a Basque-er atmosphere than ordinary private schools, but are legally simply private schools.

There are *ikastola* schools (16 in the school year 2004-05) in Navarre too, where they are treated on a par with private schools, if they have been officially recognised. A number of *ikastola* schools in the southern part of Navarre have not achieved such recognition and as a result do not have access to standard regional government private school funding, though they do receive some funds from the government's language policy section.

Ikastola schools throughout the peninsular Basque Country continue to organise highly successful mass fund-raising events in the form of annual sponsored walks, one in each of the four provinces, in order to assist funding their building and other programmes.

administration

There are four basic administrative levels in Spain: state, region, province and local council (exceptionally, as in Navarre, region and province coincide). The division of responsibilities in education varies somewhat from region to region: the BAC for example has held more powers longer than Navarre. The present division of responsibilities in these two regions is as follows: the state government continues to define the basic parameters of the education system (design of system, duration and segmentation of compulsory education, basic subject options, most of the curriculum including minimum teaching of Spanish, basic rights of state school teachers, convalidation of studies abroad); the regional governments are responsible for language policy, construction of buildings, hiring state school teachers, paying them and organising in-service training, private sector funding, rest of curriculum, control of materials used in schools... Provincial councils have virtually no educational responsibilities, while local councils are usually involved in maintenance, sometimes in educational provision (under threes, early drop-outs...) and often in the organisation of extra-curricular activities.

Under the plans for augmenting the use of Basque in the administration of the BAC, some effort has been expended in ensuring that at least some of the civil servants working in educational administration are able to deal with schools wishing to communicate in Basque with the administration. Provision has however been somewhat haphazard. Spanish is the dominant language of the Department of Education of the BAC, but probably more Basque is used there than in any other regional government department except the Department of Culture. A new departmental initiative from 2004 is seeking to strengthen the provision of service to schools and individual teachers in

the Basque language. A thorough revision of present practice is under way and is expected to culminate in a sustained effort to provide service through the medium of Basque where requested. In Navarre too a number of civil servants are capable of providing services through the medium of Basque. Relevant local council officials may also be able to provide Basque medium service.

inspection

The state maintains a high inspectorate in both the BAC and Navarre, which provides Madrid with information on the evolution of the regional education systems. Basic inspection work is carried out by regional government inspectors, usually appointed by subject and educational level. They are responsible for correct implementation of the general regulations and for advising teachers on pedagogical matters. Some have an adequate command of Basque for their task.

**support
structure**

The BAC has a well developed system of teacher support centres (18 centres covering all three provinces in 2005). Each centre contains experts by curriculum subject or group of subjects. One person in each centre is responsible for coordinating language planning within those schools, both public and private, (370 in 2004-05) that have expressed an interest in working towards increasing the Basqueness of the school ambience in collaboration with the Department of Education. These schools each have a teacher on partial release from teaching duties, responsible for the execution of the language plan and trained and funded by the Department. Representatives of such schools sometimes coordinate their Basque language promotion activities with others at local council level.⁶

A specific departmental unit (the Basque Service) oversees Basquisition activities in general (teacher in-service language training (see details in the section on teacher training) and certification, authorisation and subsidy of Basque language teaching/learning materials (see details in next section), coordination of Basquisition plans mentioned above, organisation of numerous activities open to all schools (subsidies for drama, choirs

and traditional improvised sung verse; short stay residential centres for class groups to work intensively on their Basque in a less academic atmosphere; poetry and essay contests to promote excellence, etc.). Further details are available on the BAC Department of Education web-site.

The BAC Department of Education has established the *Euskal Ikasmaterialgintza (EIMA)* programme for primary and secondary schools, whereby the department subsidises the publication of school materials (printed, audio, audio-visual, computer programmes and CD-rom), so as to ensure that parents choosing Basque as a medium for the education of their offspring do not have to spend more on learning materials as a result of the smaller market. School materials subsidised in 2004 include 269 books or other printed materials such as workbooks or wallcharts, 30 videos, 10 audio tapes, 5 software programmes and 18 multimedia CD-roms as well as a further 15 awards for learning materials via internet. 52 grants were also made to groups of teachers preparing materials. The total sum awarded was approaching 1.9 m. euros. Catalogues of available material are updated regularly. To promote quality, the Department makes awards annually to the best materials chosen by an independent tribunal. Most materials are in *batua*, though the department also subsidises materials in standard Biscayan dialect.

