

LANGUAGE TEACHER TRAINING AND BILINGUAL EDUCATION IN THE NETHERLANDS

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1. INTRODUCTION

1.1. The National Linguistic Situation

Dutch is one of the two official languages in the Netherlands. It is the native language of some 15 million Dutch people and some 5.5 million Belgians. The second official language is Frisian, which is spoken by some 420,000 people, mainly inhabitants of the province of Friesland, but also of some of the islands off the coast of this province, in the Northwest of the Netherlands.

Sranan is the native language of some 263,000 members of the Surinam community in the Netherlands. Papiamentu, the Creole language of the Dutch Antilles, is spoken by some 91,000 Arubans and Antilleans resident in the Netherlands.

Malay is spoken by some 35,000 Moluccans, who immigrated in the 1950s from the Indonesian archipelago. Other major immigrant languages are Turkish, spoken by some 241,000 Turkish nationals, and Arabic, spoken by some 196,000 Moroccan citizens in the Netherlands (National Statistics Office, 1994).

Dutch is the second official language for most Frisians as well as immigrants, even if second generation (Zwarts, 1996).

1.2 Description of Area-Specific Understanding of Bilingual Education

The term 'bilingual education' is a confusing signpost in the fields of applied linguistics and language pedagogy. Part of the confusion is inherent in the notion 'bilingual'. It is an intrinsically relative notion. The confusion is further compounded by the fact that the collocation 'bilingual education' is used with reference to different educational activities. This is probably true of the Netherlands as much as of other European countries. In Holland 'bilingual education' has at least two understandings in educational circles: instructed/classroom second-language education (e.g. the teaching of Dutch to Frisian children; the teaching of Dutch to immigrant children) and the teaching of a foreign language (e.g. English, French, German) across the curriculum. In the latter case the content of a school subject (e.g. history, geography, maths., etc.) is taught through the medium of this foreign language; for this reason this type of instruction is often called 'content-based foreign-language teaching'. In the majority of cases (98 p.c.) however 'bilingual education' is to all intents and purposes foreign-language teaching, i.e. the teaching for general purposes of a language not indigenous to the Netherlands. It is important to note that currently taking two foreign languages, one of which should be English, is compulsory for all secondary-school pupils.

In this report I have fallen in with the present tendency at home and abroad to limit the application of the term 'bilingual education' to the use of a foreign language as the medium of instruction in a subject other than the language itself.

1.3. Legislation and Language-Teacher Education

In the Netherlands the Ministry of Education prepares legislation, while Parliament legislates. It is again the Ministry which carries legislation into effect.

Individuals aspiring to become a teacher in a Dutch state school must possess one of the following qualifications (cf. Vroegop 1996):

-as a *primary teacher*. A qualification of this type permits a teacher to teach a variety of subjects (often including English as a foreign language) throughout primary education. Such teachers are trained at Colleges of Higher Education. The minimum entrance requirement is a *havo* (approx. secondary school) certificate. There are about forty of these teacher training colleges in the country. Fifteen of these are comparatively small institutions catering specifically to primary school teacher trainees. The other twenty-five are part of larger teacher-education establishments. A typical programme is of four years' duration, inclusive of teaching practice, which may add up to some 1,400 hrs.

-as a *Grade Two* teacher (also called *Intermediate Grade*). A qualification of this kind allows the teacher to teach in the first three years of secondary education. Like the primary teacher, the grade-2 teacher is also trained at Colleges of Higher Education. As in the case of primary teachers, the minimum entrance requirement is also a *havo* certificate. There are ten colleges for the training of grade-2 teachers. Just as the training colleges for primary teachers, these colleges are affiliated to the Education Departments of the larger Colleges of Higher Education. Courses are of four years' duration, including teaching practice. This takes place during the final two years of training and may add up to 840 hrs. spent in a school.

-as a *Grade One* (or *Full Grade*) teacher. A Grade-1 qualification allows the holder to teach throughout secondary education. Student-teachers receive their training at a University. Entrance qualification is an MA degree in the subject concerned. In the final (fourth) year of the master's programme, undergraduates may opt to attend a two-month orientation course in teaching methodology and some teaching practice, as part of their general preparation for the professional market. Traditionally, university teacher training in the Netherlands is tagged on to the MA programme, with teaching practice distributed over the whole (fifth) year. The total time spent in a school may amount to 850 hrs.

