Presentation

In the agreements on educational cooperation that Departments of Education of U.S. States and provinces of Canada have signed with the Ministry of Education and Culture (MEC), there is a mutual commitment to promote quality teaching of the Spanish language in the United States and Canada and of the English and French language in Spain. The general objective is to make a contribution that will be essential in educating citizens of the next century: fluency in other languages and an appreciation for the principles of other cultures as a means to promote relations between individuals and peoples.

Such agreements have created a promising relational structure linking numerous Administrations even beyond strictly the field of education. Hundreds of teachers and students are involved annually, and important benefits are being produced for both U.S. and Spanish students.

Within this framework which is committed to educational, cultural, economic, and social objectives of extraordinary importance for the United States, Canada and Spain, the vision of those who head educational policies on priorities determining school system operation and the efficiency with which administrators carry out programs to attain such priorities are essential factors.

It is for this reason that U.S. Departments of Education, the Canadian Ministry of Education and the Spanish Ministry of Education and Culture have considered holding work meetings on a political and technical level with the following groups:

- Superintendents and Commissioners of the Departments of Education on the part of the U.S. and Canada and the Minister of Education and Culture on the part of Spain.
- The U.S., Canadian and Spanish parties responsible for the administration and management of school systems (Deputy Superintendents, general directors, department heads, etc.).

These meetings should be an expression of the maturity reached by the system of educational cooperation that exists between United States, Canada and Spain., and should serve to establish future goals, create joint plans and programs for action, and continuously evaluate the levels of effectiveness reached.

Formally it should perhaps be the meeting between political leaders that marks the starting point of this new phase of the commitment assumed by U.S. Departments of Education, Canadian provinces and the Ministry of Education to improve the effectiveness of joint programs. However, it seems timely to initiate these meetings with a work seminar in which those who are most directly involved in the development and application of the programs linking the referenced Administrations would participate in the Seminar for Administrators of Programs for Educational Cooperation.

This seminar was created to have a permanent nature and means to be a forum of reflection, information exchange, and debate on the most important determining factors of quality in second language education and foreign language education).

Gonzalo Gómez-Dacal
Counselor of Education and Science
Embassy of Spain in Washington, DC

Message from the Sub secretary of Education and Culture – Dra. Ana Pastor

Representatives of the Departments of Education of the States and School Districts of the United States and Provinces of Canada with which the Ministry of Education and Culture has signed memoranda of understanding for educational cooperation, Mr. Secretary General of the Ministry of Education and Culture, Ms. Deputy Director General for International Cooperation, Mr. Counselor of Education and Science for the Embassy of Spain in Washington, D.C., dear friends:

It is both a pleasure and an honor for me to welcome you to Madrid on behalf of the Minister of Education and Culture, Mariano Rajoy Brey, and to furthermore have the opportunity to personally meet with those with whom we have made a commitment to providing programs for educational collaboration in order to contribute to making the education received by the students of our countries one that will prepare them for the challenges to be faced by groups and individuals in the next millennium; an education in which the knowledge of different languages and a respect and appreciation for the values of other cultures will be essential components.

The globalization of economic processes, the creation of supranational communication systems and exchange, the growing exposure to frames of thought that are different from ours, the consolidation, in a word, of the global village referred to by McLuhan, requires answers from the educational systems that equip young people with the necessary skills to live in a world in which, without loss of the characteristics that distinguish each human group, borders will have to come down and exchanges grow exponentially.

It is within this new setting that plans for educational cooperation being developed between the U.S. and Spain take on meaning and gain importance, as well as those plans to which Canadian educational administrations are also making a commitment and which as of this date include the efforts of twenty-eight Departments of Education, the fruit of their labor being exchanges between hundreds of teachers and students and the ties being created between individuals and institutions and between the countries themselves, already encompassing more than the strictly scholastic.

The fact that this structure of cooperation has been created can undoubtedly be explained by several reasons:

- First, by the vision that the responsible members of our educational administrations have with respect to what type of education schools must offer so that students may face the professional and personal challenges that society will present to them in the twenty-first century.
- Second, the excellent relations that exist between Spain and the U.S. and Canada, and between their governments.
- Third, by the increasing importance of the Spanish language as a vehicle of communication in the area of culture, economy, politics, and the relations between individuals and peoples.
- Fourth, by the dedication and hard work on behalf of those responsible for educational administration, you, to promote and launch educational cooperation.

Furthermore, we are in a historic age in which languages have stopped being an instrument of domination, and in which the ability to speak several languages is ever more a means to create attitudes of tolerance and respect that go beyond the race, place of origin, religion, or culture characterizing each individual. It is not the time any longer, as Nobel Prize winner Camilo José Cela, master of words, says, for war between languages, because, and this time I am using the words of another Nobel Prize winner and great

humanist, Octavio Paz, languages belong to all and to no one in particular. They are his who speaks them and his who listens to them.

During this end-of-century and in the first decades of the next century, we will witness one of the most socially and politically-important phenomena in the history of the human race, in my opinion more important than the revolutionary age of technology and communications that also will be produced in this same period of time. This phenomenon is no other than the exciting test of coexistence between races, languages, and cultures that has already begun in the more advanced countries and that will lead to a new order in relations between individuals and nations.