There are five teacher support centres in Navarre. The Basque Service of the Department of Education performs similar functions to those of the administrative unit of the same name in the BAC on a more modest scale. In particular, it organises a number of courses to improve teachers' language and language teaching skills. See the relevant web-site for further details.

2 Pre-school education

target group Pre-school education is defined as covering the period from 0 to 6 years of age. Practically all children in *Hegoalde* commence pre-school by the age of 3, with some beginning a year earlier, often in buildings attached to a primary school. This type of education almost invariably takes place within the school system. Other under threes are catered for by family, by nurseries which are mostly privately owned or by child-minders hired by individual families.

structure Pre-school education is subdivided into two cycles or phases, the first from 0-3 and the second from 3-6.

legislation See chapter I of the *LOGSE* law: pre-school education is designed to contribute to the physical, intellectual, emotional, social and moral development of pupils; close cooperation with parents is stressed.

language use All models mentioned above are available from ages 3 to 6, though not necessarily in all areas. As there are no subject areas at this age it is impossible to say how much time is spent on developing language skills.

teaching material A complete set of teacher manuals is available.

statistics

	A	B (BAC)	D (+ B Nav)	X + G	Total
BAC	5,712	19,578	42,345	388	68,023
Navarre	4,610	0	4,638	7,224	16,472
Spanish Basque Country	10,322	19,578	46,983	7,612	84,495

Table 3: pre-school students by educational model. All educational statistics provided by the relevant educational authority.

In the BAC this group has the highest percentages of model B and D students of all academic levels: less than 9% of enrolments for the year 2003-2004 were in models A and X, suggesting that the transformation of the BAC educational system, insofar as language is concerned in older age groups, is not yet complete.

3 Primary education

- target group** Primary education lasts from six to twelve years of age.
- structure** Primary education is subdivided into three cycles or phases, each lasting for two years.
- legislation** See chapter II of the *LOGSE* law: the objective at this level is to facilitate the acquisition of basic cultural elements, receptive and productive oral and written skills, arithmetic and an increasing autonomy of action.
- language use** All models mentioned above are available, though not necessarily in all areas. Basque is taught as a subject between 245 and 280 hours per school year, or three and a half to four hours per week.
- teaching material** A number of publishing houses offer a complete set of teaching materials for primary education. Complementary reference materials are also available.

statistics

	A	B (BAC)	D (+ B Nav)	X + G	Total
BAC	15,273	29,516	52,726	806	98,321
Navarre	8,717	0	7,849	15,144	31,710
Spanish Basque Country	23,990	29,516	60,575	15,950	130,031

Table 4: primary students by educational model

4 Secondary Education

- target group** Secondary education covers the period between the end of primary schooling and entry to university or to the labour market. Minimum exit age is 16, though the immense majority of students continue studying thereafter.
- structure** Compulsory secondary education begins at age 12 and ends at age 16, thus lasting for four school years. Post-compulsory university oriented secondary education begins at age 16 and lasts for two years. In spite of some Technical and Vocational Secondary Education options offering ever improving possibilities of employment, this more academic option, usually leading to university studies, is preferred by many parents. Post compulsory education has become increasingly specialized, with four main types of baccalaureate on offer: Natural and Health Sciences, Human and Social Sciences, Art and Technology. Some of these include a number of further options.
- legislation** See chapter III of the *LOGSE* law: in addition to transmitting the basic elements of culture to students, the aim of compulsory secondary education is to prepare them to take on responsibilities and exercise their rights, as well as to train them for the labour market or further study. Post compulsory secondary education has as its goal the human and intellectual maturity of its students, as well as providing them with the knowledge and skills necessary to function competently and responsibly in society.
- language use** In the BAC all three official models are offered to students undergoing compulsory secondary education. However, model B is not available in post compulsory secondary education in the belief that students schooled in that model lower down the system should be able to cope with all subjects through the medium of Basque, should they wish. Basque is taught as a subject for three and a half hours a week in compulsory secondary education and for half an hour less at the post compulsory stage.