It should be noted that the Netherlands do not possess a dual-certification system of teacher education. Indeed the dual-certification system that did exist for a number of years at the Grade-2 level has recently been abolished.

Part-time teacher education is provided by the Universities (Grade One) and by the Colleges of Higher Education (Grade Two and Grade One). Typical programmes here are of 6 years' duration. They emphasize subject knowledge rather than professional proficiency.

The Netherlands do not have a compulsory system of in-service training (INSET).

Universities and Colleges of Higher Education are relatively autonomous in their decision-making, provided that it is not at variance with the law. Training establishments have their own examination boards, made up of faculty/ staff members. The Chair is appointed by the staff and accountable to the faculty council. An independent Inspectorate inspects colleges and universities at irregular intervals, reporting its findings to the Ministry. In addition Universities and Colleges of Higher Education once every four years are subjected to a critical audit (*visitatie commissie*) carried out by the Universities and Colleges themselves.

On the whole the findings of these special commissions, which are made up of national and international experts in the field, carry more weight (and therefore have a much bigger impact) than the Inspectorate's reports.

2. LANGUAGE TEACHER TRAINING IN RELATION TO BILINGUAL EDUCATION

2.1 Initial Teacher Training

2.1.1 At university level

Holders of an MA degree in Dutch, English, French, Frisian, German, Italian, or Spanish obtained at a Dutch university may qualify for a slot in the one-year postgraduate Grade-1 teacher training course. Slots are assigned on the basis of available places. These are allotted each year by the Ministry of Education. To qualify for admission candidates must have completed a two-month 'orientation course' in the final year of their undergraduate studies. This orientation includes some actual (supervised) teaching.

2.1.1.1 The Curriculum

A typical teacher training programme at university level comprises lectures in the psychology of learning, in developmental and educational psychology, in the psychology of adolescence, in the theory of education, in classroom management, in school organisation and educational policy, in curriculum development and syllabus design, in lesson planning, in applied linguistics (including testing), in language pedagogy, and in the methodology and technology of teaching the language concerned. Almost one half of the postgraduate year is spent on school-related activities such as a minimum of 120 hours spent in actual classroom teaching, class observation, and in the guidance of one or two pupils. In addition, the student teacher has to carry out a piece of class-room-related research.

In 1995 postgraduate teacher training courses were offered for Dutch, English, French, Frisian, German, Italian, and Spanish.

To date there is no curriculum for the training of language teachers for bilingual education.

2.1.1.2 The Structure of the Programmes

As was pointed out in 1.3 and 2.1.1 the Grade One qualification, required of potential upper-secondary teachers and for which training is provided by the Universities, can be obtained within a single year after graduation. The programme is full-time and comprises a minimum of 120 hrs of teaching practice. These hours are distributed over roughly six months. If both undergraduate studies in the language concerned and postgraduate professional training are taken into account only twenty to twenty-five per cent of all available time in the curriculum is spent on professional training.

Part-time language teacher training for Grade One is provided by the Universities and the Colleges of Higher Education. Programmes are of two years' duration. See also 1.3.

2.1.1.3 Practical Training

Practical training involves a minimum of 120 hours of actual classroom teaching. During this period the student-teacher is supervised by an in-school mentor and an in-institute staff member. The trainee's responsibility for classes during this period is 80 per cent.

Assessment is by coursework and examination. This means that the student should have obtained satisfactory results on each individual component of the programme. The in-school mentor has a decisive say in assessing the trainee's teaching performance, for which the trainee should at least get a pass (i.e. a 6 on a 10-point scale). In practice few, if any, student teachers are ever rejected on that score, but in the case of a wholly unsatisfactory performance, an extended period of practice may follow and if at the end of this results are still not sufficient the student may be advised not to go into teaching.

If and when the student-teacher has met all the requirements s/he is awarded his/her certificate which allows him/her to teach the language concerned across the whole range of Dutch state schools.

