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RESPONDING TO INCREASING LINGUISTIC DIVERSITY IN MULTILINGUAL EUROPE

1. Abstract

Linguistic diversity is generally conceived of as a constituent characteristic of Europe's identity. However, some languages play a more important role in the European public and political discourse on "celebrating linguistic diversity" than other languages. The constellation of languages in Europe actually functions as a descending hierarchy of English as *lingua franca* for transnational communication, the national or "official state" languages of European countries, regional minority languages and immigrant minority languages across Europe. Whereas the national languages of Europe are celebrated most at the EU level, with English increasingly on top, regional minority languages are celebrated less and immigrant minority languages least.

Against the background of ongoing processes of globalisation and international migration, inclusive perspectives will be offered on the constellation of all of these languages as part of Europe's identity. The focus of the talk will be on phenomenological, demolinguistic and educational perspectives in responding to both regional minority and immigrant minority languages across European nation-states. The following topics will be discussed:

1. *European and American discourses and data on diversity*

- The States of United Europe vs. the United States of America
- Comparative analyses of European and non-European countries of immigration
- Discourses and data on diversity
- Complementary approaches and paradigms in both contexts

2. *The European constellation of languages*

- Prototypical actors for language transmission in the private and public domain
- The linkage between language, identity and nation-state
- The concepts of regional minority and immigrant minority languages as languages of Europe
- Effects of globalization for multilingualism in Europe
- Paradoxes in the European vs. national public and political discourses on linguistic diversity

3. *Mapping linguistic diversity in multicultural Europe and beyond*

- Criteria and criterion effects for the definition and identification of population groups in multicultural societies
- Types of statistics and data bases: census data, register data and survey data
- Mapping diversity in non-European English-dominant countries
- Mapping diversity in European Union countries
- Home language surveys at the national and cross-national level: distribution and vitality of immigrant minority languages

4. *Dealing with plurilingualism in education*

- Moving away from a monolingual mindset
- European institutions as agents of plurilingualism/multilingualism
- Attitudes of European citizens towards plurilingualism
- Beyond integration: the enhancement of trilingual education for all children

5. *The trilingual formula of the European Commission ("Mother tongue plus two")*

- Understanding its rationale for education from a historical perspective
- The need for an update of the trilingual formula
- Challenges and opportunities

6. *Dutch abroad*

- The linkage between language and ethnicity in Australia
- The Victorian School of Languages and LOTE classes

7. *The Language Rich Europe Project*

- Agents
- Aims and methodology
- Key outcomes
- Dissemination across Europe

2. The States of United Europe (EU) vs. the United States of America (USA)



3. Comments on two maps

- Comparability in size of two subcontinents: population of the USA (312 million) vs. the EU (503 million) in 2011
- United States of America vs. States of United Europe (Jacques Chirac, former French president, addressing his citizens on word order differences: federation of states vs. “ongoing project”)
- Clear USA borders on all sides. Where does Europe end? Clear European geographical borders in the North, West and South, political borders in the East (Russia and Turkey)
- Plurilingual identity of most Europeans vs. monolingual identity of most Americans when English is their L1 (Red Redner on “bilinguals”)

4. The rationale and relevance of comparative analyses of European and non-European countries of immigration

- Europe as a continent from emigration to immigration
- Previous experiences in non-European English-dominant countries of immigration
- Focus on Australia, Canada, the USA, and South Africa
- The status of English in Europe and abroad in terms of *lingua franca* vs. home language (English home language in 1 out of 100 families in SA ↔ Australia)

5. What Europeans found self-evident abroad in establishing these nation-states and do not find self-evident at home

- European “founding fathers” of 1798 USA Constitution (absence of mothers and indigenous people)
- The mindset on nationality or citizenship: *ius soli* vs. *ius sanguinis*
- The mindset on dual citizenship
- The discourse on diversity: diversity conceived primarily as problem/deficit instead of opportunity and how “they” hit the headlines
- The data on diversity: the role of census and the structure of population statistics (see 23) (cf. websites on population diversity in Melbourne or New York vs. Amsterdam or Berlin)
- The concept of multicultural society as self-definition vs. political failure

6. The need for a multidisciplinary (no either/or) approach of the concept of identity

Given the multiplicity of the concept of identity, in particular in a multicultural context of migration and minorisation, there is an increasing need for a multidisciplinary (no either/or) approach and for balanced and complementary perspectives, linking individuals and groups, including societies at large. Verkuyten (The social psychology of ethnic identity 2005:90) made a strong plea for engaging in both social-psychological and cultural-anthropological debates:

In these debates, adopting one position typically means ignoring or criticizing the other. One’s own favoured approach is presented as the good one or the one that addresses the ‘real’ anthropological or social psychological questions. With this, it becomes virtually impossible to engage with other ideas, and there are few attempts to deal seriously with others’ position. In studying ethnic identity, it is possible to ask many questions that can be examined from various perspectives and by a range of different methods.

7. Definition of ethnic identity after extensive meta-analysis of available definitions (Edwards 1985: 10)

Ethnic identity is allegiance to a group – large or small, socially dominant or subordinate – with which one has ancestral links. There is no necessity for a continuation, over generations, of the same socialisation or cultural patterns, but some sense of a group boundary must persist. This can be sustained by shared objective characteristics (language, religion, etc.), or by more subjective contributions to a sense of ‘groupness’, or by some combination of both. Symbolic or subjective attachments must relate, at however distant a remove, to an observably real past.

