

# Learning World Languages and Cultures in California:

## A Stimulus for Academic and Economic Success



California Foreign Language Project



### California Foreign Language Project

The California Foreign Language Project's (CFLP) central mission is to deepen the content knowledge and pedagogical practices of world language educators. As one of the California Subject Matter Projects, it sponsors professional development programs aligned with state-adopted World Language Content Standards that strengthen practice in the classroom in order to increase California's students' proficiency in world languages and cultures and thus successfully succeed and interact in the interdependent global society of the twenty-first century.

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# Learning World Languages and Cultures in California:

A Stimulus for Academic and Economic Success

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# FOREWORD

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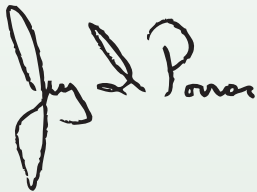
When asked to write this foreword, the first thing that came to my mind was, “What do I, a Business School Professor in Organizational Behavior, have to say about the teaching of world languages in California’s public schools?” Upon reflection, it became clear to me that my experiences as both a Latino and a student of organizations have given me a good basis from which to comment on the content of this report.

As a child growing up in El Paso, Texas in the 1950s, I was prohibited from speaking Spanish on the school grounds. The penalty for doing so was expulsion from the school. So, although I was perfectly bilingual when I began first grade, the prohibition against speaking Spanish caused me to lose my fluency during my entire K-12 career. The message was clear – speaking Spanish is not a good thing. Although I never lost my ability to understand Spanish, it wasn’t until my year-long PhD dissertation research in Argentina that I regained fluency.

As a result, I believe I can give a substantial first-hand account of the benefits of multilingualism. My story, however, cannot be sufficient to justify why we in California should have extensive world languages programs in our educational system. We need data-based economic, social, and legal arguments to convince decision-makers of the importance of these programs, otherwise the resources necessary to make every child in our state bilingual will never be made available. This report provides those arguments - carefully researched and convincingly presented, a compelling rationale for why world language programs are essential for the children of California. In addition, I wish to present a perspective not explicitly discussed in this report, a perspective based on values -- values that we Californians have about our children’s education and about the kind of society we wish to create for ourselves.

Values come into play when leaders must decide whether or not to invest public resources in educational programs, such as those recommended for world languages and cultural competencies in this document. It is clear to me that if we do not truly value multilingualism, we will never muster the political courage necessary to implement a California-wide program that requires all of our students in K-12 to be able to speak at least two languages when they exit high school.

California’s society would be healthier and stronger if the myriad cultures that co-exist here were more integrated. Currently, we are fragmented by linguistic and cultural differences. An effective way to bring us together is for everyone to know at least one other language. Why should we spend the money and time needed to do this? My answer is that it is the **right** thing to do: right for our economy, right for our well-being, but most importantly, right for us as a people. We will be a better society if we understand and value our cultural differences, and there is no more effective way to accomplish this than to speak each others’ languages. Language conveys who we are, in what ways we are unique and in what ways we are alike. Through sharing common languages, we can work together to create a better society for everyone.



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# Learning World Languages and Cultures in California: A Stimulus for Academic and Economic Success

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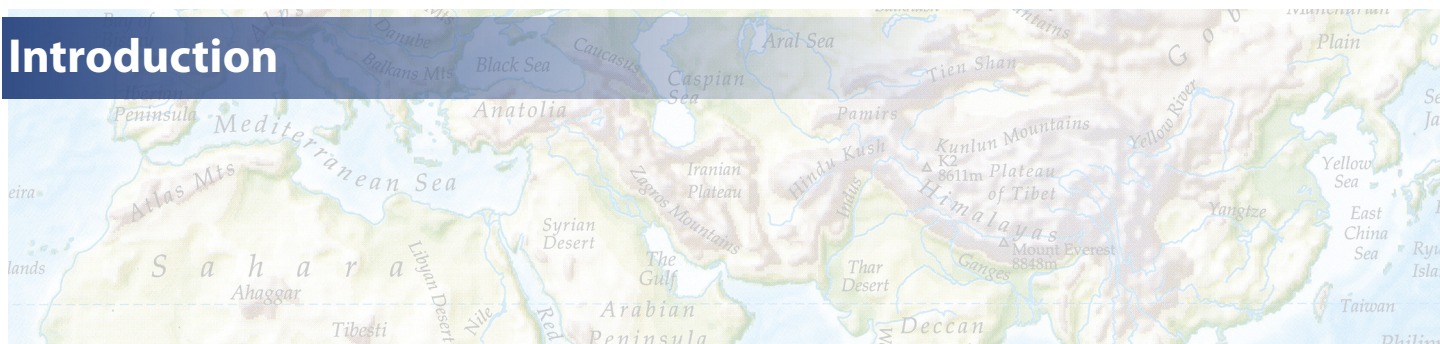
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# Introduction



“A pervasive lack of knowledge about foreign cultures and foreign languages threatens the security of the United States as well as its ability to compete in the global marketplace and produce an informed citizenry.” – *International Education and Foreign Languages: Keys to Securing America's Future*<sup>1</sup>

Calls for foreign language education resonate throughout American history. In periods of economic uncertainty and global instability, we are reminded that international communication is a prerequisite for robust markets, universal safety and security, and a future free from prejudice and conflict. Since 1918, American pundits and politicians have called for greater instruction in foreign languages and cultures more than 25 times,<sup>2</sup> but deficits in language skills and cultural understanding persist. Why should this time be different? How can another initiative on foreign language instruction succeed, right here in California, *right now*?

Economic, geographic and social realities in California create a pressing need for investing in foreign language education *now*. As we face a global recession, California (one of the world's ten largest economies) has a \$42 billion deficit and a critical need for long-term solutions.<sup>3</sup> In Section I of this report, we will argue that these solutions require reaching out to the rest of the world. California's geographic location is ideal for capitalizing on growth in Asia-Pacific and Central and South American markets. California also has an exceptionally diverse and linguistically skilled population. The millions of people in California who speak foreign languages such as Spanish, Chinese and Korean posi-

tion our state to excel in international business, trade and diplomacy. Further increasing the value of our workforce by emphasizing foreign language education will use our strategic position and social resources to bolster the economy.

We will argue in Section II that foreign language education is also crucial for domestic security, international peace and global cooperation on key issues such as environmental sustainability, disease eradication and human rights. In the past decade, terrorist attacks on U.S. soil, military operations in Iraq and Afghanistan, and rising international concerns about the environment, health and human welfare have highlighted the need for American citizens to communicate and cooperate with people from other countries and regions.

While economic and political issues are especially important today, our investment in foreign language education will also have long-term payouts for California's youth. The millions of K-16 students in California's schools and colleges deserve to be equipped with the skills necessary in the 21st century. As we will demonstrate in Section III, California will be even more diverse in the future than it is today, and young people will need greater skill in navigating cultural and linguistic differences in order to thrive. California's youth will also fill

<sup>1</sup> Committee to Review the Title VI and Fulbright-Hays International Education Programs, *International Education and Foreign Languages: Keys to Securing America's Future*, ed. Mary Ellen O'Connell and Janet L. Norwood (Washington, DC: The National Academic Press, 2007), 1.

<sup>2</sup> Robert A. Scott, "Many calls, little action: Global illiteracy in the United States," *Language Problems & Language Planning* 29, no.1 (2005): 67-82.

<sup>3</sup> Brent Jones (Ed.), "Schwarzenegger: \$42B deficit weighing down California," *USA Today Online*, February 9, 2009, [http://www.usatoday.com/news/nation/2009-01-15-schwarzenegger-california-deficit\\_N.htm](http://www.usatoday.com/news/nation/2009-01-15-schwarzenegger-california-deficit_N.htm).

critical jobs in fields such as medicine, law and government, where a dearth of professionals with world language and cultural skills has contributed to a lack of services for non-English speakers.

In Section IV, we will argue that the current state of instruction in primary, secondary and higher education in California is inadequate and denies students broad academic benefits. This state of affairs presents many challenges to a foreign language initiative, which we will analyze in Section V. Although there are examples of successful foreign language education across the state, we lack a comprehensive vision of statewide goals for foreign language programs. With a broad plan informed by an analysis of the challenges, we offer clear and feasible recommendations for achieving our goals in Section VI. We ask California's lawmakers, administrators and school leaders to invest in foreign language and culture education that starts early and does not end until all of our graduates are proficient in a language other than English.



Throughout this report, we will use the phrase “world language and cultural competencies” (WLCC) to refer to the portfolio of knowledge, skills, attitudes and aptitudes that we hope California’s educational system will provide.<sup>4</sup> In any discussion of foreign language education, cultural studies cannot be ignored. Since there is virtually no truly foreign language in a state as diverse as California, we have adopted the term “world languages” to model cultural inclusiveness

in this discussion. To define WLCC, we rely on the American Council on the Teaching of Foreign Languages and eight other language associations. They summarize communicating effectively as: “Knowing how, when, and why to say what to whom.”<sup>5</sup>

Strengthening the state’s economy, enabling international cooperation, providing social services for all citizens, and preparing students for the 21st century are all vital goals that depend on investing in education. If we do not act now, we forego the economic, political, academic and personal benefits that flow from fulfilling our potential for world language and cultural competencies.

<sup>4</sup> In contexts where the conventional term “foreign language” is more commonly used, we will use it in order to avoid confusion.

<sup>5</sup> National Standards in Foreign Language Education, “Standards for Foreign Language Learning: Preparing for the 21st Century,” <http://www.actfl.org/i4a/pages/index.cfm?pageid=3324>.

# I. California's Economy



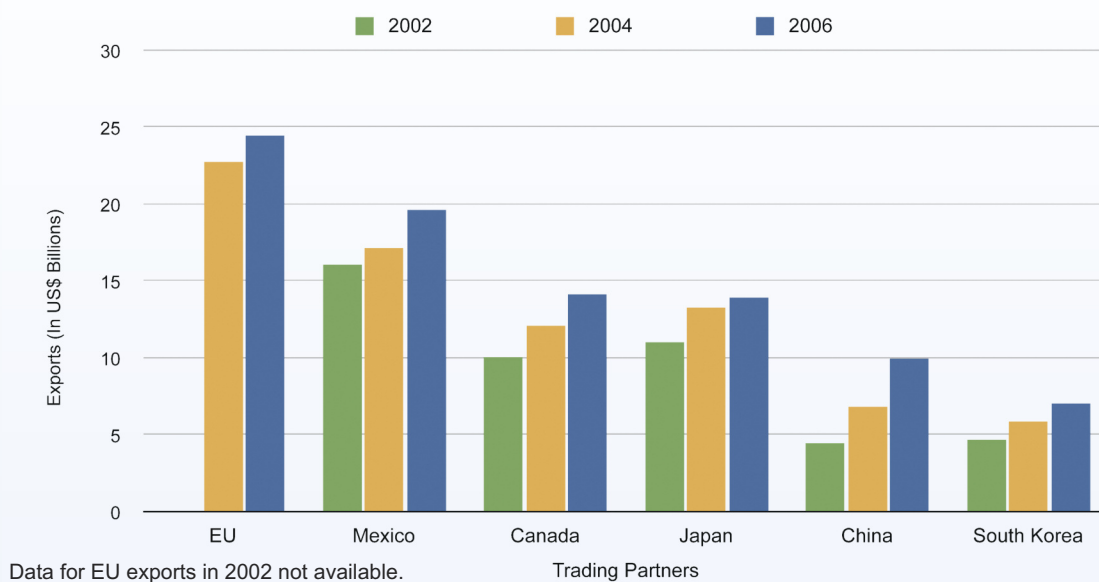
## International Trade

The economic importance of world language and cultural competencies (WLCC) for California is impossible to deny. Our state leads the nation in exports to foreign countries around the world – particularly the large markets of North America, Asia and Europe (see Figure 1). These exports represented one quarter of the state's \$1.5 trillion economy as of 2006: \$127 billion, up from \$117 billion in 2005.<sup>6</sup> International trade translates into tangible benefits for Californians – more than one million high-paying jobs depend on California's connections to 220 foreign markets.<sup>7</sup> In light of this data, the California Chamber of Commerce “promotes educating California's citizens, legislators and businesses about the benefit of trade to the state economy ... [and]

supports legislation that allows California companies to compete more effectively in foreign markets, as well as to attract foreign business to California.”<sup>8</sup>

Even in an economic decline, opportunities for California's financial and job markets can grow. Now is the time to make the most of California's unique multicultural strengths: a large and diverse population with millions of bilingual and multilingual, cross-culturally fluent people, and an ideal location to reach markets across the Pacific and in North, South and Central America. At a time of financial crisis, a large investment in education for world language and cultural competencies is a necessary component of a successful economic stimulus plan.

**Figure 1: California's Top Export Markets, 2002 - 2006**



<sup>6</sup> California Chamber of Commerce, “Increasing Free Trade Key to Keeping California Competitive in World Market,” *California Business Issues*, 2008, 86.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid.



## The Role of World Language and Cultural Competencies

California's growing economic stake in international trade and the diversity of California's trading partners create a demand for Californians who can apply their knowledge of world languages and cultures to business. International markets are tough, and even large, successful companies have floundered without sufficient linguistic and cultural competency. When KFC translated its "finger lickin' good" slogan into Chinese characters that meant "eat your fingers off," the blunder provided many laughs – but cost KFC millions in lost revenue and diminished market profile.<sup>9</sup> The company quickly produced a slogan that made sense in Chinese, replaced coleslaw with familiar local dishes, and rose to become the number one American fast food chain in China. Two million Chinese eat at KFC every day, and the company opened new stores at a rate of 250 per year in the early 2000s – a huge market victory that depended on both linguistic and cultural acumen.<sup>10</sup>

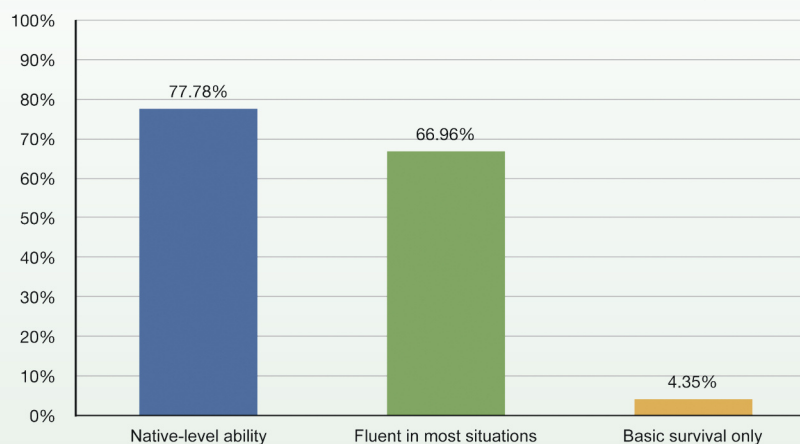
Although many multinational companies (MNCs) use English as the one and only language for international business, expecting the world to use only English

creates a standard of unfairness. California must establish a model of valuing and developing skills in languages other than English. Multilingualism reduces the United States' self-centered image and is an asset for the 36.8 million Americans working for foreign MNCs and their U.S. affiliates.<sup>11</sup>

If we do not emphasize multilingualism and cross-cultural competencies in school, students will enter the business world at a competitive disadvantage. Many executives find that even when the official language for business is English, discussions that take place in the local language are critically important.<sup>12</sup> In a survey of 581 graduates of a business school that required four semesters of foreign language, the majority of respondents reported that knowledge and skills in foreign languages and cultures had given them a competitive advantage in their careers. Furthermore, that advantage increased as the level of competency increased (Figure 2).<sup>13</sup>

Monolingual businesspeople are increasingly lost as globalization brings more and more diverse speakers to the table – a shift that Fareed Zakaria has called "the rise

**Figure 2: Percentage Reporting Significant Advantage in Business Due to Foreign Language Ability, by Proficiency Level**



<sup>9</sup> Thane Peterson, "The Importance of Being Multilingual," *Business Week*, September 4, 2002.

<sup>10</sup> Carlyle Adler, "Colonel Sanders' March on China," *Time*, November 17, 2003, <http://www.time.com/time/magazine/article/0,9171,501031124-543845,00.html>.

<sup>11</sup> Ray Mataloni, "Summary Estimates for Multinational Companies: Employment, Sales, and Capital Expenditures for 2006," Bureau of Economic Analysis, U.S. Department of Commerce, <http://www.bea.gov/newsreleases/international/mnc/2008/mnc2006.htm>.

<sup>12</sup> Kathryn Kranhold, Dan Bilefsky, Matthew Karnitschnig, and Ginny Parker, "Lost in Translation? Managers at Multinationals May Miss the Job's Nuances if They Speak Only English," *The Wall Street Journal*, May 18, 2008, Eastern Edition, B1.

<sup>13</sup> Christine Uber Grosse, "The Competitive Advantage of Foreign Language and Cultural Knowledge," *The Modern Language Journal* 88, no. 3 (2004): 351-373.

of the rest.” In a 2008 issue of *Foreign Affairs*, Zakaria argued that in the last 20 to 30 years, U.S. economic dominance has slipped as nations in East and South Asia, Europe and Latin America have experienced unprecedented economic growth. Their rise signals the end of the United States’ reign as the single superpower, and the

beginning of “a post-American world, one defined and directed from many places and by many people.”<sup>14</sup> We now face a choice: to benefit from this shifting balance through cooperation, or to remain isolated and let economic progress pass us by.

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<sup>14</sup> Fareed Zakaria, "The Future of American Power: How America Can Survive the Rise of the Rest," *Foreign Affairs*, May/June 2008, <http://www.foreignaffairs.org/20080501facomment87303/fareed-zakaria/the-future-of-american-power.html>.

## II. Domestic Security and International Peace



A quick glance at the U.S. State Department's briefs on foreign nations reveals an obvious truth: most, if not all, of the countries where we have an urgent need for diplomacy have languages and cultures that we understand dimly at best. According to the Modern Language Association's Foreign Language Enrollment Survey, in 2006, the top three languages studied in the U.S. (Spanish, French and German) were studied by a total of 1.1 million American students in higher education. The number of students learning Arabic, Armenian and Kurdish combined was less than 25,000 – a mere 2% of the number studying Spanish, French and German. That disparity is even greater in California. While more than 120,000 college students in California were studying Spanish, French and German in 2006, only 3,556 were studying Arabic, with fewer than 1,000 studying Armenian, and none studying Kurdish. There are a significant number of nations with

large populations of Arabic speakers, including Algeria, Iraq, Iran, Lebanon, Sudan, Syria and Yemen. Together, these countries have a population of more than 149 million people. There are also at least six languages and dialects frequently spoken in Iran, Pakistan, Syria and Uzbekistan (Turkic, Punjabi, Pashto, Urdu, Aramaic and Uzbek) for which there are no more than

1,000 U.S. college students studying each one of them. Of course, it is not feasible to enroll thousands of Californian students in some of the less commonly taught languages. The larger trend, however, is significant: education has focused on a small group of languages which, while valuable, does not adequately address WLCC needs. In a 21<sup>st</sup> century world that is ubiquitously connected and interdependent – what Thomas Friedman calls “flat” – the demands of international communication and diplomacy require that we cast a broader net when training students for world language and culture competencies.

