

Language Learning in Scotland A 1+2 Approach

Scottish Government Languages Working Group

Report and Recommendations

CONTENTS

Foreword from the Chair

Background

Part 1	Introduction
Part 2	Developing a languages policy
Part 3	Introducing additional languages to primary
Part 4	From primary to secondary
Part 5	Pupil Qualifications
Part 6	Teachers – education, development and recruitment
Part 7	Supporting the teachers in the classroom
Part 8	Implementation
Annex A	Languages, businesses and employability
Annex B	Delivery
Annex C	Table of recommendations
Annex D	References
Annex E	Working Group membership
Annex F	Acknowledgments

Foreword

We will introduce a norm for language learning in schools based on the European Union 1 + 2 model - that is we will create the conditions in which every child will learn two languages in addition to their own mother tongue. This will be rolled out over two Parliaments, and will create a new model for language acquisition in Scotland.”

(Scottish Government manifesto commitment, 2011)

Scottish Ministers have set an ambitious and challenging agenda for future language learning and teaching in Scotland's schools. This Report brings forward far reaching recommendations by the Languages Working Group, with the purpose of establishing a new model for the learning and teaching of languages in Scottish schools for years to come. It describes a framework for language learning in Scotland based on the mother tongue + 2 additional languages model recommended by the European Union and adopted in many countries in Europe and beyond. The Working Group welcomes the Government's commitment to boost language learning in schools in all parts of Scotland. Our Report sets out to indicate ways of achieving this to provide a direction for Scotland to become a confident multilingual country of the future.

From its first meeting the Working Group was mindful of examples of high quality teaching of languages in Scottish schools, some of which were captured in the *Modern Languages Excellence Group Report*, published by Scottish Government in the Spring of 2011. The Working Group, therefore, took as one of its starting points the substantial research, the key messages and good practice highlighted in that Report. The Working Group also drew on the Gaelic Excellence Group Report, published at the same time, which highlights the success of Gaelic language teaching through Gaelic Medium Education (GME) and the work being undertaken through Gaelic Learners in the Primary School (GLPS).

Whilst recognising this good practice, it has to be acknowledged that there has been a significant and worrying decline over the past decade in the number of languages taken forward to SQA certification. There is, moreover, evidence that young people are not always sufficiently challenged and motivated by current language learning approaches. In engaging with a globalised world young people in Scotland will increasingly need to be able to communicate in more than one language. The Report's recommendations will mean shifting the prevailing culture where many people believe that knowing one language – English – is sufficient. Research commissioned by the Working Group also indicates that it is in Scotland's economic interest to have a workforce equipped with appropriate language skills and the ability to speak the language of our trading partners.

Introducing two additional languages is an ambitious goal but one which, given the right approach and the right resources, the Working Group believes is achievable. To deliver the framework, the Report recommends earlier access to language learning for children at the primary stage, enhanced partnership working between primary and secondary schools, closer collaboration across all sectors of education, more extensive and more effective use of technology and regular access to native

and fluent speakers to stimulate young people's interest in language learning and other cultures.

Adopting the recommendations of the Working Group will mean an early process of engagement with all those involved with the teaching of languages in schools, in particular, with young people, their teachers and their parents. Achieving the Government's goal will require a commitment to the provision of additional resources for local authorities, schools and universities – a substantial challenge in itself at a time of unprecedented financial constraint.

The Working Group represented most of the stakeholder bodies engaged in language teaching in Scotland. This Report is the result of a real commitment and very intensive work by the members of the Working Group in a short space of time. It is very much a work of collaboration. The Report and its Recommendations are the result of genuine consensus within the Group.

I am pleased to commend the Report and its Recommendations to you.

Simon Macaulay
Chair

BACKGROUND

The Languages Working Group was set up by Scottish Government in September 2011. Dr Alasdair Allan, Minister for Learning, Science and Scotland's Languages attended the first meeting of the working group to outline the Government's aim. He invited the Group to consider:-

- the implications for staff at all levels of language learning and teaching within the framework of Curriculum for Excellence;
- options for engaging with employers and parents and learners to make the case for language learning;
- the key issues for local authorities, schools, CPD providers, colleges and universities with respect to teacher supply, teacher support and education and the professional development of staff;
- strategic advice and direction to support implementation of the Government's policy in relation to the development of languages in schools.

The Working Group addresses these areas either directly through recommendations or through highlighting areas for further detailed consideration as part of the work of a 1+2 Implementation Group.

The Working Group included representation from head teachers, teachers, modern language practitioners, Education Scotland, SCILT (Scotland's National Centre for Languages), ADES, universities, STEC (Scottish Teachers Education Committee), GTCS, National Parent Forum Scotland and business.

The Group met on 6 occasions. This report proposes the basis of a national languages plan together with recommendations for its delivery.

PART 1: INTRODUCTION

Why does language learning matter?

1. Language learning is life enhancing. It opens the doors to possibilities and experiences which are not available to those who are restricted to the knowledge of one language. Learning an additional language also facilitates a deeper understanding of the possibilities of language and of communication, including those relating to the learner's mother tongue.
2. Curriculum for Excellence (CfE) aims to equip our young people for life and to prepare them for a future Scotland that is open to the world. Within the framework of CfE there is a recognition of the importance of language learning as a communicative skill which will enable our young people to participate fully in a global society and economy.
3. As with other areas of the curriculum, positive language learning experiences contribute to young people's development as successful learners, confident individuals, effective contributors and responsible citizens. Through learning new languages young people can become successful learners with opportunities relating to working and travelling abroad; confident individuals able to communicate in more than one language; effective contributors to a changing world with an understanding of Scotland's relationship to other countries; and responsible citizens with an awareness of cultures and languages in addition to their own.
4. The growth of business and travel worldwide makes a compelling case for learning languages. The business community recognises the advantages of being able to communicate in the language of potential clients. Indeed, in an increasingly globalised world, knowledge of the local language as well as cultural protocols and practices is essential to negotiations. People who come to Scotland, be it for business, pleasure, or as tourists appreciate it if their hosts are equipped to communicate with them in their own language even at a basic level. The damaging perception, especially within the UK, that languages are not important because everyone speaks English has to be challenged. The manifesto commitment marks an important opportunity to challenge this perception and to provide clear steps for raising the profile of modern language learning in Scotland. Increased enthusiasm for language learning, earlier access in primary school and greater uptake in secondary school towards certification will inevitably lead to an increase in attainment of pupils in languages, as well as impacting on levels of overall attainment.
5. The Government's languages policy offers the opportunity to reflect on the development of Scotland as a diverse, complex, multicultural and multilingual nation. We, as a nation, should celebrate this diversity and the diverse languages in our midst. This diversity includes Scotland's own languages, Gaelic and Scots. The languages spoken increasingly in communities throughout Scotland offer schools and learners the chance to learn more about their own and other cultures. In taking forward a 1 + 2 policy, the Working Group is mindful that it is a policy which will only succeed if it brings benefits for all young people wherever they live in Scotland and whatever their social background.

Engagement

6. The Working Group believes that delivery of the Government's commitment to a 1 + 2 languages policy will give a significant new impetus to language learning and teaching in schools throughout Scotland. A key element in this will be the development of an engagement strategy aimed at all those upon whom the policy will impact. Most important among these are parents, teachers and young people themselves. Much work needs to be done in convincing citizens of Scotland of the importance and value of acquiring language skills as part of a greater engagement in the wider world beyond Scotland. Older pupils and university students must be encouraged to consider language teaching as a career option. There must be engagement also with teachers, with encouragement to develop their own language skills in order to play a full part in 1 + 2 development.

7. In the face of substantial evidence showing that an inability to speak additional languages is one of the major handicaps in Britain for developing trading links with other countries, the business community has a particular interest in the promotion of language learning. Annex A provides a summary of research commissioned by the Working Group showing that there is a considerable weight of evidence highlighting the benefit to individuals, business, culture and the economy of having a workforce able and confident to communicate freely with partners around the globe. It also suggests that an inability to engage with foreign business in its own language is a barrier to trade development and can be measured as a cost equivalent to over £500 million to the Scottish economy.

Working with others

8. Developing and implementing the details of a new policy will require considerable commitment from a range of stakeholders, in particular schools and teachers. An audit of the resources within the system, including the number of teachers trained under previous Modern Languages in the Primary School (MLPS) and GLPS initiatives will be required and consideration will need to be given to teacher professional development and future initial teacher education (ITE). This is set out in Part 6. Schools should consider how native or fluent speakers of additional languages with appropriate skills could be deployed to support the work of teachers. This is set out in Part 7. Local authorities will be required to develop a strategic policy for the delivery of 1 + 2 languages within their own areas. This should take account of the existing policy for statutory Gaelic Language planning, and the work being taken forward by Scottish Government and Education Scotland for the promotion of Scots.

9. The roles of other stakeholder bodies, including Education Scotland, Scotland's National Centre for Languages, universities, GTCS and SQA are indicated throughout the report.