- Ethnicity as human *property* vs. nationality/citizenship as human *right*
- Self-reference to nationality *by* majority groups vs. other-reference to ethnicity of minority groups (cf. Dutch discourse on *Dutchmen* vs. *Turks*)
- Giles *et al.* vs. Bourhis *et al.* on objective vs. subjective characteristics

8. Complementary approaches or paradigms in ethnographic versus demo/geolinguistic research (Barni and Extra 2008: 5)

Research paradigms	Ethnographic research	Demo/geolinguistic research
Research methods	<ul style="list-style-type: none"> • Inductive / Heuristic • (Participating) observation • “Qualitative” 	<ul style="list-style-type: none"> • Deductive • Distance between researcher and informants • “Quantitative”
Usual data	<ul style="list-style-type: none"> • Observed data in multiple contexts • Open-ended and in-depth interviews 	<ul style="list-style-type: none"> • Reported data in single contexts • Selective set of questions in pre-designed questionnaires
Informants	<ul style="list-style-type: none"> • (Multiple) case studies • Single/few informants 	<ul style="list-style-type: none"> • Large-scale studies • Many informants

- Both types of approaches are needed
- Validity issues arise in each of the two approaches: in ethnographic research in terms of representativeness of the data and in terms of making generalisations, in demolinguistic research in terms of a (mis-)match between observed and reported data.

9. European statistics on population groups in multicultural societies (cf. Poulain, THESIM Group, Louvain-la-Neuve: Towards Harmonised European Statistics on International Migration)

- Nationwide censuses at fixed intervals of, e.g., 5 or 10 years (in 22 out of 27 EU countries)
- Regularly, e.g., yearly, updated administrative registers at the municipal and national level (in Scandinavian countries and the Netherlands)
- Statistical surveys (large-scale or small-scale) among particular subsets of population groups
- Focus Poulain on “non-national” and/or “foreign-born” population groups: reductionistic perspective

Databases (in various combinations)

- Nationwide census data
- Administrative register data
- Sample survey data

10. Arguments for and against mapping diversity in multicultural societies

- Proponents argue in terms of the social or scientific need for population data bases on diversity as prerequisites for affirmative action by the government in such domains as labour, housing, health care, education or media policies
- Opponents argue in terms of the social or scientific risks of public or political misuse of such data bases for stereotyping, stigmatisation, discrimination or even removal of the “unwanted other”
- The “ethnic dilemma”: how can you combat discrimination if you are not informed about diversity? (cf. Blum 2002 on this debate in France)

11. “Responding to increasing linguistic diversity” in the handout title refers to multiple actors in the private and public domain

Prototypical actors for language transmission in the private and public domain:

- Families: parents in interaction with children
- Schools: teachers in interaction with pupils
- Policy makers: at the local, national and European level

Both multidisciplinary and cross-national perspectives will be offered on two major domains in which language transmission occurs, i.e., the domestic domain and the public domain. The home and the school are typical of these domains. At home, language transmission occurs between (parents and) children; at school this occurs between (teachers and) pupils. Viewed from the perspectives of majority versus minority language speakers, language transmission becomes a very different issue. In the case of majority language speakers, language transmission at home and at school are commonly taken for granted: at home, parents usually speak an informal variety of this language with their children, and at school, the formal variety of this language is usually the only or major subject and medium of instruction. In the case of minority language speakers, there is usually a much stronger mismatch between the language of the home and that of the school. Whether parents in such a context continue to transmit their language to their children is strongly dependent on the degree to which these parents, or the minority group to which they belong, conceive of this language as a core value of cultural identity.

(Extra & Gorter 2008: 4)

12. Recent changes in the relationship between language and national identity in three arenas (Oakes 2001)

- *In the national arenas of the EU member-states:* the traditional identity of these nation-states has been challenged by major demographic changes (in particular in urban areas) as a consequence of international migration and intergenerational minorisation
- *In the European arena:* the concept of a European identity has emerged as a consequence of increasing cooperation and integration at the European level
- *In the global arena:* our world has become smaller and more interactive as a consequence of the increasing availability of information and communication technology

13. Effects of globalisation for multilingualism in Europe: two competitive processes

- *Convergence at the transnational level:* English on the rise throughout Europe as *lingua franca* for international communication, at the cost of all other national languages in Europe, including French, German and Russian
- *Divergence at the national level:* diversification of home languages (as yet little diversification of school languages) (cf. outcomes of home language surveys in London and The Hague: LOTE in London >230 in 2008, LOTD in The Hague >80 in 1997/1999)
- Bill boards in *London metro*: London speaks in more than 230 languages. How many languages do you speak?

14. How 'they' hit the headlines: immigrant minority groups in the public discourse

1 *Foreigners / Etrangers / Ausländer*

- *ius soli*
- *ius sanguinis*
- non-national residents
- non-English speaking (NES) residents
- non-European languages
- non-territorial languages
- non-regional languages
- non-indigenous languages
- *anderstaligen/andersdenkenden* (Dutch expression on those who speak/think differently)

2 *In need of integration*

- Two constant elements in public and political discourse
- Plea for integration is commonly unidirectional and assimilation-oriented
- Plea for integration co-occurs with the language of exclusion ("othering")
- Conception of diversity in terms of problems

15. Paradoxes in the European vs. national public and political discourse on diversity of languages and cultures: rarely addressed in national parliaments

- At the European level: inherent properties of European identity and prerequisites for integration, accompanied by such devices as *celebrating linguistic diversity* or *diversity within unity*
- At the national level, with respect to immigrant languages and cultures: threat to national identity and obstacle for integration
- The concept of *community languages* as occupied territory in Europe vs. abroad (e.g., Australia)