**teaching
material**

A number of publishing houses offer a complete set of teaching materials for compulsory secondary education. Complementary reference materials are also available. The situation is more complex at the post compulsory stage due to increasing specialization. Widely taught core subjects tend to be well provided for, whilst some more specialist subjects (noticeably technology, art, philosophy and psychology) still lack some suitable materials. To remedy this deficit the BAC government is extending the programme described in vocational education below to these specialist subjects.

statistics

Here is the distribution of students by language model:

	A	B (BAC)	D (+ B Nav)	X + G	Total
BAC	40,993	18,132	46,378	686	106,189
Navarre	2,588	0	5,475	20,807	28,870
Spanish Basque Country	43,581	18,132	51,853	21,493	135,059

Table 5: secondary students by educational model

5 Vocational education

- target group** Vocational education is aimed at students of all levels of ability to assist their entry into the labour market.
- structure** There are basically three types of vocational training, corresponding to the three standard European levels, each usually of two years duration: a lower cycle starting at age 16 for students who have not successfully completed their compulsory secondary education; a second cycle, also lasting two years for those who have, leading in principle to the labour market or secondary academic education and a third, higher cycle, requiring previous completion of general secondary education and leading to the labour market or university. This third type of cycle, sometimes extended into a third school year, is now also being used by postgraduates to complete their preparation for the labour market.
- legislation** See chapter IV of the *LOGSE* law: the object here is to facilitate the entry of young people into the labour market and to respond to the requirements of the system of production.
- language use** Little progress has been made in offering the Basque-er models in this sector. Whilst the substantial number of options available to students makes it difficult to establish groups which will study in Basque and the market for learning materials is often not commercially viable, in some subject areas at least there seems to be both a demand and a sufficient number of Basque speaking teachers. Basque is not always taught as a subject.
- teaching material** Due to the small size of the market for specific materials, these are often made available on the internet, rather than in print. The Department of Education of the BAC has introduced a specific programme within its *Irakasleen Alfabetatze Euskalduntzea (IRALE)* framework to respond to this problem: the formula consists in offering an approximately three month release from normal teaching duties to teachers working in specific subject areas. Successful candidates are offered a three or four week

intensive refresher course in Basque where necessary and are then expected to prepare materials for use in class under the guidance of *IRALE* teachers. Resulting materials are edited by *IRALE* teachers and made available to all interested teachers by the Department.

statistics

	A	B (BAC)	D (+ B Nav)	X + G	Total
BAC	24,757	743	4,069	0	29,569
Navarre	0	0	170	6,392	6,562
Spanish Basque Country	24,757	743	4,239	6,392	36,131

Table 6: vocational education students by educational model

In the BAC model D accounts for around 14% of students and in Navarre models D and B for about 2.5%. The rest are mainly in models G and X, though BAC statistics often count them as model A students.

6 Higher education

structure

There are five universities based in the southern Basque Country: two public (the University of the Basque Country (*Euskal Herriko Unibertsitatea/Universidad del País Vasco: EHU/UPV*) in the BAC and the Public University of Navarre (*Universidad Pública de Navarra: UPNA*) in Navarre) and three private (the Jesuit University of Deustu, the *Opus Dei* University of Navarre and the new, small cooperative-owned University of Mondragón). With over 60,000 students the *EHU/UPV* is far and away the largest. The Madrid based distance-learning *Universidad Nacional de Educación a Distancia (UNED)* also operates several centres within the area. Universities offer diploma courses (three years), degree courses (traditionally of five, but now usually four, years' duration) and postgraduate courses.