Piloting and trialling

10. The Working Group makes recommendations for piloting and trialling to demonstrate effective methods of teaching and learning to take forward the 1 + 2 policy. The report seeks to set some short, mid and long-term targets for delivery. However it does not offer a definitive programme of work over the lifetime of two parliaments, nor a detailed template for language learning beyond 2020, since further consideration will be informed by the process of piloting, trialling and evaluation, and some areas of the policy will evolve through time and experience.

Financial context

11. The Working Group is mindful of the difficult financial circumstances facing Government and local authorities. In the course of this report certain areas of development which are likely to require significant resources to deliver the 1 + 2 languages policy are indicated, although the detail of resources will require further consideration in the light of an audit of current staffing resources and pilot and development work. Potential resource implications are summarised in Part 8.

Equality

12. The Working Group believes that implementation of a 1+2 policy is for all young people wherever they live in Scotland, in urban or rural communities, in large or small schools. The group is also mindful that many teachers and schools work in communities which experience high levels of social deprivation. Such deprivation and its consequences are probably the greatest challenges we face in seeking to raise attainment in Scotland's schools.

13. The introduction of a 1+2 policy takes place against a background of these realities and this will lead to new challenges for teachers and schools. It is important to stress, however, that the concept of equality and social justice lies at the heart of the Working Group's thinking. A 1+2 policy must be for all pupils and must be inclusive. This is further developed elsewhere in the report.

Implementation

14. The 1+2 commitment is to be delivered over the lifetime of two Parliaments. The Working Group report, therefore, considers that there is a need for a well considered implementation plan. This plan should include arrangements to monitor developments, carry out evaluations as appropriate and oversee all aspects of implementation.

Terminology

15. In accordance with European practice the report uses the following terms: L1 when referring to mother tongue, L2 for second language or first additional language, L3 for third language or second additional language.

16. In places the report refers to 'Modern Languages' which is the terminology used in Curriculum for Excellence (CfE) for foreign languages. In other places, it uses 'languages' in a more general way, for example, when referring to Scotland's own languages, 'community' languages and British Sign Language (BSL).

17. The focus of this Report is on initiatives that can promote 1+2 language learning in Scotland's schools. The Working Group is aware that Scotland has a very good example of language immersion education through Gaelic Medium Education (GME). GME is currently available in about 60 primary schools throughout Scotland. The aim of GME is the attainment of a high level of language skills in two languages while also allowing for the learning of a third language. Although GME is an important part of wider language provision in Scotland, the Working Group does not attempt to cover in this Report and its Recommendations all the development needs associated with GME. These have been dealt with elsewhere in documents such as the *National Gaelic Language Plan* and the report, *Building on the Successes, Addressing the Barriers*.

PART 2: DEVELOPING A LANGUAGES POLICY

Where are we now?

1. We know that there is considerable innovative practice in relation to the teaching of languages at all levels in Scotland's schools. The *2011 Modern Languages Excellence Report* highlighted imaginative approaches to the teaching of modern languages in primary and secondary schools across Scotland and also set out to counter certain negative cultural attitudes which serve to limit opportunities for language learning. Schools are developing more ways of encouraging pupils to take an interest in language learning. In some areas also there is a growth in Gaelic Medium Education.

2. However, inspection evidence indicates that practice in delivering modern languages varies in quality. In addition, we have seen a long-term overall decline in the numbers of pupils achieving National Qualifications in languages. In modern European languages the uptake across all languages is declining with the exception of Spanish. In French, traditionally the first additional language for the majority of pupils, there has been a steady decline. In German, the decline has been rapid. Italian, from a low base, is in decline. In Gaelic, the number of presentations for qualifications is relatively stable, although at low base.

3. In the primary sector, despite innovative practice in some schools in beginning language learning early, children are not expected to experience modern language learning until P6. Some primary children do not experience language learning at all, due to staffing or other difficulties. There can be issues at the point of transition from primary to secondary school in terms of continuity of language learning. Some schools still offer learners subject choices in the early part of the secondary school, with the option to give up language learning before the end of their broad general education. Furthermore, a number of schools across the country experience disappointingly low uptake in languages to certificate level with a consequent decline in the number of pupils sitting SQA examinations in modern languages.

4. The decline in language uptake is not peculiar to Scotland but also applies in other parts of the UK. It is often suggested that a contributory factor to the decline in study of languages in school is the predominance of English as the primary language for international communication, in particular through the World Wide Web and in business. This has led to a culture throughout the UK that for those whose mother tongue is English there is no real requirement to learn any additional language. However, this attitude stands in the face of the reality that 75% of the world's population do not speak English, and only 6% of the world's population speak English as the mother tongue. In terms of the World Wide Web in 2000, English represented 51% of language usage on the internet; by 2011 this was down to 26.8%. In addition, there are countries whose economies will have a stronger role in future which do not use English as the first language of communication. This is particularly true of China but also of countries such as Russia and Brazil. In simple terms, young Scots can no longer afford to learn *only* the English language.

Educational benefits

5. The Working Group takes as its starting point the confident belief that learning another language has positive educational benefits which contribute to the overall cognitive and linguistic development of children and young people. The world in which even our youngest children find themselves is one in which the ability to communicate is paramount. This should be nurtured throughout their time in school and throughout their lives with access to learning additional languages from the earliest stage. Research evidence indicates that learning another language can foster a deeper understanding of one's own language and can assist young people's cognitive development in a variety of ways. These include enhanced mental flexibility, increased ability to deal with complexity, improved problem solving, greater learning capacity, an increase in interpersonal skills and improved academic achievement and attainment across a range of subjects. For example, research shows that children in GME also find learning another (third) language easier than children in English medium.

6. Under the current model of language learning, which is expressed as an entitlement for young people, most, though by no means all, children experience language learning at least from Primary 6. However, the Curriculum for Excellence experiences and outcomes for modern languages are relevant to the development of an approach to additional language learning from the earliest years.

PART 3: INTRODUCING ADDITIONAL LANGUAGES TO PRIMARY

Starting early – introducing an additional language (L2) at Primary 1

1. There is a considerable body of evidence which indicates that young children learn languages more easily than older learners in terms of mental flexibility and the ability to focus on the input they receive. It is also true that children need to be exposed to sufficient quantities of 'engaging' input in order to learn (and maintain) another language. In general, this will be easier to deliver from the primary stage, although it is recognised that as the experience with many languages including GME indicates, it is possible for effective language learning to take place in pre-school contexts. This means that it is important to be realistic about what can be achieved in a situation of limited resources and limited exposure to the target language. However, there is a substantial body of evidence to indicate that lowering the age of access to other languages can have beneficial effects on monolingual children's awareness of languages and enhance their natural curiosity. Such 'priming' can then lead to an enhanced readiness to learn other languages at a later stage and can help foster positive attitudes towards other languages and cultures. This is especially important in the UK because of the lack of incentives and motivation to learn other languages due to the perceived status of English as a worldwide language.

2. In recent years learning of the first foreign language in many European countries has begun at an increasingly early age. In the majority of countries teaching at least one foreign language is compulsory, and the trend for the starting age is now between six and nine years old. Together with European countries outwith the EU, and many other countries worldwide, these countries introduce a first additional language at the early stages of primary school (and sometimes pre-school). The language for most schools where the policy applies is English – but not inevitably so. Further languages are introduced at various stages of the primary school or early secondary. There is no reason why Scotland should not offer children the same opportunities as children in other European countries and many other countries worldwide. Indeed, if Scotland is to be a leading competitive nation of the future the case in support of young people learning an additional language from an early age is irrefutable.

Recommendation 1: The Working Group recommends that schools offer children access to an additional language from Primary 1.

Choosing a language

3. The Working Group considered the rationale for promoting specific languages but decided not to set a hierarchy of languages to be learned by pupils in Scotland. This is a matter for schools and local authorities to decide, taking account of the local context. The Working Group nonetheless believes that continuing to engage with our nearest neighbours in Europe will remain a priority for young people in Scotland. Learning French, German, Italian and Spanish will continue to have an important place. There is, however, also a case to be made for taking account of new economies of the future, as Scotland has already started to do by encouraging the promotion of Chinese. The Working Group noted the strong case to be made for

other languages, such as Portuguese (Brazil), Arabic and Russian, as well as other eastern European languages, including Slavonic languages.

4. The Working Group noted that Gaelic education is a key element of Scotland's National Plan for Gaelic which aims to secure a sustainable future for the language. Therefore, for some local authorities Gaelic will be a substantive element of their languages provision. It welcomes the development of Gaelic learning and teaching within such local authorities as Comhairle nan Eilean Siar (CNES), Highland, Glasgow, Edinburgh or elsewhere through GME or Gaelic Learner Education (GLE). As part of 1+2 development, Gaelic will be the L2 language for some pupils.

5. The Working Group acknowledged the work being done to encourage the use of Scots language at all levels of the school. It welcomes the recommendations of the Scottish Studies Working Group that all learners should have an understanding of the unique contribution of Scots as part of Scotland's historic language diversity.