16. Overview of 30 EU (candidate) member-states with estimated populations and official state languages (EU figures for 2011/12)

Nr	Member-states	Population (in millions)	(Co-)official state language(s)
1	Germany	82,0	German
2	France	63,5	French
3	United Kingdom	62,8	English
4	Italy	61,0	Italian
5	Spain	46,8	Spanish
6	Poland	38,3	Polish
7	Romania	21,4	Romanian
8	The Netherlands	16,7	Dutch (Nederlands)
9	Greece	11,4	Greek
10	Belgium	10,8	Dutch, French, German
11	Portugal	10,7	Portuguese
12	Czech Republic	10,6	Czech
13	Hungary	10,0	Hungarian
14	Sweden	9,5	Swedish
15	Austria	8,4	Austrian-German
16	Bulgaria	7,4	Bulgarian
17	Denmark	5,6	Danish
18	Slovakia	5,5	Slovak
19	Finland	5,4	Finnish, Swedish
20	Ireland	4,6	Irish, English
21	Lithuania	3,3	Lithuanian
22	Latvia	2,2	Latvian
23	Slovenia	2,0	Slovenian
24	Estonia	1,3	Estonian
25	Cyprus	0,8	Greek, Turkish
26	Luxembourg	0,5	Luxemb., French, German
27	Malta	0,4	Maltese, English
	Candidate member-states	Population (in millions)	Official state language
28	Turkey	79,7	Turkish
29	Croatia	4,3	Croatian
30	Macedonia	2,1	Macedonian

17. Comments on table

- Large differences in population size
- Top-6 of most widely spoken languages, including Polish (meanwhile second most widely spoken language in UK after English)
- German and Turkish in top position, not English
- Strong linkage between references to nation-states and official state languages (only exceptions: Belgium and Cyprus)
- Disregard of *the other languages of Europe* (Extra & Gorter 2001)
- Polish at primary schools in Hamburg before and after Polish accession to the EU: from auxiliary status to independent status)

18. Descending hierarchy of languages in Europe (Extra & Gorter 2008)

- English on the rise as *lingua franca* for transnational communication (at the cost of all other national languages, including French and German)
- National or “official state” languages of European countries (mantra of *celebrating linguistic diversity*)
- Regional minority (RM) languages across Europe (celebrated less)
- Immigrant minority (IM) languages across Europe (celebrated least)

Within and across EU member-states, many RM and IM languages have larger numbers of speakers than many of the official state languages mentioned in the previous table. Moreover, RM and IM languages in one EU nation-state may be official state languages in another nation-state. Examples of the former result from language border crossing in adjacent nation-states, such as Finnish in Sweden or Swedish in Finland. Examples of the latter result from processes of migration, in particular from Southern to Northern Europe, such as Portuguese, Spanish, Italian or Greek. It should also be kept in mind that many, if not most, IM languages in particular European nationstates originate from countries outside Europe. It is the context of migration and minorisation in particular that makes our proposed distinction between RM and IM languages ambiguous. We see, however, no better alternative. In our opinion, the proposed distinction leads at least to awareness raising and may ultimately lead to an inclusive approach in the European conceptualisation of minority languages.

(Extra & Gorter 2008: 6)

19. RM and IM languages

- The nomenclature (cf. European Charter on Regional or Minority Languages: no definitions given, but exclusion of IM languages)
- Unequal treatment of languages as core values of culture and identity
- Convergence in the criteria for defining RM and IM groups (from nationality and birth country to ethnicity and home language use)
- The need for policies beyond the unilateral concept of “integration” with tasks for *all* inhabitants of multicultural societies (cf. Victoria State in Australia)
- The clash of paradigms and policies where RM and IM languages coexist (examples: Great-Britain, Spain and The Netherlands) (cf. status of Frisian vs. Turkish at Dutch primary schools)
- *Les langues de France* or *De andere talen van Nederland* as inclusive concepts

20. Criterion effects in Dutch population statistics on 2007 (CBS 2008)

Groups	Birth country (PFM)	Nationality	Absolute difference
Dutch	13,187,586	15,676,060	2,488,474
Turks	368,600	96,779	271,821
Moroccans	329,493	80,518	248,975
Surinamese	333,504	7,561	325,943
Antilleans	129,965	-	129,965
Italians	36,495	18,627	17,868
Spaniards	31,066	16,468	14,598
Somalians	18,918	1,175	17,743
Chinese	45,298	15,266	30,032
Indonesians	389,940	11,389	378,551
Other groups	1,487,127	434,194	1,052,933
Total non-Dutch	3,170,406	681,932	2,488,474
Total	16,357,992	16,357,992	

21. Comments on table

Table 20 shows strong criterion effects of birth country versus nationality. All IM groups are in fact strongly under-represented in nationality-based statistics. However, the combined birth-country criterion of person/ mother/father does not solve the identification problem either. The use of this criterion leads to non-identification in at least the following cases:

- an increasing group of third and further generations (cf. Indonesian/Moluccan and Chinese communities in the Netherlands);
- different ethnocultural groups from the same country of origin (cf. Turks and Kurds from Turkey or Berbers and Arabs from Morocco);
- the same ethnocultural group from different countries of origin (cf. Chinese from China and from other Asian countries);
- ethnocultural groups without territorial status (cf. Roma people).