There are serious consequences to having so few American students taking courses in the languages most needed for international security. First, federal agencies such as the FBI, CIA and the National Security Administration (NSA) face severe shortages of employees with the necessary language skills.<sup>15</sup> As a

result, there is a backlog of translation work that is a threat to national security. Furthermore, when the State Department faces shortages of skilled language professionals, diplomacy suffers. The Iraqi Study Commission report found that only 6 of the 1,000 employees at the U.S. embassy in Iraq in 2007 were fluent in Arabic.<sup>16</sup> Increasing the number of professionals fluent in



<sup>15</sup> Committee for Economic Development, "Education for Global Leadership: the Importance of International Studies and Foreign Language Education for US Economic and National Security," Washington, DC: Research and Policy Committee for Economic Development and National Security Education, Executive Summary, 1.

<sup>16</sup> Anne C. Lewis, "Language Learning and National Security," *Phi Delta Kappan* 89, no.2 (2007), 84, [http://www.pdkintl.org/kappan/k\\_v89/k0710lew.htm](http://www.pdkintl.org/kappan/k_v89/k0710lew.htm).



world languages can help strengthen our diplomacy efforts worldwide, facilitating our work toward attaining international peace and stability.

Another significant consumer of world language training is the Department of Defense and U.S. military forces. A 2005 DoD report asserted, “Language skill and regional expertise are not valued as Defense core competencies, yet they are as important as critical weapons systems.”<sup>17</sup> The importance of training defense personnel in WLCC is recognized in California, which has been home to the Defense Language Institute in Monterey since 1941. As Table 1 shows, the Defense Language Institute currently trains around 3,500 students in 24 languages from more than 50 countries.<sup>18</sup>

As the role of the military moves from waging war to securing peace, conventional training is insufficient. Military personnel on 823 overseas bases in 40 countries may negotiate with local groups, deal with regional problems, and serve as the first line of contact with the community, trying to win “hearts and minds.” Filling these vital roles is impossible if personnel cannot communicate with the people they are supposed to be help-

ing. Furthermore, language proficiency alone is insufficient. U.S. Army Colonel Tucker Mansager, a graduate of the Defense Language Institute, says that “culture and language are inseparable,” and notes that the DLI’s instructors often provide cultural lessons in their native languages.<sup>19</sup>

The United States’ need for skilled specialists in world languages and cultures is not static, as the evolution of the DLI’s list of languages shows. For example, as China’s population, economy and power grow, more and more American citizens, businessmen and diplomats will need to speak Chinese in order for the U.S. to remain economically competitive.<sup>20</sup> As many developing countries continue to experience political instability and economic hardship, more American peacekeepers and entrepreneurs will be sent to negotiate compromises and develop business. The demand for U.S. citizens to play important roles in international relations is global and long term; therefore, effective language and cultural education will always be essential.

While Chinese and Arabic are crucial now, we cannot assume that focusing on the languages that are politically relevant now will suffice in the future. As Michael Lemmon, former ambassador to Armenia and former dean of the School of Language Studies at the State Department’s Foreign Service Institute noted, “The underlying philosophy at [the State Department] is that we *must* have in reserve, or train for, proficiency in all the languages relevant to the conduct of foreign policy. But those needs *can and do* change in an instant, owing to world realities and policy priorities.”<sup>21</sup> Speaking German was critical in the wake of WWI and

**Table 1: Languages Taught at the Defense Language Institute in Monterey, California**

Arabic	Japanese	Serbian/Croatian
Mandarin	Korean	Spanish
French	Kurmanji/Behdini	Sorani
German	Pashto	Tagalog
Hebrew	Persian Afghan	Thai
Hindi	Persian Farsi	Turkish
Indonesian	Portuguese	Urdu
Italian	Russian	Uzbek

<sup>17</sup> U.S. Department of Defense, “Defense Language Transformation Roadmap,” January 2005, 3, <http://www.defenselink.mil/news/Mar2005/d20050330roadmap.pdf>.

<sup>18</sup> U.S. Army, “Defense Language Institute: Learn a Foreign Language as a Soldier,” [http://www.goarmy.com/life/defense\\_language\\_institute.jsp](http://www.goarmy.com/life/defense_language_institute.jsp).

<sup>19</sup> Jim Fisher-Thompson, “US Defense Language Institute Teaches Culture, Linguistics,” June 11, 2007, <http://www.globalsecurity.org/military/library/news/2007/06/mil-070611-usia02.htm>.

<sup>20</sup> The use of the term Chinese in this report includes all varieties of the Chinese language.

<sup>21</sup> Michael Lemmon, “Meeting the Need for World Languages” (remarks given at the States Institute on International Education in the Schools annual conference, Washington, DC, November 16, 2004), <http://www.internationaled.org/statesinstitute2004/MichaelLemmon.pdf>.

WWII, Russian during the Cold War, Albanian during the Serbia-Kosovo conflict, and Pashto and Dari after 9/11; now, Arabic and Chinese are vital due to today's political and financial realities.

As we learned on 9/11, the international domain can and will intrude on the life of every person; we cannot afford to ignore what is beyond our borders. Though we may not know which languages will become crucial in future political and economic situations, we know that global interconnections are a fact of life. This will be even more true for the world in which future generations live. In the early 1980s, it would have seemed unnecessary for every student to learn basic computer skills – computers were only for the military, statisticians, and the early adopters of information technologies. Now, California has the chance to be an early adopter of WLCC, at the beginning of a momentous shift in global politics that is eroding national boundaries and heightening the need for people who can operate in a multilingual, multicultural world.

The importance of world language and cultural competencies goes beyond U.S. interests. Problems such

as environmental degradation, international diseases, poverty and conflicts between nations demand a collaborative response. No one nation—acting alone—can achieve the United Nations' eight Millennium Development Goals, which include eradicating poverty and hunger, combating HIV/AIDS and malaria, and empowering women by 2015. The eighth millennium goal is to build a global partnership for development. Ironically, even the UN faces a dearth of qualified language professionals, making it difficult to achieve this last goal without a dedicated investment in world language education.<sup>22</sup>

If we are going to be on the same side in this worldwide effort, speaking the world's languages is a good start. This does not only apply to UN workers, military personnel and government leaders. It is true for anyone who will play a role in doing business with people from other cultures and nations, contributing to international peace, raising the standard of living for the world's poor, or saving the environment. The need for world language and cultural competencies is relevant to all, and all world languages are relevant.

<sup>22</sup> Steve Fidel, "Americans Need Foreign Language Skills in Global Community," *Deseret Morning News*, March 15, 2007.

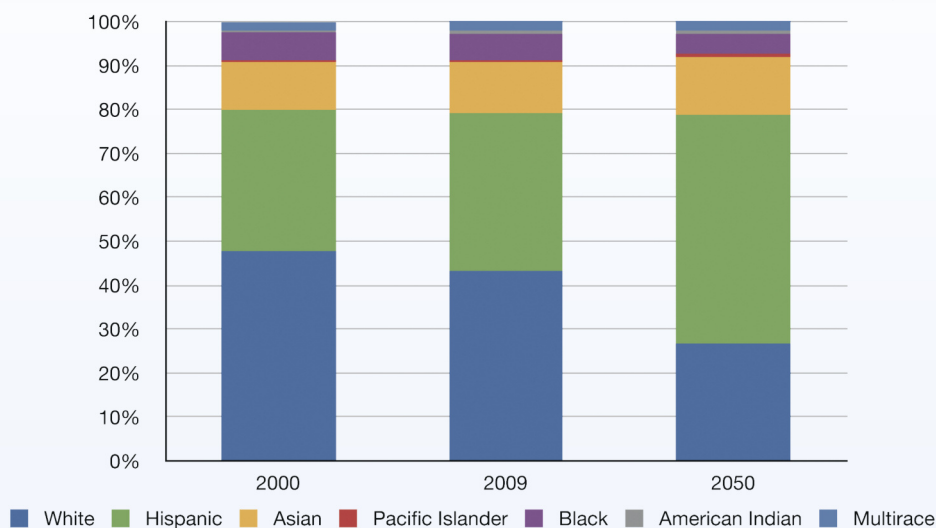
### III. California's Multicultural Society



Nowhere in the U.S. is the relevance of world languages clearer than in the nation's most diverse state. California's classrooms and communities are filled with children and adults from a variety of linguistic and cultural backgrounds. On the heels of a historic presidential election, it is time to recognize that multiculturalism is not a political ideal; it is reality. Barack Obama's rise to the American presidency demonstrated the power of bringing together people with diverse cultural and linguistic backgrounds, and international support for his election was overwhelming. His popularity at home and abroad is symbolic of the international recognition that without a global perspective no single individual, country or culture can survive. Quality WLCCE education will prepare all of California's children with the language skills and the cultural know-how to flourish, communicate and do business with people throughout the world and with their neighbors here at home.

The increasing diversity of California's population underscores the need for enhanced language and cultural skills. Currently, racial and ethnic minorities account for over half of California's population, and their numbers are growing. While the proportion of Californians who identify themselves as White has shrunk from 47% to 42% since 2000, the proportion of Hispanic Californians has grown from 32% to 37% in that same time period. California's Asian and Pacific Islander populations are growing as well. By 2050, it is expected that two thirds of Californians will be Hispanic, Asian or Pacific Islander (Figure 3).<sup>23</sup> As California grows more ethnically diverse, it also grows more linguistically diverse. In 2000, 39.5% of Californians over the age of 5 spoke a language other than English; by 2005 the number had grown to 43%. The percentage of Spanish speakers alone in California rose 2.4 percentage points from 2000 to 2005, from 25.8% to 28.2% (see Figure 4).<sup>24</sup>

**Figure 3: Current and Estimated Population Distribution in California by Ethnicity**

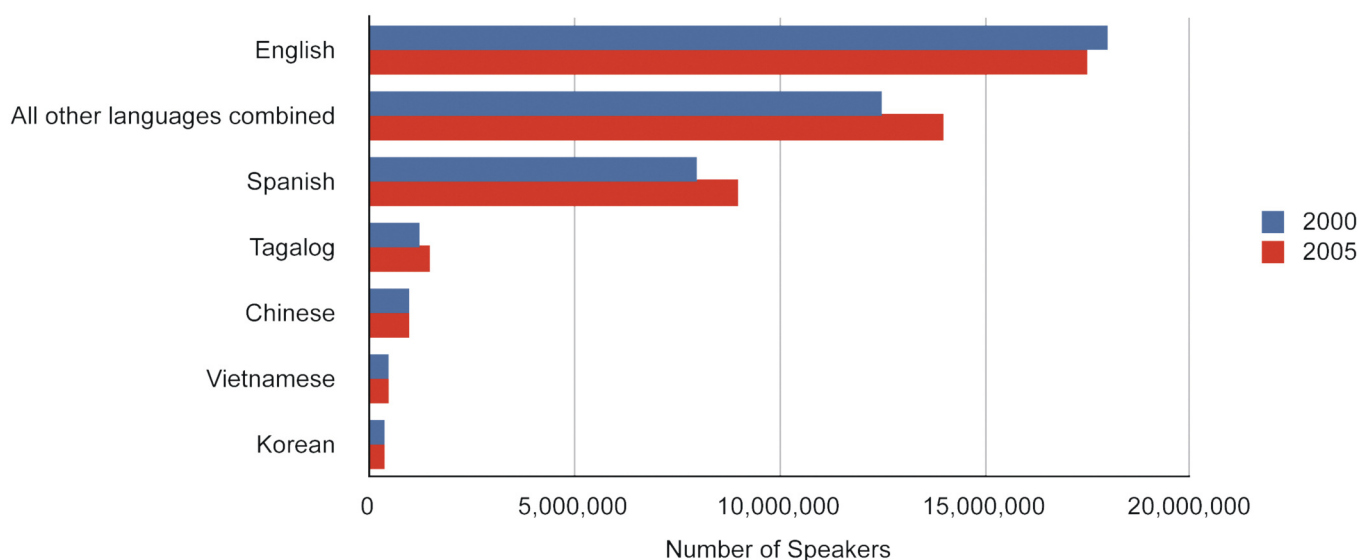


<sup>23</sup> State of California, Department of Finance, "Race/Ethnic Population with Age and Sex Detail, 2000–2050," Sacramento, CA, July 2007, <http://www.dof.ca.gov/html/DEMOGRAP/Data/RaceEthnic/Population-00-50/documents/Race%20Ethnic%20Population%20Totals,%202000-2050.xls>.

<sup>24</sup> Modern Language Association, "MLA Language Map Data Center," [http://www.mla.org/map\\_data&dcwindow=same](http://www.mla.org/map_data&dcwindow=same).



**Figure 4: Top Languages Spoken by Californians Over Age Five in 2000 and 2005**



California's increasing diversity is partially due to immigration. In 2001, more immigrants settled in California than in any other state; California has been one of the five most popular states among immigrants over the past several decades.<sup>25</sup> The state has a great deal to gain from the cultural richness and variety of talents that immigrants bring. In order to fully capitalize on these benefits, we must include immigrants in our existing social and economic infrastructure. Unless we ensure that all Californians, including immigrants and people with limited English proficiency, have access to basic social services and economic and business opportunities, we will squander opportunities to maximize our state's economic productivity. The path to ensuring this inclusive society is through developing young Californians' WLCC skills.

Multicultural skills will enable Californians to work with everyone, including immigrants, non-English speakers and citizens of other countries. Local business owners—who are often immigrants—are increasingly diverse. The 2000 U.S. Census showed that non-English speakers made up a significant portion of the self-employed owners of non-incorporated businesses in Cali-

fornia – a total of 31.2% spoke languages other than English.<sup>26</sup> In 2005, the California State Board of Equalization estimated that there were more than 45,000 business owners (speaking 15 different languages) who were not English proficient.<sup>27</sup> The same WLCC skills that enable Californians to do business internationally facilitate interactions with limited English proficient business owners in their own communities. If business owners and entrepreneurs are unable to serve their neighbors because of language barriers, we fall short of achieving fully integrated communities. Furthermore, the contributions that these businesses make to California's economy, including new jobs and increased revenue, cannot be overlooked.

Moving beyond business, the state of California is home to a multitude of communities with varying levels of diversity. Teaching our children the benefits of multiculturalism and providing them with world languages and cultural competencies will allow them to participate in their communities and to live harmoniously with their neighbors. In some regions of the state, the need for WLCC is especially pressing. In 2000, two California counties were home to more speakers of various

<sup>25</sup> State of California, Department of Finance, "Legal Immigration to California in 2001," Sacramento, CA, March 2003.

<sup>26</sup> Beth L. Lindley, "California's Foreign Language Speakers and Business Owners Not Proficient in English – 2005 Estimates," California State Board of Equalization, April 2007. [www.boe.ca.gov/pdf/eo\\_contextreport.pdf](http://www.boe.ca.gov/pdf/eo_contextreport.pdf), 10.

<sup>27</sup> Ibid., 7-8

world languages than native speakers of English. In Los Angeles County, where over a quarter of all Californians live, 54% of the residents spoke a language other than English. In Imperial County, the number of Spanish speakers was more than double the number of English speakers. Four out of ten residents were non-English speakers in eight other California counties, including the second and fifth largest (Orange County and Santa Clara County).<sup>28</sup>

California's linguistic and cultural diversity should be embraced and celebrated. The sharing of different ideas and traditions that diversity allows can lead to an inclusive, informed, creative and innovative society. A California with these characteristics can thrive economically and lead the nation in social and political awareness. Our state is uniquely positioned to be a role model for the rest of the nation, demonstrating that awareness and inclusion of cultural and language differences is not only socially just, but also helpful to the state's economy.

History, however, teaches us that such a society does not merely fall into place. Our country has a track record of marginalizing people whose cultures and languages seem foreign. Marginalization of particular groups is evident from the Japanese internment camps of World War II to the passage of Proposition 227 by California voters in 1998, which effectively eliminated bilingual education in the state. These policies are not only costly to those directly affected; they also have economic repercussions for the state and the nation. When the government forcibly removed Japanese-Americans from their homes and sent them to internment camps during WWII, the productivity of the agricultural lands owned by the victims was lost. Decades later (from 1988-1999), the federal government also paid \$1.6 billion in reparations to the survivors of the internment camps and their heirs. A single act of intolerance cost individuals their freedom, cost the state economic productivity, and cost

the federal government well over a billion dollars. But this track record is reversible. With proper WLCC education, the children of California – our state's future – will be able to move beyond ethnic and racial conflict and create a more productive society.

## Health Care and Law

Over time, de-prioritization of WLCC has resulted in a dearth of skilled service providers, and as a consequence, basic rights and services are distributed to Californians inequitably. Medical and legal professionals, who are responsible for providing care and carrying out justice, are often unable to communicate with their non-English-speaking patients and clients. Inadequate service to Californians with limited English skills has economic costs to the state and its citizens and institutions.

## Health Care

Patients with limited English proficiency have restricted access to the full spectrum of health care services. Patients who are not fluent in English "are less likely than others to have a usual source of medical care; they receive preventive services at reduced rates; and they have an increased risk of non-adherence to medication."<sup>29</sup> Dr. Quyen Ngo-Metzger, an assistant professor of medicine at UC Irvine who conducted a nationwide study of patients with limited English proficiency, found that language barriers were related to "less health education, poorer doctor-patient interactions and lower patient satisfaction."<sup>30</sup> As long as there is a dearth of multilingual and culturally sensitive health care providers in our society, a considerable proportion of our population will not regularly engage in preventive care, which often leads to expensive medical emergencies. In at least some of these cases, the state may have to

<sup>28</sup> Modern Language Association, "MLA Language Map Data Center," [http://www.mla.org/map\\_data&dcwindow=same](http://www.mla.org/map_data&dcwindow=same).

<sup>29</sup> Glenn Flores, "Language Barriers to Health Care in the United States," *New England Journal of Medicine* 355, no. 3 (2006): 229-31.

<sup>30</sup> University of California, Irvine, "Language Barriers Adversely Impact Health-Care Quality," *Science Daily*, November 14, 2007, <http://www.sciencedaily.com/releases/2007/11/071113132304.htm>.

use tax dollars to pay for the emergency costs incurred by these patients. By simply providing patients who have limited English proficiency with health care professionals they are able to trust and communicate with, California's taxpayers can save billions of dollars each year.

## Law

Millions of Californians have limited access to legal services due to language barriers. Under California law, defendants have the right to an interpreter in all criminal cases. Civil cases, on the other hand, work differently. In most civil cases, only witnesses, and not the parties directly involved in the lawsuit, are entitled to court-appointed interpreters. There are exceptions, such as in small claims and domestic violence cases; however, in reality, interpreters are rarely provided due to lack of qualified interpreters and limited funds. In 2002, 20 of California's 58 counties did not have a certified court interpreter living within their boundaries.<sup>31</sup> With more Californians speaking multiple languages and filling roles as court interpreters or multilingual lawyers, we will be better able to carry out justice in the state.

When litigants are unable to communicate effectively with lawyers and judges, the entire courtroom process is disrupted. Cases are delayed, wasting the court's time and that of other individuals using the court system. Mistaken rulings are more likely, leading to unnecessary, costly proceedings and services. Ultimately, the judicial system's inability to properly serve everyone who comes through its doors can lead to a general mistrust of the legal system, weakening its ability to function properly.<sup>32</sup> Providing all Californians with proper access to legal justice will benefit the state as a whole. This access will only be available once we have an adequate pool of judges, lawyers, court interpreters and support staff who are multilingual and culturally sensitive.