6. For an increasing number of Scottish young people the mother tongue will be from a range of community languages. The most significant of these are (in numeric descending order) Polish, Punjabi, Urdu and Arabic. Some pupils in Scottish schools are native speakers of western European languages, the most prevalent of which is French. For those young Scots for whom the first language is not English, it is inevitable that the first additional language (L2) should be English.

7. A genuine mother tongue + 1 approach from the earliest stages of education will send powerful messages to very young children and their families on language acquisition in a diverse, multilingual, multicultural society. Supporting the continuation of the variety of mother tongues found within Scotland's school population is a challenging task and is not one that schools meet currently through teaching of the language formally in school. However, schools should celebrate the variety of languages that children bring with them and, as far as possible, seek to encourage them to maintain and develop their mother tongue. The development of a local authority languages strategy should consider how schools can encourage continuation of mother tongue learning and how this might be resourced.

8. Local language strategies should consider the place of an enhanced role for the teaching of English as an Additional Language (EAL) within schools. For some young people also, the first language will be British Sign Language (BSL) and the status of BSL as a language must also be fully acknowledged as part of a local authority's languages strategy.

9. As implementation of the 1+2 policy develops, local authorities should review their provision of languages and develop strategies for languages that will allow for a range of options for learners within and across their own area. Within that framework, schools will make informed decisions about the additional languages to introduce.

Recommendation 2: The Working Group recommends that Local Authorities and schools develop a 1+2 strategy for language learning within which schools can determine which additional languages to offer. As part of this strategy, consideration should be given to teaching modern European languages, languages of the strong economies of the future, Gaelic, and community languages of pupils in schools.

Challenges

10. The delivery of an earlier start to language learning in primary school will be challenging for schools and teachers. In making its recommendation on earlier access to language learning the Working Group is aware of issues surrounding the learning and teaching of modern languages in primary. Although all pupils are entitled to learn a language from P6, there are concerns that some primary children do not have access to an additional language due to staffing, training or funding issues, or other perceived curricular priorities. There are also particular issues in very small primary schools, especially in rural areas, where there will only be a small number of teachers with responsibility for delivery of the whole curriculum. Without ongoing training, many primary teachers do not feel confident in teaching a modern language and some do not volunteer despite training. Nevertheless, there is evidence of staff in some primary schools working successfully with children on language learning from the beginning of primary or earlier.

11. There is a considerable variety of methods which teachers can use to engage children and young people in early language learning. Effective learning experiences build on children's natural curiosity and allow them to explore sounds, using songs and rhyme. The best lessons include a variety of approaches such as songs, games, direct teaching, paired and group activities. In best practice, primary teachers reinforce the additional language across the curriculum and not just during the due time allocated to formal language teaching. A whole school approach to language learning reinforces the skills involved and helps children to learn better. Notwithstanding the longer term issues of teachers' language skills and qualifications, which are taken up later in this report, the Working Group considers that early access to language learning, together with effective and stimulating approaches, should be piloted in schools, with a view to demonstrating the impact and feasibility of an earlier start to language learning.

12. Current modern language experiences and outcomes begin at second level but these can be applied from early primary school. However, some work is required to establish, through time, a broad framework for learning an additional language from an earlier age. This should be developed in such a way as to capture the imagination and interest of pupils, whilst giving them a real sense of progress. This work should be led by Education Scotland and should provide a basis for initial teacher education and CPD associated with earlier access to language learning. It should also assist others involved in supporting language teaching, such as Foreign Language Assistants and other appropriately skilled other native speakers of language. Crucial to the process must be clear progression in language learning throughout the primary school and beyond, consistent with the experiences and outcomes set out within the framework of Curriculum for Excellence.

Recommendation 3: The Working Group recommends that the Scottish Government fund a number of pilot projects in 2012-13 on introducing access to language learning in primary schools from Primary 1 on a phased basis from 2013-14.

Introducing a second additional language – L3

13. The Government's commitment is to create the conditions in which every child will learn two languages in addition to their mother tongue. The Working Group believes that schools and local authorities should work towards introducing a second additional language (L3) at a later stage of primary education. The Working Group believes that this will be a challenge for many schools, but one which must be met if a 1+2 policy is to become a reality. While the Working Group believes that this second language should be introduced in a way that allows for genuine progression in language acquisition, this does not necessarily mean to the same degree of depth as the first language. It is important that the introduction of a second additional language does not undermine pupil progress in the L2 language.

14. The Working Group noted that practice exists in some local authority areas for some primary schools to introduce two, or in some cases more than two languages, sometimes on a taster or "carousel" model. While this approach has led to positive developments in some schools, in many schools there have been problems with quality or depth of delivery and continuity.

15. Learning about the culture of a country frequently arouses enthusiasm for learning the language. This has been evident in the recent rise in the teaching of Chinese language and culture in Scotland. Young people who learn about the culture of China become interested in learning the language. While traditional language teaching often begins with the language and builds in study of the culture of the foreign country, this inverse methodology does appear to be motivating pupils initially to learn more. The use of a planned interdisciplinary approach and aspects of citizenship and international education would be one way of introducing the L3 language.

16. Increasing use of planned interdisciplinary learning (one of the four contexts for learning within CfE) can facilitate learning about aspects of other countries across the curriculum. In primary schools for example, projects about other countries can involve aspects of language, geography, history, environmental studies and the expressive arts, together with health and wellbeing. The other country can become a focus for learning across the school. Similarly, a focus on Scotland can be a pathway to Gaelic and Scots. The new online Scottish Studies resource demonstrates how learning about the interconnected nature of Scotland's languages, culture, history, literature and place can be a natural and normal part of the learning experience from early years to the senior phase.

17. In following such an approach, it would be important to establish how and when language skills will be developed. The ability to take part in a few simple transactions, enjoy listening to a song in another language and understand some personal information, for example, would be meaningful and achievable. While the depth of L3 language learning will be less than that relating to L2, it is important that the quality of the language experience for pupils should be high with appropriate progression for the learner.

18. The challenges for the introduction of the L3 language are similar to those for the introduction of the L2 language. There are issues of staffing, training and

funding and the claims of other areas of the curriculum. However, there is much good work underway in many primary schools, and examples of good practice, together with new approaches to practice, should be developed. Schools will be best placed to decide upon the most practicable way for them to introduce a second modern language at this stage. Consideration of practical challenges should be a key feature of the piloting and trialling proposed in Recommendation 3 above.

Recommendation 4: The Working Group recommends that a second additional language (L3) be introduced for pupils at a later stage in the primary school. The time for introduction of the L3 language would be a matter for schools and Local Authorities to determine but no later than P5.

Developing the learning of L2 and L3

19. A great deal of high quality curricular material has already been developed in many schools in relation to languages. There is considerable support from cultural organisations. Within the context of a 1 + 2 policy it is of central importance, however, that there be real progression across the stages in terms of all language development. Education Scotland, cultural organisations, Scotland's National Centre for Languages, universities, other agencies with a proven track record in the area and very importantly individual teachers often working in collaboration, will have a significant role to play in developing curriculum advice, support and exemplar materials for earlier and additional language learning.

20. Considerable work has already been undertaken in many primary schools on interdisciplinary working involving additional languages. This work should continue to be developed. Using language as part of an interdisciplinary approach is one of the most effective ways of emphasising the relevance the additional language has for other areas of study and work. Education Scotland and Scotland's National Centre for Languages should support this work. It has already been suggested that the trialling of interdisciplinary working should take place in the early stages of a 1 + 2 implementation programme.

Recommendation 5: The Working Group recommends that Education Scotland and Scotland's National Centre for Languages provide support for approaches to the introduction of the 1+2 policy including interdisciplinary working initially through support for piloting and trialling in schools.

Time allocation

21. The Working Group does not propose a fixed number of hours for the learning of language in primary schools. In the past recommendations have been made about the amount of time within the week during which pupils should be learning a language. There is considerable doubt about the extent to which such recommendations have been implemented. However, good practice indicates that there needs to be regular timetabled commitments to language learning. For example, there may be advantages in short blocks of language learning on several occasions throughout the week at the early and primary stages. Building such blocks of language learning into the daily routine of learners, plus the use of the target language across other aspects of learning can avoid the danger that a

language 'hour' is the first to go when responding to the pressure of holidays or other pressures on the timetable.

Recommendation 6: The Working Group recommends that there should be regular planned exposure to L2 and L3 languages.

Organisational issues

22. There will be significant organisational, resource and staffing issues from Primary 1 onwards as the result of introducing a L2 language with progression built in. There will need to be sufficient numbers of primary teachers, appropriately trained, confident and competent in language teaching. Some of that training will be of teachers in post resulting in issues of absence cover and related issues of teacher supply. This challenge is addressed in Part 6. Teachers may also be supported by appropriately skilled native or fluent speakers of other languages, both from overseas and already living and working in communities in Scotland. Issues surrounding this are addressed in Part 7. It is important that the introduction of the L2 and L3 languages be seen holistically within the school's development of the curriculum, and not as an 'add on', which is how the introduction of language teaching at the primary stages has sometimes been seen in the past. This recommendation will have clear pedagogical and organisational implications for the whole school curriculum

Recommendation 7: The Working Group recommends that local authorities work with their schools to address the organisational and curricular issues arising from earlier access of learners to language learning.