(Extra & Barni 2008: 19)

22. Criterion effects on the public and political discourse in the Netherlands

- Municipal register data in the Netherlands based on birth country of person and parents
- The “othering” distinction between *autochtonen*, Western *allochtonen* and non-Western *allochtonen* in the public and political discourse as a direct effect of the utilization of the above-mentioned birth country data
- The widely used reference to *autochtonen* in terms of nationality and to *allochtonen* in terms of ethnicity (cf. *Nederlanders* vs. *Turken/Marokkanen/Antillianen*)
- The widely spread misperception that ethnicity is a belonging of dominated/minority groups and nationality a belonging of dominant/majority groups
- “Allochthonous” as “extra-terrestrial” or “alien” in English

23. Criteria for the definition and identification of population groups in multicultural societies (P/F/M = person/father/mother) (Extra & Gorter 2008: 17)

Criterion	Advantages	Disadvantages
Nationality (NAT) (P/F/M)	<ul style="list-style-type: none"> • objective • relatively easy to establish 	<ul style="list-style-type: none"> • (intergenerational) erosion through naturalisation or double NAT • NAT not always indicative of ethnicity/ identity • some (e.g., ex-colonial) groups have NAT of immigration country
Birth country (BC) (P/F/M)	<ul style="list-style-type: none"> • objective • relatively easy to establish 	<ul style="list-style-type: none"> • intergenerational erosion through births in immigration country • BC not always indicative of ethnicity/identity • invariable/deterministic: does not take into account dynamics in society (in contrast to all other criteria)
Self-categorisation/ Ethnicity (SC)	<ul style="list-style-type: none"> • touches the heart of the matter • emancipatory: SC takes into account person's own conception of ethnicity/ identity 	<ul style="list-style-type: none"> • subjective by definition: also determined by the language/ethnicity of interviewer and by the spirit of times • multiple SC possible • historically charged, especially by World War II experiences
Home language (HL)	<ul style="list-style-type: none"> • HL is significant criterion of ethnicity in communication processes • HL data are prerequisite for government policy in areas such as public information or education 	<ul style="list-style-type: none"> • complex criterion: who speaks what language to whom and when? • language is not always a core value of ethnicity/identity • useless in one-person households

24. Comments on table

- No royal road: (dis)advantages of *all* criteria
- Criteria for statistics as important as statistics themselves
- Predicted: top-down development of criteria in European statistics: from NAT and BC to SC and HL as complementary criteria
- The need for SC + HL: language ≠ ethnicity vs. Fishman's lifelong dedication to language as carrier of ethnicity
- Dutch vs. Vietnamese in Australian and Canadian census data (top position vs. bottom position in data on language shift)
- Multiplicity of NAT/SC/HL criteria vs. BC criterion
- Home language question offers more perceptual transparency and societal utility (e.g., in educational and media policies) than ethnicity question: and yet, more countries with ethnicity question but without language question than reverse (cf. UK Census 1991 vs. 2011)
- *Convergence* in the criteria for identifying RM and IM groups

25. Overview of (clusters of) recent census questions on identification of population diversity in four non-European multicultural countries with longstanding experiences in this domain (Extra & Yağmur 2004: 67)

Questions in the census	Australia 2001	Canada 2001	SA 2001	USA 2000	Crossnational coverage
1 Nationality of respondent	+	+	+	+	4
2 Birth country of respondent	+	+	+	+	4
3 Birth country of parents	+	+	-	-	2
4 Ethnicity	-	+	-	+	2
5 Ancestry	+	+	-	+	3
6 Race	-	+	+	+	3
7 Mother tongue	-	+	-	-	1
8 Language most often used at home	+	+	+	+	4
9 Language most often used at work	-	+	-	-	1
10 Proficiency in English	+	+	-	+	3
11 Religious denomination	+	+	+	-	3
Total of dimensions	7	11	5	7	30

26. Comments on table

- Five clusters of questions
- Variation in total of dimensions per country and in crossnational coverage of dimensions
- The cluster of ethnicity, ancestry and race. Libraries filled with this topic. Validity of each of these 3 concepts is problematic. Census questions go back and forth. However, at least one concept is needed to compare its outcomes with those on language (cf. Dutch in Australia)
- The cluster of four different language questions (Canadian data on mother tongue *and* home language use; *mother tongue* defined by researchers as language first learnt at home and still understood)
- The home language question as standing out with the highest validity (rationale and starting point of Multilingual Cities Project)
- The paradox of South African statistics (Post-Apartheid racial question: White/Coloured/Black/Indian)
- The importance of comparing different groups using equal criteria
- The violation of this principle in the public and political discourse

Table 25 also shows the importance of comparing different groups using equal criteria. Unfortunately, this is often not the case in the public or political discourse. Examples of such unequal treatment are references to Poles vs. Jews, Israelis vs. Arabs, Serbs and Croatians vs. Muslims, Dutchmen vs. Turks (for Dutch nationals with Turkish ethnicity), Dutchmen vs. Muslims, or Islam vs. the West (where does the West end when the world is a globe?). Equal treatment presupposes reference to equal dimensions in terms of Table 23.