## Social and Economic Costs of Monolingualism

Health care and law are not the only arenas in which the inability to deliver services to all Californians negatively affects the state. Serious consequences for all of California's citizens occur when those with limited English proficiency are not adequately served by local government agencies. These negative effects, summarized in Table 2, span law enforcement, worker health and safety and public health. When police officers are unable to communicate with victims and witnesses, for example, investigations are delayed and public safety is negatively impacted. The California legislature has acknowledged the importance of adequate communication with all of its citizens and residents, and state law recognizes the mutual right of a government and its citizens to communicate with one another.<sup>33</sup> In order to keep the state's communities safe, Californians with WLCC skills are needed to fill positions in local governments.

By 2050, more than half of California's population will be of Hispanic, Asian or Pacific Islander descent; a large percentage will speak a language other than English. Currently, the shortage of professional service providers competent in the dominant languages of California's future generations is a call for action. Providing quality world language education is the first step in creating jobs for multilingual medical care providers, lawyers and court interpreters, law enforcement officials, public officials and public health workers, to name a few. Through these careers, young Californians will help their fellow citizens become full contributors and participants in the multilingual society of the 21<sup>st</sup> century.

<sup>31</sup> Kristina Horton-Flaherty, "Dearth of Qualified Interpreters Raises the Courtroom Language Barrier," *California Bar Journal* (April 2002), <http://www.languagefrontier.com/CABarArticle.htm>.

<sup>32</sup> California Commission on Access to Justice, "Language Barriers to Justice in California," 2005, [http://www.calbar.ca.gov/calbar/pdfs/reports/2005\\_Language-Barriers\\_Report.pdf](http://www.calbar.ca.gov/calbar/pdfs/reports/2005_Language-Barriers_Report.pdf).

<sup>33</sup> State of California, "Dymally-Alatorre Bilingual Services Act," 1973, <http://www.spb.ca.gov/bilingual/dymallyact.htm>.



**Table 2: Costs of Inadequate Communication with Limited English Proficient (LEP) Individuals<sup>34</sup>**

<b>Undermined law enforcement efforts</b>	<ul style="list-style-type: none"> <li>• Inability to communicate with victims and witnesses can hinder police investigations, which negatively affects public safety.</li> </ul>
<b>Threats to worker health and safety</b>	<ul style="list-style-type: none"> <li>• Employers' failure to provide safety instructions in languages that workers are able to understand can create unsafe workplace conditions.</li> <li>• Inability of health and safety inspectors to communicate with victims of and witnesses to workplace accidents can lead to continuation of unsafe conditions.</li> </ul>
<b>Inhibited disaster recovery efforts</b>	<ul style="list-style-type: none"> <li>• Inability to communicate warnings and instructions can hinder disaster-prevention efforts such as severe weather warnings and evacuations.</li> <li>• Inability to communicate instructions after a disaster can slow relief efforts.</li> </ul>
<b>Impaired public health campaigns</b>	<ul style="list-style-type: none"> <li>• Inability to communicate information about such public health issues as contaminated foods or communicable diseases can undermine community-wide public health efforts.</li> </ul>

<sup>34</sup> National Immigration Law Center, "Re: Request for Information: Assessment of Costs and Benefits Associated with the Implementation of Executive Order 13166. Federal Register, November 30, 2001," 2001, [http://www.nilc.org/immisps/la/NILC\\_comments\\_OMB.htm](http://www.nilc.org/immisps/la/NILC_comments_OMB.htm).

## IV. World Language Education in California



California, the nation's most populous state, has millions of students who depend on the public school system to prepare them for life in the 21<sup>st</sup> century. In 2007, there were 6.3 million students in California's public school system – 12.7% of the nation's public K-12 population.<sup>35</sup> Every year, the number of young people that California educates continues to grow. With it grows the state's responsibility to give students the skills to compete with multilingual graduates from China, Japan, the European Union, and many other countries. Multilingualism is becoming a global norm, and California's students literally cannot afford to lag behind in a period of rising unemployment and shrinking economies.

### Academic Benefits

In addition to preparing young people to thrive in a global world, studying world languages offers numerous academic benefits. Studying a foreign language not only prepares students to communicate in that language; it has also been found to enhance cognitive skills,<sup>36</sup> im-

prove school performance in other subject areas,<sup>37</sup> and increase standardized test scores.<sup>38</sup> The academic benefits of studying world languages are especially pronounced when children begin studying languages at a young age.

Foreign language education in elementary school takes several forms: full and partial immersion, dual/two-way immersion, and pull-out programs like the Foreign Language in Elementary School (FLES) and Foreign Language Exploratory (FLEX) programs (see Table 3). In immersion programs most, if not all, instruction takes place in a foreign language. Immersion students learn subjects like math and science in their class's target language; they interact with their teacher and with one another in that language. In pull-out programs, students have a separate language class (daily, weekly, or at some interval in between). Dual/two-way immersion programs bring together native speakers of English and native speakers of another language; instruction takes place in both languages.

<sup>35</sup> California Department of Education, Educational Demographics Unit, "Statewide Enrollment by Ethnicity, 2007-08," California Department of Education, <http://data1.cde.ca.gov/dataquest/EnrollEthState.asp?Level=State&TheYear=2007-08&cChoice=EnrollEth1&p=2> (accessed December 2, 2008); National Center for Education Statistics, "Digest of Education Statistics, Table 2: Enrollment in Educational Institutions, by Level and Control of Institution: Selected Years, Fall 1980 through Fall 2007," U.S. Department of Education, Institute of Education Sciences, [http://nces.ed.gov/ipeds/data/digest/d07/tables/dt07\\_002.asp](http://nces.ed.gov/ipeds/data/digest/d07/tables/dt07_002.asp). Fall 2007 figures are projected from actual 2005 numbers.

<sup>36</sup> Ellen Bialystok, "Cognitive complexity and attentional control in the bilingual mind," *Child Development* 70, no. 3 (1999): 636-44; Reza Kormi-Nouri, Sadegheh Moniri, and Lars-Göran Nilsson, "Episodic and semantic memory in bilingual and monolingual children," *Scandinavian Journal of Psychology* 44 (2003): 47-54; Richard G. Landry, "A comparison of second language learners and monolinguals on divergent thinking tasks at the elementary school level," *The Modern Language Journal* 58, no. 1/2 (1974): 10-15.

<sup>37</sup> Amedeo D'Angiulli, Linda S. Siegel, and Emily Serra, "The development of reading in English and Italian in bilingual children," *Applied Psycholinguistics* 22 (2001): 479-507.

<sup>38</sup> Eileen A. Rafferty, *Second Language Study and Basic Skills in Louisiana* (Baton Rouge, LA: Louisiana Department of Education, Office of Research and Development, February 1986); Wayne P. Thomas, Virginia P. Collier, and Martha Abbott, "Academic Achievement through Japanese, Spanish, or French: The First Two Years of Partial Immersion," *The Modern Language Journal* 77, no. 2 (1993): 170-79.

**Table 3: Types of World Language Programs, K-8**

Type	Description
<b>Total Immersion</b>	The target language is used for all academic instruction, with the exception of language arts in English. Most programs maintain a ratio of target language use to English use as high as 80/20 throughout the elementary grades.
<b>Partial Immersion</b>	The target language is used for academic instruction at least 50% of the time. Initial reading instruction may be offered in both languages.
<b>Two-Way Immersion (TWI)</b>	Each class is made up of roughly equal numbers of native speakers of English and native speakers of the target language.  In the 50/50 TWI model, each language is used roughly half of the time for academic instruction. In the 90/10 model, the target (non-English) language is used for 90% of instruction in the early years, usually tapering to 50% by fourth grade.
<b>Foreign Languages in Elementary Programs (FLES)</b>	FLES programs are less intensive than any of the varieties of immersion. They specifically teach the target language for designated periods of time. FLES programs can vary a great deal in the amount of time devoted to foreign language learning. The proficiency goals and student outcomes vary according to the amount and type of instruction.
<b>Foreign Language Experience or Exploratory (FLEX)</b>	These programs allow students to “sample” several languages prior to selection for further study. The objectives vary, depending on the specific program, length of instruction, and type of instruction.

California schools offer a wide array of world language programs. As of August 2008, there were 106 dual immersion programs throughout the state. While a majority of these programs were Spanish/English, dual immersion programs exist for French, Mandarin, Cantonese and Korean as well.<sup>39</sup> In addition to these dual immersion programs, the state has 16 more immersion programs, offering instruction in Spanish, French, Mandarin, Cantonese, Italian, Japanese, Swedish, Norwegian and Danish.<sup>40</sup> Immersion programs are clearly not available at all California schools, or even in all of its school districts; however, community organizations, parent teacher associations and organizations throughout the state sponsor after-school and summer world language study, and even study-abroad programs. The existence of such programs indicates that these organizations recognize the importance of studying world languages.

Research shows that elementary school students in each type of foreign language program perform as well as or better in school than their counterparts who do not study a foreign language. Although these benefits are greatest when students begin studying world languages at a young age, older students realize the advantages as well. The academic benefits of studying world languages reach beyond classroom performance, and include improved cognitive skills and higher standardized test scores. As Kathryn Lindholm-Leary concluded from a comprehensive evaluation of dual language education programs, these programs “can be effective in promoting high levels of language proficiency, academic achievement, and positive attitudes in students.”<sup>41</sup> Some examples of the research findings that demonstrate these benefits are presented in Table 4.

<sup>39</sup> Center for Applied Linguistics, "Directory of Two-Way Bilingual Immersion Programs in the U.S.," <http://www.cal.org/jsp/TWI/SchoolListings.jsp>.

<sup>40</sup> Center for Applied Linguistics, "Directory of Foreign Language Immersion Programs in U.S. Schools," <http://www.cal.org/resources/immersion/ImmersionList.aspx>.

<sup>41</sup> Kathryn J. Lindholm-Leary, *Dual Language Education* (Clevedon, UK: Multilingual Matters Ltd., 2001), 330.

**Table 4: Academic Benefits of World Language Programs and Multilingualism**

Student Outcomes	Examples
<b>Enhanced achievement test scores</b>	<ul style="list-style-type: none"> <li>3<sup>rd</sup> through 5<sup>th</sup> graders who studied a foreign language for 30 minutes daily scored higher on Basic Skills Language Arts test and, by 5<sup>th</sup> grade, higher on math Basic Skills Test.<sup>42</sup></li> <li>1<sup>st</sup> through 3<sup>rd</sup> graders in Japanese, Spanish and French partial immersion classes scored as well as or better than their peers who did not study a foreign language in tests of English language arts and mathematics, and made progress toward oral proficiency in target language.<sup>43</sup></li> </ul>
<b>Enhanced reading abilities</b>	<ul style="list-style-type: none"> <li>English-Italian bilingual students who attended Italian heritage language class 35 minutes daily, starting in 1<sup>st</sup> grade, scored equal to or better than English monolingual children in reading tasks.<sup>44</sup></li> </ul>
<b>Enhanced vocabulary</b>	<ul style="list-style-type: none"> <li>4<sup>th</sup> through 6<sup>th</sup> grade Spanish immersion students performed better on an English vocabulary test than non-immersion students.<sup>45</sup></li> </ul>
<b>Improved problem solving abilities</b>	<ul style="list-style-type: none"> <li>Second language learners demonstrated higher levels of divergent thinking, indicating greater ability to solve problems in creative ways.<sup>46</sup></li> </ul>
<b>Enhanced cognitive control</b>	<ul style="list-style-type: none"> <li>Bilingual preschoolers showed higher levels of cognitive control than monolinguals.<sup>47</sup></li> </ul>
<b>Superior memory skills</b>	<ul style="list-style-type: none"> <li>Bilingual elementary school children demonstrated superior memory skills to monolingual peers.<sup>48</sup></li> </ul>
<b>Higher college entrance exam scores</b>	<ul style="list-style-type: none"> <li>High school students who studied a foreign language for at least one year outscored those who did not on the SAT, and the longer the duration of students' foreign language study, the greater the improvement in their SAT scores.<sup>49</sup></li> </ul>

Though this is a mere sample of the research on the academic benefits of WLCC education, it suggests that students who study world languages have several advantages over those who do not. The research points especially to the significant gains associated with long-term

language instruction, starting from an early age. Why, then, do we continue to deny our students the academic and cognitive benefits they could gain from studying world languages in school?

<sup>42</sup> Eileen A. Rafferty, *Second Language Study and Basic Skills in Louisiana* (Baton Rouge, LA: Louisiana Department of Education, Office of Research and Development, February 1986).

<sup>43</sup> Wayne P. Thomas, Virginia P. Collier, and Martha Abbott, "Academic Achievement through Japanese, Spanish, or French: The First Two Years of Partial Immersion," *The Modern Language Journal* 77, no. 2 (1993): 170-79.

<sup>44</sup> Amedeo D'Angiulli, Linda S. Siegel, and Emily Serra, "The development of reading in English and Italian in bilingual children," *Applied Psycholinguistics* 22 (2001): 479-507.

<sup>45</sup> Thomas H. Cunningham and C. Ray Graham, "Increasing native English vocabulary retention through Spanish Immersion: Cognate transfer from foreign to first language," *Journal of Educational Psychology* 92, no. 1 (2000): 37-49.

<sup>46</sup> Richard G. Landry, "A comparison of second language learners and monolinguals on divergent thinking tasks at the elementary school level," *The Modern Language Journal* 58, no. 1/2 (1974): 10-15.

<sup>47</sup> Ellen Bialystok, "Cognitive complexity and attentional control in the bilingual mind," *Child Development* 70, no. 3 (1999): 636-44.

<sup>48</sup> Reza Kormi-Nouri, Sadegheh Moniri, and Lars-Goran Nilsson, "Episodic and semantic memory in bilingual and monolingual children," *Scandinavian Journal of Psychology* 44 (2003): 47-54.

<sup>49</sup> Peter E. Eddy, *The Effect of Foreign Language Study in High School on Verbal Ability as Measured by the Scholastic Aptitude Test-Verbal, Final Report* (Washington, DC: Office of International Education); Thomas C. Cooper, "Foreign language study and SAT-Verbal scores," *The Modern Language Journal* 71, no. 4 (1987): 381-87.



## Career and Technical Education

“The mission of Career Technical Education is to provide industry-linked programs and services that enable all individuals to reach their career goals in order to achieve economic self-sufficiency, compete in the global marketplace, and contribute to California’s economic prosperity.” – *California State Plan for Career Technical Education*<sup>50</sup>

Students of world languages and cultures also garner advantages after graduation, when they start looking for jobs. Section two highlighted the importance of WLCC for health care and legal workers; however, many industries critically need people with the very same skills. The traditional system, in which foreign language learning is reserved for a liberal arts education, no longer serves a multilingual, multicultural society with ethnic diversity in all walks of life. Vital workers trained through career and technical education also need world language and cultural skills not only to get the best jobs, but also to do their best in those jobs.

California has a well-articulated, vibrant career and technical education program that engages nearly 600,000 middle and high school students a year.<sup>51</sup> The curriculum standards, adopted in 2005, outline 15 industry sectors, each containing multiple pathways leading directly to specific occupations, as shown in table 5.<sup>52</sup> For individuals to reach career goals in fields such as agricultural business, programming and systems development, and sales and marketing, they must have the world language and cultural competencies to communicate with diverse business partners both international and local, work sensitively and appropriately with people from every nation and ethnic background, and understand the influence of world languages and cultures in both domestic and international markets. Though all

of the sectors have many positions for which world language and cultural skills are a must, World Language Cultural Competencies are not mentioned anywhere in the curriculum standards. Despite this omission, it is clear that the mission of CTE is highly confluent with this report’s advocacy of world language and cultural education.

The lack of WLCC in the Career and Technical Education Standards is even more surprising given that communication is listed as a foundational skill for all in-

**Table 5: California Career Technical Education Industry Sectors, with Example Career Fields**

Industry Sector	Example Career
Agriculture and Natural Resources	<i>Agricultural Business</i>
Arts, Media, and Entertainment	<i>Media and Design Arts</i>
Building Trades and Construction	<i>Residential and Commercial Construction</i>
Education, Child Development, and Family Services	<i>Family and Human Services</i>
Energy and Utilities	<i>Public Utilities</i>
Engineering and Design	<i>Computer Hardware, Electrical and Networking Engineering</i>
Fashion and Interior Design	<i>Interior Design, Furnishings and Maintenance</i>
Finance and Business	<i>Accounting Services</i>
Health Science and Medical Technology	<i>Biotechnology Research and Development</i>
Hospitality, Tourism and Recreation	<i>Food Science, Dietetics and Nutrition</i>
Information Technology	<i>Programming and Systems Development</i>
Manufacturing and Product Development	<i>Graphic Arts Technology</i>
Marketing, Sales and Service	<i>Professional Sales and Marketing</i>
Public Services	<i>Legal and Government Services</i>
Transportation	<i>Aviation and Aerospace Transportation Services</i>

<sup>50</sup> California State Plan for Career Technical Education, Executive Summary, [http://www.schoolsmovingup.net/cte/downloads/California\\_State\\_Plan\\_for\\_CTE\\_Executive\\_Summary.pdf](http://www.schoolsmovingup.net/cte/downloads/California_State_Plan_for_CTE_Executive_Summary.pdf)

<sup>51</sup> California Department of Education, Education Demographics Unit, "Teaching Assignments - Career Technical Education," 2007-08, <http://data1.cde.ca.gov/dataquest/>.

<sup>52</sup> California Career Technical Education Model Curriculum Standards, May 2005, <http://www.cde.ca.gov/ci/ct/sf/documents/ctestandards.pdf>, vi-vii.

dustries. Students fulfill the requirement for mastery of communication when they "understand the principles of effective oral, written, and multimedia communication in a variety of formats and contexts."<sup>53</sup> Yet the report does not recognize that a multiethnic, multilingual community is the critical context in which we live and work everyday. This oversight undermines the priorities of the California DOE and the California Community Colleges, as elucidated in the 2008-2012 California State Plan for Career Technical Education. The report says that CTE will prioritize "responding to real workforce development needs and state, regional, and local labor market realities," and focus on how CTE can contribute to student success and California's economy.<sup>54</sup> It is difficult to imagine how CTE can accomplish these goals without world language and cultural competencies education.

Data on real workforce development needs are available to anyone looking for a job. On leading Internet-based job boards such as CareerBuilder.com, Monster.com, and Yahoo! Hot Jobs, a search for "bilingual" returns thousands of hits. In California alone, a search for "bilingual" on CareerBuilder.com returned more than 1,000 employment opportunities – and that is limited to ads posted in a 30-day period. The ability to operate in multiple languages and cultural contexts is also a significant advantage in many of the fields with the most job openings and projected growth. On the Employment Development Department of California's list of jobs with the most openings statewide, 9 out of the top 10 involved constant interaction with a wide variety of people, and included elementary school teachers, home care aides, customer service representatives and registered nurses.<sup>55</sup> Nurses, teachers and customer serv-

ices representatives certainly encounter patients, students, and clients with limited English ability regularly in their jobs. Monolingualism can only reduce these professionals' effectiveness and in the future, a monolingual candidate may not get the job.