PART 4: FROM PRIMARY TO SECONDARY

Transition

1. The success of a 1+2 languages policy is predicated to a very significant extent on the transition that pupils will make from primary to secondary school. Currently, there are serious issues around how effective this transition stage is in terms of language learning. Research conducted by Scotland's National Centre for Languages indicates that up to one third of primary schools who responded have no regular language links with secondary schools in their areas. Associated primary schools which have introduced an element of modern language teaching have not necessarily taught the same languages and to the same level by the time pupils arrive at secondary school. There are issues around teacher confidence and sometimes competence in delivering a modern language in the primary school. The result is that many secondary schools have felt it necessary to make a fresh start to teaching a modern language in S1. In future, the introduction of earlier and additional language learning in primary will require secondary schools to make arrangements which give greater consideration to building on pupils' prior learning.

Primary/secondary articulation

2. A properly implemented 1+2 language strategy in primary schools should transform language learning. For this to succeed, however, there must be proper articulation between the primary school and the language departments of the secondary school. Before pupils are ready to arrive in S1, the secondary school should have a clear sense of pupils' prior learning in other languages.

3. The introduction of a first additional language (L2) at the early stages of primary with progression through the primary school should mean that substantial numbers of pupils at the end of primary education will have achieved a greater level of proficiency in that language. This progress, which needs to be duly captured in the P7 Pupil Profile, will have significant implications for the work of the secondary school, in particular, for arrangements to ensure effective transition and progression in the secondary school.

Recommendation 8: The Working Group recommends that primary and secondary schools work effectively together to ensure articulation between the sectors in terms of content, skills and approaches to learning and to enable effective transition, progression and continuity between P7 and S1, particularly for the L2 language.

Languages within a broad general education

4. All pupils in secondary schools have an entitlement to language learning throughout the broad general education. Young people learning languages are expected to experience the third level experiences and outcomes as part of their broad general education, under the umbrella of language study. The Working Group expects young people to continue with some form of language study in the L2 language up to the end of the broad general education, i.e to the end of S3. In terms of the L3 language, a number of approaches are possible besides a full subject

option. For example, during the broad general education a new language could be taken forward through a carefully planned interdisciplinary approach, or through an elective or enrichment activity which runs for all or part of the session. These options should be introduced in a way that allows for genuine progression in L3, which would ideally be the third language children had learned in primary school. The L3 language could thereafter be studied for certification purposes within the senior phase, based on learner choice. Such certification need not mean a full SQA course.

5. All secondary schools should make learning languages and gaining knowledge of other cultures part of the whole school curriculum. In best practice the whole school becomes involved in the culture of a link country and references to the language and culture are constantly on display, reinforcing the similarities and differences. It is also at the beginning of the secondary school that strong messages relating to the link between language learning and employability can be made. However, future employability is not the sole reason for continuing to learn languages in the secondary school. In an increasingly global world we must look to the kind of international contacts the citizens of tomorrow will have, not only in their work but also in their leisure activities, social life, and engagement in continuing education.

Recommendation 9: The Working Group recommends that language learning be recognised as an entitlement for all young people through to the end of their broad general education, S1 to S3.

Recommendation 10: The Working Group recommends that within the broad general education schools further develop the links between language learning and employability and citizenship.

Interdisciplinary working

6. Pupils will arrive in secondary school having experience of interdisciplinary working in the primary school. As one of four contexts for learning in Curriculum for Excellence, such a teaching approach is equally important in secondary schools although the challenges in some respects are greater. Good practice in interdisciplinary working involving modern languages already exists and should be shared more widely. There is scope to explore carefully planned interdisciplinary working as one of a number of vehicles for developing skills in modern languages at both the primary and secondary stages. It is important that work on trialling a range of approaches for introducing L3, such as those suggested in paragraph four above, start at the very early stages of implementation.

Recommendation 11: The Working Group recommends that schools develop language learning for L3 during the broad general education, choosing from a range of approaches including interdisciplinary working, and that these be piloted within the early stages of implementation.

7. The Working Group considers that Content and Language Integrated Learning (CLIL), highlighted in the *Modern Languages Excellence Report*, is an approach which should be further explored and developed in secondary schools in

the context of 1 + 2. This approach which is being developed in a number of secondary schools throughout the UK (including a number of secondary schools in Scotland), involves pupils learning a subject or part of a subject through the medium of a foreign language with dual aims – the learning of content and the simultaneous learning of another language.

Recommendation 12: The Working Group recommends that the CLIL approach be further explored as an option in secondary schools.

Teachers and support for teachers

8. The organisational implications of a 1+2 policy for secondary schools are very significant. Teachers census results indicate that many secondary schools currently employ teachers who are qualified in 2, or 3, languages. In the vast majority of cases these are European modern languages. However, some languages teachers only have a qualification in a single language. The introduction of a 1+2 policy is likely to have staffing implications for many secondary schools, not least in requiring an increased number of teachers able to teach more than one language. One option might be that schools make more use of teachers current dual qualifications or encourage their teachers to learn an additional language. Another option may be that they develop partnership arrangements across schools, although these are only really applicable in urban areas. The issue of qualifications and how teachers can gain additional qualifications, are addressed in part 6 of this report.

9. At the primary and secondary stages support for language learning can come from appropriately skilled speakers of the language. Native speakers, for example, working alongside pupils in support of the class teacher, can bring a unique insight to the culture of the country in which the language is spoken and offer linguistic support to teachers if required. Most prominent of these will be Foreign Language Assistants, but there could also be fluent speakers of other languages in a school's local community who, with appropriate support and training, could support staff on a flexible basis. This is discussed further in Part 7 of this Report.

Equality of provision and a 1+2 policy

10. The Working Group recognises that these recommendations set very substantial challenges for all schools. One significant issue is that of equality of provision. This means addressing issues of deprivation faced by many schools. It is a priority of the Working Group that the 1+2 policy must apply to all schools, regardless of social circumstances, while fully recognising the very real challenge this poses. This will require considerable strategic and operational support from local authorities.

11. The Working Group also recognises the issues confronting schools in rural and urban areas in terms of access both to qualified teachers and to other linguistic expertise. In taking these recommendations forward, there is a clear strategic role for Government and local authorities in developing proposals and sharing examples of good practice. The kind of models which local authorities and schools should consider might include clustering of schools within a local area. Such an approach, arguably, poses greater organisational considerations in the context of the broad general education than in the context of S5/6 where the issue of pupils travelling to other schools for timetabled classes, at least in urban areas, presents less of a challenge. For rural areas the challenges are very substantial and in such cases local authorities should also consider the use of peripatetic language support to schools which may require it.

Recommendation 13: The Working Group recommends that local authorities ensure that their languages strategy (Recommendation 2) take account of social deprivation challenges and of the different issues faced in urban and rural areas.

Curriculum development

12. There are clear implications for many schools for the development of course materials associated with the roll-out of a 1+2 language policy. Much valuable work is already being done by modern languages teachers to develop materials and activities which are imaginative and relevant and which promote real progression. However, this is not uniformly the case. Where there is poor pedagogy and the use of uninspiring materials, young people are not engaged in their learning and are not motivated to continue with language study. It is important to ensure that language learning is attractive to young people and that they recognise the relevance of language learning skills to their lives and future careers. In secondary schools support for the development of curricular materials and resources for a 1+2 policy, within the context of Curriculum for Excellence, should be led by Education Scotland.

Recommendation 14: The Working Group recommends that Education Scotland lead on support for curriculum development in schools within the context of 1+2 policy.

IT, media and links with other countries

13. There should be enhanced opportunities for pupils to have language input from native speakers of additional languages working in the school. Pupil engagement with native speakers of other languages can also be achieved by a much more developed use of IT within schools. The future development of GLOW and the approved use of social networking sites have a significant role to play. Broadcast media (e.g. subtitled foreign films, television, radio) together with theatre and song all have a role to play. Much good practice exists at the moment through schools forming links with schools in other countries e.g. through e-twinning and international visits. It is suggested that such developments be enhanced to enable Scottish secondary pupils to forge genuine links with their peers in other countries. It is equally important that pupils from abroad have the opportunity to meet their peers in Scotland. It is therefore suggested that schools and the school community explore further ways in which young people from abroad can come to Scotland and work with schools, pupils and communities.

14. Taken together, these approaches could offer new opportunities for an enhanced experience of contemporary and relevant foreign language learning in Scotland's schools. Above all, if a 1+2 policy is to prove successful, a significant majority of pupils will, by the end of the broad general education, have a deep enthusiasm for language learning. They will wish to take this through to certificate level and will consider an option of one or more languages within the senior phase of Curriculum for Excellence.

Recommendation 15: The Working Group recommends languages learning and development be supported by greater use of IT (including GLOW), social networking, media (e.g. subtitled foreign films, television, radio) together with the development of opportunities in areas such as theatre, song, etwinning and international visits.