2.1.1.4 Impact of EU Programmes

Dutch teacher training establishments, including the universities, have a clear remit to provide teacher trainees with the necessary knowledge and skills to be able to include the international dimension in their teaching. The Netherlands Universities' Foundation for International Cooperation (NUFFIC) takes responsibility for the co-ordination and promotion of international programmes at university level (Vroegop 1996:8). However, of the 56 ICP's involving a Dutch participant, only 16 have a Dutch university as a partner. This agrees with the results of an audit carried out by the association of Dutch universities. The final report of this special committee, investigating the role of university teacher training in international programmes, states that the impact of Community programmes to date has not been significant. It recommends that European networks be given greater prominence. This need not take the shape of a mobility scheme, as student teachers may have done part of their undergraduate studies abroad through ERASMUS or LINGUA. It is the committee's view that priority be given to the development of a system of quality control, which has a distinct European dimension and which allows for future changes in teacher education (Zwarts 1996:235).

2.1.2 At Non-University Level

2.1.2.1 The Curriculum

Students training to become primary teachers receive courses in developmental and educational psychology, the theory and technology of education, and in pedagogy. As a primary school teacher teaches subjects across the whole curriculum, the trainee also receives courses in Dutch, English, French, German, Maths, History, Geography, Physical Education, and Music. No special qualification is required for the teaching of English at primary level over and above the normal teacher's certificate.

Students training to become lower-secondary (i.e. Grade-2) teachers have to take courses in the language of their choice and courses preparing them for their professional life as teachers. Languages that can be studied at this level are Arabic, Dutch, English, French, Frisian (part-time only), German, Spanish (part-time only), and Turkish (part-time only).

In addition to the acquisition of the relevant language skills, students have to take courses in the literature and the culture(s) of their chosen subject. Professional training comprises educational subjects (curriculum analysis, teaching materials, teaching methodology, lesson

planning, testing; educational, developmental, and learning psychology, the psychology of adolescence, classroom management, counselling, intercultural problems, Dutch as a second language, gender issues, school management, educational policy, the European dimension) as well as teaching practice, spread over the last two years of the four-year programme. To date there appears to be no special provision for bilingual education.

2.1.2.2 The Structure of the Programmes

Training programmes for primary teachers typically take four years to complete. So do programmes for lower-secondary (i.e. Grade-2) teachers. The main difference between the two kinds of programme is the wide range of subjects in the primary programme *vis-à-vis* the single subject of the Grade-2 programme. It will be clear though that the level of the subjects studied varies according to whether one is training for a primary or Grade-2 qualification. In both programmes assessment is by coursework and examination.

2.1.2.3 Practical Training

As was already observed in passing (see 2.1.2.2) teaching practice in the primary teacher training curriculum is interwoven with the programme as a whole. Consequently, all courses taught in the primary programme involve the student teacher in direct classroom practice (totting up to 1,400 hrs), whereas teaching practice in the Grade-2 programme is usually spread over the last two years of the curriculum. The actual time spent in school in the Grade-2 programme may add up to 840 hrs. Trainees are from 50 to 80 per cent responsible for the classes taught.

To obtain their qualification, trainees in both programmes require a pass for classroom observation as well as teaching practice. Teaching practice is normally supervised by an in-school mentor and/or a visiting staff member.

As in the Grade-1 teacher education programme, the in-school mentor has an important say if not a casting vote in the assessment of the student teacher's practical performance.

2.1.2.4 Impact of EU Programmes

Out of a total of 118 approved ICP's fewer than half share a Dutch participant, for the most part in the areas of primary education and teacher education. The most active Dutch participants are to be found among the Colleges of Higher Education and Polytechnics (Zwarts 1996:235). Of the colleges for the training of primary teachers fifty per cent have built internationalisation into their curricula (Vroegop 1996:8).

Just as NUFFIC promotes and co-ordinates action in the area of internationalisation at university level, so The European Platform for Dutch Education operationalises and implements policies with regard to primary, secondary, and teacher education.