In today's economy, every competitive advantage is crucial for job applicants. Total unemployment in the state in March 2009 was 11.2%, higher than the already soaring national average of 8.5%.<sup>56</sup> With unemployment reaching heights unseen since the Great Depression, competition for jobs is fierce, and gets fiercer with each layoff. In one year, from March 2008 to March 2009, California lost 637,400 jobs, a decrease of 4.2 percent, with an average loss of more than 53,000 jobs per month.<sup>57</sup> Laid-off workers with world language and cultural competencies have more options, and may even be able to launch a new career with those abilities. In the same one-year period, the most communication-intensive, people-oriented field actually grew, with 37,900 new jobs in educational and health services.<sup>58</sup> Serendipitously, California's Career Technical education programs include two industry sectors that apply directly to these jobs: Education, Child Development and Family Services, and Health Science and Medical Technology. Incorporating world language and cultural preparation into CTE now will give tomorrow's graduates the chance to capitalize on the opportunities that are expanding and compete more effectively for those that are not. With more students enrolling in both Career Technical Education and world language courses, California will be poised to reap the rewards of an educated, sophisticated, highly trained workforce. A vision for integrating language training into career technical fields may also boost flagging enrollments in world languages and stimulate

<sup>53</sup> California Career Technical Education Model Curriculum Standards, May 2005, <http://www.cde.ca.gov/ci/ct/sf/documents/ctestandards.pdf>, 4.

<sup>54</sup> California State Plan for Career Technical Education, Executive Summary, [http://www.schoolsmovingup.net/cte/downloads/California\\_State\\_Plan\\_for\\_CTE\\_Executive\\_Summary.pdf](http://www.schoolsmovingup.net/cte/downloads/California_State_Plan_for_CTE_Executive_Summary.pdf)

<sup>55</sup> Employment Development Department of California, Labor Market Info, "Top 100 Jobs with the Most Openings in California (2006 - 2016)," <http://www.labormarketinfo.edd.ca.gov/OccGuides/MostAnnJobOpen.aspx?Geography=0601000000>

<sup>56</sup> Employment Development Department of California, "California's Unemployment Rate Increases To 11.2 Percent," News Release, April 17, 2009, [http://www.edd.ca.gov/About\\_EDD/pdf/urate200904.pdf](http://www.edd.ca.gov/About_EDD/pdf/urate200904.pdf)

<sup>57</sup> Ibid.

<sup>58</sup> Ibid.

growth in the K-12 world language class offerings.

## Primary and Secondary

Very few students in the United States begin foreign language study by sixth grade, and California's children are no exception. There is no published data on current K-6 enrollments in foreign language classes in California, so it is difficult to say anything about elementary education in WLCC except that it is not a curricular priority. On the national level, a 2008 survey of 5,000 schools by the Center for Applied Linguistics found that the percentage of elementary schools offering foreign languages decreased significantly, from 24% in 1997 to 15% in 2008.<sup>59</sup> A 2002 study of foreign language education by state resulted in only 19 states even reporting information on enrollment for K-6 students. Among these states, the average enrollment was low, at 5.09% of the student population in those grades. Most classes offered at the K-6 level were introductory or exploratory, and were not intended to lead students to higher levels of language proficiency in subsequent years.<sup>60</sup>

The 2002 study, conducted by the American Council on the Teaching of Foreign Languages, also found that California was significantly below the national average for foreign language enrollment in seventh and eighth grades. The national average was 14.68%, but California's rate was only 8.23%. This national average itself is quite low, considering the fact that language instruction is most effective when it begins early. By waiting to enroll a significant number of students in foreign languages until high school, we are significantly reducing their chances of reaching meaningful levels of language proficiency.

At the high school level, California's rate of 40.34%

enrolled is closer to the national average of 43.83%. It is important to remember, however, that the national average is not a normative standard. Viewed objectively, having less than half of the student population enrolled in foreign languages is not sufficient. Most students studying foreign language in high school do not aim for language proficiency, and may not achieve substantial language skills.<sup>61</sup>

In Figure 5, states that serve as national benchmarks are compared with California and the U.S. average for 7<sup>th</sup>-8<sup>th</sup> and 9<sup>th</sup>-12<sup>th</sup> grade enrollments. The national average is 14.69% enrolled in foreign language classes for 7<sup>th</sup> and 8<sup>th</sup> grades, and 43.83% for 9<sup>th</sup> and 12<sup>th</sup> grades. California has only 8.23% of 7<sup>th</sup> and 8<sup>th</sup> graders in foreign language courses, but a larger percentage (40.34%) of 9<sup>th</sup> and 12<sup>th</sup> grade students. California trails far behind states with more ethnically homogenous populations, as well as those with similarly large and diverse populations. For example, Nebraska has 78.49% of its high school students in foreign language classes. Meanwhile Texas, which like California has a diverse student body, is both higher for 7<sup>th</sup>-8<sup>th</sup> enrollments (11.26%), and has a higher rate (45.10%) of enrolling high school students. New York is outpacing California in both 7<sup>th</sup>-8<sup>th</sup> (38.56%) and 9<sup>th</sup>-12<sup>th</sup> (63.00%) grade enrollments in foreign languages.

## Role of Heritage Languages

California has many students who are heritage or native speakers of languages other than English.<sup>62</sup> According to statistics released by the California Department of Education, Hispanic and Latino students became the largest single racial or ethnic group in the 1996-97 school year, more than ten years ago.<sup>63</sup> In the 2007-08 school

<sup>59</sup> "World Language Teaching in US Schools: Preliminary Results from the National K-12 Foreign Language Survey," Center for Applied Linguistics, November 2008. Brochure published by Santillana USA, [www.cal.org/flsurvey](http://www.cal.org/flsurvey).

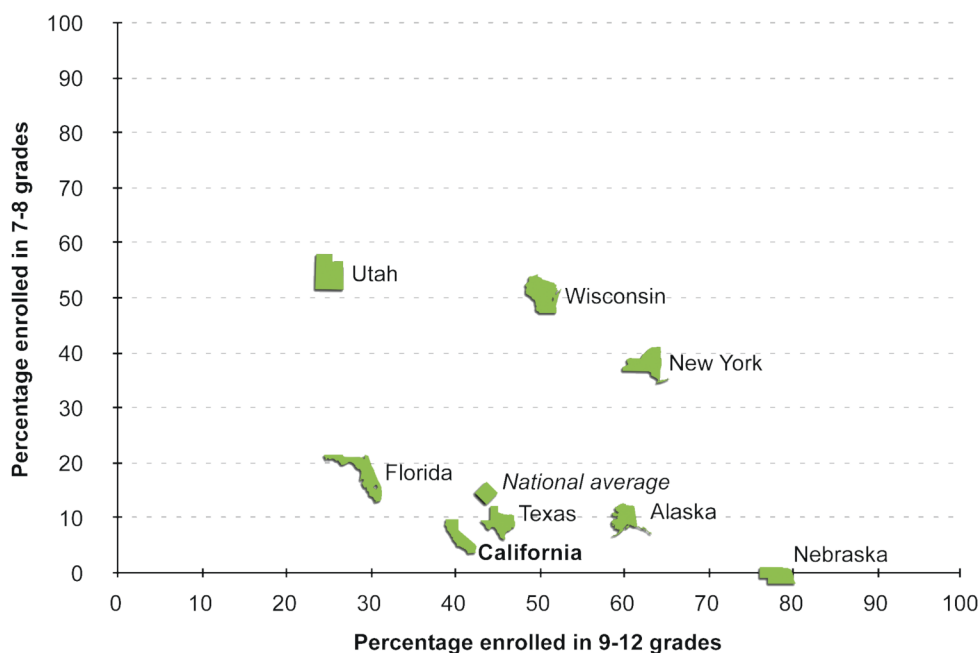
<sup>60</sup> Jamie B. Draper and June H. Hicks, "Foreign Language Enrollments in Public Secondary Schools, Fall 2000: Summary Report," U.S. Department of Education, International Research and Studies Program, May 2002, <http://www.actfl.org/files/public/Enroll2000.pdf>.

<sup>61</sup> American Council on the Teaching of Foreign Languages, "Research for a Better Understanding: 2008 ACTFL Student Survey Report," [http://www.actfl.org/files/public/ACTFL\\_Final\\_2008\\_completeLOW.pdf](http://www.actfl.org/files/public/ACTFL_Final_2008_completeLOW.pdf).

<sup>62</sup> "Heritage" speakers speak a language other than English at home, but may also consider English their first language, while "native" speakers speak a language other than English as their first language.

<sup>63</sup> California Department of Education statistics are available online at <http://dq.cde.ca.gov/dataquest/>.

**Figure 5: Percentages of Students Enrolled in Foreign Languages in 7<sup>th</sup> - 8<sup>th</sup> Grades and 9<sup>th</sup> - 12<sup>th</sup> Grades, Selected States, 2004**



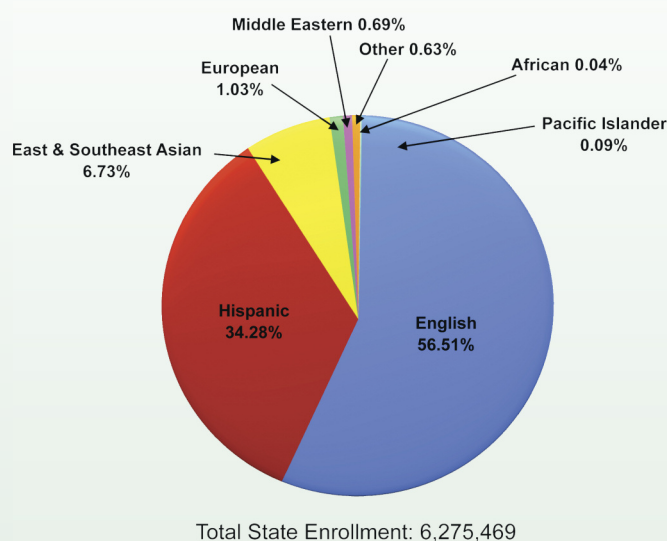
year, 48.72% of K-12 students identified as Hispanic or Latino, and most of these students – 2.15 million – spoke Spanish. This makes Spanish speakers, both English-learner and English-proficient students, 34.28% of California’s public schools’ student body (Figure 6). Students who speak East and Southeast Asian languages, as well as Eastern and Western European languages, are also a sig-

nificant portion of California’s student population.

Although these students have a background in languages other than English, formal instruction is often necessary to raise them to business-level proficiency. Likewise, immigrant students in California need instruction in their native languages, both to maintain the skills they have, and to extend these skills to adult-level fluency. California must recognize that students who speak non-English languages are a vast, undervalued resource. Heritage speakers require a smaller investment than English-only students to develop their proficiency in strategic languages. By supporting language skills in school, we can harness students’ potential as an economic and social asset for the state, and give them prospects for better jobs, higher earnings, and pride in their diverse ethnic identities.

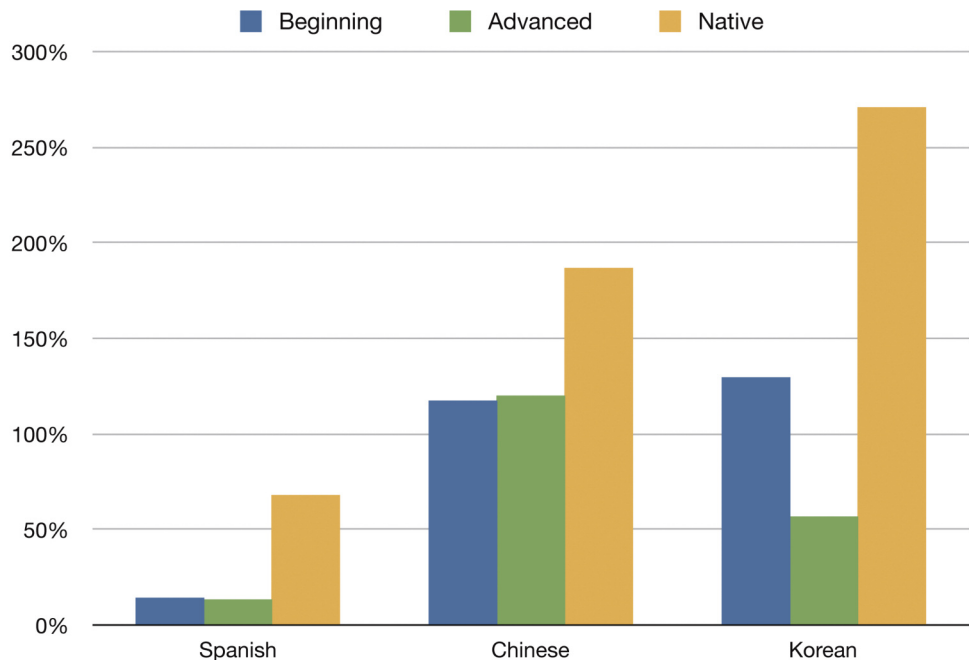
To achieve this goal, we need more language classes for heritage and native speakers. In the last ten years, enrollments in language classes for native/heritage speakers of Spanish, Chinese and Korean have witnessed

**Figure 6: Language Groups in California K-12 Public Schools, 2007-08**





**Figure 7: Percentage Increase in Foreign Language Enrollments in California, 1997-2007**



*\*Note: Enrolled students are counted by the California Department of Education on "Information Day," a Wednesday in early October of the school year indicated. Courses not offered in the fall are not reported.*

precipitous growth, as shown in Figure 7. Heritage/native speakers studying Spanish, by far the largest language group in California, almost doubled, from about 50,000 to almost 90,000. Chinese speaker enrollment in native-level classes increased by almost 200%, for a total of almost 500 in 2007. For the Korean native speaker classes, which did not even exist in 1997, growth from 1998-2007 was very high – 271% – although the absolute numbers remained small, with 167 students in 2007.

Of course, we should put these statistics in perspective – enrollment numbers in native/heritage classes are still somewhat small, compared to French, German and Japanese (Table 6). As immigrants continue to come to California and international communities continue to grow, we must offer sufficient courses for these “native learners,” so that they can maintain their connections to the language and culture of their birth or background.

Providing instruction in a student’s primary language has been shown to produce measurable achieve-

**Table 6: High-Growth Languages in Context**

Proportion of Chinese and Korean Language Students to French, German and Japanese Language Students*			
Language (all levels)	French	German	Japanese
Chinese	1 : 9	4 : 5	7 : 8
Korean	1 : 46	1 : 6	1 : 6

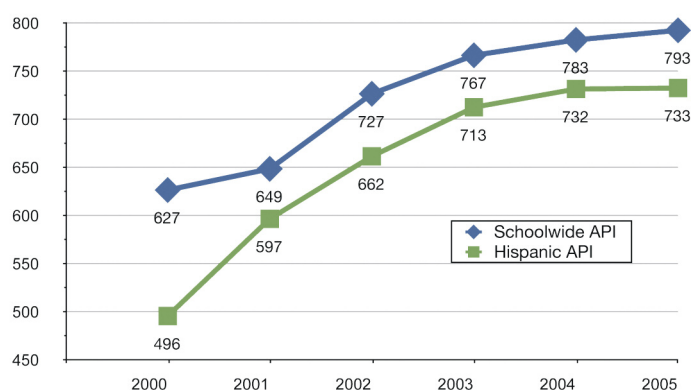
*\* Note: proportion reads horizontally to vertically, so Chinese-French entry indicates one Chinese language student for every nine French language students.*

ment gains in critical areas such as reading and literacy.<sup>64</sup> Furthermore, supporting students’ first languages promotes, rather than obstructs, English language acquisition.<sup>65</sup> In addition to improved academic outcomes, the maintenance of students’ primary language provides them with a valuable asset when they enter the workforce, helping California to be successful in the new century.

Dual immersion bilingual programs are another op-

<sup>64</sup> S. B. Neuman and D. K. Dickinson, *Handbook of Early Literacy Research* (New York: Guilford Press, 2003).  
<sup>65</sup> W. P. Thomas and V. Collier, *A National Study of School Effectiveness for Language Minority Students Long-Term Academic Achievement* (Santa Cruz: Center for Research on Education, Diversity and Excellence, 2002).

**Figure 8: Cahuenga Elementary School's Academic Performance Index (API)**



Source: Reprinted by permission from *Successful Bilingual Schools: Six Effective Programs in California* (San Diego: San Diego County Office of Education, 2006), 26, Figure 2.

tion for heritage/native language speakers. Such programs bring together English speakers, heritage language speakers and English learners, with subjects taught in both languages. These programs have the potential to not only teach world languages, but to help heritage language speakers and English learners master English.

An example of a successful dual immersion program is Cahuenga Elementary School in Los Angeles, California. Cahuenga offers a Spanish-English bilingual program and a K-5 Korean dual language program – the first of its kind in the Los Angeles Unified School District. It has been recognized as a successful school and has experienced steady growth in its Academic Performance Index (API).<sup>66</sup> In fact, Cahuenga has been successful where schools across the country have consistently fallen short: reducing the academic achievement gap, as illustrated in Figure 8. The Hispanic subgroup increased its API by 237 points between 2000 and 2005. During that same time period, the gap between Hispanic and school-wide academic performance narrowed by 131

points, leaving a difference of only 60 points.<sup>67</sup>

In California, where close to half of our students (49%) identify as Hispanics, the importance of closing this gap cannot be overstated.<sup>68</sup> Schools such as Cahuenga do not provide instruction in world language at the expense of achievement, but as a means of increasing student performance across the board.

### **Availability of Instruction**

Increasing the number of students learning foreign languages requires increasing the availability of instruction, but California's current offerings are underwhelming. In K-12 public education, foreign language instruction is a low priority, as revealed by both absolute numbers of classes and lack of growth over time. Figure 9 shows the number of classes offered in California, by subject, between 1997-98 and 2007-08. Not only is foreign language at the very bottom in terms of number of classes offered, but it also shows little growth in ten years. Given the worldwide political, economic, and technological changes in the last decade, foreign language instruction should at least have grown in step with other critical subjects. In California, this did not happen.