Towards the senior phase

15. By the end of the broad general education pupils have a range of options, including language options at a number of levels, available for them to consider for future certification. The overriding aim for secondary schools at this stage must be that they ensure that pupils have a real sense of the value of language learning, that they find it stimulating and enjoyable and that increasing numbers take languages forward to certificate level and beyond.

16. At the senior phase a range of National Qualifications, including those which emphasise the value of language skills for life and work, can meet the diverse needs of learners and ensure opportunities for personalisation and choice. As well as full courses in modern languages and Gaelic there are opportunities for young people to study individual Units in conjunction with other subject areas. Study at Higher level demands a deeper level of communicative skills and an increasing ability to cope with more spontaneous language. In addition, there is a growing number of presentations for the languages baccalaureate whose interdisciplinary project helps candidates develop generic skills and confidence which will serve them well in the field of employment or further study.

Recommendation 16: The Working Group recommends that schools provide all young people with flexible opportunities and encouragement to study more than one modern language to the level of a National Qualification Unit or course in the senior phase, whether in their own school or through cluster arrangements with other schools.

Making choices

17. In considering options for certificate work pupils should have the necessary information to help them recognise the value of language skills for their future development and life chances. The importance of language as a communicative tool should be emphasised. There is potential for conversation work e.g with Foreign Language Assistants and other native speakers as well as enhanced access to IT to support language learning. Links with schools and young people from other countries can be further developed as young people themselves mature. Such links can have much greater input from students themselves and learning can be on a less organised or group basis than in the earlier stages of the school. The importance of language study in enhancing young people's skills in their own language should also be stressed.

Employability and citizenship

18. Within the senior phase there is greater potential for course materials to be linked more explicitly to the world of work, employability and the needs of a global economy. There is scope for more explicit introduction of issues of global citizenship and recognition of the potential for language skills to enable young people to make deeper connections with citizens of other countries. The Working Group also considers that more can be done to help young people make informed choices based on the links between languages and employability. For example, schools should consider how they might make effective use of links and partnership working, where appropriate, with businesses in their local community. Crucially, young people will also be making choices on access to further and higher education. The enhanced language skills of young people should broaden the range of options which are available to them as they continue their education and consider future employment.

Recommendation 17: The Working Group recommends that schools and local authorities ensure that young people have appropriate information on the value of learning languages to certificate level, in terms of language and communication skills, employability and citizenship.

PART 5: PUPIL QUALIFICATIONS

Certification and Languages

1. Within the senior phase, pupils will be moving towards National 4 and National 5, Higher and in some cases, Advanced Higher as well as a range of units and awards. However, the new context of 1 + 2 languages raises issues for the certification process. The implementation of a 1+2 policy has the potential to lead to improved fluency and many pupils studying at greater depth than before with potential implications on certification by SQA in the senior phase.

2. The range of languages in which SQA offers certification is substantial. However, it does not encompass all the languages which pupils could be learning within the framework of a 1+2 languages policy. For example SQA currently offers certification in certain community languages (e.g Urdu) but not in others (e.g Punjabi). In some other languages recent decline has meant that SQA is no longer offering certification. A positive development however, relates to “Modern Languages for Life and Work” where SQA is developing certification at SCQF levels 3 and 4 in a range of languages. Over the period of 1+2 implementation, SQA should keep under review the suite of languages offered at certificate level with a view to extending this, if required. This process should be undertaken in collaboration with Scottish Government, local authorities and any implementation group set up to take forward the recommendations of this Report.

Recommendation 18: The Working Group recommends that SQA keep under review the suite of languages offered at certificate level in light of 1+2 implementation.

Accessing further and higher education

3. The successful implementation of a 1+2 languages strategy will mean that there may be a substantial increase in school students looking to develop further their languages beyond the school through further and higher education. Research has indicated that in further education there has been a very substantial decrease in the number of languages taught in recent years. This Report does not specifically cover the area of further education. However, the Working Group believes that there should be engagement with the FE sector to look to the implications of this Report for the work of the sector and to look to restore experience of language learning for students.

4. The successful implementation of a 1+2 model developed throughout the school system may lead to significant implications for students accessing higher education. As part of the implementation of the Report, the Working Group recommends that the Government and other bodies involved in the roll out of a 1 + 2 policy, should engage with HE and invite the sector to scrutinise the implications of the report for that sector and for students. For example, universities should look to expand the suite of languages offered to take account of a future increase in the number of languages taught in schools and the anticipated increase, through time, of pupils studying to Higher level and beyond. While there are implications of a roll-out

of a 1+2 policy across the school system for language provision in universities, there may be implications for university entrance requirements.

Recommendation 19: The Working Group recommends that there be further engagement with the FE and HE sectors with a view to the development of the experience of language learning for students.

Part 6: TEACHERS – EDUCATION, DEVELOPMENT AND RECRUITMENT

1+2 and Teaching Scotland's Future

1. The report *Teaching Scotland's Future* (Donaldson Review) acknowledged that teachers increasingly require specialist knowledge in a number of areas, including modern languages, in order to teach in the primary school. It recommended that teachers should have access to high quality CPD for their subject and other specialist areas. The report's recommendations are being considered by a National Partnership Group (NPG) and the Working Group has asked that the NPG recognise the importance of the Government's 1+2 policy to the future of language learning in schools. In particular, delivery of the 1+2 policy will require teacher education providers to review current provision, while schools and local authorities will need to review and build on the strengths of their current CPD programmes.

Primary Teacher Education: Language Qualifications

2. The Working Group believes that the experience of teachers through Initial Teacher Education is of paramount importance for the delivery of a 1+2 strategy. Languages and an understanding of language can no longer be the preserve of modern languages teachers in the secondary school and a minority of teachers in the primary school. Although the Working Group has not set a benchmark in respect of qualifications in another language for all students embarking on a course of higher education, the Group believes that there should be such a benchmark for every primary school student teacher embarking on a course of teacher education which should be set at Higher level or equivalent (SCQF level 6) for aspiring primary teachers, either on entering Initial Teacher Education or on leaving with their teacher qualification.

Recommendation 20: The Working Group recommends that students undertaking a course of primary school teacher education have attained a languages qualification at Higher level or equivalent (SCQF level 6) either on entering the course of initial teacher education or on its completion.

Initial Teacher Education and Continuing Professional Development

1 + 2 and the primary teacher

3. As language informs all areas of the curriculum in primary schools, all primary teachers must have a deep understanding of language, including additional languages. The Working Group recommends that students seeking to become teachers in primary schools should undertake some study of the pedagogy associated with additional languages as part of Initial Teacher Education. They should seek to maintain their skills in relation to language work throughout their teaching career. In particular, all primary teachers should develop skills through ITE and CPD in interdisciplinary work using additional languages.

Recommendation 21: The Working Group recommends that students seeking to become teachers in primary schools should undertake some study of the pedagogy associated with additional languages as part of Initial Teacher Education.

1 + 2 and the secondary teacher

4. For secondary teachers already qualified in one additional language, there should be encouragement and support in developing skills in a second (or third) language. CPD opportunities should be made available by the school and local authority for any teacher considering this option. The means whereby teachers can gain accreditation in a second (or third) additional language is considered in paragraph 10 below. In addition, effective delivery of a 1+2 policy will require enhanced cooperation between primary and secondary schools and better understanding of teaching approaches to languages in both sectors. Joint opportunities should be developed to enable primary and secondary languages staff to work together and to undertake shared CPD opportunities.

Recommendation 22: The Working Group recommends that local authorities should provide regular opportunities for primary and secondary languages staff to work together and to undertake shared CPD opportunities.

Universities and support for 1 + 2

5. To achieve successful delivery of a 1+2 policy, there must be close links between schools and universities (especially universities which provide teacher education) on the whole development of the policy. The needs of schools will evolve in the context of 1+2 roll-out and this should be reflected in a continuing evolution in Initial Teacher Education (ITE) and CPD delivery. *Teaching Scotland's Future* recommended that "new and strengthened models of partnership among universities, local authorities, schools and individual teachers need to be developed. These partnerships should be based on jointly agreed principles and involve share responsibility for key areas of teacher education".

6. The delivery of ITE in relation to 1+2 will have profound implications for the way in which universities and local authorities work. To aid the provision of 1+2, changes in this relationship should be explored through the work of the National Partnership Group who are considering how meaningful partnerships can be developed between universities and local authorities that will lead to joint development and delivery of the early phase of teacher education. 1+2 is a national policy and will require close collaborative working among universities in the associated ITE. The roll-out of 1+2 will also impact on the role of university involvement in CPD to support language teaching.

7. Within this context, universities should look to develop a consortium of university providers that link with partnership arrangements being developed through the National Partnership Group. Such a consortium should work closely with Scotland's National Centre for Languages as a key provider of CPD for primary and secondary modern languages teachers. What is important is that the support of 1+2 policy delivery by universities is not provided merely by schools and faculties of

education within universities, but by the university as a whole. In particular, languages departments within universities will have their own very important role to play in working with schools of education within the university and indeed with primary and secondary schools.

