



**Progress in addressing the recommendations of
*Citizens of a Multilingual World***

**A report by HM Inspectorate of Education for the
Scottish Executive Education Department**

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1. INTRODUCTION

1.1 Background

In December 2000, the Ministerial Action Group for Languages completed a major national review of modern languages education in Scottish schools and published its report entitled *Citizens of a Multilingual World*¹. <http://www.scotland.gov.uk/library3/education/mwki-00.asp> The report contained thirteen recommendations on how national provision for the learning and teaching of languages other than English could be improved.

In September 2001, the Scottish Executive responded to *Citizens of a Multilingual World* <http://www.scotland.gov.uk/library3/education/cmlw.pdf>, outlining how the recommendations of the report would be taken forward. Responsibility for the implementation of the school-related recommendations was largely delegated to education authorities (see *Appendix 1*) and in January 2002 the Executive set up the Languages Fund. Through the Languages Fund specific funding was allocated to all education authorities to assist them in taking forward their part of the improvement agenda. The over-arching aim of the fund and associated national developments was stated as being to ensure that:

“.....all pupils have the opportunity to learn at least one foreign language, taking full account of all the elements of the entitlement to learning and the other school-related recommendations contained in the publication *Citizens of a Multilingual World*.”²

Over the last three years the Languages Fund has provided substantial financial support for education authorities in taking forward developments in languages other than English. Over the period January 2002 until the end of financial year 2004/5, a total of £14.5 million has been allocated to education authorities.

At the same time as establishing the Languages Fund, the Executive also set up a smaller fund designed to provide ‘pump-priming’ funding to support the development of new, innovative approaches to improving languages education. This fund was called the Innovation Fund. Education authorities were invited to submit bids for funding to support innovative approaches to learning and teaching languages other than English. Over sessions 2002/3 and 2003/4, just over £675 000 was allocated to education authorities to support innovation projects in this way.

Through the Ministerial Action Group for Languages, the Scottish Executive also immediately commissioned the development of new guidelines for the learning and teaching of modern languages 5-14, responding to what was perceived as an urgent need. Guidelines <http://www.ltscotland.org.uk/5to14/files/guidelinesmodlang.pdf> and a Guide for Teachers and Managers <http://www.ltscotland.org.uk/5to14/files/guidemodlang.pdf> were produced by Learning and Teaching Scotland (LTS) and distributed to schools in November 2001.

¹ *Citizens of a Multilingual World* is also known as the *Mulgrew Report* and the *Action Group on Languages (AGL) Report*

² Letter from SEED (Qualifications, Assessment and Curriculum Division) to education authorities, June 2002

1.2 Scope And purpose of this report

As part of the arrangements for tracking the implementation of the Ministerial Action Group's report, and the impact of the action taken as a result, the Scottish Executive Education Department (SEED) asked HMIE to monitor key aspects of the emerging agenda over the period 2002 to 2004 and to report back to the Executive thereafter. This report fulfils that purpose, presenting the findings of HMIE's monitoring and evaluation activities over that period.

HMIE aimed to address four key questions through the task

- How effectively were authorities showing leadership in responding to *Citizens of a Multilingual World* through their deployment of the specific additional funding made available ?
- To what extent were the revised 5-14 guidelines leading to improvements in courses and programmes?
- What impact are the actions taken at national, authority and school level having on ensuring that all pupils have access to the entitlement to modern languages education outlined in *Citizens of a Multilingual World* ?
- To what extent is attainment and achievement in modern languages rising as a result?

In addition HMIE agreed to use the task to identify practical examples of good practice in delivering modern languages education at school level and supporting it through effective strategy at the level of the education authority.

1.3 Inspection activities and sources of evidence

The following activities, undertaken from September 2002 – November 2004, provided the evidence on which this report is based.

- HM Inspectors analysed data submitted to SEED by education authorities in 2003 and 2004.
- They interviewed personnel with responsibility for modern languages in all 32 education authorities.
- They visited a number of schools and the teacher education department of a university to observe good practice.
- They scrutinised information obtained from education authorities through the HMIE District Inspector network.
- Over sessions 2002/3 and 2003/4, modern languages were inspected in 33 secondary schools and 15 primary schools as part of the general inspection programme.
- Members of the modern languages inspection team attended a wide range of conferences and meetings, including:
 - the SEED national conferences on good practice in modern language teaching in September/October 2003;
 - meetings with education officers and teachers of modern languages in a number of education authorities; and
 - events organised by:
 - the Scottish Association for Language Teaching (SALT);
 - the Cultural Organisations and Language Advisers' (COALA) network;
 - the Scottish Centre for Information on Language Teaching (SCILT);
 - the National Development Officer for the SSDN¹ modern languages project; and
 - the Development Officer for the *Assessment is for Learning* modern languages project.

¹ The Scottish Schools Digital Network (SSDN) is the national educational intranet currently being developed by the New Educational Developments Division (NEDD) of SEED. A National

Development Officer is creating content for the intranet related to modern languages. This project is known as the Modern Foreign Languages Environment (MFLE).

HMIE also inspected the two modern languages projects included in the national *Centres of Excellence* programme as part of a separate task. These are:

- A project involving all 29 secondary schools across three education authorities. Its aims are to improve uptake and achievement in modern languages in S5/S6 through the provision of positive learning experiences for pupils, including the use of ICT.
- A school which aims to improve achievement in modern languages, provide an international dimension to all areas of the curriculum and offer pupils opportunities to benefit from international links.

The findings relating to these inspections were also fed into the evidence base for this report. See section 2.10.

1.4 Structure of this report

The report's findings will now be presented in four chapters as follows.

- Chapter Two reports on the strategic leadership of education authorities and their use of the specific funding streams made available.
- Chapter Three evaluates the success of the revised 5-14 guidelines in ensuring improvements in courses and programmes.
- Chapter Four assesses the overall impact of developments in ensuring delivery of the entitlement to modern languages education and in raising attainment and achievement.
- Chapter Five summarises findings and presents conclusions and recommendations for the way forward.

2. EDUCATION AUTHORITY LEADERSHIP AND USE OF THE ADDITIONAL FUNDING MADE AVAILABLE

2.1 Overall

Most education authorities had embraced the spirit of the Scottish Executive's response to *Citizens of a Multilingual World* in their use of the Languages Fund. In examples of best practice, they had given a clear and positive lead to their schools by developing policies to ensure strong provision for modern languages in their areas and to address the needs of local teachers and learners. They had allocated funding to support key aspects of policy implementation and to secure clearly defined outcomes, for example better progression in pupils' learning from P7-S1.

One or more of the following examples of effective support were provided by almost all education authorities.

- The development of comprehensive policies to ensure strong provision for modern languages in their areas.
- The strategic allocation of funding to support the implementation of agreed policies and clearly defined outcomes.
- The introduction of a range of effective alternative models to deliver MLPS training.
- Strong commitment to ensuring that all pupils in P6/P7 received their entitlement to modern languages education.
- Support for joint planning of teaching programmes between secondary schools and their associated primary schools.
- Development of 5-14 teaching programmes and other helpful teaching resources.
- Provision of continuing professional development for teachers in primary and secondary schools, in line with their needs.
- Promotion of the effective use of ICT in the learning and teaching of modern languages.
- The organisation of motivating events for pupils to promote modern languages education.

In some authorities, the allocation of funding had not been sufficiently well linked to expected outcomes. Across the country, there was considerable scope for education authorities to give more emphasis to monitoring impact of the additional funding on pupils' learning experiences and achievements.

Just over half of authorities had succeeded in obtaining support through the Innovation Fund.

In addition, some education authorities were supporting innovative practice by accessing other developmental funding from the Scottish Executive, notably the money made available through the *Centres of Excellence* initiative. Summary evaluations of the two *Centres of Excellence* projects which involved modern languages can be found in section 2.10.

2.2 Training for modern languages in primary schools (MLPS)

Almost all education authorities had allocated substantial amounts of funding to the in-service training of primary teachers in modern language proficiency and teaching methodology (MLPS training). Such training is not part of the pre-service training of most primary teachers, although it is included as an option at some centres. Until session 2001/2, in-service MLPS training was organised nationally. Most authorities had adopted alternatives to the former national 27-day training model. These alternatives were designed to meet local needs and included:

- shorter training programmes, including one lasting only 10 days;

- differentiated programmes which took account of teachers' prior learning of the modern language;
- a post-graduate certificate in MLPS, consisting of 4 modules, offered by the teacher education departments of two universities;
- training delivered through team-teaching; and
- twilight or weekend training to avoid the need for teacher supply cover.

The effectiveness of these models was being evaluated by education authorities in most instances. Teachers' evaluations of their training had been positive in almost all cases.