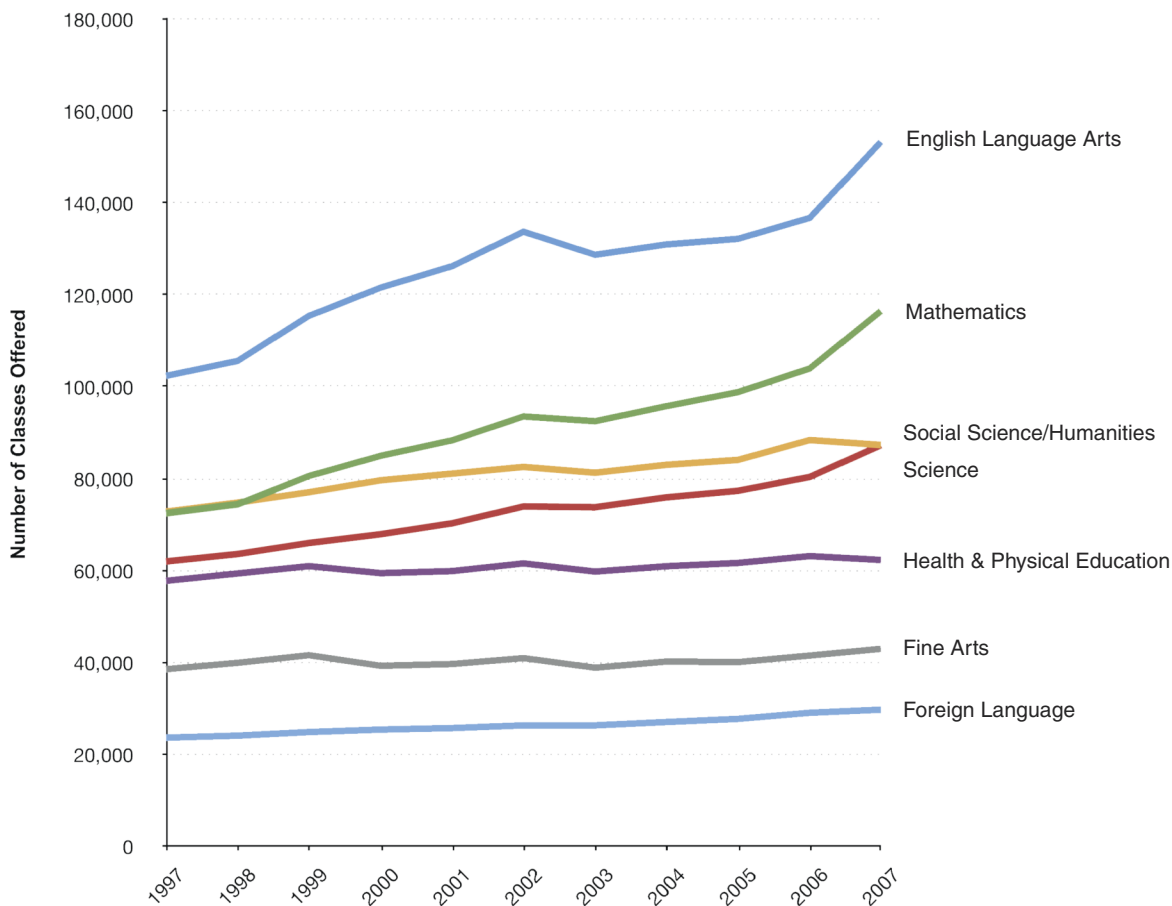
The limited scope of foreign language instruction in California public schools is another issue. The California Department of Education (CDE) website lists only 13 regularly taught foreign languages. Although there is an "other" category, a single category for the myriad languages that students might speak at home, or want to learn, is simply inadequate. The breadth of courses has also failed to keep up with the increased demand for foreign language skills worldwide. In the last ten years, California's K-12 schools have added only three new

<sup>66</sup> Norm Gold, *Successful Bilingual Schools: Six Effective Programs in California* (San Diego: San Diego County Office of Education, 2006), 22-27, [http://www.sdcoe.net/lret2/els/pdf/SBS\\_Report\\_FINAL.pdf](http://www.sdcoe.net/lret2/els/pdf/SBS_Report_FINAL.pdf); API is California's measure of schools' academic performance and growth.

<sup>67</sup> Ibid.

<sup>68</sup> California Department of Education, Education Demographics Unit, "Statewide Enrollment by Ethnicity," California Department of Education, <http://data1.cde.ca.gov/dataquest/>.

**Figure 9: Number of Classes Offered in California K-12 Public Schools, by Subject, 1997-98 to 2007-08 School Years**



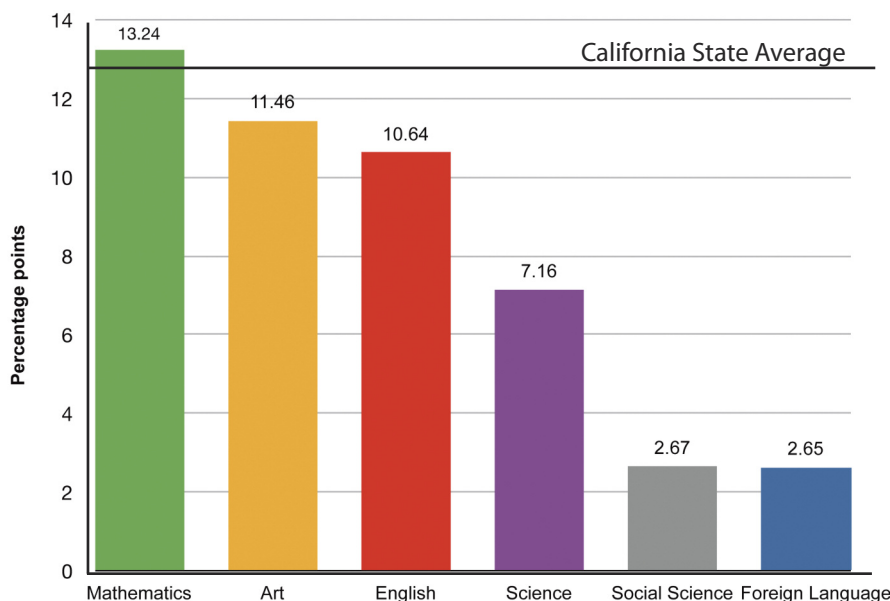
language courses.<sup>69</sup> And despite the critical need for students to understand the most serious political conflicts in the world, Arabic is not listed on the CDE website.

It could be argued that the low position of foreign language instruction, in relation to other fields such as English language arts and mathematics, simply reflects the overriding importance of those core subjects. This report does not argue that foreign language instruction is more important than other subjects, nor that it should be the only priority in K-12 education. What is clear, however, is that the relative priority given to foreign language instruction does not match relative demand. To clarify: the stagnation in foreign language classes offered in California is not due to lower enrollment in foreign language courses (lack of demand). Instead, the low priority of foreign languages is shown by a trend to offer

more courses than increases in enrollment would require, for subjects such as mathematics, visual arts, English language arts and science. This increase in class offerings, beyond what is required by enrollment growth, is not matched for foreign language classes. As seen in Figure 10, all major curricular areas experienced growth in class offerings due to the growth in the student population between 1997-98 and 2007-08. For mathematics, visual arts, and English language arts, the percentage growth in classes offered exceeded the percentage growth in students enrolling in these classes by more than 10 percentage points. Foreign language classes, which only grew by 2.65 percentage points, were the least likely to be expanded and only just covered the increase in student enrollment in foreign languages. When schools struggle to meet the requirements of the

<sup>69</sup> List of classes taught in California can be obtained through the California Department of Education's online database, Dataquest, which is available at <http://data1.cde.ca.gov/dataquest/>.

**Figure 10: Amount by which the Increase in Classes Offered from 1997-98 to 2007-08 Exceeded the Increase in Student Enrollment in California**

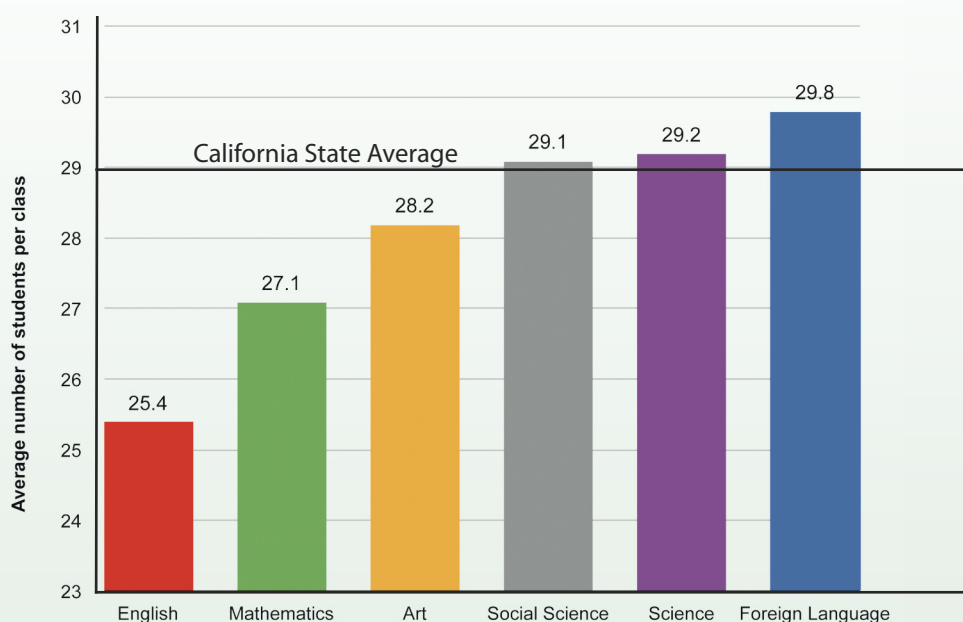


No Child Left Behind Act of 2001 (NCLB) and teachers strive to prepare their students for standardized tests, it is not surprising that resources are devoted to the tested subjects and not to WLCC.

The consequence of this imbalanced approach is that for foreign languages, there is a significant mismatch between the increase in enrollment and the increase in the number of classes offered. As a direct result, the average

class size in foreign languages is higher than the state average class size (see Figure 11). The subjects with the greatest growth in classes compared to enrollment, English language arts, mathematics and visual and performing arts, showed significant reductions in class sizes between 1997 and 2007. Foreign language classes averaged 29 students in 1997, and that number was very similar in 2007.

**Figure 11: Average Class Size in California, by Subject, 2007-08**





## Higher Education

Despite having the greatest number of students in higher education in the country, California enrolls only 8.45% of these in foreign languages<sup>70</sup> – 202,877 out of 2.4 million in 2006.<sup>71</sup> This number takes into account all students enrolled in both 2- and 4-year institutions, part-time and full-time, undergraduate and graduate. The two states closest to California in total enrollment are Texas, with 1.2 million, and New York, with 1.1 million. California is doing only marginally better than Texas, which enrolls 7.65% of its college and graduate students in foreign languages. New York, however, has a significant lead over California, with 11.59% of its higher education students learning foreign languages in 2006.

The enrollment figures for advanced language courses tell the same story. Throughout the nation, enrollments in advanced language courses (upper under-

graduate and graduate level) are much lower than enrollments in introductory courses (lower undergraduate level). Even excluding 2-year institutions, which offer more introductory than advanced courses, 4-year institutions in California show a marked disproportion between beginning and advanced language study.<sup>72</sup> Figure 12 shows that all commonly taught languages have significantly more introductory students than advanced students. The national rate for these languages is seven introductory students for every one advanced student, and California's average is barely better, with a 6 to 1 ratio.

To attain language proficiency, however, it is crucial to continue studying the language through the advanced levels. This is especially true for languages that require longer periods of study at advanced levels to attain business- and diplomacy-level abilities, such as Arabic, Chinese, Japanese, and Russian.

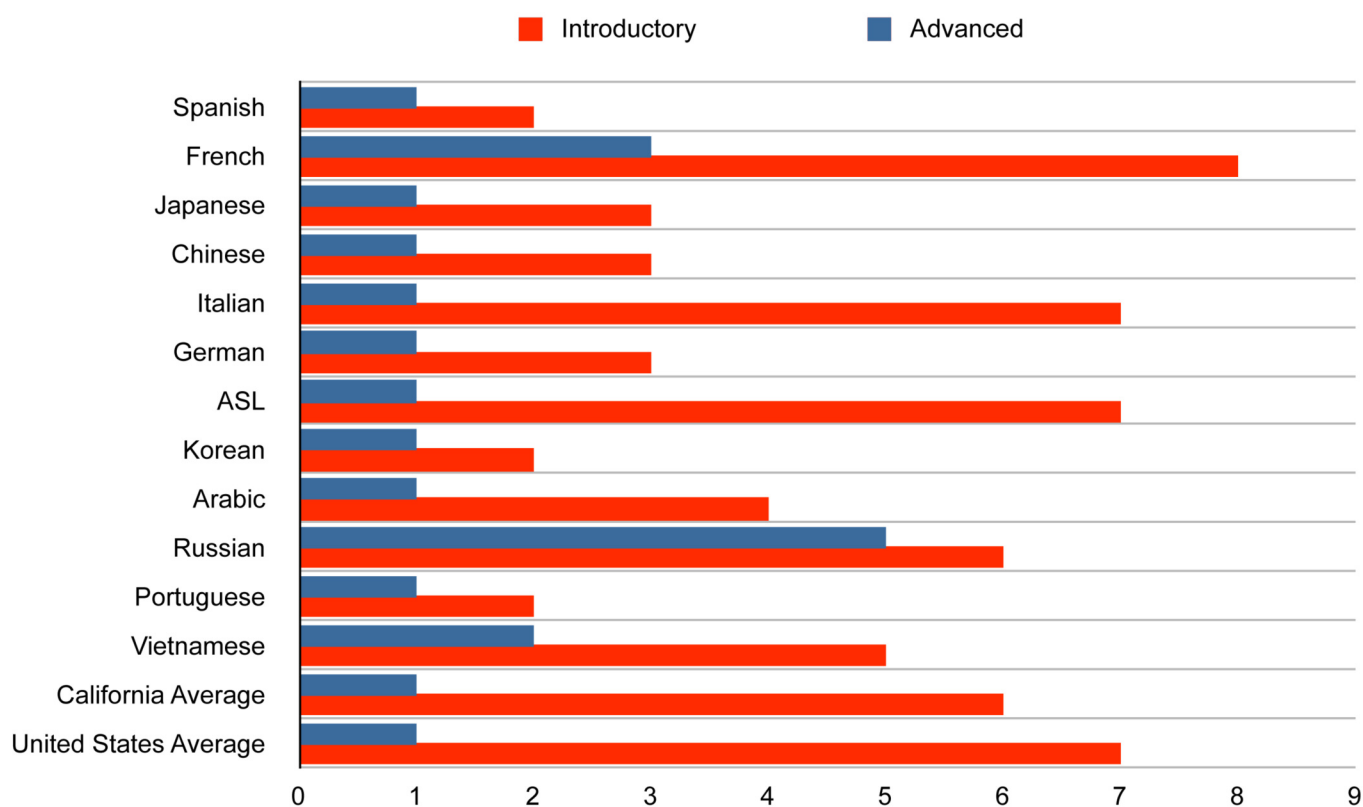


<sup>70</sup> Modern Language Association, "Fall 2006 Language Enrollments in California," in *MLA Fall 2006 Language Enrollment Survey*, [http://www.mla.org/pdf/enrollment/st\\_ca\\_2006.pdf](http://www.mla.org/pdf/enrollment/st_ca_2006.pdf).

<sup>71</sup> National Center for Education Statistics, "Digest of Education Statistics, Table 202: Total fall enrollment in all degree-granting institutions, by attendance status, sex, and state or jurisdiction: 2004 and 2005," U.S. Department of Education, Institute of Education Sciences, [http://nces.ed.gov/programs/digest/d07/tables/dt07\\_202.asp](http://nces.ed.gov/programs/digest/d07/tables/dt07_202.asp).

<sup>72</sup> Modern Language Association, "Fall 2006 Language Enrollments in California," in *MLA Fall 2006 Language Enrollment Survey*, [http://www.mla.org/pdf/enrollment/st\\_ca\\_2006.pdf](http://www.mla.org/pdf/enrollment/st_ca_2006.pdf).

**Figure 12: Ratio of Introductory to Advanced Enrollments in 4-Year Institutions, for Top 12 Languages in California, 2006**



## V. Challenges



Many students still receive instruction geared more to the industrial society of the twentieth century than to the information age of the twenty-first. They are being fitted with the blinders of educational isolationism, which will hinder their success in today's interconnected world. – *Asia Society*<sup>73</sup>

The world is rapidly changing; our response to this change will determine, to a large extent, the role the United States plays in this new century. Across all sectors of American life – business, education, government, healthcare – linguistic and cultural competency is crucial for success. Meanwhile, countries in the European Union are insisting that citizens graduate from school with not one, but two languages other than their mother tongue.<sup>74</sup> The majority of American students, in contrast, leave school without meaningful competence in any language other than English. The challenges outlined below have prevented us from preparing our students to succeed in an interconnected world. By understanding and addressing these challenges, we can enable tomorrow's citizens to interact successfully with their peers both here in the United States and across the globe.

### Lack of Effective Educational Policy

Although federal educational policy includes the study of world languages, a lack of accountability hinders its effectiveness. While the No Child Left Behind

(NCLB) legislation mentions foreign language as part of its core curriculum, it does not hold schools accountable for student results. As a result, most states continue to make world languages an optional course for graduating students. In the fall of 2000, only 10 states required students to take at least one foreign language course to graduate from high school.<sup>75</sup> In California, 19 million out of 36 million people, more than half of the population, speak a language other than English.<sup>76</sup> Yet, students can graduate from high school in California without ever taking a world language course.

California's educational policies are part of the problem. In 1998, Proposition 227, which required all public school instruction to be conducted in English, triggered a dramatic drop in world language programs across the state. Although this policy was intended to increase immigrants' English proficiency, a recent five-year study supported by the California Department of Education did not find a significant advantage for students in acquiring English as a result of this policy.<sup>77</sup> In fact, the achievement gap between students whose first language is English and those who are learning English

<sup>73</sup> Asia Society, "Asia in the Schools: Preparing Young Americans for Today's Interconnected World," [www.asiasociety.org/files/asiaintheschools.pdf](http://www.asiasociety.org/files/asiaintheschools.pdf), 15.

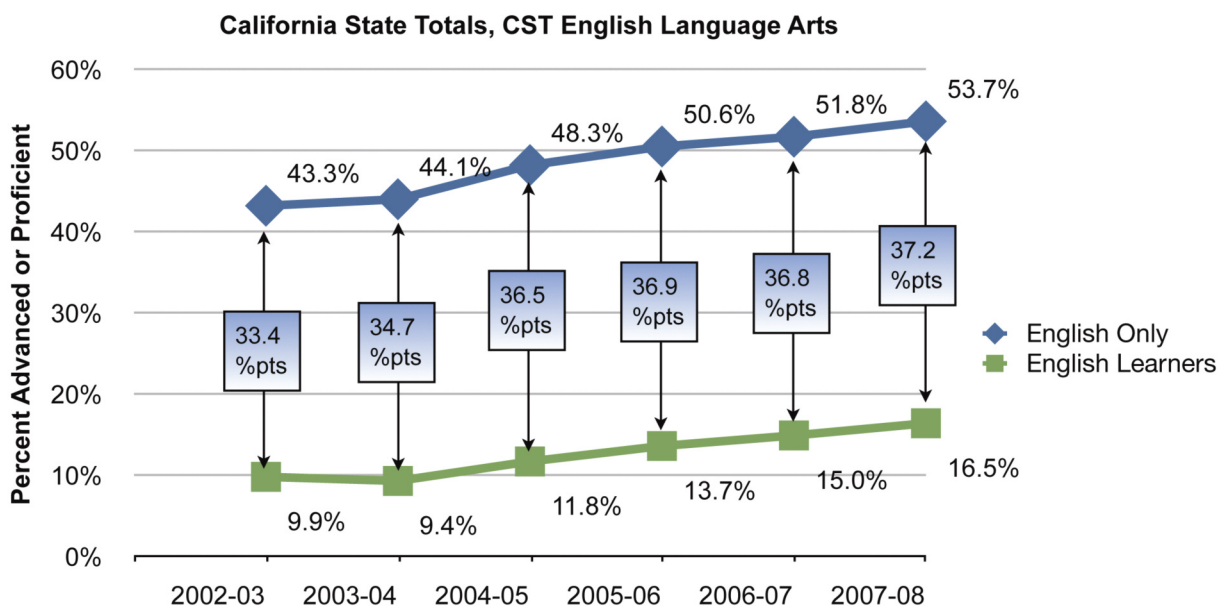
<sup>74</sup> Commission of the European Communities, "Promoting Language Learning and Linguistic Diversity: An Action Plan 2004-2006," Brussels, July 24, 2003.