2.2. In-Service Teacher Training (INSET)

INSET and school support are mainly provided by the Universities and Colleges of Higher Education and by the Denominational and Regional/Local Educational Support Centres. The Dutch Modern Language Association (*Levende Talen*) also plays a part in the professional development of language teachers, often in conjunction with a University or a College of Higher Education. At the moment of writing Dutch schools are obliged to spend 80 per cent

of the money earmarked for INSET on teacher development schemes laid on by the Colleges of Higher Education. In the near future however schools will be free to obtain teacher development programmes wherever they can get them. INSET and school support are increasingly becoming market-driven, as the national budget available for professional and school development is being devolved to the schools. As a result the distinction between INSET and other support activities is increasingly becoming blurred. The Colleges of Higher Education collaborate at regional level and this collaboration is currently being expanded to include the national (i.e. denominational) and regional/local support centres/units. There is no formal obligation for teachers to participate in INSET activities. (Vroegop, 1996:9).

2.2.1. At University Level

2.2.1.1. The Curriculum

INSET courses offered by the Universities include state-of-the-art surveys on language, literature, and language pedagogy at both Grade-One and Grade-Two level. The contents of the courses provided depend heavily on the expertise that happens to be available in the departments concerned. However, the academic audit committee states that serious attempts are made to take the needs and wishes of secondary schools into account (Zwarts, 1996:236).

2.2.1.2. Structure of the Programmes

There are no special regulations here other than that the programmes should suit the participants, but the problem of teacher substitution in schools causes INSET courses to be generally short. They may vary in length from a half-day to three or four days.

2.2.1.3. Practical Training

There is no such requirement or provision. Once a teacher always a teacher! There is not even a formal system of guidance for beginning teachers. INSET programmes tend to be knowledge-orientated rather than skills-orientated.

2.2.1.4 Impact of EU Programmes

In view of the non-committal nature of INSET, less than 1 per cent of practising teachers have taken part in EU professional development schemes. Of these LINGUA proved the most successful.

2.2.2. At Non-University Level

2.2.2.1. The Curriculum

The polytechnics and Colleges of Higher Education provide state-of-the-art surveys on language and literature at Grade-Two level, along with courses on developments in teaching methodology, educational theory and classroom management. They also provide INSET for

primary school teachers. The quality of the courses varies, practical applicability is limited, and there is little or no relationship to initial training (Zwarts, 1996:235).

2.2.2.2. Structure of the Programmes

See observations under 2.2.1.2.

2.2.2.3. Practical Training

See observations under 2.2.1.3.

2.2.2.4. Impact of EU Programmes

On the whole teachers have not availed themselves of the opportunities for their professional development offered by EU Programmes (see 2.2.1.4). However, most Colleges of Higher Education took part in Erasmus ICP's which enabled them to establish contacts with other European Colleges of Higher Education to collaborate on the provision of INSET with an international dimension (Vroegop, 1996:10).

3. NEW DEVELOPMENTS IN THE AREA OF LANGUAGE TEACHING AND LANGUAGE TEACHER TRAINING IN RELATION TO BILINGUAL EDUCATION

Mainstream foreign-language teaching, in which the foreign language concerned is both the object and the medium of instruction, constitutes some 98 per cent of foreign-language education in the Netherlands. Language teacher training colleges have to cater for the needs of teachers at these schools and the training programmes are a reflection of this. They are, at least officially, largely communication-orientated but classroom practice not seldom presents a different picture (cf. Withagen *et al.*, 1996). The current system of teacher education dates from the mid-seventies and early eighties but is under constant review as a result of both changing educational policies and constant cuts in public spending (and therefore in staff). This requires a lot of flexibility of all people involved in the teaching operation and 'flexibility' has therefore become a catchword in educational circles. At the same time flexibility has its limits and many teachers are showing signs of mental fatigue. As a result innovation is suffering, among classroom teachers as well as teacher educators.

There are deep-seated differences in the philosophies underlying the teacher education provided by the colleges of higher education on the one hand and those offered by the universities on the other. By and large, the professional training provided by the colleges adopts an educational perspective - it is more integrated into the whole of the programme and generally favours a practical approach, often decrying theory in the process - that by the universities traditionally has a heavy philological emphasis - philology here taken in the continental sense of the combined study of language, literature, and culture. The professional component of the universities is tacked on at the end of the philological programme, by way of an afterthought as it were. Underlying the academic approach are Humboldt's and Newman's formative ideals (cf. Van Essen 1996). Essentially these ideals embody the view that having been put through the academic mill is in and of itself sufficient to become a competent teacher. This attitude certainly does not foster innovation and change and is definitely not conducive to teacher development. Teachers are born, not made.