The *Citizens of a Multilingual World* report recommended that training for MLPS should be part of initial primary teacher education, in order to provide a sustainable long-term approach to ensuring that sufficient trained staff are available. In its response to *Citizens of a Multilingual World*, the Scottish Executive undertook to consider the recommendation as part of a wider review of initial teacher education. This review has not yet reported.

In the short-term, a number of education authority officers expressed concern at the on-going need to provide funding for in-service training, in order to ensure an adequate supply of teachers of modern languages in primary schools. It clearly was the case that many authorities were allocating substantial amounts of funding to this purpose. However, information supplied to SEED by education authorities also indicated that there is considerable wastage in the system in that many MLPS-trained staff are not now being deployed to teach modern languages. Nationally only 68% of MLPS-trained teachers were teaching a modern language in session 2003/4. There was some evidence to indicate that teachers trained in MLPS who then gained promotion to senior posts often did not continue to teach MLPS. In a few areas, education authority officers reported that some teachers who had been trained in MLPS in the mid-nineties thought their training had not prepared them to deliver programmes in line with the revised 5-14 guidelines. They were therefore unwilling to teach MLPS. There is a need for further investigation as to why so many MLPS-trained teachers are not being deployed to teach modern languages in primary schools, with a view to making better use of the skills of trained teachers and to providing top-up training where appropriate.

Overall, it was clear that a large proportion of the Languages Fund had been spent on ensuring that all pupils in P6 and P7 could receive their entitlement to modern languages education. The continuing need for the in-service training of primary teachers, to ensure an adequate supply of staff qualified to teach modern languages in primary schools, had acted as a major constraint on the amount of funding available to support and improve wider aspects of provision for modern languages education. Building MLPS training into pre-service training where possible, and increasing the efficiency of deployment of MLPS-trained staff, would offer alternative strategies which could help to address this issue, allowing more flexible deployment of resources to support other aspects of development.

2.3 Seconded teachers

Authorities often used the Languages Fund to support secondments of teachers to work as staff tutors or development officers to support modern languages developments.

Seconded teachers had effectively supported modern languages in primary schools in the following ways:

- initial and refresher MLPS training;
- working with primary teachers in the classroom; and
- teaching pupils in primary schools where there were insufficient teachers trained in modern languages.

Seconded teachers had also provided suitable support as follows:

- developing teaching resources and programmes of study for primary and secondary schools;
- facilitating joint planning between secondary schools and their associated primaries; and
- supporting authority-wide groups of principal teachers of modern languages in secondary schools in their development work.

In many cases, the time required for seconded teachers to support modern languages in primary schools had restricted their ability to support and improve provision in secondary schools.

2.4 Continuing professional development

Almost all authorities had used the Languages Fund to enhance continuing professional development (CPD) for teachers. The training most frequently offered was the opportunity for primary teachers to refresh their language skills, and staff development related to the revised 5-14 guidelines. A few authorities had offered a commendably wide range of training opportunities related to modern languages. However in some authorities CPD opportunities relating to modern languages for secondary teachers had been too limited. There was clear evidence that, in some authorities, secondary teachers had not had sufficient opportunities to become familiar with the revised 5-14 guidelines or to consider how best to implement them to improve learning, teaching and achievement.

2.5 Enhancing learning and teaching resources

Education authorities had commonly made appropriate use of the Languages Fund to support the development of programmes of work, assessment materials and other resources to support the teaching of modern languages, particularly related to the revised 5-14 guidelines.

Additional resources which had been purchased to support the teaching of modern languages included published programmes of work and textbooks for both primary and secondary schools and a range of ICT equipment such as electronic whiteboards, laptop computers and video conferencing equipment. Teachers had appreciated the provision of these additional resources. However, schools and authorities had not always monitored how they were being used, to ensure that pupils' learning experiences and achievements were improving.

2.6 Foreign language assistants

The *Citizens of a Multilingual World* report recommended that opportunities for pupils to put their languages to real use in contact with native speakers should be increased. Fourteen authorities had used the Languages Fund to provide foreign language assistants (FLAs) for primary and secondary schools. Many authorities and schools made very effective use of FLAs. However, in a few cases, there was a need for clearer guidance to schools as to how foreign language assistants should best be deployed in order to enhance pupils' learning experiences and their proficiency in modern languages.

2.7 Support for cluster planning

Around a third of authorities had used funding to support joint planning between secondary schools and their associated primaries. Effective support included additional staffing and cover for teachers attending meetings. There was clear evidence that this was having a positive impact on pupils' learning experiences.

2.8 Other uses of the Languages Fund

Funding was used for a wide range of further purposes across the country. These included support for:

- modern language teaching for nursery-age pupils and for pupils with additional support needs;
- Gaelic and community languages;
- projects relating to languages in work and enterprise; and
- establishing links with schools abroad.

The impact of the above projects had not always been monitored closely enough.

2.9 The Innovation Fund

The Innovation Fund had been a two-year project. Funding had been allocated to a number of innovative projects in 2002/3 and in 2003/4. See *Appendix 5* for details.

Innovative projects included:

- immersion teaching in primary and secondary schools;
- development of 5-14 programmes of work and other resources to support modern languages learning and teaching P6-S6;
- languages in work and enterprise initiatives;
- events to promote modern languages education;
- the use of ICT to support modern language learning; and
- modern languages for pupils with additional support needs.

From their stated aims, the projects all had potential for improving learning and teaching in modern languages or for promoting modern languages education. Details of the projects were distributed at the SEED national conferences on good practice in modern language teaching in September/October 2003. A small number of projects had not gone ahead as planned, mainly due to changes in education authority staffing, and the funding had been returned to SEED.

A successful one-day conference took place in November 2003 to provide opportunities for authorities involved in innovative projects to share their experiences so far. The outcomes of a few projects, for example a motivating language learning game in CD ROM format, had since been distributed nationally. In June 2004, SEED had asked all education authorities who had received innovation funding to submit reports on the outcomes of their projects and to evaluate their success. At the time of writing, these reports were not available to HMIE.

The number and quality of bids submitted for innovative projects had not been as high as anticipated. SEED had used unallocated monies from the Innovation Fund to support a number of very helpful national initiatives as follows.

- Three very successful conferences on good practice in modern language teaching took place in September/October 2003.
- A National Development Officer was seconded full-time for two years to create modern languages content for the SSDN project (see note on page 4).
- A modern languages project was set up as part of the *Assessment is for Learning* initiative and a Development Officer was seconded part-time for a year to support the work of the schools involved.
- CD ROMs to support the teaching and learning of French, German, Spanish and Italian 5-14 were made available to every modern languages teacher in the country.

2.10 Projects supported through the *Centres of Excellence* funding

Partners in Excellence (PiE): East Ayrshire, North Ayrshire and Argyll & Bute education authorities (29 schools)

This project focussed on S5/S6 and aimed to improve the quality of pupils' learning experiences, in order to increase uptake and raise attainment at these stages. The most notable feature was the extensive use of ICT in learning and teaching, including the development of a virtual community of language learners, known as the *Language Zone*. www.languagezone.org Pupils benefited from a range of very good opportunities to develop their proficiency in modern languages. Their experiences were enhanced by foreign visits. Teachers were very positive about the project. However they were not yet making full use of the resources available and the possibilities of using the *Language Zone* for networking or professional development on line. There was evidence of improved uptake and attainment, with S5 examination entries and pass rates increasing between 30% and 50% across the three education authorities. There was good follow-through into higher education in the best cases.

Further work is now required on the development of the *Language Zone*. There is a need to assess how the key principles of the project can be transferred to other parts of Scotland. There is evident and strong potential for this and expectation from other education authorities that the benefits of the initiative will be shared nationally.

The SCILT evaluation of the PiE project is available at:

<http://www.scilt.stir.ac.uk/PDFfiles/PIE%20Final.pdf>

The International School: Shawlands Academy, Glasgow

The initial aim of this project was to develop the school as a centre of excellence for modern languages, including Urdu. However the focus had been widened to include the development of an international dimension in the curriculum and a range of international links.

Overall, only very limited progress had been made in addressing the project's initial stated aims. Additional time had been allocated to all pupils in S1/S2 for modern languages. All pupils at these stages studied two languages other than English. The school was reviewing the appropriateness of this provision for all pupils. Uptake of modern languages from S3 upwards, including the numbers studying more than one modern language, was not notably better than many other schools. Similarly, attainment from S1 to S6 was no better than many other schools, and had been below national averages in some aspects. There was strong provision for and attainment in Urdu. Good materials for the teaching of Urdu had been produced.

Extensive international links had been developed. The links had been very beneficial to those pupils who had participated. However, the whole-school benefits, including the impact of the project on the international dimension in the curriculum, were not clear. SCILT had carried out an internal evaluation of the project and the school was acting on the recommendations made.

.....