8. As part of development of 1+2 policy the Working Group is of the view that language departments in all universities could be asked to play a greater role in working with schools. Where the university has a faculty or school of education, the links between the languages departments and the faculty/school is of great importance in taking forward a 1+2 agenda and in reviewing and developing programmes of ITE and CPD in support of the policy. There is also a role, however, for universities which do not have a faculty or school of education in supporting schools and providing links between the university and language teaching in schools. There are very significant areas of work to be developed here and the Working Group recommends that the universities themselves take forward these areas in close co-ordination with Scottish Government, GTCS, local authorities, Scotland's National Centre for Languages and any implementation group set up to take forward the recommendations of the Working Group. The Working Group recognises that there will be resource implications for how universities can support the delivery of the 1+2 policy. Its recommendations should, therefore, be considered within the context of the annual funding discussions of the Scottish Funding Council and the university sector.

Recommendation 23: The Working Group recommends that universities work together as a consortium of university providers to support delivery of the 1+2 policy and that languages departments in universities play a greater role in working with schools, subject to appropriate funding.

Teacher recruitment and planning

9. The successful implementation of a 1+2 policy could mean a need to expand the supply of suitably qualified language teachers. A starting point should be the collation of data about the number of teachers currently qualified to teach languages in secondary schools along with the languages in which they are qualified. The Working Group is of the view that an audit of the number of primary teachers who have undergone training in teaching modern languages in the primary school and an assessment of how many are actually currently engaged in such teaching is essential. There is evidence that the number of teachers with MLPS training greatly exceeds the numbers who are actually engaged in such teaching. Implementation of a 1+2 policy may also mean an increase in the number of languages which primary and secondary teachers are able to teach. The Working Group considers that teachers who have already indicated an interest in and an aptitude for teaching languages, and have gained a qualification in so doing, should be encouraged and supported in developing further the range of languages in which they are qualified or trained to teach.

10. High quality teachers engaging with language, including additional languages, lie at the heart of implementation of any 1+2 policy. From the very early stages of implementation of such a policy therefore, the Working Group recommends that there be a recruitment strategy and campaign aimed at encouraging the ablest of

young people with requisite qualifications and an interest in languages to embark on ITE in language teaching in secondary schools, and teaching which will involve language teaching in primary schools. The Working Group is well aware of the fact that as international links and global markets develop there will be increasing competition to recruit the ablest linguists from our schools and our universities. It is therefore imperative that the teaching profession and the teaching of languages in schools should be an attractive career option for our young graduates.

11. Local Authorities should plan to ensure that there are sufficient numbers of teachers in primary and secondary schools qualified and equipped to teach languages. There must also be the means put in place to ensure that teachers already qualified in languages are able to achieve qualifications in additional languages. The training and development of teachers may mean the development of skills and qualifications in languages which are not currently taught in schools, and in which teachers have not traditionally gained skills and qualifications. There needs, therefore, to be a detailed planning process for schools, local authorities, Scottish Government and Universities so that there is the necessary supply of teachers coming into schools throughout the 1+2 implementation process. It is a process which must also be closely monitored by any implementation group set up by the Government as part of the roll-out of the 1+2 policy. The planning process must also be part of the extant national teacher workforce planning process.

Recommendation 24: The Working Group, with a view to informing planning and resourcing, as well as CPD needs, recommends that an audit of the number of primary school teachers who are MLPS or GLPS trained be undertaken along with collection of information on how many of those trained are currently engaged in teaching languages.

Recommendation 25: The Working Group recommends that teachers with an interest and aptitude for languages teaching be supported in developing the range of languages in which they are qualified or trained to teach.

Recommendation 26: The Working Group recommends that there be a national recruitment strategy and campaign aimed at encouraging the ablest of young people with requisite qualifications and an interest in languages to embark on ITE in language teaching in secondary schools and teaching which will involve language teaching in primary schools.

Recommendation 27: The Working Group recommends that Scottish Government and Universities work with Local Authorities, drawing on the work of the Teacher Workforce Planning Group, to adopt a detailed planning process for identifying the need for future numbers of language teachers.

Improving professional standards

12. All teachers involved in teaching languages must have achieved the highest level of proficiency in their ability to speak an additional language as well as associated pedagogy. There is no greater disincentive to pupils in learning a language than exposure to less than competent, or less than confident, language skills in a teacher. There is a significant onus on all bodies associated with

implementation of a 1+2 policy to ensure the highest levels of professionalism among teachers throughout the implementation of the policy. GTCS have a key role, in partnership with university faculties of education, in seeking to ensure ITE of the highest quality for current and future teachers. Education Scotland and Government, national and local, along with GTCS, Scotland's National Languages Centre, also have a role in seeking to ensure the highest quality of career-long CPD opportunities for language teachers. The GTCS also has a role in raising awareness of national professional recognition and registration processes and encouraging an increased number of teachers to seek accreditation through such processes. It means helping to bring about an increase in the number of languages which teachers are qualified to teach and thus which are available to pupils in schools. Ensuring that teachers, including teachers involved in teaching languages, achieve and maintain the highest level of proficiency throughout their career will also form part of the work of an independent GTCS in relation to the development of professional update.

Recommendation 28: The Working Group recommends that GTCS promote improved professional standards in language teaching and encourage teachers to gain qualifications and accreditation in languages, for example through raising awareness of professional recognition and registration processes available to teachers.

Continuing to engage with additional languages throughout a teacher's career

13. Teachers must maintain their skills, both linguistic and pedagogical, throughout their careers. As part of teacher CPD there must be an expectation that teachers continue to engage with the languages which they are teaching, both spoken and written, through study, use of media and IT as well as through professional and personal engagement with native speakers of modern languages. Much good practice currently exists within the profession but such good professional practice is far from universal. Without high levels of professional practice the 1+2 policy and its delivery will not succeed.

Recommendation 29: The Working Group recommends that teachers continue to engage with the languages they are teaching through CPD, study, use of media and IT as well as through personal and professional engagement with native speakers of the languages they teach.

Part 7: Supporting teachers in the classroom

Hearing the language

1. Children's experience of language learning and teachers' delivery can be enhanced through the use of appropriate adult speakers of the language. In the past, exposure to native speakers of other languages within schools has been seen as valuable if not essential. The employment of Foreign Language Assistants in Local Authority schools has been, year on year, one of the most exposed areas for budget reductions at times of economic pressure. However, it is clear that exposure to native speakers of languages is a desirable part of language learning in schools. The increased use of technology also allows exposure to native speakers of other languages through television or through developing a 'virtual world'. This is even more important at a time of increasing globalisation and of developing markets. Pupils must have a real sense of what the language sounds like when spoken by a native speaker and how to engage in conversation with a native speaker. Much good practice is already in place in many schools. Equality of access by pupils to native speakers is important. Pupils should not be prevented from this contact because of where they live and go to school in Scotland. The Working Group considers access to native speakers of other languages for both secondary and primary pupils to be of high importance.

2. In recent years, there has been a growth in the number of qualified teachers who are native speakers of other languages working in schools, most notably in secondary schools. Many teachers of languages whose first language is English have developed a high level of linguistic ability which they bring to their teaching.

3. Some native speakers, who are qualified teachers in their own country, come to work in schools in Scotland for a set period. In many cases the teacher's contract is set for one school year. Such teachers, qualified in their own country, but not qualified to work as GTC registered teachers in Scotland are funded and supported by the country of origin. Work on the appointment of such teachers is often undertaken by overseas embassies within the UK and consulates within Scotland. They include teachers from Italy and France, and more recently, the teachers of Chinese from Tianjin Province in China who are supported by the Hanban Organisation.

Foreign Language Assistants

4. The most frequent and significant means for pupils in schools who are learning a language to have access to a native speaker is through the deployment of Foreign Language Assistants. These are hosted by the British Council in cooperation with the UK and Scottish Government. In recent years there has been a very sharp decline in Foreign Language Assistant provision. In session 2011-2012 the figure was only 59, down from almost 300 in 2005-2006. Foreign Language Assistants in primary and secondary schools will have a key role to play in successful implementation of a 1+2 policy.

5. The Working Group believes that the appointment of FLAs should be a key element of the work of the Implementation Group in liaison with the British Council, Scotland's National Centre for Languages and with local authorities.

Recommendation 30: The Working Group recommends that Foreign Language Assistants are considered a key element of the implementation of 1+2, and work on this be undertaken involving local authorities, British Council Scotland and Scotland's National Centre for Languages.

6. In addition to the employment of Foreign Language Assistants, local authorities should consider how they might engage the support of other appropriately skilled native speakers of additional languages. Within the communities in Scotland there are now substantial numbers of people who are native speakers of additional languages that may be taught in schools. These include speakers of community languages, not least the parents of pupils in schools speaking such languages, speakers of Gaelic living and working in the community and also increasing numbers of speakers of foreign European languages. There are also speakers of languages which will be increasingly significant in a fast developing globalised world e.g. Chinese (Mandarin) and Russian. The Working Group recommends that every local authority should develop a process for the engagement within schools of suitably qualified and trained individuals who are native speakers of other languages to work in schools. Such native speakers would not be deployed as teachers but would work in schools under the direct and explicit supervision of the classroom teachers. Local Authorities and schools should be asked to develop strategies for this purpose which are consistent with any national guidelines published by Scottish Government and GTCS.