Before any of these universities offered courses in Basque, a group of language loyalists set up *Udako Euskal Unibertsitatea (UEU)*, a summer school functioning entirely in Basque, which has at times acted as a catalyst for subsequent activities in the universities and which continues to offer university level short courses in Basque.

language use

Basque Philology, a degree including both literature and linguistics, can be studied at the *EHU/UPV* and Deustu. A degree in Basque studies is available at the *Opus Dei* university.

The degree of presence of Basque in other degrees varies considerably. In the Jesuit and *Opus Dei* universities the presence of Basque is limited. In the *UPNA* two of the twenty three degree courses can be studied in Basque, whilst in the rest some subjects (about 6% of the total) can be studied in Basque. At Mondragón University Basque is dominant in Arts subjects, but not in Science. Greatest effort has been made in the *EHU/UPV*, where the majority of compulsory subjects within degree courses are now available in Basque as well as Spanish. The percentage is expected to continue to rise, as students pressure for further expansion of Basque medium teaching.

The *EHU/UPV* provides funds for the publication in Basque of some original university level textbooks and some translations each year.

statistics

The number of bilingual teachers in the *EHU/UPV* in the 2002-03 academic year was 1111. 38% of the students at that university that year studied wholly or partly through the medium of Basque. More detailed statistics on the teaching and learning of Basque in the *EHU/UPV* are available on the university's website. Absolute numbers at other universities are much more modest.

teacher training

Teacher training through the medium of Basque has been available since the late seventies.

Candidates to be primary school teachers must have completed two years of post compulsory secondary education. The teachers (who are also permitted to teach in the first two years of compulsory secondary schooling) undergo a three year course, including teaching practice in schools, leading to a diploma in one or other of the teacher training colleges. These studies may be carried out throughout Spain in Spanish or, in Basque, in a number of colleges within the BAC (3 state, 2 private) and Navarre (1 state). Teachers who complete their initial training in Basque are in most cases awarded the *Euskararen Gaitasun-agiria (EGA)* certificate of language competence without further examination by the corresponding department of education. Primary teachers who have trained in Spanish, however, have to sit the *EGA* examination or equivalent. They are then entitled to teach Basque or in Basque in both state and private schools, in the subject area they have prepared for (Preschool, Physical Education, Natural Sciences, Social Sciences, Basque language, etc.).

Secondary school teachers normally have to obtain a university degree in their specialist subject and can subsequently undergo either a 350 hour course of postgraduate teacher training, known as *Irakaslanerako Egokitze Ikastaroa/Certificado de*

Aptitud Pedagógica (IEI/CAP) provided by university institutes or, more recently, a fuller 500 hour course (*Curso de calificación pedagógica conducente al título profesional de especialización didáctica/Espezializazio didaktikorako lanbide-titulua lortzeko prestakuntza pedagogikoko ikastaroa*), also provided by some universities in accordance with the provisions of the LOGSE law. One or other of the two certificates is required of teachers wishing to obtain tenure in the state sector. In all cases teachers have to sit the *EGA* examination or recognised equivalent in order to teach Basque or in Basque.

University teachers at the University of the Basque Country wishing to teach in Basque are required to pass a specific university examination in the Basque language to prove ability to teach in the language.

Over the years increasing reliance has been placed on in-service language training. The Basque Service of the Department of Education in the BAC runs a programme by the name of *IRALE* for teacher literacy in Basque (in the case of native speakers) and language training for non-speakers. Teachers in the public sector starting from scratch and, more recently, in the private sector too are entitled to up to three years' full-time release on full pay to learn Basque. The department pays students' fees at state and private language schools. At the higher levels, leading to *EGA* or equivalent, the department has four language schools of its own. At its height there were over a thousand teachers studying in that way at any one time. In addition, the Department also pays, in whole or in part, the enrolment fees of teachers learning Basque in their spare time. At the present time, however, there are few willing candidates left for the three year programme and *IRALE* has taken the opportunity to increase its offer of three month full-time refresher courses to teachers already working in Basque: in 2003-04 617 teachers studied full time for certification to teach in Basque, whilst a further 584 took part in full time post certification courses, including the material production courses mentioned in the vocational education section. The budget for the *IRALE* programme (in-

cluding cost of supply teachers to cover posts of teachers with tenure on full-time release, but excluding the cost of *IRALE*'s own staff of over 80) was over 36 million euros in 2004.