It is notable that both of the modern language *Centre of Excellence* projects aimed to include large numbers of pupils. Unlike *Centres of Excellence* for other areas such as sport, dance and music, neither of the modern languages projects catered specifically for young people who had been selected from across the country on the basis of being exceptionally talented or gifted. They had not developed as national centres of specialist education and tuition in those terms. Drawing on experiences in England of specialist language colleges, SEED and authorities should consider whether there is scope for looking at other ways of encouraging some schools to develop enhanced provision for modern

languages, provision which would allow talented young linguists to study at least two languages other than English to a high level.

3. IMPLEMENTATION OF REVISED 5-14 MODERN LANGUAGES GUIDELINES

The revised 5-14 guidelines for modern languages had been distributed to schools in November 2001. Most authorities and schools had begun to implement the guidelines in session 2002/3.

3.1 Authority-wide support for implementation of the revised guidelines

At the time of the three SEED conferences on good practice in modern language teaching in September/October 2003, education authorities were asked to provide an outline of the support they were providing for 5-14. Their responses are included in Appendix 2 of the document *SEED National Conferences on Good Practice in ML teaching Autumn 2003:Proceedings*
<http://www.scilt.stir.ac.uk/PDFfiles/SEEDreport.pdf>

All authorities had supported their schools in implementing the guidelines, but the amount of support and its effectiveness varied across the country. In the many examples of good practice found, successful implementation of the guidelines was leading to more suitable programmes of study, improved approaches to learning and teaching, and higher levels of achievement from P6 to S2.

Examples of effective support included the following:

- the development of authority policies on 5-14 modern languages;
- the development of authority-wide programmes of study, or support for the joint development of programmes between secondary schools and their associated primary schools;
- the setting up of working groups or the secondment of teachers to support 5-14 developments, including the production of teaching resources and other support materials;
- the production of materials for assessment and the collation of helpful exemplars of pupils' work at different levels; and
- opportunities for appropriate training for teachers.

A few authorities had set targets for the full implementation of the revised guidelines, including reporting pupils' levels of achievement to parents. Target dates varied from August 2004 to August 2006. Some authorities had delegated responsibility for setting targets for implementation of the guidelines to their schools. In a few authorities the implementation of the revised guidelines had not been given sufficient emphasis. As a result, not all teachers of modern languages had given enough consideration to how to improve learning, teaching and achievement from P6 to S2.

3.2 Primary schools

It was notable that a number of authorities had concentrated most support for the implementation of the revised guidelines in primary schools. Most had a clear rationale for this, having identified a greater need for support in primary schools than in secondary schools. This was frequently due to the lack of adequate numbers of staff trained to teach modern languages in some primary schools. In addition, it was recognised that some primary teachers lacked confidence in teaching modern languages or in developing teaching programmes and approaches to assessment. This high level of support had clearly been successful in ensuring that, nationally, almost all pupils in P6/P7 studied a modern language.

3.3 Continuity and progression from primary to secondary school

Most authorities and schools had taken specific action to improve continuity and progression in pupils' learning from P6-S2. In many authorities and schools, improved planning at cluster level and

improved teaching programmes were having a positive impact on pupils' learning experiences and achievements. Overall, there was evidence that fewer pupils now changed the language they studied on moving from primary to secondary school. However, although the situation was improving nationally over the period covered by this report, some authorities and schools still did not give sufficient emphasis to ensuring continuity and progression in pupils' learning from P6 to S2. As a result, inspectors found that some pupils' learning experiences in S1/S2 lacked coherence and challenge and did not allow them to attain their full potential.

3.4 Secondary schools

Many secondary modern languages departments had improved their teaching programmes for S1/2 and were working hard to ensure that pupils' experiences built on their learning in primary school and allowed them to develop their skills to an appropriate level.

However, there was clear evidence from the general inspection programme that many secondary teachers, in implementing the revised 5-14 guidelines, gave too much emphasis to the development of formal tests at various levels. This was typically at the expense of giving sufficient consideration to the planning of programmes or to formative approaches to assessment. Inspectors also found that that, in planning their programmes of study for pupils in S1/S2, many teachers relied too heavily on textbooks designed for pupils in schools in England who were beginners to modern language learning. As a result, the work provided often did not take account of pupils' prior learning. Pupils' learning experiences were not always sufficiently challenging and did not allow them to reach their full potential. There was a need for more training in the planning of teaching programmes, in aspects of teaching methodology and in formative approaches to assessment, to ensure that pupils in S1/S2 had opportunities to develop a suitable range of skills at appropriate levels.

Some teachers expressed doubts that pupils were capable of achieving the levels recommended for the end of P7 and S2. In addition, many teachers were concerned at the implications of 5-14 for their teaching programmes in S3/S4. *Citizens of a Multilingual World* had benchmarked levels E and F at 5-14 as broadly similar to those at Standard Grade Credit level. This meant that, for pupils attaining these levels by the end of S2, there was limited meaningful progression left to achieve through taking a Standard Grade course. In the context of the forthcoming reviews of assessment and certification, there is clearly a need to undertake a substantial review of the level of demand of courses designed for use in S3 and beyond, to take account of rising expectations about the level of experience and competence that pupils will bring with them to the start of S3.

3.5 National support

At the time of publication of the revised guidelines in November 2001, Learning and Teaching Scotland (LTS) undertook to provide further support for their implementation. In 2002 and early 2003, the production of support materials had been limited. Since August 2003, the National Development Officer (NDO) for SSDN (see note on page 4) had made good progress in preparing national support for the implementation of the revised 5-14 guidelines. Advice for teachers on 5-14 was due to be made available on the LTS website in late 2004. In collaboration with LTS, the MFLE website was due to be launched in 2005, with plans to include extensive support for modern languages learning and teaching from P6 to S2. However, these projects had been delayed owing to difficulties in seconding a development officer to assist the NDO.

Reports of the outcomes of the modern languages work undertaken as part of the *Assessment is for Learning* project had been made available on the *Assessment is for Learning* website. <http://www.ltscotland.org.uk/assess/casestudies/index.asp> They provided helpful outlines of methods of gathering and recording information from assessment, and formative approaches to assessment.

The three SEED national conferences on good practice in modern language teaching which took place in September/October 2003 provided a range of very helpful support for the implementation of 5-14.

SALT had organised two successful national training days on 5-14 and had also provided very good opportunities for professional development in 5-14 at its well-attended annual conferences.

HMI specialists in modern languages had given presentations and organised seminars at a range of national and local events at which they had shared good practice in the implementation of the revised 5-14 guidelines and exemplars of pupils' work at various levels.

Since September 2004, SCILT had been organising a series of outreach training events for teachers of modern languages, including in remote locations such as Stornoway, Benbecula and Orkney. These events had provided very helpful support for the implementation of the revised 5-14 guidelines and teachers' evaluations had been very positive.

3.6 Assessment

A number of authorities were giving very good support to their schools in describing and assigning the different 5-14 attainment levels. Over the period 2002 to 2004, teachers' confidence in working with the 5-14 levels had improved overall. However, despite very good support from some authorities and the range of national support available, many teachers still lacked confidence in assigning 5-14 attainment levels to pupils' work. Many required training in formative approaches to assessment.

4. ENTITLEMENT AND ACHIEVEMENT

4.1 Definition of entitlement

The entitlement package outlined in *Citizens of a Multilingual World* had eleven components, including criteria to the effect that modern languages education should:

- begin no later than primary 6;
- cover a minimum of 6 years of study or its equivalent of 500 hours;
- be continuous and progressive in the same language;
- provide regular opportunities for contact with native speakers and for using modern technology;
- provide regular feedback on progress;
- allow for study of an additional language during the period of compulsory schooling; and
- lead to a national qualification.

SEED has made the following key statements about the entitlement.

There is an expectation that:

- “*all schools will offer the modern languages entitlement to all pupils*”¹; and
- “*a progressive and coherent experience of ML will feature in the programmes of almost all pupils*”².

In addition the *Partnership for a Better Scotland* (PABS) agreement stated that all pupils in P6/P7 will study a modern language.

Circular 3/2001, which provided advice from SEED to education authorities and schools on curriculum flexibility, was distributed to schools in August 2001. It states that: “*By giving pupils an entitlement to education in a modern language but not compelling such study schools, pupils and parents should be in the best possible position to ensure that the needs of each pupil are met appropriately.*”

This makes clear that the study of a modern language is not compulsory for every pupil. In certain circumstances use of curriculum flexibility may result in a pupil not studying a modern language right through to S4. Equally however, the guidance makes clear, that where this does occur, schools must have a clear rationale underpinning this decision and a clear view of how the pupil will benefit overall from following the alternative programme thus provided. In the context of the general value placed upon pupils being equipped to become active and confident citizens of an increasingly global society, there is a clear expectation that modern languages should not be omitted from any pupils’ programme lightly or without very careful consideration of the costs and benefits of so doing.