<sup>75</sup> U.S. Department of Education, "Key State Education Policies on PK-12 Education: 2006," Washington, DC: Council of Chief State School Officers, 2007.

<sup>76</sup> U.S. Census Bureau, "State and County Quick Facts," <http://quickfacts.census.gov/qfd/states/06000.html>.

<sup>77</sup> American Institutes for Research and WestEd, "Effects of the Implementation of Proposition 227 on the Education of English Learners, K-12," submitted to California Department of Education, 2006, <http://www.air.org/news/documents/227Report.pdf>.

**Figure 13: Achievement Gap Between English Only and English Learners from 2003-2008 on California Standards Test**



Source: Californians Together and CABE. Press Release (2008).

has grown worse: from 2003 to 2008, the gap increased from 33.4% to 37.2% on the California Standards Test (See Figure 13).<sup>78</sup>

Given the fact that over 40% of students in California enter school speaking a language other than English, California's current policies squander an enormous opportunity to invest in human capital that could enable us to extend our competitive edge in the national and international market.

### Limited Time and Ineffective Sequencing of Courses

The limited time allotted to world language instruction in K-12 schools prevents students from acquiring competence in the target language. Acquiring proficiency

in a second language is a complex process that takes place over a long period of time. According to the Committee for Economic Development (CED), "The average high school student receives about 150 hours of language instruction per year. Experience has shown that 300 hours of instruction spread over two years is woefully inadequate for high school students to develop any usable level of proficiency."<sup>79</sup> In fact, it takes a minimum of 600 hours of instruction for a student to achieve proficiency in a commonly taught language such as Spanish or French; for languages that differ significantly (linguistically and structurally) from English, such as Russian, that number jumps to 1100 hours (see Figure 14).<sup>80</sup>

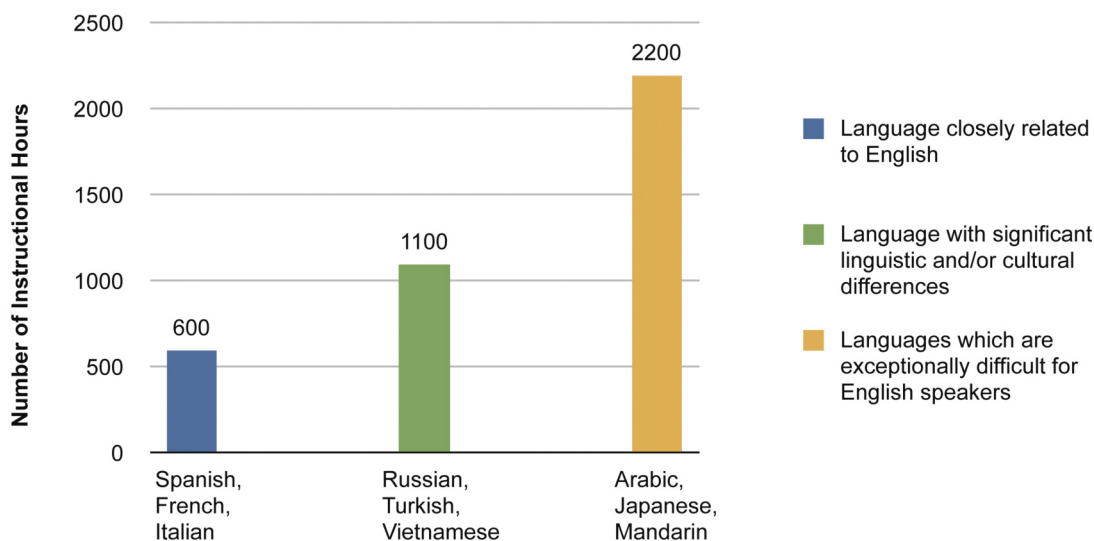
Unfortunately, reports on foreign language enrollments in public secondary schools show no change in

<sup>78</sup> California Association for Bilingual Education and Californians Together, "2008 STAR Testing Results Press Release," August 14, 2008, <http://www.californianstogether.org/press/>.

<sup>79</sup> Committee for Economic Development, "Education for Global Leadership: the Importance of International Studies and Foreign Language Education for US Economic and National Security," Washington, DC: Research and Policy Committee for Economic Development and National Security Education, 15.

<sup>80</sup> American Educational Research Association, "Foreign Language Instruction: Implementing the Best Teaching Methods," In *Research Points*, edited by Lauren B. Resnick, 2006.



**Figure 14: Time to Proficiency in Selected Languages**

the length of study for world languages between 1994 and 2000.<sup>81</sup>

Lack of sequential programs has also reduced students' achievement in WLCC. Sequencing courses allows students to build upon prior learning, which is essential for proficiency. Sequencing also provides multiple entry points for students to begin and continue studying a second language into advanced courses of study. However, with the many challenges facing world language instruction, including inconsistent funding and a lack of qualified teachers, courses continue to be offered in an ad hoc style rather than in a planned and systematic manner.

A national survey of elementary and secondary schools conducted by the Center for Applied Linguistics in 1997 found that the majority of districts surveyed did not have an elementary foreign language program. Those that did have elementary programs were forced to place their students back into a Level 1 world language course when they entered middle school, due to the lack of advanced course options. The authors of the study

noted, "Well-articulated elementary and secondary programs are still the exception rather than the rule, and intensive instruction that aims at a high level of proficiency, as outlined in the national standards document, is scarce."<sup>82</sup> A decade later, the overall number of public elementary schools offering foreign languages has decreased by 9 percentage points; currently only 15% of elementary schools offer any type of foreign language instruction.<sup>83</sup> The majority of these offerings are introductory courses aimed at providing students exposure rather than proficiency in a second language.<sup>84</sup> Only by recognizing the importance of early and sustained instruction can we begin to create effective world language programs that allow our students to graduate with meaningful proficiency.

### Lack of Qualified Teachers

A pervasive lack of qualified teachers has impeded our progress in developing quality world language programs. According to the National Center for Education Statistics (NCES), total public and private elementary

<sup>81</sup> Jamie B. Draper and June H. Hicks, "Foreign Language Enrollments in Public Secondary Schools, Fall 2000: Summary Report," U.S. Department of Education, International Research and Studies Program, May 2002, <http://www.actfl.org/files/public/Enroll2000.pdf>.

<sup>82</sup> Lucinda E. Branaman and Nancy C. Rhodes, "Foreign Language Instruction in the United States: A National Survey of Elementary and Secondary Schools," Washington, DC: Center for Applied Linguistics, 1997, 9.

<sup>83</sup> Center for Applied Linguistics, Preliminary Results from the National K-12 Foreign Language Survey, 2008.

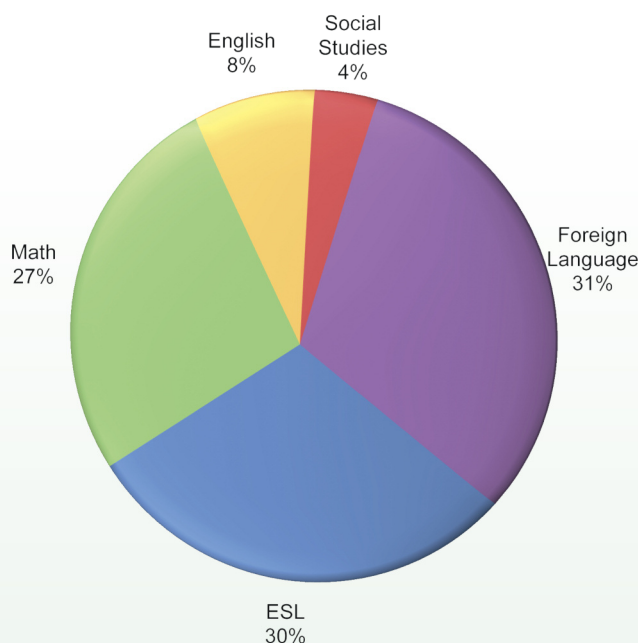
<sup>84</sup> Ibid.

and secondary school enrollment reached a record 55 million in 2005, while a further increase of 10% is expected by 2017.<sup>85</sup> With an increasing number of students in the coming years, more teachers will be in demand. This is especially true of world language teachers— who consistently appear on the U.S. Department of Education’s Teacher Shortage Areas Nationwide listings each year. Spaine Long points out that a high number of retirees coupled with an increased demand to establish new foreign language programs has led to a critical teacher shortage in this area.<sup>86</sup>

In California, the Department of Education has cited foreign language as an area of teacher shortage every year, from 2002 to 2008.<sup>87</sup> A report by the National Center for Educational Statistics (NCES) indicated that in

rural areas, foreign language positions were the most difficult to fill (Figure 15).<sup>88</sup> The lack of qualified teachers for world languages has forced many California schools to look abroad to fill vacancies. Public schools throughout the country have hired as many as 10,000 foreign teachers in primary and secondary schools on “nonimmigrant” work or cultural exchange visas.<sup>89</sup> This stop-gap measure, where positions are filled temporarily by overseas hires, prevents the construction of sustainable and quality world language programs for our children. While overseas teachers may be very experienced, they often leave after one or two years when their visas expire, making it difficult to sustain long-term quality programs.

**Figure 15: Percentage of “Very Difficult” Teaching Positions to Fill as Reported by National Center for Educational Statistics**



<sup>85</sup> National Center for Education Statistics. *Projections of education statistics to 2017*. U.S. Department of Education: Institute of Education Sciences. Retrieved November 11, 2008 from <http://nces.ed.gov/>.

<sup>86</sup> Sheri Spaine Long. “Visions of K-12 Foreign Language Teacher Recruitment in Higher Education,” *Foreign Language Annals* 33, no. 4 (2000): 433-437.

<sup>87</sup> U.S. Department of Education, “Teacher Shortage Areas: Nationwide Listing: 1990-2008,” March 2008, <http://www.ed.gov/about/offices/list/ope/pol/tsa.pdf>.

<sup>88</sup> National Center for Educational Statistics, “Status of Education in Rural America,” U.S. Department of Education, Institute of Education Sciences, 2007.

<sup>89</sup> Randy Barber, “Report to the National Education Association on Trends in Foreign Teacher Recruitment,” National Education Association, 2003, <http://www.nea.org/teachershortage/images/foreignteacher.pdf>.

**Table 7: Teacher Preparation Programs for Foreign Language Candidates in California**

	Number of Schools in System	Number of Foreign Language Teacher Credentialing Programs	Languages Offered
<b>California State University (CSU)</b>	22	17	Spanish French German Japanese Latin Italian
<b>University of California (UC)</b>	8	1	Latin
<b>Private Institutions</b>	44	10	Spanish French German
<b>Total</b>	<b>74</b>	<b>28</b>	

The shortage of world language teachers is a direct result of inadequate policies regarding WLCC in California. Today, few students possess the skills to become language teachers. In 2006, only 1.4% of students attending higher educational institutions were enrolled in advanced world language courses.<sup>90</sup> Without a solid K-12 background in a second language, most students cannot achieve the level of proficiency needed to teach a world language within their four years of university study.

Limited teacher education capacity and certification mechanisms have further stalled the development of qualified teachers for world language education. Out of 74 institutions offering teacher preparation programs in California, only 38% of those offer foreign language teacher credentialing programs (see Table 7).<sup>91</sup>

While the California Commission on Teacher Credentialing recently increased the number of world language examinations for teaching credentials from 11 to 17, few potential teachers are actually taking the tests. A lack of faculty equipped for teacher training—coupled

with the small number of institutions that offer rigorous and systematic world language education—compounds an already growing problem. It is difficult to train quality language teachers because not only must they have advanced proficiency in the target language, but they must also acquire important pedagogical skills to translate this knowledge into effective practice. The investment of time and money to increase our supply of qualified teachers will be significant, but the cost of not doing so would be even greater.

### Competing Priorities

For every hundred dollars spent by the Department of Education in 2003, approximately 15 cents went to foreign language education. — *Sandy Cutshall*<sup>92</sup>

The federal funds available to support foreign language instruction are inadequate, and in California many other programs compete for state funding. California funds approximately 85 categorical programs, which account for about one-third of the state educa-

<sup>90</sup> Nelly Furman, David Goldberg, and Natalia Lusin. "Enrollments in Languages Other Than English in United States Institutions of Higher Education, Fall 2006." The Modern Language Association of America, November 13, 2007, [http://www.mla.org/2006\\_flenrollmentsurvey](http://www.mla.org/2006_flenrollmentsurvey).

<sup>91</sup> California Commission on Teacher Credentialing, "Approved Subject Matter Programs," [http://134.186.81.79/fmi/xsl/CTC\\_NewSubject/AllSubjects.xsl](http://134.186.81.79/fmi/xsl/CTC_NewSubject/AllSubjects.xsl).

<sup>92</sup> Sandy Cutshall, "Why We Need the Year of the Languages," *Educational Leadership* 62, no. 4 (2004): 20-23.

tion budget.<sup>93</sup> However, very little of this money goes directly to foreign language education.

In 2007-08, for example, the government spent \$550 million on Proposition 49's after-school programs for kindergarten through ninth grade, which "provide academic support in mathematics, science, language arts, social science, history and computer science, in addition to fine arts and physical fitness activities."<sup>94</sup> Foreign languages were glaringly absent from this list. Although the

California Language Teacher Association worked to include foreign language classes, their bill, AB 2843, was vetoed by Governor Schwarzenegger despite being passed unanimously by the Legislature.

To this day, no categorical program exists for foreign languages. This track record must be reversed in order to provide quality and effective WLCC education to our students.

<sup>93</sup> Ed-Data: Educational Data Partnership, "Categorical Aid (February 2008)," <http://www.ed-data.k12.ca.us/Articles/Article.asp?title=Categorical%20Aid>.

<sup>94</sup> California Language Teacher Association, "Governor Schwarzenegger Highlights the Importance of Investing in Children's After-School Safety and Education," <http://clta.net/governor.html>.



## VI. Recommendations



The United States may be the only nation in the world where it is possible to complete secondary and postsecondary education without any foreign language study whatsoever. — *Leon Panetta, Director, United States Central Intelligence Agency*<sup>95</sup>

The call for students to acquire skills that include world languages and international cultural awareness is not new. In 1979, the President's Commission on International and Foreign Studies found that "Americans' incompetence in foreign language is nothing short of scandalous."<sup>96</sup> Nearly 30 years later, however, the United States continues to be one of the only countries in the world where it is possible to complete 16 years of education without ever taking a single course in a world language. We are long overdue in providing our students with skills they will need to succeed in this changing world.

The American public has joined voices with government officials, business leaders, healthcare workers and educators in calling for increased emphasis on world languages and cultural competencies (WLCC) as part of the standard U.S. curriculum. A 2007 poll by Phi Delta Kappan revealed that 85% of the public believes that learning world languages is important, with 70% believing that instruction should begin in elementary school.<sup>97</sup> Key recommendations outlined below are geared toward effecting change and ensuring that all students graduate from high school with linguistic and cultural competencies in at least one language other than English.

### Improve Educational Policy and Accountability

Improving educational policy and accountability for WLCC is imperative if we are to prepare young people with the skills and knowledge they will need to succeed in this new century. By making world language proficiency a state requirement for graduation, the government of California can ensure that schools and districts devote sufficient resources to providing world language courses for all students. Granting high school graduation and college entrance credit for heritage language classes, native country schooling or proficiency testing will encourage students who already possess a second language to work toward acquiring higher levels of proficiency. A California study found that in schools with higher percentages of English learners (e.g., native Spanish speakers), more students were taking an Advanced Placement (AP) test in Spanish. The authors concluded, "If native speakers of other languages are not encouraged to maintain their languages and are not offered classes to achieve high levels of proficiency, we squander a valuable language resource."<sup>98</sup> However, the limited assessment tools available for determining language proficiency, including the SAT II, AP exams and International

<sup>95</sup> Leon E. Panetta, "Foreign Language Education: If 'Scandalous' in the 20th Century, What Will It Be in the 21st Century?" <https://www.stanford.edu/dept/lc/language/about/conferencepapers/panettapaper.pdf>.

<sup>96</sup> Ibid.

<sup>97</sup> Lowell C. Rose and Alec M. Gallup, "The 39th Annual Phi Delta Kappan/Gallup Poll of the Public's Attitudes toward the Public Schools," *Phi Delta Kappan* 89, no. 1 (2007): 33-45.

<sup>98</sup> Hyekyung Sung, Amado M. Padilla, and Duarte M. Silva, "Foreign Language Education, Academic Performance and Socioeconomic Status: A Study of California Schools," *Foreign Language Annals*, 2006, 39 no. 1, 115-130.

Baccalaureate, make it difficult to assess student progress, and thus grant credit in an equitable fashion.

We must develop uniform assessments in world languages to measure the proficiency of all students, not just those in Advanced Placement classes. A standardized test would allow world languages to be incorporated into the California Standards Test (CST), improving accountability for student achievement. Models such as the Golden State Examination and resources such as the Foreign Language Assessment Directory, a free searchable directory of nearly 200 tests in over 90 languages, can serve as a starting point for research and development in this area.<sup>99</sup> Additional investments in research and development in language instruction and assessment using new technology-based methods can help researchers discover best practices in the field. By collaborating with teacher education institutions and professional development programs, we could disseminate information on these practices throughout the field to improve world language instruction in our schools.

States such as New Jersey have followed this path and are far ahead of California in ensuring that their students graduate with the language competencies needed to access our international society. For example, New Jersey developed its proficiency exams, Thematically Organized Assessments (TOA), from their state content standards for world languages. Currently in New Jersey, the study of world languages in public schools is required from grades kindergarten through 8, in addition to a five-credit high school graduation requirement.<sup>100</sup> In 2003, New Jersey also implemented competency-based exit exams in world languages that allow students to demonstrate language competency through proficiency

assessment in lieu of taking classes.<sup>101</sup>

California's unanimous adoption of World Language Content Standards in January 2009 was the first important step in developing assessments and improving accountability. The standards, designed to teach languages for real-world purposes in culturally appropriate ways, are clustered into five categories: content, communication, cultures, structures and settings. In practice, they merge into seamless instruction within the various stages of learner proficiencies. Like content standards in other disciplines (history, science, mathematics, and language arts), they will drive what is taught and tested in California public schools.<sup>102</sup> Content standards can serve as a blueprint for developing a sequential curriculum for world language and cultural competencies education from kindergarten through graduate school.

World language standards provide a framework for benchmarks, entry and exit criteria and assessments for both second language and heritage language learners. Rather than being tied to grade levels, the content standards identify what will be taught and allow schools and districts to determine the pace and emphasis of instruction based on local needs and goals. Based upon four distinct stages tied to the Language Learning Continuum,<sup>103</sup> the standards interweave content knowledge and language acquisition levels to guide students towards high levels of proficiency. It is important to note that the end goal for all students is to graduate high school with an ability to comprehend and produce oral and written essays—characteristic of stage-four proficiency in the target language (see Table 8).