It will be obvious that neither attitude has been particularly conducive to innovation and change in teacher education as a professional enterprise. If anything they have led to entrenched positions. Any fundamental changes can only come from outside and will entail a

major overhaul of current programmes if teacher education as a whole is to get out of the doldrums.

3.1 With respect to the nature of the schools

Despite this somewhat pessimistic note there are also some hopeful signs. Not seldom new developments take off as grassroots initiatives. Two such initiatives are intensive language teaching and bilingual education. To take the most popular intensive programmes first. There are currently 15 secondary schools involved in these programmes (mostly English/Dutch streams), scattered all over the Netherlands. They are:

the Maartenscollege in Groningen;
the Linnaeus College in Haarlem;
the Stedelijke Scholengemeenschap in Maastricht;
the Jeanne d'Arc College in Maastricht;
the Stedelijk Lyceum Kottenpark in Enschede;
the Zernike College in Haren (near Groningen);
the Amsterdams Lyceum in Amsterdam;
the Da Vinci College in Leiden;
the Kennemer Lyceum in Overveen (near Haarlem);
the Maerlant Lyceum in the Hague;
the Scholengemeenschap Schravenlant in Schiedam;
the Sintermeerten College in Heerlen;
the Euro-College in Maastricht;
the Vrijzinnig Christelijk Lyceum in the Hague;
the Gymnasium Bernrode in Heeswijk-Dinther.

Intensive language programmes provide more practice in the foreign language by giving pupils up to three hours extra instruction in it, over and above those already on the timetable. They often involve a native speaker of the language or a 'language assistant' in the teaching of these extra lessons. Some of these schools are considering taking these programmes a step further to provide full-fledged bilingual education, but so far none have. Languages taught 'intensively' are English, French, German, Italian, Modern Greek, Spanish, and Russian (Fruhauf 1996b).

Some 10 primary schools, predominantly in the border regions of the Netherlands, have also embarked on experiments with either intensive language programmes or Bilingual Education. As for bilingual education in the Netherlands, this is the more innovative of the two grassroots initiatives. Bilingual education as we defined it in 1.2. is the teaching of a school subject (e.g. geography, history, biology, etc.) through the medium of a foreign language. In the Netherlands bilingual education, which had been pursued occasionally and intermittently since the 1970s, received a fresh impulse in the years leading up to the Treaty of Maastricht (1992), when the public at large became concerned about the future of their children in a Europe without frontiers.

The first bilingual stream in a Dutch secondary school was the result of a private initiative of some parents who believed that immersing their children in English would allow them to develop near-native proficiency. So in 1989 a group of seven pupils started out in the first bilingual stream in the Netherlands, using English as the working language in a number of subjects, while following the normal curriculum in other subjects. The programme proved a success and in ensuing years several other schools followed suit. In the autumn of 1995 eleven secondary schools had bilingual streams and there were several more in the pipeline (Fruhauf 1996a:115). Schools currently having a bilingual stream are:

the Alberdingk Thijm College in Hilversum;

the O.S.G. Wolfert van Borselen in Rotterdam;
the Lorentz College in Arnhem;
the Stedelijk College in Eindhoven;
the Stedelijk Lyceum, lokatie Zuid, in Enschede;
the Van der Capellen Scholenegemeenschap in Zwolle;
the Rijnlands Lyceum in Oegstgeest;
the Stedelijk College 'Den Hulster' in Venlo;
the Marnix College in Ede;
the Rijnlands Lyceum in Wassenaar;
the Bisschoppelijk College Broekhin in Roermond.

Since these schools started out on bilingual education they have received a lot of support, in terms of co-ordination and logistics, from the European Platform for Dutch Education, which is in turn backed by the Ministry and the National Action Programme for Foreign Languages. Four more schools are currently planning the introduction of bilingual streams.

So far the only evidence we have of the success of bilingual programmes is anecdotal. But research to assess their effects is currently underway (Fruhauf 1996a:129).

It is to be hoped that both the research findings and the experiences gained in both types of innovative language teaching will be fed back into teacher education.