¹ Minister for Education in letter to education authorities January 2002

² Scottish Executive response to the *Citizens of a Multilingual World* September 2001

4.2 Numbers studying a modern language

Education authorities had been asked to submit data to SEED in 2003, and again in 2004, on the percentage of pupils in P6 to S4 receiving their entitlement to modern languages education.

In 2003, as a result of differing interpretations across the country of what was meant by “full entitlement”, the data submitted was not wholly reliable. There were examples of both over- and under-representation of the true numbers of pupils studying a modern language. Statements from some education authorities that 100% of pupils received their full entitlement were contradicted by other documentation made available to HM Inspectors and by the findings of the general inspection programme. Other education authorities stated that pupils were not receiving their full entitlement when these pupils were in fact studying a modern language.

In 2004, education authorities were asked to submit data on entitlement in a different way and the findings are shown in the following table. The percentages are based on returns from 26 of the 32 education authorities, as six authorities did not supply data in the format requested. Overall, the numbers of pupils from P6 to S4 studying a modern language were high.

% PUPILS STUDYING A MODERN LANGUAGE P6-S4 IN SESSION 2003/4, BASED ON DATA SUPPLIED BY 26 OF THE 32 EDUCATION AUTHORITIES

STAGE	% PUPILS STUDYING A MODERN LANGUAGE
P6	96%
P7	98%
S1	99%
S2	95%
S3	91%
S4	84%

In examples of best practice, education authorities had made clear and helpful statements to their schools on their expectations regarding the numbers of pupils studying a modern language P6-S4. Often such statements were included in authority policies on modern languages. Most education authorities stated that it was their policy to ensure that almost all or most pupils studied a modern language P6-S4.

However some authorities were giving increasing emphasis to curricular flexibility, including opportunities for substantial numbers of pupils to opt for alternatives to modern languages. A few education authorities had not given any clear guidance to their schools on their expectations regarding the numbers of pupils studying a modern language P6-S4. In such authorities, modern languages had been made optional from S3 onwards in a number of schools. Uptake in S3 had fallen to below 50% in a few extreme cases. Although there is at present no detailed evidence of what is happening in these schools, such reports of low uptake of modern languages raise serious questions as to whether curriculum flexibility is being used entirely judiciously. They appear to indicate wholesale withdrawal from modern language education which is unlikely to be meeting the individual needs of all pupils involved.

Evidence from the general inspection programme indicated that an increasing number of secondary schools were advising groups of low-attaining pupils to take vocational courses or programmes in vocational courses, life skills, or similar, as an alternative to modern languages. In some cases this provision had been introduced without sufficient consultation or a clear rationale, against the advice contained in Circular 3/2001.

4.3 Resolving the tension between curriculum flexibility and entitlement

It is evident that a tension is now widely perceived between the increasing emphasis on curricular flexibility and the notion of entitlement set out in *Citizens of a Multilingual World*.

Delivery of the entitlement, which refers to six years or 500 hours of study ending with a certificated qualification, is normally interpreted as following a modern language through from the start of P6 to the end of S4. There was clear evidence that, in their efforts to deliver entitlement, most education authorities and schools had concentrated on the amount of time pupils spent studying a modern language. If significant numbers of pupils cease to study a modern language in S3 and S4, through use of curricular flexibility, this clearly impacts adversely on delivery of the entitlement conceived of in these terms.

This tension can be addressed to some extent by interpreting the entitlement in different ways. For example, a few authorities are considering starting modern languages earlier in primary school, so that six years or 500 hours is delivered by the end of S3 or S2. These alternatives are worthy of consideration. However, the success of such initiatives will be dependent on an adequate supply of suitably trained teachers to teach modern languages in primary schools. It will also be important to ensure that pupils make appropriate progress, to enable them to attain worthwhile levels of proficiency by the time they complete their modern languages education.

Whilst the entitlement to modern languages education outlined in *Citizens of a Multilingual World* stipulates the amount of time pupils should spend studying a modern language and some of the learning experiences which should be provided for pupils, it does not define a minimum acceptable level of proficiency in a modern language, nor does it make clear what proportion of pupils should achieve a certain level of proficiency by any particular stage. It also does not set any targets for the proportion of pupils who are expected to study a modern language to Higher and beyond.

Overall, there was insufficient emphasis nationally on the levels of proficiency pupils were expected to achieve by certain stages. A move to a re-definition of entitlement that was primarily based on competence or proficiency, rather than the amount of time spent studying would help counteract this situation. Consideration should be given to moving away from a definition based on the time spent on study, towards one which is focused on the level of proficiency ultimately achieved, including a minimum acceptable level of competence which almost all pupils should attain. Consideration should also be given to including modern languages in the proposed “passport to further learning and work” referred to in the ministerial response to *A Curriculum for Excellence*. This would ensure that all pupils’ achievements from S1 to S3 could be formally recorded.

4.4 Range of languages studied

Almost all education authorities offered French and some other modern languages. In two authorities, French was the only modern language offered in primary schools. In one authority, French was the only language offered in either primary or secondary schools. See *Appendix 2* for further details, including the number of schools offering Gaelic, community and other languages. In sessions 2002/3 and 2003/4, a total of 17 different languages were on offer somewhere in the Scottish school system. There is no evidence that the range of languages on offer nationally was either increasing or decreasing over that period. However the following points are worthy of note. Only very small numbers studied languages other than French, German or Spanish. The Scottish Qualifications Authority (SQA) offered examinations in French, German, Italian, Russian, Spanish and Urdu.

Some community and other languages were only available through after-school or weekend classes. The number of secondary schools offering German and of primary schools offering Italian had

decreased from session 2002/3 to session 2003/4. The number of secondary schools offering Spanish and primary and secondary schools offering Gaelic for learners had increased over the same period.

4.5 Attainment and achievement in modern languages

The 5-14 stages

In common with all subjects other than English and mathematics, there was no robust national data on 5-14 levels of attainment for modern languages. The *Assessment of Achievement Project (AAP): report on modern language P6-S2* <http://www.scotland.gov.uk/library5/education/fsml-00.asp>, based on fieldwork carried out in 2001 and published in September 2003, provided a helpful baseline assessment of national attainment in modern languages. It provided clear evidence that many pupils were achieving worthwhile levels of attainment by the end of P7 and that pupils' skills in modern languages were developed effectively from P7 to S2. However there remained much scope for improvement in the proportion of pupils achieving appropriate levels of attainment by the end of P7 and S2.

Through the general inspection programme, inspectors found many examples of good and very good attainment from P6-S2. By the end of P7 in the best examples found, pupils had developed very good listening skills, could read short texts with good expression and comprehension, and could produce extended pieces of language, both spoken and written. By the end of S2 in the best examples found, pupils could produce extended pieces of language using complex structures and a range of tenses. However in around half of the secondary schools inspected, many pupils were not attaining the levels of proficiency of which they were capable by the end of S2. This was commonly due to weaknesses in teaching programmes and to the fact that teachers' expectations of what pupils could achieve were too low. In order to obtain reliable information on attainment at the 5-14 stages in future, consideration should be given to including modern languages in the Scottish Survey of Achievement programme.

Attainment in SQA examinations

This section provides data on national attainment in modern languages (French, German, Italian, Russian and Spanish) in SQA examinations from 2002 to 2004. The data relates to pupils in education authority and grant-maintained schools only. Independent schools are not included. Education authorities should evaluate their own performance using the range of data available to them from SEED and SQA.

TABLE 1

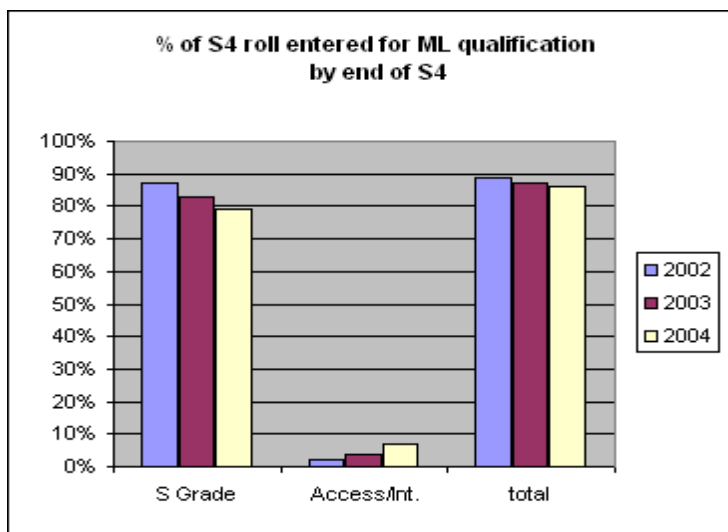


Table 1 above illustrates the percentage of pupils presented for a qualification in a modern language by the end of S4. There was a decreasing trend in the numbers presented for Standard Grade from 2002 to 2004. Over the same period, there was a notable increase in the numbers presented for other National Qualifications: Access 2, Access 3, Intermediate 1 and Intermediate 2. This reflects evidence from the general inspection programme that an increasing number of schools are deciding that these courses meet the needs of their pupils better than Standard Grade in S3/S4. Total presentations remained high, but had decreased from 89% in 2002 to 86% in 2004.