7. In some cases, native speakers could be deployed on the basis of volunteering. In others, remuneration might be appropriate, e.g. analogous to remuneration for classroom assistants. Due account must also be taken of the provisions of the Protection of Vulnerable Groups (PVG) legislation. In doing so, however, it is important to ensure that this legislation is not seen as a barrier to responsible adults seeking to work within the school community. Local authorities have a key role in supporting and advising on PVG processes for adults working in schools.

Recommendation 31: The Working Group recommends that schools and local authorities consider the engagement by schools of other skilled and trained native speakers of additional languages to work under the direct and explicit supervision of the classroom teacher in schools.

Recruitment, training and development of native speakers of additional languages

8. All native speakers working to support 1+2 delivery in schools should undergo an appropriate process of recruitment, training and development. This training and development should include arrangements to explain the context, nature and objectives of the 1+2 policy and also of Government and local authority policies in relation to Curriculum for Excellence. There should be training in relation to basic pedagogy for the teaching of other languages within the school and the key aims and principles of Curriculum for Excellence. It is proposed that related developments become part of the early work of the implementation process. The training should take place alongside teachers who should be engaging in associated CPD processes within schools.

English as an additional language

9. It is recommended elsewhere in this report that a 1+2 languages delivery will mean substantial enhancement of the role of EAL within schools and staff working within EAL will

be central to 1+2 delivery. This will involve both qualified teachers and support staff working within EAL. Much important work has already been undertaken in Scotland in delivery of EAL and in developing the qualifications and roles of staff working within the sector. However, it is a service which is itself frequently vulnerable at a time of budgetary reductions. The Group is of the view that EAL work and delivery should be incorporated within a policy of 1+2 delivery in schools and should be protected and developed as part of the roll-out of that policy.

Recommendation 32: The Working Group recommends that EAL work and delivery be incorporated into local authority strategies for the 1+2 policy delivery in schools.

Role of cultural organisations

10. Cultural organisations in Scotland have a significant role to play in supporting the work of schools in the delivery of a 1+2 programme. Many Consuls General and cultural organisations have done much to support language learning in schools. They have sometimes expressed concern at the decline in language learning as evidenced by the falling numbers of pupils in Scotland who gain certification in languages. Many cultural organisations have already indicated a willingness to be part of the 1+2 implementation process. The Working Group considers that the strong links which already exist between cultural organisations, local authorities, the language communities and schools in Scotland should be supported and further developed within the context of 1+2 roll-out. These include cultural organisations such as L'Institut Français, Goethe Institut, the Italian Consulate, Asesoria (Spanish Consulate), Russian Scottish Alliance and the Confucius Institutes. An encouraging recent development has been the development of Confucius Institutes in Scotland including the new Confucius Institute for Scotland's Schools (CISS) being developed at Strathclyde University as part of Scotland's National Centre for Languages.

Recommendation 33: The Working Group recommends further development of the links involving cultural organisations, local authorities, language communities and schools.

Part 8 : IMPLEMENTATION

1. Delivery of the 1+2 commitment over the lifetime of two Parliaments will require 'buy-in' from and the sustained and co-ordinated efforts of a range of stakeholders, including learners and their teachers and parents. Local authorities and schools will need to consider how they plan for successful introduction of additional language learning, including staffing plans and professional development needs. Schools will need to consider how they make the best use of resources, including how they can best provide their pupils with access to native speakers of other languages. Scottish Government has a role to play in ensuring that there is an engagement strategy in place that co-ordinates the support of all stakeholders including cultural organisations, business and employers.

2. It is proposed therefore that an Implementation Group be set up as soon as possible following the Government's response to the Report and Recommendations. This group should be charged with taking forward both the engagement strategy and overseeing the delivery of the short, medium and long term objectives that will be required for full implementation by 2020. This work should include the regular monitoring of all developments in relation to 1+2 roll-out as well as instructing evaluations of pilots, trialling and all initial stages of implementation. The group should consist of representation from classroom teachers, head teachers, Education Scotland, Scotland's National Centre for Languages, GTCS, SQA, ADES, COSLA, Universities, the Gaelic sector, parent organisations, cultural bodies and the business community with servicing and support from Scottish Government.

Recommendation 34: The Working Group recommends that Scottish Government set up an Implementation Group charged with developing an Engagement Strategy to deliver the 1+2 languages commitment.

Resources

3. The Working Group's recommendations include actions which carry significant additional resource implications for Scottish Government, local authorities and other stakeholders, including universities. The Working Group is not in a position to be definitive on the detail of the additional resource required since this will partly depend on an audit of existing resources, including current staff language skills, and the proposed pilot development work. However, the report's recommendations clearly point to a need for additional resource in the areas of teacher CPD for early language learning in primary schools, closer working between primary and secondary schools, a broader range of approaches to language learning in the broad general education phase of the secondary curriculum, collaboration with the university sector, and significant expansion in the use of native and adult speakers of other languages, in particular, the use of Foreign Language Assistants.

4. The Working Group is aware that prior to 2008 local authorities received £4 million by way of ring-fenced funding to support their language provision in schools. While this funding was rolled up into the general local government expenditure settlement and, therefore, is still available to local authorities, the Group is of the view that, if delivery of the 1+2 language policy is to be successful, further dedicated resources will be required. This is likely to be of the order of 2-3 times the previous languages fund, tailored, as resources allow, to enable local authorities to take forward their proposed language strategies on a phased basis from 2013-14 and beyond.

Recommendation 35: The Working Group recommends that Scottish Government fully considers the resource implications for stakeholders supporting the introduction of the 1+2 languages policy and engage with COSLA to consider the case for making dedicated appropriate additional funding available to local authorities.

LANGUAGES, BUSINESS AND EMPLOYABILITY

1. The Working Group was aware of a range of research evidence that highlighted the importance of the link between performance in languages and business and the economy. It also heard anecdotal evidence that a lack of language skills among young Scots could disadvantage them when it came to employment opportunities. Scottish Government commissioned an internal consultant to conduct a literature review of recent research evidence and to talk to representatives from a range of Scottish businesses. The Working Group's recommendations draw on the consultant's report *Talking the talk, so that Scotland can walk the walk: A rapid review of the evidence of impact on Scottish business of a monolingual workforce* which is available as an appendix to the overall findings of the group on the Government's website. This report references several recent UK-wide studies and seeks to extrapolate the findings from these studies into a Scottish context.

What does research tell us?

2. The '*Talking the talk*' report draws on the 2007 report *Costing Babel: the contribution of language skills to exporting and productivity* produced by economist James Foreman-Peck. This report compares levels of investment in language skills in the UK with those of our competitors and suggests that raising British standards of language competence to the rest of the world average would translate to a between a 3.5% and a 7% point 'tax' reduction on British trade. Taking account of the global financial downturn, in 2011 Foreman Peck suggested that this language 'tax' represented figures of between £7-17 billion. The central thread of this argument has not been challenged and while Professor Foreman-Peck acknowledges that he has not looked specifically at the Scottish situation, he has suggested that because the Scottish economy is more reliant on small and medium sized enterprises, the arguments could be more relevant here than for elsewhere in the UK. Taking the revised figure for 2011 and calculating it pro rata the minimum effect of a language 'tax' for Scotland would be over £0.5 billion

3. *Talking the talk* also lists a number of studies from business organisations that regularly survey their members about demand for languages. Foremost amongst these is the regular CBI survey of their members on education and skills. For a number of years this survey has recorded concern by employers at the lack of language skills. They have identified that while a lack of language skills may not often lead to a direct loss, it dissuades businesses from entering into new global markets. It suggests that export businesses who place a high value on language skills achieve on average 45% more in sales. The CBI 2011 survey indicated that 76% of employers are not satisfied with young people's language skills, while 61% perceived shortfalls in international cultural awareness among school and college leavers.

4. In April 2011, the CBI's *Making the UK the best place to invest* set out a vision for the UK and listed the English language as a strength, but pointed out that "the UK is attractive to overseas business looking to enter the European market, but is struggling with the barrier of working in multiple languages". In November 2011 the CBI, in association with Ernst and Young produced *Winning overseas: boosting business export performance*, a report which seeks to demonstrate in a five point plan how UK business could hold its own on the global stage. This reported concern that the UK's skill base does not support

export growth, commenting “Employers who can communicate in two or more languages – combined with an understanding of local cultures – can make all the difference in the conduct of business, consolidating relationships with existing suppliers and customers and opening the way to new contracts”.

5. The 2011 Education and Employers Task Force report highlighted the importance of languages to international trade at the level of individual enterprises, as a determinant of exporting success and to the nation, by underpinning growth. Demonstrating the growing awareness of this barrier at EU level, they quote a 2006 survey; in which 11% of SMEs acknowledged that they had lost business as a result of a lack of language skills and at a UK level. But this is also supported by Scottish evidence in research by Scottish Enterprise in 2010. More than 6% of exporting companies identified lack of language skills as a barrier; ahead of export finance, tariffs or trained staff more generally.