The Department of Education and Culture of the Government of Navarre runs a very similar service, but the number of teachers and options involved is much smaller. It owns a single language school. The University of the Basque Country also runs an in-service training programme. One of the weaknesses of Basque in education is precisely its considerable degree of dependence on non-native speakers, who have not always attained or maintained the required level of competence.

Apart from the language courses, the Department of Education of the BAC also offers a very modest amount of in-service training in other subjects through the medium of Basque. However, the vast majority of such courses are carried out in Spanish.

7 Adult education

Native speakers who have not been schooled in Basque and who wish to develop their literacy skills in the language, as well as second language learners, can attend one or other of the Department of Education official language schools or one of the *euskaltegi* language schools in the area. Second language learners now constitute the bulk of the students. In the BAC both town council and private *euskaltegi* schools are subsidised by *Helduen Alfabetatze eta Berreskalduntzerako Erakundea (HABE)*, the Department of Culture organisation responsible for overseeing such schools (2003 budget, for all costs including own staff: nearly 27 million euros). It establishes the curriculum, promotes professionalisation of teachers through courses and translations of relevant books, establishes standards and carries out inspections, produces learning materials, publishes a magazine for learners and another for teachers. Some of the larger private school bodies have also carried out some of these activities. Courses may be residential, particularly in the summer months. In Navarre, language schools are the responsibility of the Basque Service of the Department of Education. In both the BAC and Navarre one school is specifically directed at civil servants.

The Basque language can also be studied in Madrid at the Central Official School of Languages and in Barcelona. It is occasionally offered elsewhere outside the Basque Country, even outside Spain, particularly in North and South America, where there are considerable numbers of residents of Basque origin.

Adults completing the course of studies usually sit the *EGA* examination or equivalent. However, civil servants intending to occupy vacancies in the BAC for which Basque is required may have to achieve other lower or higher levels established by the administration and sit a specific examination. For legislation relating to schools subsidised by *HABE*, contact *HABE* directly (see below). With the exception of education department-owned official language schools which usually function basically in

Spanish and offer a number of languages, almost all other language schools offer Basque only and function in Basque. As many as 50.000 adults⁷ have attended Basque language courses in a single year, though estimates for 2003-04 are running at about 40,000: depending on location they can choose between Department of Education run language schools (8 in the BAC; 2 in Navarre); publicly owned language schools (46 in the BAC; 3 in Navarre) or private schools (95 in the BAC, 27 in Navarre; many of these are coordinated by the privately owned organisations *Alfabetatze Euskalduntze Koordinakundea (AEK)*, *Ikas eta ari (IKA)* or *Bertan*). All language schools, public and private, have received regional government funding to varying degrees. *AEK* schools also benefit from the mass sponsored running event lasting for days they organise every two years. A broad selection of learning materials (printed, audio and CD-ROM) is now available, including teach yourself works through the medium of Spanish, French and English. Learning materials are also available via internet. It is unusual to find other formal adult education courses being provided in Basque.

8 Educational research

Beyond the statistics provided by the departments of education of the BAC and Navarre and research into matters of primarily pedagogical interest, research carried out seems to have focussed on at least four issues:

- attitude and motivation of students towards learning and using Basque;
- degree of knowledge and use of Basque and Spanish;
- influence of the medium of instruction on academic achievement in other subjects, particularly on the early learning of a third language (almost invariably English);
- recently, feedback of the education system into language reproduction.