TABLE 2

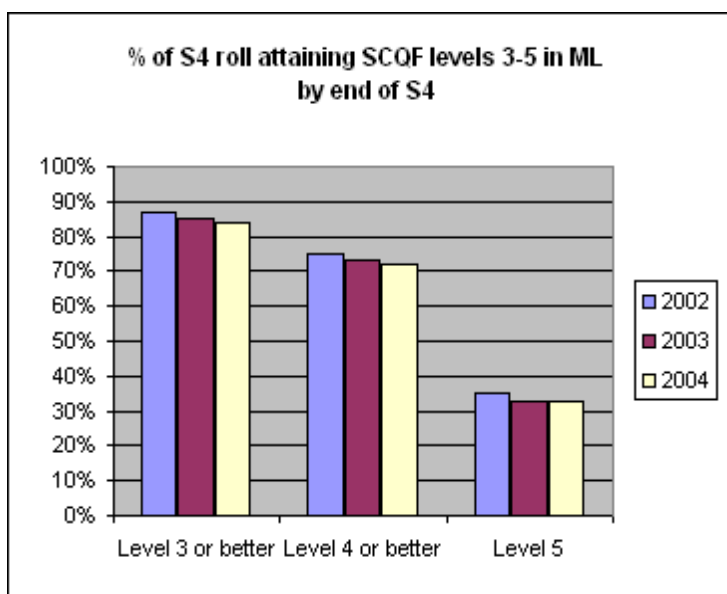


Table 2 above illustrates the percentage of pupils attaining an award at SCQF levels 3 to 5 in a modern language by the end of S4. Overall, a commendable proportion of young Scots had achieved a qualification in a modern language by age 16. The numbers compared very favourably with other parts of the UK. Over the period 2002 to 2003, there was a decreasing trend in the percentage of pupils gaining awards at level 3 or better and level 4 or better. This may be attributable to a drop in the proportion of low-attaining pupils being presented for a qualification. The proportion of pupils

gaining an award at level 5 dropped from 2002 to 2003 but remained the same from 2003 to 2004. This may be due to a change in the Standard Grade examination arrangements with regard to writing which came into effect in 2003.

TABLE 3

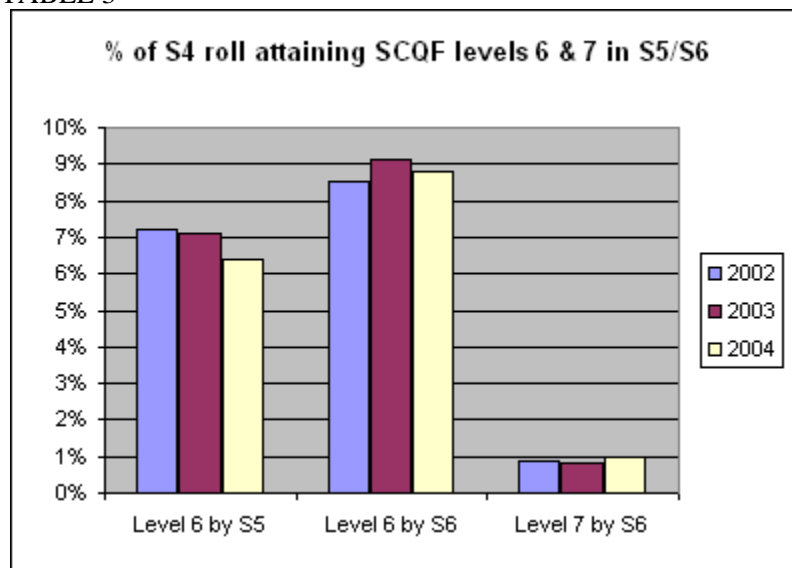


Table 3 above illustrates the proportion of pupils attaining SCQF levels 6 and 7 in S5/S6, in relation to the relevant S4 roll for these year groups. It therefore provides a clear indication of the disappointingly low proportion of pupils who went on to study for and obtain a Higher (SCQF level 6) in a modern language in S5. There was a decreasing trend in the numbers who attained an award at Higher by the end of S5. A significant additional number of pupils obtained Higher in S6. The numbers had fluctuated and there was no discernable trend. Starting from a low base, there had been an increase in the numbers who attained an award at Advanced Higher (SCQF level 7) in 2004. Evidence from the general inspection programme indicated that pupils' learning experiences at Higher were positive and this may be encouraging increasing numbers to continue their studies into S6.

HMIE, SEED and SQA will wish to keep trends in national attainment in modern languages under review.

Broader achievement

Inspectors found the following examples of pupils' broader achievements in modern languages:

- the use of e-mail to link with pupils in other countries;
- very good use of the *Language Zone* website developed through the *Partners in Excellence* project (see section 2.10) which allowed pupils in East and North Ayrshire and Argyll and Bute to develop their language skills and to communicate with each other and their teachers in three foreign languages;
- senior pupils supporting their younger peers in their modern languages learning;
- drama and music productions;
- participation in foreign exchanges, visits and European work experience; and
- the production of foreign language magazines.

Monitoring attainment and achievement

There was considerable scope for education authorities to give more emphasis to setting and monitoring specific targets relating to uptake and achievement in modern languages. Commendably,

the three education authorities involved in the *Partners in Excellence* project had collated data which demonstrated that both uptake and attainment in modern languages in S5/S6 had shown notable improvements since the start of the initiative.

5. CONCLUSIONS AND RECOMMENDATIONS

Almost all education authorities had made good use of the additional funding made available to support modern languages education. However, there was considerable scope for authorities to give more emphasis to monitoring the impact of their spending on pupils' learning experiences and achievements. The continuing need for the in-service training of primary teachers, to ensure an adequate supply of staff qualified to teach modern languages in primary schools, had acted as a major constraint on the amount of funding available to support and improve wider aspects of provision for modern languages education at authority level.

In a majority of authorities and schools, the revised 5-14 guidelines for modern languages had assisted in the development of more suitable programmes of study and improved approaches to learning and teaching from P6 to S2. As a result, levels of achievement from P6 to S2 had improved. However not all authorities and schools had given enough consideration to how to improve learning, teaching and achievement from P6 to S2. As a consequence, the learning experiences of many pupils in S1/S2 lacked coherence and challenge and did not allow them to attain their full potential.

Nationally, almost all pupils studied a modern language from P6 to S4. Overall, a commendable proportion of young Scots had achieved a qualification in a modern language by age 16. However, there was insufficient emphasis on improving the levels of proficiency which pupils should achieve by the end of their modern language education or by the time they left school. The curriculum review offers a very positive new context in which to take the development of modern languages education on to the next level. Consideration should be given to a move away from defining entitlement in terms of the time spent on study, towards a focus on the level of proficiency ultimately achieved, including a minimum acceptable level of competence which almost all pupils should attain.

Although inspectors found that pupils' learning experiences in modern languages in S5/S6 were generally very positive, the proportion of pupils who continued their modern language education to Higher or Advanced Higher was disappointingly low.

.....

In order to ensure continuing improvement in modern languages education,

SEED should take account of the following recommendations.

- A clear national strategy should be developed to ensure that sufficient trained staff are available to deliver modern languages in primary schools. In order to provide a sustainable long-term supply of such staff, the Executive should take forward its commitment to reviewing the extent to which MLPS training opportunities can be embedded within pre-service training courses across Scotland. In addition, to complement the level of pre-service training that can be so embedded, continuing professional development programmes should continue to be developed, drawing on examples of best practice. In the short term, funding should continue to be made available to education authorities to ensure an adequate supply of teachers.
- In the context of national development work to implement *A Curriculum for Excellence*, steps should be taken to:
 - review the concept of entitlement to give more emphasis to the levels of proficiency which pupils are expected to achieve, rather than the amount of time they spend studying a language;
 - revise programmes to ensure better progression, building on the prior attainment which pupils now have from primary;

- stipulate a minimum level of competency which almost all pupils are expected to achieve;
 - establish a more coherent framework of national attainment and assessment;
 - monitor the levels of proficiency being reached by pupils by the end of their schooling.
- In order to evaluate further the impact of SEED funding and implementation of the 5-14 guidelines on pupils' achievements in P6-S2, modern languages should be included in the Scottish Survey of Achievement programme.
 - Steps should be taken to encourage a greater proportion of pupils continue their study of a modern language to Higher and beyond. The successes of the *Partners in Excellence* project should be taken into account in this context.
 - The outcomes and evaluations of innovation projects should be shared nationally, with a view to disseminating good practice in learning and teaching and the promotion of modern languages education.