(Extra & Gorter 2008: 23)

**27. Identification of ethnicity, language and religious affiliation in 27 EU countries
(* = voluntary/optional question) (Extra & Gorter 2008: 19)**

EU countries	Ethnicity/ ethnic nationality	Language	Religious affiliation	Total of dimensions
Austria	–	+	+	2
Belgium	–	–	–	0
Bulgaria	*	*	*	3
Cyprus	+	+	+	3
Czech Republic	+	+	+	3
Denmark	–	–	–	0
Estonia	+	+	*	3
Finland	–	+	+	2
France	–	–	–	0
Germany	–	–	+	1
Greece	–	–	–	0
Hungary	*	*	*	3
Ireland	+	+	+	3
Italy	–	–	–	0
Latvia	+	+	–	2
Lithuania	+	+	+	3
Luxembourg	–	–	–	0
Malta	–	+	–	1
Netherlands	–	–	–	0
Poland	+	+	–	2
Portugal	–	–	*	1
Romania	+	+	+	3
Slovakia	+	+	+	3
Slovenia	*	+	*	3
Spain	–	+	–	1
Sweden	–	–	–	0
United Kingdom	+	+	*	3
Crossnational coverage	13	17	15	

28. Comments on table

- Variability in total dimensions per country and in crossnational coverage of dimensions
- Variability in operationalisation of questions
- Variability in optionality of questions

29. Operationalisation of language questions in 17 EU countries (Extra & Gorter 2008: 20)

EU countries	Mother tongue	(Other) language(s) spoken (frequently)	Language(s) (most frequently) spoken at home	Language(s) spoken with family members or friends	Speak well/ average/ a little	Understand/ Speak/ Read/ Write
Austria	-	-	+	-	-	-
Bulgaria	+	-	-	-	-	-
Cyprus	-	+	-	-	-	-
Czech Republic	(1)	-	-	-	-	-
Estonia	+	+	-	-	-	-
Finland	+	-	-	-	-	-
Hungary	+	+	-	+	-	-
Ireland	-	(2)	-	-	-	-
Latvia	+	+	-	-	-	-
Lithuania	+	+	-	-	-	-
Malta	-	-	+	-	+	-
Poland	-	-	+	-	-	-
Romania	+	-	-	-	-	-
Slovakia	+	-	-	-	-	-
Slovenia	+	-	+	-	-	-
Spain	(3)	-	(3)	-	-	(4)
United Kingdom	-	-	-	-	-	(5)

- (1) Indicate the language spoken by your mother or guardian when you were a child
(2) Only Irish; if yes, daily within/outside the educational system/weekly/less often/never
(3) Both language questions in the Basque Country, Navarre and Galicia, for Basque/ Galician
(4) In Catalonia, Valencia and the Balearic Islands for Catalan
(5) Only in Wales and Scotland, for Welsh and Gaelic respectively

Hungary makes the most investments in finding out about language use. In addition to these findings, it should be mentioned that in some countries, collecting home language data is in fact in conflict with present language legislation. This holds in particular for Belgium, where no census data on language use have been collected since 1947 and traditional language borders between Dutch, French and German have been allocated and fixed in the law.

30. The challenge of formulating language questions

- Variability in the operationalisation of questions and limitations of crossnational comparisons of outcomes. The three most commonly asked questions on language use in (29) relate to mother tongue (11 countries), (other) language(s) spoken (frequently) (6 countries), and language(s) (most frequently) spoken at home (5 countries)
- European preference for mother tongue question vs. non-European preference for home language question
- European focus on RM languages vs. non-European focus on IM languages
- Ethnographic vs. demolinguistic challenges (infinite vs. single/few questions)
- Single vs. multiple language questions
 - UK Census of 2011 (“What is your main language?”) (Extra 2010: 119; The main language question will predictably lead to a serious underestimation of LOTE in the home)
 - ECF Multilingual Cities Project (Extra & Yağmur 2004)
- The value of data on language distribution and language vitality
- The notion of “ethnolinguistic” vitality : MCP vs. Giles *et al.*

31. Rationale for home language surveys amongst multicultural school populations

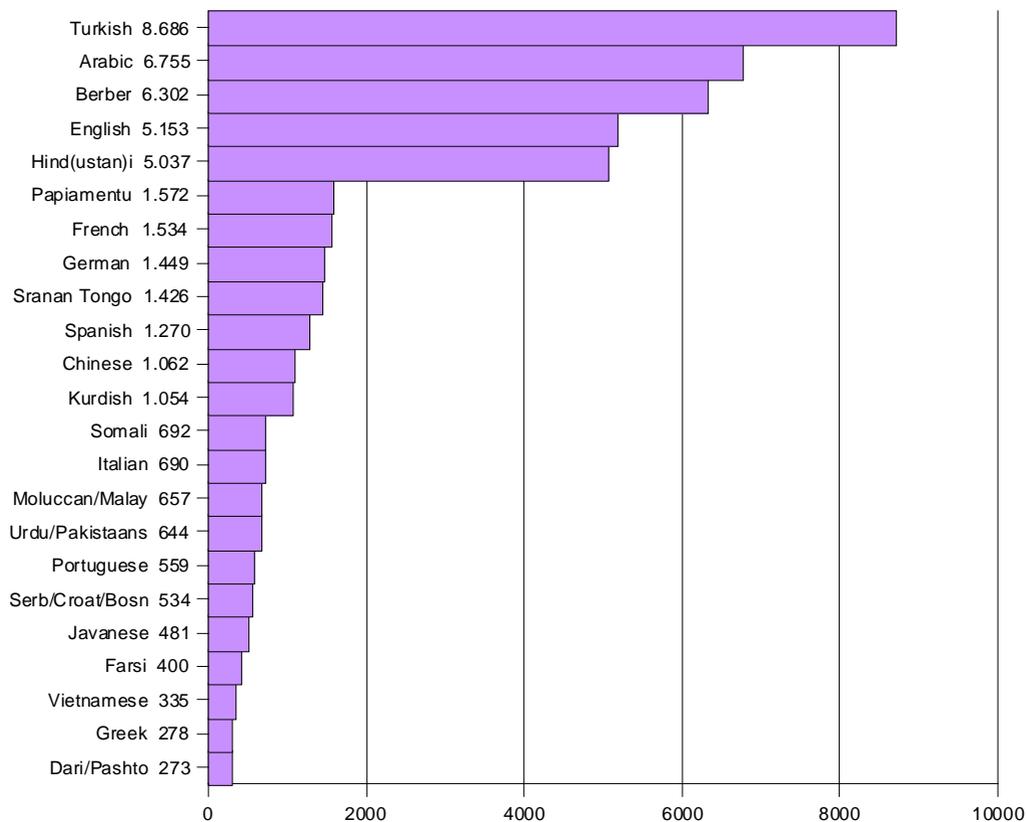
- Taken from a *demographic* perspective, home language data play a crucial role in the definition and identification of multicultural school populations
- Taken from a *sociolinguistic* perspective, home language data offer valuable insights into both the distribution and vitality of home languages across different population groups, and thus raise the public awareness of multilingualism
- Taken from an *educational* perspective, home language data are indispensable tools for educational planning and policies (and yet such planning and policies occur in absence of even the most basic empirical facts)
- Taken from an *economic* perspective, home language data offer latent resources that can be built upon and developed in terms of economic chances