Employability

6. *Talking the talk* reports on views based on 15 interviews with representatives of businesses in Scotland. These companies or organisations included technology, engineering, food and drink exporters, hospitality and the petrochemical industry. They ranged in size from multinational companies and trade organisations to independent SMEs exporting a small range of products. These interviews confirmed that the business decisions taken in their organisations were influenced by the level of language skills available. Several felt that they are more cautious about approaching new non-English speaking markets and instead established strategies for coping with the skills gap – these varied from meeting the gap by employing foreign nationals; to avoiding more difficult markets altogether. Most companies were frustrated by the lack of skills of young people coming out of education.

7. The cost to Scotland of the lack of language skills was illustrated by a major petrochemical company, which cited a lack of language speakers as inhibiting their ability to bid for European sales jobs. The company also explained how employees were unable to take the opportunity of furthering their careers at the highest levels at European headquarters due to their lack of language skills.

8. More generally, the Universities Council of Modern Languages (UCML) commission has demonstrated that international experience is a definite advantage in the jobs market, yet the number of UK graduates with languages and international experience is falling, hampering their ability to compete on the international jobs market.

DELIVERY

The Implementation Group should consider the short, medium and long term objectives required for successful delivery of the 1+2 policy. Among others, these include:

Short term

Setting up of an Implementation Group following Ministerial response to the Report and Recommendations of the Languages Working Group.

Invitation to key stakeholder bodies, e.g. ADES, COSLA, Education Scotland, Scotland's National Centre for Languages, SQA, GTCS, teaching unions, parent bodies, SCIS, universities (including STEC) business community (including CBI), Funding Council, etc. to contribute to the development of an engagement strategy including a possible languages summit to be held by the end of 2012

Audit and review of staffing and professional development support required by primary and secondary schools to deliver 1+2 policy, including building on existing MLPS training/CPD strengths

Piloting and trialling of 1+2 projects, especially around the introduction of L2 and L3 languages in primary schools, during the school year 2012-13

Piloting and trialling of delivery of L3 in secondary schools

Implementation Group to engage with British Council, Scotland's National Centre for Languages and local authorities on appointment of FLAs and other native speakers

Preparation and dissemination of publicity materials (on-line and print) on the importance of language learning and the nature of the 1 + 2 policy aimed at parents, pupils, students, teachers and the business community

Medium term (2013 onwards)

Discussions on future language qualifications of teachers, including encouragement of more qualified language teachers gaining qualifications/accreditation in additional languages – Scottish Government, Local Authorities, schools, universities, GTCS

Review of piloting and trialling projects and dissemination of best practice

Trialling of a range of curriculum & assessment materials across a range of primary schools (relevant to issues of progression)

Development of university ITE and CPD for primary and secondary teachers involved in 1+2 delivery

Development of guidance and provision of CPD for FLAs and other native speakers involved in supporting delivery of 1+2 policy

Development of examples of good practice in language teaching in schools to showcase online or at events associated with language learning

Longer term (2015 onwards)

Review of all aspects of 1+2 implementation to include:

- review of implementation of earlier P1 access to language learning to identify and consider ongoing emerging implications for 1+2 policy
- review of nature, structure and content of qualifications and examination to take account of implementation of 1+2 policy

No.	Recommendation
1	The Working Group recommends that schools offer children access to an additional language from Primary 1.
2	The Working Group recommends that local authorities and schools develop a 1+2 strategy for language learning within which schools can determine which additional languages to offer. As part of this strategy , consideration should be given to teaching, modern European Languages, languages of the strong economies of the future, Gaelic and community languages of pupils in schools.
3	The Working Group recommends that the Scottish Government fund a number of pilot projects in 2012-13 on introducing access to language learning in primary schools from Primary 1 on a phased basis from 2013-14.
4	The Working Group recommends that a second additional language (L3) be introduced for pupils at a later stage in the primary school. The time for introduction of the L3 language would be a matter for schools and Local Authorities to determine but no later than P5.
5	The Working Group recommends that Education Scotland and Scotland's National Centre for Languages provide support for approaches to the introduction of the 1+2 policy including interdisciplinary working initially through support for piloting and trialling in schools.
6	The Working Group recommends that there be regular planned exposure to L2 and L3 languages.
7	The Working Group recommends that local authorities work with their schools to address the organisational and curricular issues arising from earlier access of learners to language learning.
8	The Working Group recommends that primary and secondary schools work effectively together to ensure articulation between the sectors in terms of content, skills and approaches to learning and to enable effective transition, progression and continuity between P7 and S, particularly for the L2 language.
9	The Working Group recommends that language learning be recognised as an entitlement for all young people through to the end of their broad general education, S1 to S3.
10	The Working Group recommends that within the broad general education schools further develop the links between language learning and issues of employability and citizenship.
11	The Working Group recommends schools develop language learning for L3 during the broad general education, choosing from a range of approaches including interdisciplinary working, and that these be piloted within the early stages of implementation.

No.	Recommendation
12	The Working Group recommends that the CLIL approach be further explored as an option in secondary schools.
13	The Working Group recommends that local authorities ensure that their languages strategy (Recommendation 2) takes account of social deprivation challenges and of the different issues faced in urban and rural areas.
14	The Working Group recommends Education Scotland lead on support for curriculum development in schools within the context of 1+2 policy.
15	The Working Group recommends languages learning and development be supported by greater use of IT (including GLOW), social networking, media (e.g. subtitled foreign films, television, radio) together with the development of opportunities in areas such as theatre, song, etwinning and international visits.
16	The Working Group recommends that schools provide all young people with flexible opportunities and encouragement to study more than one modern language to the level of a National Qualification Unit or course, in the senior phase, whether in their own school or through cluster arrangements with other schools.
17	The Working Group recommends that schools and local authorities ensure that young people have appropriate information on the value of learning languages to certificate level in terms of language and communication skills, employability and citizenship.
18	The Working Group recommends that SQA keep under review the suite of languages offered at certificate level in light of 1+2 implementation.
19	The Working Group recommends that there be further engagement with the FE and HE sectors to look to develop the experience of language learning for students.
20	The Working Group recommends that students undertaking a course of primary school teacher education have a languages qualification at Higher level, or equivalent (SCQF level 6) either on entering the course of initial teacher education or on its completion.
21	The Working Group recommends that all students seeking to become teachers in primary schools undertake some study of the pedagogy associated with additional languages as part of Initial Teacher Education.
22	The Working Group recommends that local authorities should provide regular opportunities for primary and secondary languages staff to work together and to undertake shared CPD opportunities.

No.	Recommendation
23	The Working Group recommends that universities work together as a consortium of university providers to support delivery of the 1+2 policy and that languages departments in universities play a greater role in working with schools subject to appropriate funding.
24	The Working Group, with a view to informing planning and resourcing, as well as CPD needs, recommends that an audit of the number of primary school teachers who are MLPS or GLPS trained be undertaken along with collection of information on how many of those trained are currently engaged in teaching languages.
25	The Working Group recommends that teachers with an interest and aptitude for languages teaching be supported in developing the range of languages in which they are qualified or trained to teach.
26	The Working Group recommends that there be a national recruitment strategy and campaign aimed at encouraging the ablest of young people with requisite qualifications and an interest in languages to embark on ITE in language teaching in secondary schools and teaching which will involve language teaching in primary schools.
27	The Working Group recommends that Scottish Government and Universities work with local authorities, drawing on the work of the Teacher Workforce Planning Group, to adopt a detailed planning process for identifying the need for future numbers of language teachers.
28	The Working Group recommends that GTCS promote improved professional standards in language teaching and encourage teachers to gain qualifications and accreditation in languages for example through raising awareness of professional recognition processes available to teachers.
29	The Working Group recommends that teachers continue to engage with the languages they are teaching through CPD, study, use of media and IT as well as through personal and professional engagement with native speakers of the languages which they teach
30	The Working Group recommends that the appointment of Foreign Language Assistants are considered a key element of the work of the implementation of 1+2 and work on this be undertaken involving local authorities, British Council Scotland and Scotland's National Centre for Languages.
31	The Working Group recommends that schools and local authorities consider the engagement by schools of other skilled and trained native speakers of additional languages to work under the direct and explicit supervision of the classroom teacher in schools.
32	The Working Group recommends that EAL work and delivery is incorporated into local authority strategies for the 1+2 policy delivery in schools.

No.	Recommendations
33	The Working Group recommends further development of the links involving cultural organisations, local authorities, language communities and schools.
34	The Working Group recommends that Scottish Government set up an Implementation Group charged with developing an Engagement Strategy to deliver the 1+2 languages commitment.
35	The Working Group recommends that Scottish Government fully consider the resource implications for stakeholders supporting the introduction of the 1+2 languages policy and engage with COSLA to consider the case for making dedicated appropriate additional funding available to local authorities.

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- Campaign for Slavonic Languages
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