SEED and education authorities should take account of the following recommendation.

- Teachers of modern languages should receive high quality professional development to ensure continuous improvement in learning, teaching and achievement. Examples of good practice in learning and teaching in modern languages, including the effective use of ICT, should continue to be disseminated.

Education authorities should take account of the following recommendations.

- Teachers trained in MLPS should be deployed as efficiently as possible.
- Additional funding for modern languages should be targeted to support clearly defined outcomes related to learning, teaching and achievement in modern languages. Targets for uptake and, in particular, for levels of achievement should be set and monitored.

**APPENDIX 1: SCHOOL BASED RECOMMENDATIONS OF
Citizens of a Multilingual World DEVOLVED TO EDUCATION AUTHORITIES, AS
OUTLINED IN THE SCOTTISH EXECUTIVE RESPONSE OF SEPTEMBER 2001**

RECOMMENDATION	ACTION TO BE TAKEN BY SEED & EDUCATION AUTHORITIES
All students should be entitled to experience of learning a modern language.	Local authorities will be provided with financial support to help them ensure that this entitlement is available in schools in their area.
Modern languages should be declared a priority area for innovation and training.	Direct funding should enable local authorities to set their own priorities and develop ways in which they can be met.
A special Languages and Innovation Training Funding (LITF) should be established, allowing local authorities and other organisations to bid for national funding in support of local innovation and specialised training for teachers.	Revised funding arrangements will be set in place following consultation with Association of Directors of Education.
At the national level, a variety of languages rather than French alone, and including heritage or community languages such as Scottish Gaelic and Urdu, should be taught as a first modern language.	Direct funding should enable local authorities to set their own priorities and develop ways in which they can be met.
Local authorities should generally be responsible for ensuring a diversified provision of first modern language within the authority if not the school.	Direct funding should enable local authorities to set their own priorities and develop ways in which they can be met.
Opportunities should be greatly increased for pupils to put their languages to real use in contact with native speakers, including foreign language assistants.	Direct funding should enable local authorities to set their own priorities and develop ways in which they can be met.
The place of languages should be made more central and secure in the curriculum and examinations arrangements for the upper secondary school.	Direct funding should enable local authorities to set their own priorities and develop ways in which they can be met.

APPENDIX 2

Overview of languages taught in primary (P) and secondary (S) schools
2004 (2003 in brackets, if different)

Percentage of schools offering French/German/Spanish/Italian/Gaelic for learners
Number of schools offering community and other languages

Local Authority		No. of Schools	French	German	Spanish	Italian	Gaelic learners	Community	Other
Aberdeen City	P	57	98 (88)	49 (46)	4	0 (2)	2		2D
	S	12	100 (92)	83	58 (42)	17 (8)	8		
Aberdeenshire	P	156	100	24 (28)	3	0	1		
	S	17	100	71	41	6	0		
Angus	P	60	88 (85)	45	0	0	2		
	S	8	100	88	50 (63)	13	13		
Argyll & Bute	P	87	86 (80)	2 (13)	0	0	32 (25)		
	S	10	100	30 (80)	30 (10)	0	60		
Clackmannanshire	P	19	100	0	0	0	0		
	S	3	100	100	33	0	33		
Dumfries & Galloway	P	111	81 (73)	19 (27)	2	0	0		
	S	16	100	81 (88)	25 (31)	6	0	U	(1R)
Dundee City	P	41	98	39 (44)	20	0	0		
	S	10	100	80 (90)	70 (80)	0	0		1R
East Ayrshire	P	47	81 (83)	17 (19)	0	0	11 (9)		
	S	9	100	78	33 (56)	22	11 (0)		
East Dunbartonshire	P	37	86 (97)	11 (22)	0	0	3		
	S	9	100	78 (67)	33	22	11 (0)	U/C/Pa #	R/Du #
East Lothian	P	35	100 (91)	14 (17)	0	0	0		
	S	6	100	33 (100)	33	17	0		(1R)
East Renfrewshire	P	24	100	0	0	0	0	1H	
	S	7	100	57 (0)	29 (0)	29 (0)	0	1U	
Edinburgh City	P	102	99 (97)	43 (42)	4	9 (18)	2	3U 2P 2 (1)B 1Pa 1A	
	S	23	100	78	57 (43)	22 (26)	4	2C 5 (7)U (1B) 1A	1R
Eilean Siar	P	39	100 (97)	0	0	0	100		
	S	11	100	18	0 (9)	0	100		
Falkirk	P	48	92 (90)	25 (10)	0	0	0		
	S	8	100	88 (100)	25 (38)	0	0	U & C offered	
Fife	P	146	80	53	0	0	0		
	S	19	100	100	37	5	0	1C 1U	
Glasgow City	P	198	88 (90)	3 (1)	13	5	0		
	S	30	97	40 (50)	53 (43)	17 (13)	0	3 (1)U 1P 1M	

Key to community and other languages:

A – Arabic M - Mandarin
B – Bengali P- Panjabi
C – Chinese Pa - Parsi
D – Doric R - Russian
Du - Dutch H – Hebrew
J - Japanese U – Urdu

offered through links with Glasgow City

APPENDIX 2

Overview of languages taught in primary (P) and secondary (S) schools
2004 (2003 in brackets, if different)

Percentage of schools offering French/German/Spanish/Italian/Gaelic for learners
Number of schools offering community and other languages

Local Authority		No. of Schools	French	German	Spanish	Italian	Gaelic learners	Community	Other
Highland	P	185	94 (100)	2	1 (0)	0	25 (10)		
	S	29	100	79 (83)	48 (31)	21	55 (45)		
Inverclyde	P	32	88	0	13	0	3		
	S	8	100	25	50	13	0	3P	
Midlothian	P	36	75 (86)	61	0	0	0		
	S	6	100	83	50 (67)	17 (33)	0	1J	
Moray	P	46	87 (96)	48	0	0	0		
	S	8	100	100	63 (38)	13	0		
North Ayrshire	P	53	100	4	9 (8)	0	0		
	S	10	100	0 (50)	0 (50)	0 (10)	0	(1M)	
North Lanarkshire	P	130	82 (78)	11 (18)	7 (5)	4	2 (1)		
	S	26	100	69 (65)	69 (38)	15 (8)	4	1C	1R
Orkney Islands	P	21	76	48	5	0	0		
	S	6	83	67	33	0	0		
Perth & Kinross	P	78	63 (68)	18	0	0	9		
	S	10	100	90	50	10	20		
Renfrewshire	P	52	96 (90)	27 (25)	0	2	0		
	S	12	100	67 (75)	58 (42)	25	0		
Scottish Borders	P	71	86	8	0	0	0		
	S	9	100	100 (89)	78 (56)	22 (11)	0	2(1)R (1J)	
Shetland Islands	P	33	88 (85)	21	0	0	0		
	S	9	100	44	0	0	0		
South Ayrshire	P	45	100	0	0	0	0		
	S	9	100	67	56	22	0		
South Lanarkshire	P	125	72	20	7	0	1		
	S	21	100	57	48	14 (29)	5	U 1R 1C	
Stirling	P	43	100 (98)	0	0	0	19		
	S	7	100	71	43	29	14 (0)		
West Dunbartonshire	P	35	66	37	0	0	0		
	S	7	100	43 (57)	29 (57)	14 (29)	0		
West Lothian	P	66	100	53 (52)	0	0	0	#	
	S	11	100	100	64 (36)	9 (18)	0		
Scotland	P	2258	89 (88)	22	4	1 (2)	7 (4)		
	S	386	99	68 (72)	42 (40)	13	11 (10)		

Key to community and other languages:

<i>A – Arabic</i>	<i>M - Mandarin</i>
<i>B – Bengali</i>	<i>P- Panjabi</i>
<i>C – Chinese</i>	<i>Pa - Parsi</i>
<i>D – Doric</i>	<i>R - Russian</i>
<i>Du - Dutch</i>	<i>H – Hebrew</i>
<i>J - Japanese</i>	<i>U – Urdu</i>

range of other languages may be accessed on demand in Edinburgh

APPENDIX 3: EXAMPLES OF GOOD PRACTICE IN DELIVERING MODERN LANGUAGES EDUCATION IN SCHOOLS

HM Inspectors found the following range of examples of good practice at school level.