Home language data put to the test any monolingual mindset in a multicultural society and can function as agents of change (Nicholas 1994) in a variety of public and private domains. Taken from an educational perspective, it remains a paradoxical phenomenon that language policies and language planning in multicultural societies often occur in the absence of basic knowledge and empirical facts about multilingualism.

32. Rationale for focus on multicultural cities

- International migration concentrates in urban settings
- The same holds for intergenerational and reciprocal processes of acculturation
- Multilingualism is most prevalent in urban settings
- Cities are primary spaces where urban planners create local policies on multiculturalism and multilingualism
- Cities reinforce translocal and transnational dynamics in dealing with diversity
- Home language surveys in European context

**33. Top-23 of most frequently mentioned home languages other than Dutch in 13 Dutch municipalities (Extra et al. 2001: 54)
(sample size: approx. 140,000 primary and secondary school pupils)**

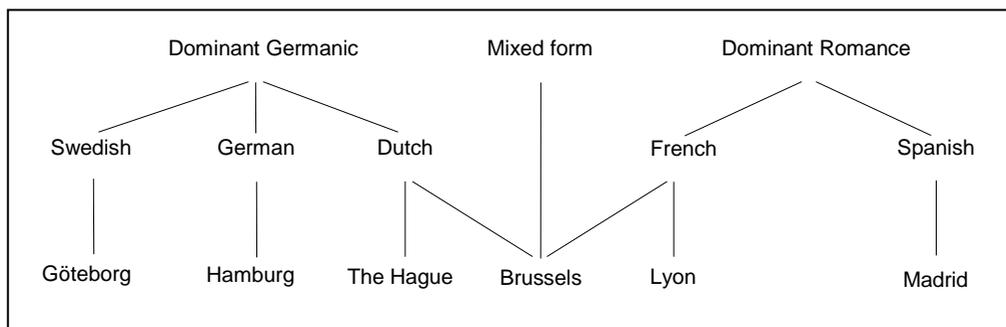


- Key reference: Extra, G. et al. (2001), *De andere talen van Nederland: thuis en op school*. Bussum: Coutinho. First large-scale attempt to create a database on both the distribution and vitality of languages other than Dutch in the Netherlands;
- Law of Zipf (1935) on type token ratio.

34. Multilingual Cities Project and Follow-up Studies in Europe



35. Outline of the Multilingual Cities Project (on North to South axis) under the auspices of the European Cultural Foundation in Amsterdam



- First coordinated crossnational and crosslinguistic study on European North to South axis (total sample > 160,000 pupils)
- Key reference: Extra, G. and K. Yağmur (eds.), *Urban Multilingualism in Europe: Immigrant Minority Languages at Home and School*. Clevedon: Multilingual Matters, 2004.
- Follow-up studies of the MCP in three European nation-states (on European East to West axis) in Lithuania (Vilnius/Kaunas/Klaipeda), Austria (Vienna), Ireland (Dublin)

MOVING AWAY FROM A MONOLINGUAL MINDSET

36. Arguments in favour of community language teaching (CLT) for minority children

- From a *cultural perspective*: CLT contributes to maintaining and advancing a pluriform society, in line with the fact that many IM groups consider their own language as a core value of their cultural identity
- From an *economic perspective*: CLT leads to an important pool of language skills and cultural knowledge in societies with an increasingly international orientation
- From a *legal perspective*: CLT meets the internationally recognised right to language transmission and language maintenance

37. European institutions as agents of plurilingualism/multilingualism

- Concept of plurilingual (CoE) citizens in multilingual (EU) nation-states
- *European Union* (Brussels/Belgium):
Unit for Multilingualism Policy plus special Commissioner for Multilingualism since 2008:
first one = Romanian Leonard Orban
Directorate of Culture, Multilingualism and Communication
- *Council of Europe* (Strasbourg/France):
Language Policy Division
- *European Centre for Modern Languages* (Graz/Austria)

In a so-called *Whitebook*, the European Commission (1995) opted for trilingualism as a policy goal for all European citizens. Apart from the “mother tongue”, each citizen should learn at least two “community languages”. In fact, the concept of “mother tongue” referred to the official languages of particular member-states and ignored the fact that for many inhabitants of Europe mother tongue and official state language do not coincide. At the same time, the concept of “community languages” referred to the official languages of two other EU member-states. In later European Commission documents, reference was made to one foreign language with high international prestige (English was deliberately not referred to) and one so-called “neighbouring language”. The latter concept always related to neighbouring countries, never to next-door neighbours. UNESCO adopted the term “multilingual education” in 1999 (General Conference Resolution 12) for reference to the use of at least three languages, i.e., the mother tongue, a regional or national language, and an international language in education.