For recent overall results on the first issue the reader can consult the third sociolinguistic map within *Euskal Herriko Hizkuntza Adierazleen Sistema (EAS)* on the BAC government web-site (see details in the official bodies section at the end of the dossier). The second line of research has given us the *Euskararen Irakaskuntza: Faktoreen Eragina (EIFE)*, *Hizkuntza Idatziaren Neurketa Eskolan (HINE)* and, very recently, the *Irakas-sistema Ebaluatu eta Ikertzeko Erakundea-Instituto Vasco de Evaluación y Investigación Educativa (ISEI-IVEI)* studies. These suggest that students studying in Basque generally do so without loss of competence in Spanish. Interest has moved towards the third line, as some seek proof that Basque-medium teaching is not an obstacle to a high level of achievement in other subjects, while their opponents seek to prove the opposite. Several studies have been undertaken. Within the third line, one strand, best exemplified by the work of Cenoz, is closely related to the spread of English as an international language. For references to the second and third lines of research in Navarre see Aldasoro (2001: 603). The fourth, most recent line of research, is related to the issue of the influence of the school on subsequent language transmission within the family.

9 Prospects

After over twenty-five years of legally established schooling in Basque supported by public funds, the Basque language education system may seem well-established: further expansion in relative terms seems likely in the short term. In the long term, however, insofar as expansion of the Basque language is for many, though by no means all, linked to nationalist politics, a decline in nationalist strength could eventually lead to stagnation or some decline in the offer of Basque language teaching. And as demand for such teaching depends on parental choice, there is no guarantee that demand will continue to expand and never contract. Nevertheless, whatever the volume, the continuance of Basque-subject and -medium teaching seems assured for the foreseeable future.

There is scope to improve what the regional governments offer: in the BAC the education department has had but modest success in introducing Basque-medium teaching in secondary vocational training; a full Basque dimension to the curriculum is still being developed; the Basquisition of ancillary services has often lagged behind demand. Developing a quality provision in Basque to meet demand is an objective which has to compete alongside others within the education system. In Navarre, both the rhythm and volume of Basquisition are more modest and more controversial: demand is not being fully met.

Most children with Basque as mother tongue now complete their primary and compulsory secondary education in B and D Basque-medium streams; a fair number also complete their non-compulsory secondary education in similar streams; rather fewer carry out their studies in higher education in Basque, often only partially, and even fewer do vocational training in Basque. Children from non Basque speaking homes have joined them at all levels of education. Two questions must be asked: how far will this translate into increased use of the language and will these adults of the future transmit it in turn to their offspring? All these children have mother tongue or quasi-mother tongue compe-

tence in Spanish: particularly where Basque is not (co-)mother tongue, the maintenance of the language after schooling depends on the Basqueness of relationship networks and these, in many cases, are predominantly Spanish speaking. Basque is not required for most jobs. As for language transmission within the family, this seems assured where both parents are native speakers of Basque, but the percentage drops in mixed language marriages. Nevertheless, the prospects for further improvement in self-reported transmission of the language are up beat, but observers claim that the quality of command of the language among the younger generations is weakening and is increasingly being influenced by Spanish. Too little work has been done as yet with regard to understanding and, where necessary, shoring up transmission within the family.

In terms of the human and financial resources involved Basque language planning has been directed above all at the educational sector and the achievements have been remarkable, though they have yet to be consolidated. Planners are now paying attention to the need for planning for other sectors, as they have come to realise that the school is a necessary but insufficient part of any successful RLS programme.

10 Summary statistics

	A	B (BAC)	D (+ B Nav)	X + G	Total
BAC	86,735	67,969	145,518	1,880	302,102
Navarre	15,915	0	18,132	49,567	83,614
Spanish Basque Country	102,650	67,969	163,650	51,447	385,716

Table 7: primary and secondary students by language model (numbers)

	A	B (BAC)	D (+ B Nav)	X + G	Total
BAC	29	22	48	1	100
Navarre	19	0	22	59	100
Spanish Basque Country	27	18	42	13	100

Table 8: primary and secondary students by language model (percentages)

Within the area under discussion, then, 60% (1999-2000: nearly 53%) of all school students study half or more of the curriculum through the medium of Basque. This is a remarkable achievement, especially when one considers that the percentage thirty years ago was not even 10%.