3.2. ICT and Distance and Autonomous Learning

Modern I(nformation) and C(ommunication) T(echnology) permits the pedagogical application of the new media as well as autonomous and distance learning (cf. Withagen *et al*, 1996:46-49) but the Netherlands are badly lagging behind in this. For one thing because there is not sufficient computer hardware (there is currently only one computer available to every forty secondary school pupils), for another because suitable software is not sufficiently available. This is true of mainstream foreign-language teaching as well as bilingual education, even though one would expect a somewhat more progressive position of bilingual schools.

Plans for the computerisation of Dutch education have so far failed largely because teachers have so far proved extremely reluctant to adopt a technology which might - so they think - in the long run threaten their employment. Besides the Ministry has been reluctant to invest in the in-service training of practising teachers and has therefore missed out on an opportunity to convince practitioners of the benefits that might accrue from the use of ICT in language pedagogy.

Needless to add that educational publishers have so far adopted a wait-and-see attitude.

The Minister of Education last week (28 April 1997) revealed plans to catch up with developments abroad by earmarking large sums for the purchase of both new and second-hand computers and for in-service training. The success of the plans largely depends on whether the next Government will go along with them. The future of ICT in Dutch education is therefore extremely uncertain (NRC/Handelsblad 28 and 29 April 1997). There are no specific plans relating ICT to bilingual education.

Another question that needs to be addressed is whether the application of ICT does in effect lead to better learning results. Some research findings would imply that it is better to integrate any computer software into the courseware as a whole and not to tack it on as one goes along. At the same time ICT could relieve the practitioner of much of the tedium of his/her job.

3.3. Initial Training and In-Service Training

Finding adequate means of training teachers for bilingual education is a pivotal issue in the Netherlands. In terms of innovation language teacher education in the Netherlands does not present a rosy picture (see 3.0). Innovations, if any, will have to come from outside. For example, current language teacher education is incapable of catering for the needs of teachers bilingual education. A major obstacle is the impossibility of the system to provide for dual certification (i.e. a qualification for teaching a foreign language and another subject). As a result most schools have tried to find their own solution to the problem. Thus they spend a good deal of their time and efforts trying to provide in-service training for those of their teachers who are willing to teach their subjects in English. To date there is only one establishment in Holland that provides a course tailored to the needs of these teachers. The course is called 'Classroom English' and is provided by the Catholic University of Nijmegen (Fruhauf 1996:124).

3.4. Mobility of Language Teacher Trainees and Trainers

Though many teacher training establishments have taken part in international exchange programmes such as ERASMUS, LINGUA, AND COMETT, teacher education is lagging behind (Vroegop 1996:16). This is true of trainers and trainees.

3.5 Language Pedagogy, Methodology of Teaching, and Innovation

One of the big problems that teachers of bilingual programmes find themselves up against is the balance between content and foreign-language development. This is especially the case with non-native teachers of English. The evidence we have as to how individual teachers try to resolve this problem is largely anecdotal. Some teachers regard the subject teachers as those who provide the 'bricks' of the language (i.e. vocabulary) and the language teachers as those who provide the 'mortar' to hold the bricks together (Fruhauf 1996a:126). Evidence like this, however unreliable, clearly points to the need for a more systematic approach to the methodology of teaching bilingual programmes. Two options announce themselves: the model of the 'teacher as a researcher' and that of 'peer coaching'. In the first the teachers view their own development in teaching their subject in a foreign language as a gradual process involving learning by doing. The second implies mutual guidance, well-known among psychotherapists, doctors, lawyers, and other professionals (Westhoff 1994:42-3).

The idea of productive/receptive competence in one language and receptive competence in several other languages launched in the 1970s by Mooijman has gain become topical now that English has become the dominant language in Dutch education (cf. Sigma Project Final Report, 1995:28-29).