Achievement

- Many pupils in P6-S2 were attaining high levels of proficiency as a result of high teacher expectations, stimulating teaching and positive, progressive learning experiences.
- Some modern language departments set and monitored targets to improve pupils' attainment in national examinations and uptake of modern languages.
- Many modern languages departments had improved the achievement of lower-attaining pupils by introducing courses leading to Access 3 level, as an alternative to Standard Grade Foundation, in S3/S4.
- Many pupils achieved broader success in modern languages, such as participation in foreign visits and work experience, and in activities related to enterprise and the expressive arts.

The learning environment

In the best classrooms and modern languages departments observed:

- teachers regularly discussed and reflected on their teaching practice and their pupils' learning;
- there were positive relationships and mutual respect between teachers and pupils, achieved through teachers' well-planned and sympathetic support for pupils' learning;
- there was a welcoming atmosphere and a sense of enjoyment for language learning, conveyed through positive relationships and attractive displays;
- displays were changed regularly and included pupils' work and up-to-date maps and posters;
- pupils' learning was supported by displays of current learning targets, key vocabulary, grammar points and links between English language and modern languages.

Learning and teaching

In the best lessons observed,

➤ teachers:

- were clear about what they wanted pupils to learn and shared learning targets with their pupils;
- made effective use of the foreign language for teaching and classroom management;
- used a range of stimulating resources designed to develop pupils' skills and did not rely too much on one course book;
- used a variety of teaching approaches and ensured that lessons were not too teacher-led;
- questioned pupils in ways which encouraged them to give extended responses and to develop their language skills;
- taught grammar systematically, so that pupils could create language for themselves, rather than learn exclusively by rote;
- encouraged pupils to use language they had come across in their reading;
- made effective use of ICT, such as electronic whiteboards, to present new language in stimulating ways and to allow pupils to be actively involved in lessons;
- used well-planned homework to consolidate and extend pupils' learning;
- shared assessment criteria with pupils and gave them feedback on what they needed to do to improve their performance;

- gave pupils opportunities to learn about the countries in which the modern language is spoken;
- provided interesting contexts for language learning and moved beyond the exchange of personal details;
- planned carefully to ensure that the contribution of support for learning staff was fully effective, for example to facilitate group work;

➤ and pupils:

- had opportunities to interact with each other in pairs and in groups and not only with the teacher;
- worked collaboratively on projects, for example to produce a PowerPoint presentation on a topic of interest;
- took part in a variety of different learning activities and did not sit passively at their desks throughout;
- had opportunities to use ICT which was well-linked to their current learning;
- were able to choose from a menu of different learning activities;
- kept well organised jotters and folders and knew how to access support for their learning, for example dictionaries, vocabulary lists or notes they had taken previously.

APPENDIX 4: CASE STUDIES OF EDUCATION AUTHORITY SUPPORT AND DELIVERY OF MODERN LANGUAGES EDUCATION

There follow three case studies which include one example of particularly effective education authority support for modern languages education and two examples of particularly innovative practice which are worthy of note.

1. EAST AYRSHIRE

East Ayrshire education authority had provided an exemplary range of effective support for modern languages education. The authority had given early consideration to the implications of *Citizens of a Multilingual World* and of Circular 3/2001. As result, it had produced a succinct yet comprehensive document entitled *Citizens of a Multilingual World: an implementation strategy for languages in East Ayrshire schools*. The commendable aim of this strategy was to “motivate young people to learn languages and inculcate in them positive attitudes to other cultures and to learning languages throughout their lives”. The strategy document provided clear guidelines on modern languages education for pupils aged 3-18. Commendably, in offering advice on entitlement, it went beyond guidelines on how much time pupils should spend on the study of modern languages and in addition provided advice on pupils’ learning experiences and achievements at all stages. It also gave guidelines on how pupils’ awareness and experiences of other cultures should develop from nursery to senior secondary school.

The authority had successfully taken forward the implementation strategy in a number of areas, including the following examples. Modern languages had been introduced in pre-school. A helpful pack of materials to assist the learning and teaching of French, Spanish and Gaelic in nursery classes had been produced. Primary schools had been encouraged to bring modern language teaching into P5 as well as P6/P7. The number of primary teachers able to teach modern languages had been increased through twilight training offered in collaboration with Paisley University. The authority had also worked with Paisley University to produce helpful advice for teachers on the revised guidelines for 5-14. A useful handbook for Foreign Language Assistants (FLAs) had been produced. Programmes of study in vocational aspects of modern languages were being developed for pupils in secondary schools. Pupils in S5/S6 had benefited from the *Partners in Excellence* initiative (see section 2.10). Uptake and attainment at these stages had improved. Materials to assist schools in evaluating their provision for modern languages, including how modern languages contributed to National Priorities for education, had been distributed. The authority had responded very positively to SEED policy on international education as outlined in the document *An International Outlook*. Helpful guidance had been distributed to schools, who were encouraged to aim for the authority’s “international school status”. Modern languages were seen as an essential component of international education. Schools had regularly come together to share good practice in international education at authority-wide conferences. Modern languages education had a high profile at these events.

Able led by a Quality Assurance Officer who was an experienced and well-respected specialist in modern languages, the authority had also made an important contribution nationally. Since 2003, East Ayrshire had taken the lead in co-ordinating a network of 14 education authorities which collaborated in developing and exchanging helpful advice and resources for the implementation of the revised 5-14 guidelines. In addition, the authority had organised a conference on good practice in the deployment of FLAs which had been attended by education officers from across the country.

2. ABERDEEN CITY

The Partial Immersion in Foreign Language in Primary School (PIMFLIPS) project, through which children are taught certain areas of the curriculum through the medium of French by qualified teachers who are native speakers of the language, had been launched in session 2000/1. Since that date, it had been jointly funded by Aberdeen City Council and SEED. In sessions 2002/3 and 2003/4, SEED funding was provided through the Innovation Fund. SEED funding had continued into session 2004/5.

HMIE visited the school in April 2004, by which time the first group of pupils involved in the project were in P4. Further groups of pupils from P1 to P3 were also involved. Pupils in P1 and P2 received a 40-minute daily French language lesson. In addition, all aspects of expressive arts were taught in French. In P3, pupils received a 50-minute daily French language lesson. In addition, all aspects of expressive arts were taught in French and formal ICT lessons were conducted in French. In P4, pupils received two hours of teaching daily in French, incorporating aspects of environmental studies, expressive arts, ICT and French language.

HMIE found that pupils' attainment was very strong. Almost all children demonstrated very good, active listening skills in French. There was clear evidence that this had helped significantly to raise attainment in language and communication across the curriculum. By P4, pupils' speaking skills in French were well developed and they were able to use the language in discussion with each other and their teachers. The quality of their pronunciation was very high and the speed at which they spoke matched that of their French teachers. Pupils were also developing good skills in reading and writing in French.

Teaching was effective, relationships in class were very good and almost all pupils were engaged in lessons. A number of issues relating to how pupils' future learning needs could be met were beginning to emerge. By P4, pupils were beginning to show divergence in attainment. HMIE judged that the practice of undifferentiated whole class teaching could not be sustained as pupils move into the upper stages of primary. In addition, the school and the education authority had recognised the need to prepare for pupils' transfer to the associated secondary school, in order to ensure that their considerable achievements could be built on in S1 and beyond.

Overall, the PIMFLIPS project was enhancing significantly the learning experiences of many pupils. Pupils were developing very good overall communication skills. The initiative was an important factor in expanding pupils' horizons, to include a wider range learning approaches and a more global view of the world.

Although the project had been very beneficial for the pupils involved so far, considerable challenges were emerging as to how to sustain the project as pupils progressed through primary and into the secondary stages. Owing to the specialist staffing required to provide immersion teaching, it is unlikely that the project could be replicated widely on a national scale. However, consideration should be given as to which aspects could be transferable, in order to enhance the learning experiences and improve the achievements of more pupils across the country.

The experiences of the first two sessions of the project were evaluated by SCILT and their report can be found at <http://www.scilt.stir.ac.uk/PDFfiles/Walker%20Road.pdf> Aberdeen City Council, SEED and SCILT are currently setting up a further evaluation of the project.

3. EAST RENFREWSHIRE

As early as 1999, East Renfrewshire, in collaboration with SCILT, had produced a document entitled *Modern Languages: Strategies for Attainment*. The document focused on best practice in learning and teaching modern languages and provided helpful advice for schools. The authority's reflective approaches to modern languages education was further evidenced by its innovative response to the concept of entitlement. A working party, set up in March 2001, considered the implications of *Citizens of a Multilingual World* and Circular 3/2001. In its report, the group welcomed "the freedom to deliver (its) commitment to language learning in a way that best suits local circumstances and the needs of schools and their pupils."

The group recommended that:

- the learning of a foreign language should start at the pre-school /nursery stage;
- the learning of a foreign language for all pupils should not be compulsory beyond the end of second year in the secondary school, provided always that the individual pupil has by the end of second year attained an award within the National Qualifications framework; and
- secondary schools should continue to promote vigorously the benefits of language learning in the third and later years.