As one of the most linguistically diverse states in the nation, we must do a better job of preparing our future

<sup>99</sup> Center for Applied Linguistics. Foreign Language Assessment Directory (FLAD). <http://www.cal.org/projects/fldirectory.html>.

<sup>100</sup> State of New Jersey, Department of Education, "Academic and Professional Standards: World Languages," <http://www.nj.gov/education/aps/cccs/wl/regs.htm>.

<sup>101</sup> William L. Librera, "World Language Graduation Requirements Competency-Based Exit Testing in Spring 2004," April 8, 2004, <http://www.state.nj.us/education/aps/cccs/wl/exit.pdf>.

<sup>102</sup> B. Zaslow *Introducing the 2009 World Language Content Standards for California Public Schools*. Department of Education, Occidental College, 2009.

<sup>103</sup> *Ibid.*

**Table 8: World Language Standards: Connections to the Language Learning Continuum**

Stages	Learners will comprehend and produce:
<b>I: Formulaic Language</b>	Learned words and phrases dealing with discrete elements of life in highly predictable common daily settings
<b>II: Created Language</b>	Sentences and strings of sentences dealing with topics related to self, the immediate environment, survival and courtesy in transactional and some informal settings
<b>III: Planned Language</b>	Oral and written paragraphs and strings of paragraphs dealing with concrete and factual topics of public interest in most informal and some formal settings
<b>IV: Extended Language</b>	Oral and written essays dealing with unfamiliar, abstract, practical, social, and professional topics in informal and most formal settings and problem situations

Key Areas	Recommendations
<b>Educational Policy</b>	<ul style="list-style-type: none"> <li>• Utilize the content standards to develop a sequential curriculum for world language and cultural competencies (WLCC) education from kindergarten through secondary school</li> <li>• Make world languages a state requirement for high school graduation rather than an elective</li> <li>• Grant high school graduation and college entrance credit for heritage language classes, native country schooling or via proficiency testing</li> <li>• Provide adequate instructional time to meet standards</li> </ul>
<b>Research and Development</b>	<ul style="list-style-type: none"> <li>• Develop standardized proficiency assessments in world languages</li> <li>• Invest in research and development in language instruction and assessment using new technology-based methods</li> </ul>
<b>Testing and Accountability</b>	<ul style="list-style-type: none"> <li>• Implement assessments to measure student proficiencies in WLCC</li> <li>• Include WLCC in the statewide assessment and reporting system, incorporating it into the California Standards Tests (CST)</li> </ul>

citizens with the skills to communicate across different languages. With content standards developed, California now has the capability and responsibility to ensure that all students who graduate from our school system have developed proficiency in at least one language other than English.

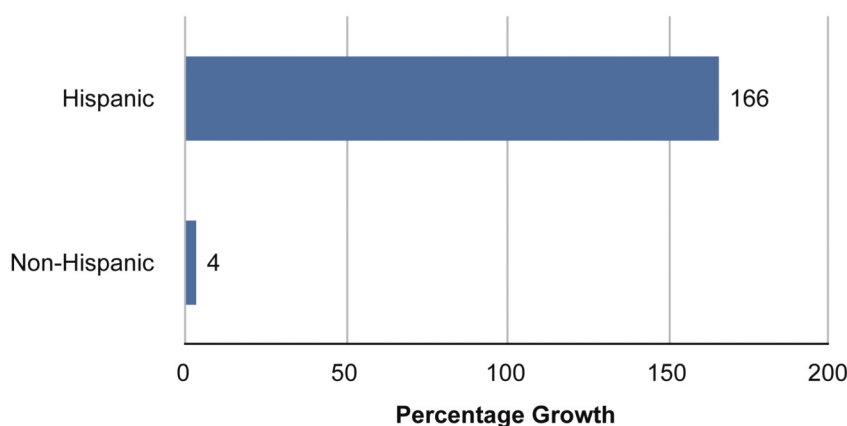
## Harness our National Resources

California needs to recognize and build upon its vast linguistic resource of heritage speakers to expand education in world languages. Over one and a half million students—roughly 25% of the student population in California schools—speak a language other than Eng-

lish. For students entering school in kindergarten, that number almost doubles to 41%; of those, the majority (88%) speak Spanish.<sup>104</sup> Half of all students in California live with someone who speaks a language other than English at home. The immense growth of the Hispanic population in the coming decades makes the number of students who speak Spanish at home even more likely to expand significantly (see Figure 16). Our current English-only educational policy diminishes students' knowledge of their native languages in elementary school, only to require that students relearn them, less effectively, in high school. Why is a language less valuable when cultivated at home?

<sup>104</sup> California Department of Education statistics are available online at <http://dq.cde.ca.gov/dataquest/>.

**Figure 16: Projected Enrollment Growth in California for Hispanic and Non-Hispanic Students, from 2006-2050**



Offering more heritage classes, or integrated classes – such as dual immersion – within a world language program is an investment in human capital that can pay many dividends. Knowledge of one’s first language in addition to English enables people to secure jobs at home and in the international marketplace. Implementing world language programs in elementary school, including those for heritage learners, provides the instructional time necessary for all students to gain competence in the target language. Meanwhile, heritage speakers reap academic benefits from preserving their first language while acquiring a second language – usually English (see Academic Benefits section).

Increased implementation of language instruction at the elementary level necessitates improving the artic-

ulation of world language instruction at the middle and high school levels – allowing students to gain the necessary skills to enroll in more advanced courses in high school and beyond. This, in turn, provides opportunities for secondary schools to expand their course offerings to include more content-based courses in world languages—for example, world history taught in Mandarin. Post-secondary institutions, including community colleges, can offer courses that provide immediate entry into the workforce, such as Spanish for healthcare professionals. By starting early and building upon the linguistic resources children bring to school every day, we can create powerful and sustained programs in world languages that benefit all students.

Key Areas	Recommendations
Curriculum and Instruction	<ul style="list-style-type: none"> <li>• Expand world language courses, including courses for heritage speakers</li> <li>• Begin instruction in world languages in elementary school</li> <li>• Improve sequencing (articulation) of world language instruction from elementary to secondary levels</li> <li>• Expand secondary course offerings to include more content-based courses in a world language</li> <li>• Provide more practical language courses at the post-secondary level, such as Spanish for healthcare professionals</li> <li>• Provide more information to parents on their right to enroll children in bilingual and dual immersion programs</li> </ul>



## Increase Teacher Recruitment

Teacher recruitment must be increased to address the lack of qualified world language teachers in the state. The California Commission on Teacher Credentialing (CCTC) recently expanded opportunities for teachers to obtain credentials in languages other than English, including less commonly taught languages. Currently, there are 17 subject matter competency exams for languages other than English. For those world languages that do not currently have an exam, CCTC has established an alternative subject matter competency process.

While we have made promising progress in this area, it is of little use if there are no new teachers to certify. Therefore, the government must be proactive in encouraging teacher recruitment efforts, including expanding monetary incentives and forgivable loans.

While California does provide fellowships, grants and tax breaks to teachers who work in low-performing schools or are National Board Certified, more must be done to attract and retain teachers of world languages – especially of the less commonly taught languages. To do so, we must work systematically at the governmental level to gather data on teacher shortages – and act on it. For example, in 2004, nearly 2,400 high schools indicated that they would like to offer the Advanced Placement test in Mandarin. However, limited capacity and

investment, including a lack of qualified teachers, prevented schools from meeting the growing demand.<sup>105</sup> By adequately funding alternative licensure programs such as the California School Paraprofessional Teacher Training Program, we can expand the pipeline of qualified applicants. For example, in the 2007-08 school year, California employed 12,471 paraprofessionals competent in Spanish.<sup>106</sup> Transitioning these teacher aides into fully certified world language teachers would facilitate the expansion of world language programs across the state. However, rising tuition fees make it harder to enroll in alternative licensure programs like the California School Paraprofessional Teacher Training Program.<sup>107</sup> Increasing state funding to stay in step with tuition can help ensure that qualified participants are financially able to participate in these programs.

We can also deploy comprehensive recruitment strategies through partnerships with K-12 schools, universities and teacher preparation programs. These alliances can improve articulation of world language courses across educational levels while developing standards and reports on the preparation students will need in order to become language teachers. Finally, the government should evaluate these recruitment policies to ensure that they are effective at increasing the number of highly qualified world language teachers in classrooms across the state.

Key Areas	Recommendations
Teacher Recruitment	<ul style="list-style-type: none"> <li>• Encourage more students to pursue a teaching career in world languages by providing loan forgiveness and other financial incentives</li> <li>• Develop alternative-route licensure programs</li> <li>• Incorporate distance or web-based training modules for foreign language teacher education</li> <li>• Promote alliances between K-12 educators and university and college faculty members to improve articulation of world languages courses and levels</li> </ul>

<sup>105</sup> Asia Society and The College Board, “Chinese in 2008: An Expanding Field,” <http://asiasociety.org/education/events.htm>.

<sup>106</sup> California Department of Education statistics are available online at <http://dq.cde.ca.gov/dataquest/>.

<sup>107</sup> California Commission on Teacher Credentialing, *California School Paraprofessional Teacher Training Program: An Annual Report to the Legislature*, December 2008

Key Areas	Recommendations
Professional Development	<ul style="list-style-type: none"> <li>• Expand and fund professional development programs for world language teachers, including training in new technologies for instruction and assessment</li> <li>• Support learning activities for educators that deepen knowledge of the subject matter through immersion programs, study abroad and distance learning</li> <li>• Provide support for colleague collaboration at school sites and within professional organizations</li> </ul>

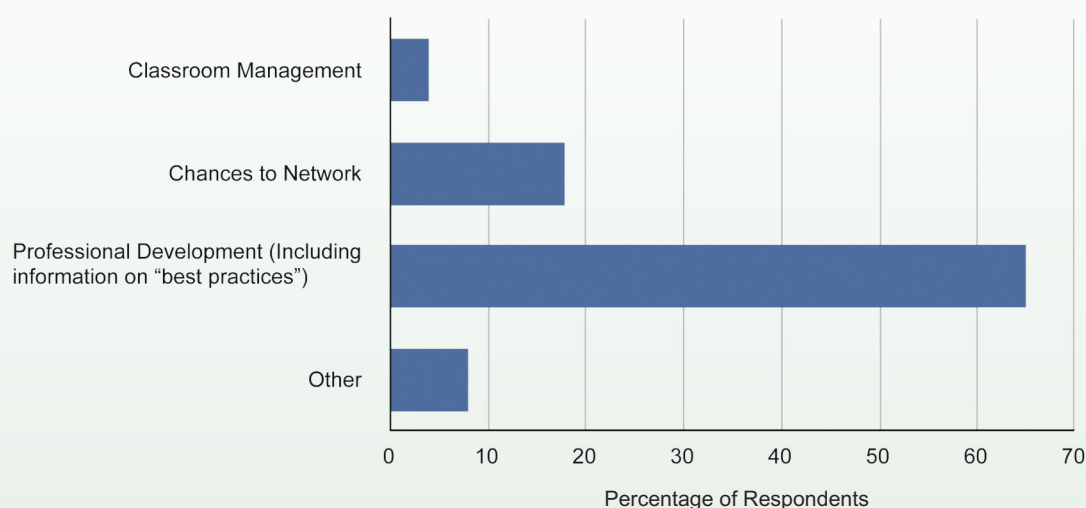
## Expand Quality Professional Development Programs

As the world language field grows, teachers must be able to apply the most effective pedagogical methods to improve student learning. Professional development activities such as immersion programs, study abroad and distance learning can provide teachers with opportunities to increase their linguistic proficiencies and pedagogical practices. Continuing to fund professional development programs for world language teachers, including expanding funding in new technologies for instruction and assessment, can help world language teachers keep pace with recent developments in the field. In a recent survey, the American Council on Teaching of Foreign Languages (ACTFL) reported that language

teachers identified professional development as the type of support they needed most, with an emphasis on learning “best practices” (see Figure 17).<sup>108</sup> State support for collaboration at schools and within professional organizations can encourage best practices in the field to be disseminated widely.

For example, the California Foreign Language Project (CFLP), a program authorized and funded by the legislature, provides content-specific professional development programs for language educators. CFLP’s core programs strengthen teachers’ knowledge of the languages and cultures they teach as well as their pedagogical skills. Evaluation data indicate that participants’ knowledge of proficiency-oriented instruction increased, and they incorporated what they had learned into their classroom teaching.<sup>109</sup> Moreover, almost 80%

**Figure 17: Type of Support Foreign Language Teachers Reported Needing the Most: Survey Responses from the American Council on Teaching of Foreign Languages, 2008**



<sup>108</sup> American Council on the Teaching of Foreign Languages, “Research for a Better Understanding: 2008 ACTFL Student Survey Report,” [http://www.actfl.org/files/public/ACTFL\\_Final\\_2008\\_completeLOW.pdf](http://www.actfl.org/files/public/ACTFL_Final_2008_completeLOW.pdf).

<sup>109</sup> Albert S. Lozano, Amado M. Padilla, Hyekyung Sung, and Duarte M. Silva, “A Statewide Professional Development Program for California Foreign Language Teachers,” *Foreign Language Annals* 37, no. 3 (2004): 268–77.

of the teachers surveyed reported that professional development activities “often” or “very often” met the needs they had in their current teaching assignment.<sup>110</sup>

The Bay Area Foreign Language Program (BAFLP), a representative site of CFLP, is another example of a quality professional development program for world language teachers in California. BAFLP offers year-round professional development programs for world language teachers. Its leadership program prepares selected teachers to assume leadership positions at their schools, which increases the likelihood of sustainable change. BAFLP’s model can offer guidance to school districts in crafting effective and sustainable professional development programs.<sup>111</sup>

## Build Coalitions and Promote Collaboration

In order to expand on successful models of world language programs, it is important to bring interested and knowledgeable parties together. By creating a world language and cultural competencies coalition, we can connect educators, researchers, government officials and businesses who are interested in (and would benefit from) providing quality world language programs to students. This coalition would provide information and resources to schools and districts to help develop world language programs throughout the state. At workshops

and conferences, stakeholders could address questions about starting a world language program, such as: What level of language proficiency should students attain? What would be a good program model for a given situation? What type of curriculum would be appropriate?

A WLCC coalition could develop and disseminate effective practices and programs through a multi-faceted approach including research, professional development, policy work and training. Furthermore, it could be a focal point for networking and building partnerships with public and private businesses, as well as local and state agencies. By working with organizations such as The Alliance for Advancement of Heritage Languages, we could ensure that schools and districts interested in implementing a quality world language program can quickly access accumulated knowledge and resources.

Districts, schools and teachers could also tackle the most difficult challenges surrounding WLCC education with cooperation from the federal government. The federal government has recognized the critical need to improve education in this area and has created initiatives to help local and state educational agencies. The 2008 proposed federal budget of \$59 million from the Department of Education supports numerous programs that can provide California teachers, schools and districts opportunities for improving world language education (see Table 9).<sup>112</sup>

Key Areas	Recommendations
<b>Outreach and Collaboration</b>	<ul style="list-style-type: none"> <li>• Develop a world languages and cultural competencies coalition to provide information and resources for schools and districts to expand world language programs throughout the state</li> <li>• Make information on state and government programs to assist world language educators available to districts, schools and teachers</li> <li>• Establish extended activities which take students beyond the classroom, such as student internships with appropriate and relevant business and organizations, and opportunities to participate in travel study and cultural exchange programs both at home and abroad</li> </ul>

<sup>110</sup> A. Gallagher, N. Bier, and D. Kim, "Evaluation of the California Subject Matter Project (CSMP)," SRI International, 2008.

<sup>111</sup> Tracy M. Steele et al., "A Year-Round Model for Professional Development of World Language Teachers," *Foreign Language Annals* 42, no.2 (Summer 2009): 195-211.

<sup>112</sup> Alliance for Excellent Education, "Fiscal Year 2009 Federal Budget," [http://www.all4ed.org/federal\\_policy/budget](http://www.all4ed.org/federal_policy/budget).

**Table 9: Federal Programs Aimed at Improving World Languages**

Name of the Program	Description	Who May Apply
<b>Foreign Language Assistant Programs</b> Also known as LEAs or FLAP	Supports foreign language instruction in elementary schools, immersion programs, curriculum development, professional development and distance learning	State education agencies
<b>Teacher to Teacher Initiatives</b>	Designed by teachers for teachers, it provides free professional development workshops, digital workshops and support through email and website updates	Teachers
<b>The Fulbright-Hays Programs</b>	Provides critical, advanced overseas study and research opportunities for area and language experts and faculty in training; offers experiences and resources enabling educators to strengthen their international teaching	Educators or future educators
<b>Doctoral Dissertation Research Abroad (DDRA)</b>	Allows doctoral students to conduct overseas research in modern foreign languages and area studies for periods of 6-12 months	Doctoral students
<b>Faculty Research Abroad (FRA)</b>	Provides the opportunity for faculty to maintain their language and area skills and remain current in their fields	Faculty members
<b>Group Projects Abroad (GPA)</b>	Provides an intensive international learning experience enabling U.S. colleges and universities, state departments of education and private non-profit educational organizations to design and implement short-term seminars (5-6 weeks), curriculum development teams, group research projects (3-12 months), or advanced intensive language institutes	Students and educational professionals
<b>Seminars Abroad (SA)</b>	Enables approximately 160 educators in the humanities, social sciences and languages to experience non-West-European countries and form vital cross-cultural partnerships while engaging in curriculum development projects	Elementary and secondary teachers, post-secondary faculty and administrators from two- and four-year colleges, librarians, museum educators, and media or resource specialists
<b>STARTALK</b>	Provides summer student and teacher experiences to support foreign language education	Teachers of less commonly taught languages in K-16 educational institutions



Key Areas	Recommendations
<b>Increase Political Support</b>	<ul style="list-style-type: none"> <li>• Encourage state legislators and the governor to publicly acknowledge the need to support second language proficiency for every student</li> <li>• Urge the governor to support the passage of Bill H.R. 7063: <i>U.S. and the World Education Act</i> by Loretta Sanchez which seeks to raise achievement in international education</li> <li>• Ask the governor to send out formal communications of his position regarding language offerings in the after-school programs in Assembly Bill 2843</li> <li>• Encourage the governor to inform the public about the importance of learning world languages in critical industries such as business and healthcare</li> <li>• Provide government incentives for alternative teacher certification routes</li> </ul>

## Increase Political Support

It is imperative that our state legislators and governor publicly acknowledge the need to support second language proficiency for every student. The governor can embrace foreign language education by sending out formal communication of his position regarding language offerings in the after-school programs in Assembly Bill 2843 – making clear that his veto in no way inhibits or prevents schools from offering additional foreign language courses before and after school. Acknowledging government support for world languages in the business and healthcare industry can be accomplished through the issuance of an executive order underscoring the critical role of language and cultural competencies.

World language teacher recruitment and retention can also benefit from government support. The Committee on Economic Development's 2006 report, *Education for Global Leadership: The Importance of International Studies and Foreign Language Education for U.S. Economic and National Security*, states, "Governors should provide incentives for alternative teacher certification routes to encourage native speakers of critical languages to become foreign language teachers."<sup>113</sup> Finally,

we urge the governor to support the passage of Bill H.R. 7063: U.S. and the World Education Act, by Loretta Sanchez, which seeks to raise achievement in international education in elementary schools and secondary schools through grants to improve teacher competency. Our governor and state legislators are vital in leading the way towards educating California citizens about the enormous dividends that will be gained from investing in world language education.