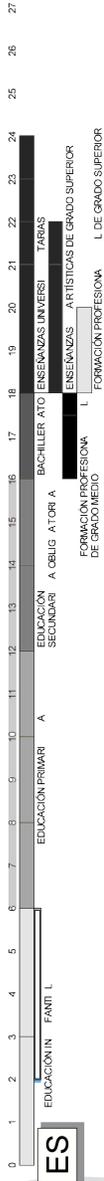
Statistics by school are not particularly helpful in the BAC as practically all schools provide at least subject teaching in Basque; Basque-medium teaching is widely available throughout the BAC. Statistics for Navarre are not available: provision varies widely and the presence of model D (Basque-medium teaching) is more limited in the south of the region.

As regards teachers, according to calculations made in 2002-03 around 70% of all primary and secondary teachers in the BAC had been certified to teach in Basque. Percentages are on the whole slightly higher amongst the various categories of supply teachers; similarly, there is a difference of a few percentage points in favour of the public sector. In Navarre there were over 1,500 teachers working in Basque by the school year 1999-2000.

Endnotes

- 1 For further details see Azurmendi et al. 2001, Fishman 1991: 149-186, International Journal of the Sociology of Language (IJSL), 2005, issue 174, Nelde et al. 1995 and www.euskara.euskadi.net .
- 2 Population data on the BAC and on Navarre from the Instituto Nacional de Estadística (INE) (see www.ine.es).
- 3 An estimated 70,000 people have passed EGA (level C1 in the European framework), the prime examination of competence in the four skills in Basque, or a recognised equivalent. Over 3,000 people, mostly young adults, now pass the examination each year. Such examinations, however, are sat by only part of the Basque speaking population and thus do not measure the written competence of the whole population.
- 4 Data from INE
- 5 For an overview of Basque in education in the BAC, see Gardner 2000, Gardner et al. 2005, Zalbide 1999, Zalbide et al. 1990; for Navarre, consult Aldasoro 2001.
- 6 For further details of the plans, consult Aldekoa et al.
- 7 Data for the BAC provided by HABE and the Department of Education, Universities and Research of the Basque Government and for Navarre by the Department of Education and Culture of the Government of Navarre.

Education system in Spain Eurydice



(Organization of the education system, 2002/2003;
check www.eurydice.org)

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teaching of
Basque**

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Hizpide (Journal for teaching Basque as a second language and literacy to native speakers)
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- Mercator** **www.mercator-central.org**
 General site of the Mercator-project. It will lead you to the three specialised centres:
- Mercator Research Centre** **www.mercator-research.eu**
 Homepage of the Mercator European Research Centre on Multilingualism and Language Learning. The website contains the series of Regional dossiers, a database with organisations, a bibliography, information on current activities, and many links to relevant websites.
- Mercator-Media** **www.aber.ac.uk/~merwww/**
 Homepage of Mercator-Media. It provides information on media and minority languages in the EU.
- Mercator-Legislation** **www.ciemen.org/mercator**
 Homepage of Mercator-Legislation. It provides information on minority languages and legislation in the EU.
- European Commission** **http://ec.europa.eu/education/policies/lang/languages/langmin/langmin_en.html**
 On the website of the European Commission information is given on the EU's support for regional or minority languages.
- Council of Europe** **<http://conventions.coe.int>**
European Charter for Regional or Minority Languages (1992) and *Framework Convention for the Protection of National Minorities* (1995). European Treaty Series 148 and 157, Strasbourg.
- Eurydice** **www.eurydice.org**
 Eurydice is the information network on education in Europe. The sites provides information on all European education systems and education policies.

EBLUL

www.eblul.org

Homepage of the European Bureau for Lesser Used Languages. This site provides general information on lesser used languages as well as on projects, publications, and events.

EuroLang

www.eurolang.net

EuroLang provides coverage of the concerns felt in the minority language regions in the European Union. EuroLang is EBLUL's news service.

What can the Mercator Research Centre offer you?

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

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

Research

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

Conferences

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

Q&A

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



Available in this series:

Asturian; the Asturian language in education in Spain
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Catalan; the Catalan language in education in France
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