The heads of state and government of all EU member-states called upon the European Commission to take further action to promote plurilingualism across Europe, in particular by the learning and teaching of two additional languages from a very young age (Nikolov & Curtain 2000). Further promotional activities of the European Commission may ultimately lead to an inclusive approach, in which IM languages are no longer denied access to Europe’s celebration of language diversity.

In particular the plea for the learning of three languages by all EU citizens, the plea for an early start to such learning experiences, and the plea for offering a wide range of languages to choose from, open the door to the above-mentioned inclusive approach.

**38. Attitudes of European citizens towards plurilingualism
(Special Eurobarometer 243: 53, European Commission 2006)**

- Late 2005 findings, collected in 27 EU countries plus 2 candidate EU countries (Croatia and Turkey) in face-to-face interviews in people's homes. For each country, a stratified sample was defined derived from European and/or national population statistics offices, taking into account such variables as gender, age (15 plus), region and size of locality. The total sample consisted of 28,694 respondents, based on approximately 500 (Cyprus, Luxembourg, Malta) to 1000 interviews per country.
- Under-representation of both RM and IM groups in the sample.
- Final statement below in correspondence with EC policy aims.

Statements (AL = Additional Language)	Tend to agree	Tend to disagree	Don't know
• Everyone in the EU should be able to speak one AL	84%	12%	4%
• All languages spoken within the EU should be treated equally	72%	21%	7%
• Everyone in the EU should be able to speak a common language	70%	25%	5%
• The European institutions should adopt one single language to communicate with European citizens	55%	40%	5%
• Everyone in the EU should be able to speak two AL	50%	44%	6%

39. Major agencies and documents on language rights at the global and European level

United Nations (UN)

- Universal Declaration of Human Rights (1948)
- International Covenant on Civil and Political Rights (1966)
- Convention on the Rights of the Child (1989)
- Declaration of the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities (1992)

UNESCO

- Universal Declaration on Linguistic Rights (1996)
- Universal Declaration of Cultural Diversity (update 2002)
- Education in a Multilingual World (2003)

Council of the European Communities (now EU, established in Brussels)

- Directive on the schooling of children of migrant workers (1977)

Council of Europe (established in Strasbourg)

- European Charter for Regional or Minority Languages (1998)
- Framework Convention for the Protection of National Minorities (update 2003)

Organization for Security and Cooperation in Europe (OSCE)

- The Hague Recommendations Regarding the Education Rights of National Minorities (1996)
- Oslo Recommendations Regarding the Linguistic Rights of National Minorities (1998)

40. Comments on agencies and documents

- Differences in terminology of the documents
- Differences in target groups: e.g., in terms of individuals vs. groups
- Language rights on paper vs. language rights in practice

41. European responses to increasing linguistic diversity in compulsory education

Type 1 response

- Learning and teaching the national language only (increasingly as second language)

Type 2 response

- Learning and teaching the national language
- Learning and teaching a language of international prestige (increasingly English throughout Europe: cf. LRE data 2012 and Eurydice/Eurostat 2012 key data on teaching languages at school in Europe)

Type 3 response

- Learning and teaching the national language
- Learning and teaching English
- Learning and teaching particular and curricular regional minority languages in particular areas (commonly countryside) for all children

Type 4 response

- Learning and teaching the national language
- Learning and teaching English
- Learning and teaching particular and curricular regional minority languages in particular areas (commonly countryside) for all children
- Learning and teaching particular and extra-curricular immigrant minority languages in particular areas (commonly multicultural cities) for IM children

Type 5 response, advocated by the European Commission

- Trilingual education for all children
- Background and rationale: European mantras such as “Unity in Diversity” and “Celebrating Linguistic Diversity”
- Need for updating the EC’s trilingual formula: from “Mother tongue plus Two” to “National language plus English plus one additional LOTE”

Updating type 5 response

- Learning and teaching the national language
- Learning and teaching English
- Learning and teaching a third language of personal adoption from an early age, NOT to be offered in competition with English (i.e., avoiding substitution effects of language choice) and need for DIVERSIFICATION of offer, resulting from diversification of demand

42. European examples of type 1-5 responses

Type 1: National language only

- England (apart from optional “complementary education” beyond mainstream education)

Type 2: National language + English

- Netherlands (increase of English throughout primary school curriculum)

Type 3: National language + English + regional minority languages

- Catalonia, Basque Country, Friesland

Type 4: National language + English + regional minority languages + immigrant minority languages

- Austria

Type 5: National language + English + third languages of personal adoption for all children

- Nowhere in mainstream European education
- Victorian School of Languages in Melbourne: English plus LOTE for all children as breakthrough in directionality and diversification of demand

43. Beyond integration: principles for the enhancement of plurilingualism at primary schools for all children

- 1 In the primary school curriculum, three languages are introduced for all children:
 - the official standard language of the particular nation-state (or in some cases a region) as a major school subject and the major language of communication for the teaching of other school subjects;
 - English as *lingua franca* for international communication;
 - an additional third language selected from a variable and varied set of priority languages at the national, regional and/or local level of the multicultural society.
- 2 The teaching of all these languages is part of the regular school curriculum and subject to educational inspection.
- 3 Regular primary school reports contain information on the children's proficiency in each of these languages.
- 4 National working programmes are established for the priority languages referred to under (1) in order to develop curricula, teaching methods and teacher training programmes.
- 5 Some of these priority languages may be taught at specialised language schools.