## Embrace 21<sup>st</sup> Century Learning

Exhortations to use technology in education are common, and often imply that "technology" by itself can transform every aspect of education. In foreign language learning, however, this hyperbole is not that far from the truth. A body of research has shown how language software, online resources, and Internet-mediated communication can make a significant difference in the speed and depth of language acquisition, as well as student enjoyment and commitment.<sup>114</sup> For the broader field of world language and cultural competencies, Information and Communication Technologies (ICT) are even more powerful. Social media such as instant messaging, Internet-based voice chat, and online networking sites like Facebook and MySpace create myriad ways for

<sup>113</sup> Committee for Economic Development, "Education for Global Leadership: The Importance of International Studies and Foreign Language Education for U.S. Economic and National Security," Washington, DC: Research and Policy Committee for Economic Development and National Security Education, 3.

<sup>114</sup> Jan L. Plass and Linda C. Jones, "Multimedia Learning in Second Language Acquisition," in *The Cambridge Handbook of Multimedia Learning*, ed. Richard E. Mayer (New York: Cambridge University Press, 2005), 467-88.

learners to interact with native speakers. Personal media players, mobile phones and ultra-portable computers make it easy for students to learn vocabulary, watch videos and practice conversations anywhere, anytime. Simulations and multi-user virtual environments like Second Life can provide language and culture immersion without travel.

In addition to creating cultural exchange opportunities, technology works to bridge the gap between locations that are high in teaching resources and those where resources are lacking. This is especially crucial in WLCC education because, as mentioned previously, California suffers from a lack of world language teachers. The National Council of State Supervisors for Languages (NCSSL) encourages distance learning, where students and their teachers are in different classrooms and communicate through computer networks or telephone systems. Distance learning allows schools and districts to tap resources available in other school districts and in universities.<sup>115</sup> Such partnerships enable schools to offer less-common languages, even if they lack qualified teachers proficient in those languages, and to expand their language programs to include instruction in elementary schools and advanced-level courses at the high

school level. While at least 19 states currently have distance learning or e-learning programs in foreign languages, California does not.<sup>116</sup> Other states and other countries recognize the possibilities that technology provides; it is time for California to do the same.

Technology also has the capability to transform current instructional resources in the area of world languages. Technology-based resources can be tapped for lesson plans and teaching guides; for example, websites such as Outreach World ([www.outreachworld.org](http://www.outreachworld.org)) provide comprehensive one-stop resources for teaching international and area studies and world languages in the K-12 classroom. With a clearinghouse of information on best practices in world language education, these resources can be easily stored and readily accessible for use throughout the state.

Technology alone will not prepare our students for the 21<sup>st</sup> century. However, with sufficient funding and quality teacher education programs in technology implementation, ICT can be harnessed to not only improve language learning, but also to transcend national boundaries and introduce students to the multicultural, multilingual global society.

Key Areas	Recommendations
<b>Technology</b>	<ul style="list-style-type: none"> <li>• Provide technological tools and train world languages teachers to integrate them into their classrooms</li> <li>• Implement distance learning programs in schools and districts that lack resources for comprehensive world languages programs</li> </ul>
<b>Instructional Resources</b>	<ul style="list-style-type: none"> <li>• Develop age-appropriate world language materials for use at all grade levels</li> <li>• Create a clearinghouse for information on best practices in world language education or incorporate WLCC as a topic in the Department of Education's What Works Clearinghouse</li> <li>• Incorporate more technology-based resources such as Outreach World (<a href="http://www.outreachworld.org">www.outreachworld.org</a>), a comprehensive one-stop resource for teaching international and area studies and world languages in the K-12 classroom</li> </ul>

<sup>115</sup> National Council of State Supervisors for Languages, "NCSSL Position Statement on Distance Learning in Foreign Languages," <http://www.ncssl.org/papers/index.php?distancelearning>.

<sup>116</sup> National Council of State Supervisors for Languages, "NCSSL State Reports," [http://www.ncssl.org/reports2/index.php?reports\\_index](http://www.ncssl.org/reports2/index.php?reports_index) (accessed August 25, 2008).

## Conclusion

What could we accomplish as a state and nation if all of our students possessed world language and cultural competencies upon graduating from high school? First, we would be able to compete more effectively with our international peers. Second, linguistic and cultural competence would enable us to work collaboratively with nations around the world to solve issues important to our own well-being – climate change, environmental degradation, poverty and pandemic diseases. Finally, linguistic and cultural acumen would improve communication and interaction with our neighbors within the borders of the United States.

America cannot afford to be left behind. With the global economic and political landscape in flux, we

must prepare our citizens with every opportunity to harness the potential of this changing world. Our enjoyment of vast economic and political power since World War II has insulated us from the need to acquire the skills and knowledge for success in this new century. As a result, world language instruction in the United States is undervalued and under-funded. A national mandate and federal, state and local support for world language instruction must be issued to ensure that Americans are keeping pace with change. California's actions in this area can be a bellwether for educational reform across the nation, and establish our

place as one of the largest economies and most progressive societies on the globe.



## Appendix A: Key Recommendations

Key Areas	Recommendations
<b>Educational Policy</b>	<ul style="list-style-type: none"> <li>• Utilize the world language content standards to develop a sequential curriculum for world language and cultural competencies (WLCC) education from kindergarten through secondary school</li> <li>• Make world languages a state requirement for high school graduation rather an elective.</li> <li>• Grant high school graduation and college entrance credit for heritage language classes, native country schooling or via proficiency testing</li> <li>• Provide adequate instructional time to meet standards</li> </ul>
<b>Curriculum and Instruction</b>	<ul style="list-style-type: none"> <li>• Expand world language courses, including courses for heritage speakers</li> <li>• Begin instruction in world languages in elementary school</li> <li>• Improve sequencing (articulation) of world language instruction from elementary to secondary levels</li> <li>• Expand secondary course offerings to include more content-based courses in world languages</li> <li>• Provide more practical language courses at the post- secondary level, such as Spanish for healthcare professionals</li> <li>• Provide more information to parents on their right to enroll their children in bilingual and dual immersion programs</li> </ul>
<b>Professional Development</b>	<ul style="list-style-type: none"> <li>• Expand and fund professional development programs for world language teachers, including training in new technologies for instruction and assessment</li> <li>• Support learning activities for educators that deepen knowledge of the subject matter through immersion programs, study abroad and distance learning</li> <li>• Provide support for colleague collaboration at school sites and within professional organizations</li> </ul>
<b>Teacher Recruitment</b>	<ul style="list-style-type: none"> <li>• Encourage more students to pursue a teaching career in world languages by providing loan forgiveness and other financial incentives</li> <li>• Develop alternative-route licensure programs</li> <li>• Incorporate distance or web-based training modules for foreign language teacher education</li> <li>• Promote alliances between K-12 educators and university and college faculty members to improve articulation of world languages courses and levels</li> </ul>
<b>Research and Development</b>	<ul style="list-style-type: none"> <li>• Develop standardized proficiency assessments in world languages</li> <li>• Invest in research and development in language instruction and assessment using new technology-based methods</li> </ul>
<b>Testing and Accountability</b>	<ul style="list-style-type: none"> <li>• Implement assessments to measure student proficiencies in world language and cultural competencies (WLCC)</li> <li>• Include WLCC in the statewide assessment and reporting system, incorporating it into the California Standards Tests (CST)</li> </ul>



## Appendix A: Key Recommendations, continued

### Instructional Resources

- Develop age-appropriate world language materials for use at all grade levels
- Create a clearinghouse for information on best practices in world language education or incorporate WLCC as a topic in the Department of Education's What Works Clearinghouse
- Incorporate more technology-based resources such as Outreach World ([www.outreachworld.org](http://www.outreachworld.org)), a comprehensive one-stop resource for teaching international and area studies and world languages in the K-12 classroom

### Outreach and Collaboration

- Develop a world languages and cultural competencies (WLCC) coalition to provide information and resources for schools and districts to expand world language programs throughout the state
- Make information on state and government programs to assist world language educators available to districts, schools and teachers
- Establish extended activities which take students beyond the classroom, such as student internships with appropriate and relevant business and organizations, opportunities to participate in travel study and cultural exchange programs both at home and abroad

### Increase Political Support

- Encourage state legislators and the governor to publicly acknowledge the need to support second language proficiency for every student
- Urge the governor to support the passage of Bill H.R. 7063 : *U.S. and the World Education Act* by Loretta Sanchez, which seeks to raise achievement in international education
- Ask the governor to send out formal communications of his position regarding language offerings in the after-school programs in Assembly Bill 2843
- Encourage the governor to inform the public about the importance of learning world languages in critical industries such as business and healthcare
- Provide government incentives for alternative teacher certification routes

### Technology

- Provide technological tools and train world languages teachers to integrate them into their classrooms
- Implement distance learning programs in schools and districts that lack resources for comprehensive world languages programs

## Appendix B: World Language Programs in California K-12<sup>117</sup>

Type	Description
<b>World Language Programs in Grades K-8</b>	
<b>Total Immersion</b>	The target language is used for all academic instruction, with the exception of language arts in English. Most programs maintain a ratio of target language use to English use as high as 80/20 throughout the elementary grades.
<b>Partial Immersion</b>	The target language is used for academic instruction at least 50% of the time. Initial reading instruction may be offered in both languages.
<b>Two-Way Immersion (TWI)</b>	<p>Each class is made up of roughly equal numbers of native speakers of English and native speakers of the target language.</p> <p>In the 50/50 TWI model, each language is used roughly half of the time for academic instruction. In the 90/10 model, the target (non-English) language is used for 90% of instruction in the early years, usually tapering to 50% by fourth grade.</p>
<b>Foreign Languages in Elementary Programs (FLES)</b>	FLES programs are less intensive than any of the varieties of immersion. They specifically teach the target language for designated periods of time. FLES programs can vary a great deal in the amount of time devoted to foreign language learning. The proficiency goals and student outcomes vary according to the amount and type of instruction.
<b>Foreign Language Experience or Exploratory (FLEX)</b>	These programs allow students to “sample” several languages prior to selection for further study. The objectives vary, depending on the specific program, length of instruction, and type of instruction.

<sup>117</sup> Jeanne Rennie and Susan Barfield, “FLAP Assessment and Evaluation Guidance,” U.S. Department of Education, Office of English Language Acquisition, December 2004.

## Appendix B: World Language Programs in California K-12, continued

Type	Description	Objective
<b>World Language Programs in Grades 9-12</b>		
<b>Sequential Foreign Language Programs</b>	The most common type of secondary foreign language program. Typically meets 5 days a week for 50 to 60 minutes and offers a sequence of courses from level 1 to level 4 or higher.	The focus is on learning to communicate in the target language, though many programs also include cultural study.
<b>Partial Immersion or Content-Based Programs</b>	These programs offer subject-area classes in a second language. Often, classes are a continuation of an immersion program offered at elementary feeder schools.	As with immersion programs at the elementary level, these programs focus on content instruction rather than on language instruction alone.
<b>Advanced Placement or International Baccalaureate Courses</b>	These courses are designed for advanced students who demonstrate proficiency in listening, speaking, reading, and writing of the target language.	The purpose of these courses is to offer the possibility of college credit. Such credit depends upon national examination scores and individual college policies.
<b>Language for Native Speakers or Heritage Language Courses</b>	These courses are designed for students from homes in which the target language is spoken and for students who speak or understand the target language to some extent.	The intent of these courses is to build on existing skills of students and help them develop full academic proficiency.
<b>Other Secondary Foreign Language Offerings</b>	<ul style="list-style-type: none"> <li>• Specialized language classes, such as literature or conversation</li> <li>• Concurrent enrollments in language classes endorsed by a local college or university which grants college credit</li> <li>• Saturday school programs that offer language in intensive all-day or half-day sessions</li> <li>• Exchange programs and study abroad programs</li> </ul>	These programs are for high school students to pursue other opportunities to develop language and cultural proficiencies.

## Appendix C: Academic Benefits of World Language and Cultural Competencies (WLCC)

Elementary	
Academic Benefit	Examples
<b>Achievement test scores – pull-out foreign language class</b>	<ul style="list-style-type: none"> <li>• 3<sup>rd</sup> graders who studied Spanish 30 minutes per day, three days a week scored higher on math and English achievement tests than their peers who did not study foreign language.<sup>118</sup></li> <li>• 4<sup>th</sup> and 5<sup>th</sup> graders who studied Spanish 20 minutes per day scored similarly to their peers who didn't study foreign language on the Iowa Test of Basic Skills.<sup>119</sup></li> <li>• 3<sup>rd</sup> graders who studied Spanish 25 minutes daily scored similarly to peers who didn't study foreign language on achievement test.<sup>120</sup></li> <li>• 3<sup>rd</sup> graders who studied French 15 minutes daily scored higher on arithmetic, higher or the same on spelling, and similarly on reading and language sections of Stanford Achievement Tests.<sup>121</sup></li> <li>• 3<sup>rd</sup> through 5<sup>th</sup> graders who studied a foreign language 30 minutes daily scored higher on Basic Skills Language Arts test and, by 5<sup>th</sup> grade, higher on math Basic Skills Test.<sup>122</sup></li> </ul>
<b>Achievement test scores – language immersion</b>	<ul style="list-style-type: none"> <li>• 1<sup>st</sup> through 3<sup>rd</sup> graders in Japanese, Spanish and French immersion classes scored at least as well as their peers who were not in immersion classes, and to some extent better, on tests of English Language Arts and mathematics, and made progress toward oral proficiency in the target language.<sup>123</sup></li> <li>• 3<sup>rd</sup> through 5<sup>th</sup> graders in a French immersion program were on the same level as or ahead of non-immersion students on cognitive abilities and basic skills tests and, in 5<sup>th</sup> grade, on a science achievement test, and performed satisfactorily on achievement and reading comprehension tests in French.<sup>124</sup></li> <li>• Students in a double immersion class (taught in two non-native languages) showed no deficits in first language development or academic achievement and made good progress in target languages.<sup>125</sup></li> </ul>
<b>Classroom performance – language immersion</b>	<ul style="list-style-type: none"> <li>• In a Spanish immersion program, English-speaking students acquired competence in understanding, speaking, reading and writing Spanish, while maintaining English language proficiency, and performed as well as English-speaking peers in subjects such as math.<sup>126</sup></li> </ul>

<sup>118</sup> P.W. Armstrong and J.D. Rogers, "Basic skills revisited: The effects of foreign language instruction on reading, math, and language arts," *Learning Languages* 2, no. 3 (1997): 20-31.

<sup>119</sup> C.E. Johnson, J.S. Flores and F.P. Ellison, "The effect of foreign language instruction on basic learning in elementary schools: A second report," *The Modern Language Journal* 47, no. 1 (1963): 8-11.

<sup>120</sup> C.E. Johnson, F.P. Ellison and J.S. Flores, "The effect of foreign language instruction on basic learning in elementary schools," *The Modern Language Journal* 45, no. 5 (1961): 200-202.

<sup>121</sup> E.W. Lopato, "FLES and academic achievement," *The French Review* 36, no. 5 (1963): 499-507.

<sup>122</sup> Eileen A. Rafferty, *Second Language Study and Basic Skills in Louisiana* (Baton Rouge, LA: Louisiana Department of Education, Office of Research and Development, February 1986).

<sup>123</sup> Wayne P. Thomas, Virginia P. Collier, and Martha Abbott, "Academic Achievement through Japanese, Spanish, or French: The First Two Years of Partial Immersion," *The Modern Language Journal* 77, no. 2 (1993): 170-79.

<sup>124</sup> H.C. Barik and M. Swain, "Evaluation of a French immersion program: The Ottawa study through grade five," *Canadian Journal of Behavioural Science* 10, no. 3 (1978): 192-201.

<sup>125</sup> F. Genessee and W.E. Lambert, "Trilingual education for majority-language children," *Child Development* 54, no. 1 (1983): 105-14.

<sup>126</sup> A.D. Cohen, "The Culver City Spanish immersion program: The first two years," *The Modern Language Journal* 58, no. 3 (1974): 95-103.

## Appendix C: Academic Benefits of World Language and Cultural Competencies (WLCC), continued

Elementary	
Academic Benefit	Examples
Enhanced reading abilities	<ul style="list-style-type: none"> <li>English-Italian bilingual students who attended Italian heritage language class 35 minutes daily, starting in 1<sup>st</sup> grade scored higher in some reading tasks than English monolingual children and scored similarly in others.<sup>127</sup></li> <li>Students who took 4 years of foreign language in elementary school demonstrated higher reading skills than those who only studied foreign language for 2 years.<sup>128</sup></li> </ul>
Enhanced vocabulary	<ul style="list-style-type: none"> <li>4<sup>th</sup> through 6<sup>th</sup> grade Spanish immersion students performed better on a vocabulary test than non-immersion students.<sup>129</sup></li> </ul>
Improved problem solving abilities	<ul style="list-style-type: none"> <li>Second language learners demonstrated higher levels of divergent thinking, indicating greater ability to solve problems in creative ways.<sup>130</sup></li> </ul>
Superior memory skills	<ul style="list-style-type: none"> <li>Bilingual elementary school children demonstrated superior memory skills, compared to monolingual peers.<sup>131</sup></li> </ul>
Secondary	
Academic Benefit	Examples
Higher college entrance exam scores	<ul style="list-style-type: none"> <li>High school students who studied foreign language for at least one year outscored those who did not on the SAT, and the longer the duration of students' foreign language study, the greater the improvement.<sup>132</sup></li> </ul>
Better performance in college classes	<ul style="list-style-type: none"> <li>Foreign language study in high school correlated with better academic performance in college.<sup>133</sup></li> </ul>

<sup>127</sup> Amedeo D'Angiulli, Linda S. Siegel, and Emily Serra, "The development of reading in English and Italian in bilingual children," *Applied Psycholinguistics* 22 (2001): 479-507.

<sup>128</sup> A. Garfinkel and K.E. Tabor, "Elementary school foreign languages and English reading achievement: A new view of the relationship," *Foreign Language Annals* 24, no. 5 (1991): 375-82.

<sup>129</sup> Thomas H. Cunningham and C. Ray Graham, "Increasing native English vocabulary retention through Spanish Immersion: Cognate transfer from foreign to first language," *Journal of Educational Psychology* 92, no. 1 (2000): 37-49.

<sup>130</sup> Richard G. Landry, "A comparison of second language learners and monolinguals on divergent thinking tasks at the elementary school level," *The Modern Language Journal* 58, no. 1/2 (1974): 10-15.

<sup>131</sup> Reza Kormi-Nouri, Sadegheh Moniri, and Lars-Goran Nilsson, "Episodic and semantic memory in bilingual and monolingual children," *Scandinavian Journal of Psychology* 44 (2003): 47-54.

<sup>132</sup> Peter E. Eddy, *The Effect of Foreign Language Study in High School on Verbal Ability as Measured by the Scholastic Aptitude Test-Verbal*, Final Report (Washington, DC: Office of International Education); Thomas C. Cooper, "Foreign language study and SAT-Verbal scores," *The Modern Language Journal* 71, no. 4 (1987): 381-87.

<sup>133</sup> P.D. Wiley, "High school foreign language study and college academic performance," *Classical Outlook* 62, no. 2 (1985): 33-36.



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