French was introduced in all pre-school establishments across the authority in session 2002/3, moved into P1 classes on session 2003/4 and was due to progress into P2 in session 2004/5. Many primary schools had introduced modern languages at P4 over the period 2002-2004. By August 2006, all pupils would be learning French from pre-school and throughout their primary education. To allow the introduction of French in the early years, a number of nursery teachers were trained in afternoon sessions during session 2002/3. In session 2003/4, P1 teachers were offered training on school closure days, afternoons and at twilight sessions to allow choice and flexibility. In the case of both nursery and P1, weekly visits from native speakers, followed by sample lessons delivered by the Staff Tutor supported the training. Teaching resources were provided. The authority had also introduced a core teaching resource for all pupils in P7 to S2, with the aim of ensuring progression in pupils' learning from primary to secondary. Some secondary schools and their associated primaries had begun to develop common approaches to assessment from P7 to S2.

In taking forward this pattern of provision, the authority will need to be clear about:

- how to guarantee an adequate supply of suitably trained teachers to provide French from nursery to P7;
- how to ensure appropriate progression in pupils' learning from nursery to P7 so that the early start to language learning results in enhanced levels of achievement by the end of primary school;
- the need to adapt teaching programmes in the upper primary and in S1/S2 to take account of the improving levels of proficiency that pupils will bring with them to those stages in due course; and
- their expectations regarding the National Qualifications pupils will achieve by the end of S2.

HMIE and SEED will wish to monitor the progress of this initiative.

APPENDIX 5: INNOVATION IN LANGUAGE LEARNING PROJECTS LAUNCHED IN 2002/3

Education Authority	Partners in project	Summary of project
Aberdeen City Council		<p>Partial Immersion in a Modern Foreign Language in the Primary Schools (PIMFLIPS) is currently a project in which pupils are taught areas of the 5-14 curriculum only in French from Primary 1. Starting with Expressive Arts at about 15% of the curriculum in years 1 & 2 increasing to about 80% with Environmental Studies and Mathematics being delivered in the foreign language. The project is now in year 5.</p> <p>Contacts: Jan Howard, Education Officer and Liz Anderson, FLE Development Officer</p>
Angus Council		<p>A video and booklet pack will help support Reading and Writing 5-14. The video will feature French and German lessons in Angus schools. In addition to providing suggestions for discussing teaching and assessment strategies, the booklet will include exemplar teaching and assessment material and samples of pupils' work.</p> <p>Contact: Norma Findlay Education Development Officer</p>
Dundee City Council		<p>Providing a relevant and up-to-date platform for the delivery of the entitlement to languages through ICT by using laptops in the classroom. Pupils will be able to study their language using relevant CD-ROMS, the internet, e-mail and video-conferencing, whilst teachers can use the laptops for planning, preparation, delivery and evaluation of lessons.</p> <p>Contact: Chris Rolfe, Quality Improvement Officer (10-18)</p>
East Renfrewshire		<p>Designing a learning and teaching resource centre to promote and support the development of modern languages. The centre will serve as a training suite, research and resource base for pupils, language assistants, bi-lingual assistants and teachers. Also, it can be used as a study base for senior pupils and a language centre for groups of pre-5 and primary pupils.</p> <p>Contact: Elaine Pasternak Staff Tutor Language Learning & Development</p>
Edinburgh City Council		<p>Improving access to modern languages for learners with special educational needs through co-operation between two departments (ML/LSSSEN). In-service meetings aimed at raising awareness of the need to shift the balance from subject issues to teaching and learning ones. Teams to be set up to pilot measures to deal with specific cases in four schools. Strategies, materials and methodologies will be developed during these pilots.</p> <p>Contact: George Reid, Quality Improvement Officer – Language and Communication</p>

Falkirk Council		<p>Organisation of two language events targeted at S2 pupils and S4/S5/S6 to promote the benefits of learning a modern language. S2 event has taken place with approximately 160 pupils from 8 secondary schools. Mixture of activities, displays and speakers.</p> <p>Contact: Ken Currie, Falkirk Council</p>
Highland Council		<p>With reference to MLPS training documents, the revised ML 5-14 Guidelines and S1 and S2 curricular material, production of a French Learning and Teaching Programme from P6 to S2.</p> <p>Contact: John Muir, Quality Development Officer</p>
Inverclyde Council	IBM	<p>Development of Intermediate 2 course in Languages in Work Development of IBM work-related tasks in conjunction with IBM Greenock. This would be entry requirement to the Modern Apprenticeship in Languages and I.T. This course would be imbedded into the language in work option once SQA validation has been achieved.</p> <p>Contact: Ross McMillan, Modern Languages Adviser</p>
Midlothian Council		<p>A coaching model for French and German teachers in primary education using the authority programme of study. A primary or secondary specialist is allocated to work with a volunteer trainee in the classroom. The trainee would also participate in a one or two hour evening class to work on their own language skills. The coach would provide a minimum of 45 minutes with the pupils and regular liaison with the trainee teacher.</p> <p>Contact: Jeanette Priester, Modern Languages Development Officer</p>
North Ayrshire Council		<p>Partial immersion of secondary school students in Spanish. A unit from Intermediate 1 Drama is taught through the medium of Spanish with recruited native-speaker teachers culminating in a performance in the target language attended by parents and other guests. This is to supplement the first modern language that has been learnt by the pupils, which is usually French.</p> <p>Contact: Colin Laird, Senior Adviser</p>

North Lanarkshire Council	East Ayrshire Council	<p>North Lanarkshire have 3 projects running:</p> <ol style="list-style-type: none"> 1. Training teachers for Languages and Work by sending a group of teachers on a trip to the Greta in France to undertake training in aspects of the world of work. This project also happens in the three other modern languages. The teachers will produce classroom materials for use by other teachers as well. 2. An after school club to allow modern language teachers the chance to enhance the work of particular groups of pupils. This club will meet through video conferencing. 3. Language learning through video editing. This will form a part of primary teachers CPD and will be used to brush up on their language skill through learning about video editing. This is then used in the classroom as a teaching tool. The teachers are sent on a weekend course where they are shown how to make a short video. The teachers are asked to prepare a short video input with their classes. <p>Contact: Brian Connelly, Adviser in International Education</p>
Renfrewshire Council		<p>Advanced foreign languages on line. The development of a virtual learning environment tailored to suit the needs of various groups and individuals to provide equality of access to the curriculum to all pupils.</p> <p>Contact: Gary Johnstone, Acting Curriculum Services Manager</p>
Scottish Borders Council	Renfrewshire Council Edinburgh City Council	<p>Video-conferencing between: Secondary schools at Higher and Advanced Higher level; Secondary schools and associated primaries to help support their language learning; secondary schools and schools in the target language country allowing virtual exchanges.</p> <p>Contact: Douglas Angus, Kelso High School</p>
West Lothian Council	Local Employers/ Local FE college	<p>Development of an interactive CD-ROM featuring animation, young people, educators, local employers and native speakers. A spy theme game element provides a motivating and enjoyable context. The resource, aimed at S2 pupils, also provides information and perspectives relating to the value of language learning.</p> <p>Contact: Meg Morrison, Education Officer</p>

INNOVATION IN LANGUAGE LEARNING PROJECTS LAUNCHED IN 2003/4

Education Authority	Partners	Summary of the project
Dumfries and Galloway		<p>Creation of a pupil P6-S2 language “passport” for use by pupils in each cluster school.</p> <p>Contact: Alan MacMillan, Dumfries & Galloway Council</p>
Dundee City Council		<p>Set in a European environment with exhibitions, “Passport to Europe” event will bring together senior primary pupils and Foreign Language Assistants to complete a number of activities.</p> <p>Contact: Chris Rolfe, Quality Improvement Officer (10-18)</p>
Edinburgh City Council		<p>Extension of Working Together - Improving Access to Modern Languages in City of Edinburgh Schools pilot. Short term trials will be carried out to look for a combination of differentiated ICT and working with two adults in S1/S2 classes. More multi-sensory and Digital Brainwork will be carried out. The position of language-impaired and dyslexic pupils will be evaluated to see which aspects of French they could manage in class and what aspects of language in general might benefit from LS tutor input (in either French or English).</p> <p>Contact: George Reid, Quality Improvement Officer – Language and Communication</p>
Moray Council		<p>Partial Immersion in French from P1. Assuming the project is sustained over a 4-year period then by P5 pupils will have undertaken 253.5 hours of French.</p> <p>Contact: Richard Donald, Headteacher, Greenwards Primary school, Elgin</p>
North Lanarkshire Council	East Ayrshire	<p>Enterprise events for S4 pupils. Production of tourism products and promotion of these, using foreign languages.</p> <p>Contact: Brian Connelly, Adviser in International Education</p>