44. Sources of inspiration for the above-mentioned principles

- The European Commission as agent of trilingualism for all European citizens
- The *Victorian School of Languages* in Melbourne/Australia as role model in responding to languages other than English (LOTE) by providing more than 60 LOTE's and by supporting a breakthrough with respect to directionality (ESL) in language learning
- The UNESCO *Universal Declaration of Cultural Diversity* (updated in 2002)
- The trilingual formula in India: "If India can do this, why wouldn't Europe be able to do so?" Amartya Sen, *Identity and Violence* (2006)
- Immigrant minority children in Europe: from deficit groups to role models

The above-mentioned principles would recognise plurilingualism in an increasingly multicultural environment as an asset for all youngsters and for society at large. The EU, the Council of Europe, and UNESCO could function as leading transnational agencies in promoting such concepts. The UNESCO *Universal Declaration of Cultural Diversity* (updated in 2002) is very much in line with the views expressed here, in particular in its plea to encourage linguistic diversity, to respect the mother tongue at all levels of education, and to foster the learning of more than one language from a very early age.

Dutch abroad: the linkage between people and language in Australia

(Source: Extra, G. & Yagmur, K. (Eds.) (2004). *Urban Multilingualism in Europe: Immigrant Minority Languages at Home and School*. Clevedon: Multilingual Matters)

45. Shift to English in first- and second-generation Australians, by selected countries of origin (in %; ABS 1999)

Birth country	Associated language	First generation	Second generation
Netherlands	Dutch	62.9	95.9
Germany	German	48.9	91.1
Malta	Maltese	37.0	82.8
Philippines	Tagalog/Filipino	25.0	84.2
Spain	Spanish	22.7	63.6
Poland	Polish	20.1	77.6
Italy	Italian	14.8	57.4
Croatia	Croatian	13.9	41.7
South and Central America	Spanish	13.1	36.6
Hong Kong	Chinese languages	8.8	52.7
Greece	Greek	6.4	27.9
Turkey	Turkish	5.9	16.4
Lebanon	Arabic	5.6	21.7
China	Chinese languages	4.8	48.6
Taiwan	Chinese languages	3.4	29.3
Macedonia	Macedonian	3.1	14.7
Vietnam	Vietnamese	2.7	10.6

46. Language shift in Canada (in %) towards English and French in major mother tongue groups

Mother tongue	Shift (%)	Mother tongue	Shift (%)
Dutch	87.2	Tagalog/Filipino	36.2
Ukrainian	76.5	Arabic	30.9
German	71.2	Spanish	27.4
Italian	50.6	Punjabi	15.6
Polish	37.9	Chinese	15.5
Portuguese	36.8	Vietnamese	<15
Greek	36.2		

Comments on 45 + 46

- Language transmission at home (44) and at school (47) in Australia
- Cross-continental hierarchies of language shift

**47. Pupils attending LOTE classes in the year 2000
(Department of Education 2001:77)**

Languages	Primary education			Secondary education			Total
	Mainstream schools	VSL	Subtotal	Mainstream schools	VSL	Subtotal	
Indonesian	85,394	4	85,398	27,959	287	28,246	113,644
Italian	77,914	22	77,936	22,223	257	22,480	100,416
Japanese	56,732	36	56,768	21,824	420	22,244	79,012
German	24,230	28	24,258	17,182	312	17,494	41,752
French	15,761	29	15,790	23,584	339	23,923	39,713
Chinese	7,669	836	8,505	3,615	1,072	4,687	13,192
Greek	2,696	422	3,118	1,042	272	1,314	4,432
Vietnamese	1,745	367	2,112	1,137	645	1,782	3,894
Spanish	1,779	100	1,879	800	333	1,133	3,012
Sign Language	2,444	–	2,444	192	–	192	2,636
Turkish	442	682	1,124	357	790	1,147	2,271
Arabic	397	141	538	698	220	918	1,456
Macedonian	209	170	379	541	265	806	1,185
Korean	298	23	321	421	19	440	761
Koorie languages	447	–	447	9	–	9	456
Croatian	95	15	110	–	289	289	399
Serbian	–	75	75	–	283	283	358
Polish	–	126	126	–	192	192	318
Latin	–	–	–	222	37	259	259
Khmer	17	23	40	92	115	207	247
Singhalese	–	99	99	–	17	17	116
Farsi	–	39	39	–	76	76	115
Portuguese	–	31	31	–	61	61	92
Russian	–	3	3	–	88	88	91
Hindi	–	33	33	–	56	56	89
Norwegian	75	–	75	–	–	–	75
Albanian	–	21	21	–	11	11	32
Hungarian	–	14	14	–	6	6	20
Bengali	–	6	6	–	13	13	19
Bosnian	–	7	7	–	9	9	16
Dari	–	8	8	–	8	8	16
Hebrew	–	–	–	–	16	16	16
Slovenian	–	1	1	–	10	10	11
Dutch	–	–	–	–	10	10	10
Other languages	–	9	9	–	33	33	42
Total	278,344	3,370	281,714	121,898	6,561	128,459	410,173

48. Comments on 47

- Bilingual education for all children in Melbourne/Victoria: moving away from asymmetry or directionality in language learning tasks
- Turkish vs. Dutch in terms of language and ethnicity
- Dutch as endangered language in Melbourne/Victoria as a consequence of low enrolments