4. NEW NEEDS IN THE AREA OF LANGUAGE TEACHER TRAINING IN RELATION TO BILINGUAL EDUCATION

4.1. Initial Language Teacher Training Programmes

The aims of a training programme targeted at bilingual education should be derived from the future 'immersion' teacher's professional profile. Ideally such a profile would include the following features (Westhoff, 1994:37-8):

- the immersion teacher is a native speaker of the foreign language taught, and if not a native s/he should have a near-native command of the language; preferably the teacher should have spent some years in the target culture;

- the immersion teacher is bilingual. S/he should be able to understand the learners when they speak their own language. S/he should have gone through the process of coming to terms with another language and should have a thorough knowledge of the language of the learners in order to diagnose errors due to language contrasts; s/he should be able to adequately communicate with pupils' parents, as parents of pupils in bilingual education want to be kept posted about developments in education more than is the case in mainstream foreign-language education.

- the immersion teacher is first and foremost a foreign-language teacher. An effective immersion teacher has to do two things at once: (1) teach a subject, and (2) be concerned with the language development of his/her pupils. This requires him/her to turn subject-knowledge into comprehensible input. The latter requires knowledge of interlanguage development, of the language concerned, and of the subject taught.

Teacher education programmes, whether at university and/or non-university level, would have to incorporate the features outlined above. A thorough grounding in educational linguistics is indispensable

4.2. INSET

Any plans for INSET with regard to bilingual education will fall by the wayside if it is limited to individual teachers. INSET should be combined with continued guidance in schools and with external support of the bilingual school as a whole. The national (i.e. denominational) and regional/local support centres/units could play an important part here. These national support units should help practising teachers in the acquisition of new skills and methods and in gaining more practical experience by attending the lessons of leading practitioners in the field. It is of the utmost importance that the experiences of such practitioners (at home or abroad) are fed into other classrooms.

Both initial and INSET programmes should try to resolve the problem signalled in 3.5. viz. that teachers of bilingual programmes should somehow strike a balance between content and foreign-language development. Some teachers regard the subject teachers as those who provide the 'bricks' of the language (i.e. vocabulary) and the language teachers as those who provide the 'mortar' to hold the bricks together (Fruhauf 1996a:126). This attitude points to the need for a more systematic approach to the methodology of teaching bilingual programmes. Two options announce themselves: the model of the 'teacher as a researcher' and that of 'peer coaching'. In the first the teachers view their own development in teaching their subject in a foreign language as a gradual process involving learning by doing. The second implies mutual guidance, well-known among psychotherapists, doctors, lawyers, and other professionals (Westhoff 1994:42-3).

4.3. New Technologies and Autonomous Learning

The remarks made in Section 3.2. apply equally if not *à fortiori* to bilingual education.

4.4. Methodology

In addition to a higher level of proficiency in the foreign language, bilingual education requires a larger arsenal of techniques to teach both the subject and the language. See 4.1.

4.5. Mobility

In view of the crucial importance of experiences in bilingual education gained elsewhere, mobility schemes should be set up to promote the movement across the EU of both trainers and trainees, much more so than is the case now. Equally important is exchanging knowledge and experience in order to identify or develop adequate teaching materials (Fruhauf, 1996a:132).

4.6. Accreditation and ECTS

To give a fresh impulse to teacher development a Career Visa should be introduced at European level. In this Career Visa could be entered all those courses that a teacher has successfully completed and that are relevant to his professional development. A European accreditation system is of the essence here. The European network NELLE has already made some progress along these lines.

4.7. Educational Policy

The educational authorities should fund research into the effects of bilingual teaching. The evidence to date suggests that if bilingual education is to be successful it requires an all-out effort on the part of authorities, administrators, teachers, parents, and pupils. Bilingual education cannot be implemented across the board unless positive research findings have become available. But even at this moment in time it is obvious that bilingual education cannot be had on the cheap.

Furthermore the Government should consider the re-introduction of dual certification for teachers (abolished some years ago). They should also define standards and find appropriate forms of certification for pupils leaving bilingual schools (Fruhauf, 1996a:132). If mobility within the EU is to increase the Government should accord priority to bilingual programmes. It would be up to the European Commission to impress the urgency of such measures upon national governments.

4.8. Joint Programmes

On several occasions we have emphasized the need for joint action in the areas, not only of bilingual education, but of teacher education and teacher development generally. At the same time we have signalled a lack of interest all round in the participation in Union programmes. On the whole this lack of interest is the result of a shortage of funds available to temporarily substitute teachers, both at university and secondary level. If anywhere there is a distinct financial need here.

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