In this change of reference system, of paradigm, to use the words of Kuhn, languages play a special role, since they constitute the means by which we enter into contact with "others", not on the basis of skin, a boundary that is not always easy to cross, but rather directly, by allowing that each individual express his thoughts as he thinks them and that he who listens receives them without classifying or translating.

Right now the Spanish language is the means of communication of three hundred thirty-two million people, and that figure will increase to five hundred fifty million in the year two thousand fifty, Spanish being the official language in twenty-one countries which would have to include the United States, since the number of people who speak Spanish in the U.S. is rapidly approaching thirty million.

This is why I believe, dear friends, that we are on the right path: the agreements between our administrations have a precise affect on the Spanish language education received by U.S. and Canadian students without interfering with, and what's more, giving strength to, the students' studies of the language that is their own as citizens of the U.S. or Canada.

The agreements for educational cooperation are proving to be efficient tools for integrating the efforts of the administrations that have signed them, and this is so, in my opinion, due to the following reasons, among others:

- They are "two-way" agreements that consequently produce benefits for both parties.
- They establish a system of cooperation that integrates a perfectly structured and ample range of programs.
- The sought-after objectives satisfy real needs of students and respond to present-day family and societal expectations.
- They affect the components that most effectively influence quality of education: teachers, students, and didactic resources.
- They are based on mutual trust between the signing parties.

In this process leading to increasingly close collaboration between all of us, the nature of the Seminar for Administrators represents, in my opinion, a qualitative change of extraordinary relevance, since its aim is to become a forum in which, not bilaterally, as is the case currently, but rather multilaterally, we can debate our ideas and strategies and make exchanges that undoubtedly will be a factor of enrichment for all of us who more directly assume responsibility for carrying out the programs established in the memoranda of understanding.

I thought it especially appropriate that the Seminar be conceived as a permanent work group. This, without a doubt, will increase in all of us our commitment to developing and presenting initiatives that can be brought before the opinions and appraisals of everyone, and afterwards utilized and carried out with the necessary adjustments in schools of different districts and States.

The teamwork introduced by the Seminar for Administrators will be essential to perfecting current programs and to presenting new initiatives. From among these I would like to point out, because of their innovative value, the International Spanish Academies, the effective implementation of which will demand that we all make a substantial effort in areas as important as:

- Teacher training.
- Designing integrated coursework.
- The selection and creation of didactic resources.
- The utilization of new information technology.
- The creation of a multicultural space in educational establishments.
- The definition of educational strategies so that students reach high standards of academic performance.

In order to realize this type of project, I believe that the participation of the U.S. Department of Education in this forum of study and innovation is greatly important. Allow me, on behalf of everyone, to express how glad we are for the attendance today of Dr. Milagros Lanauze, whom I ask to convey both to the Director of the Office of Bilingual Education and Minority Languages, Dr. Delia Pompa, as well as to the Secretary of Education, Dr. Riley, our appreciation of their support of the Seminar and other initiatives. I mention once again the *International Spanish Academies* that form part of the memoranda of understanding that the Ministry of Education and Culture of Spain has signed with the Departments of Education of States and school districts.

I would also like to point out that, although they were unable to attend this Seminar meeting, the Departments of Education of the States of North Carolina, Massachusetts, Mississippi, and Nebraska, as well as that of New York City, have shown great interest in knowing the results and participating in our next meeting in the year two thousand, where there will be more of us.

Also, allow me to address the representatives of the two Canadian provinces, Alberta and Quebec, who share with all of us our concern for promoting foreign language education and an awareness and appreciation of the values of other cultures in our school systems, responding, moreover, to a tradition of tolerance and acceptance toward other countries that is characteristic of the great country of Canada. Thank you very much for coming, Dr. Sokolowsky and Dr. Merchand.

I would also like you to know that the Minister of Education and Culture, who would have liked to have been here with us, and who has asked me to convey to you his best regards, is interested in holding a meeting with the Superintendents and Commissioners of the States and Districts and with the Ministers of the Provinces that have signed memoranda of understanding with the Ministry of Education and Culture. The Counselor of Education and Science in Washington has been put in charge of trying to resolve the difficult problem of finding a time that would suit all of their tight schedules, and I know that he is already working on this.

This meeting of the responsible members from the Departments of Education will serve not only to establish a personal contact between all of them, but to give a new impetus to our plans for collaboration, for which I am sure new and more ambitious goals will be set. The date that we are looking at hypothetically would be in the month of October or November of the emblematic year two thousand.

Finally, I would like to congratulate you on your presentations, whose content we will study with the greatest care and interest. I hope that you remember your stay in Salamanca and Madrid as having been pleasant, both because of what you accomplished at the Seminar and because you enjoyed the hospitality and charm of both cities. Know that you will always be welcome in Spain, and that the Ministry of Education and Culture is always ready to welcome you as friends.

I thank all of you very much.

Report

1

The California Language Program:

Post –Proposition 227

Sonia Hernández, Deputy Superintendent, California Department of Education.

Introduction A Historical Perspective of the Spain and California Educational Partnership

In 1986, Spain and California entered into an historic agreement based which sought to promote mutually beneficial educational goals for the children and the teachers of our respective lands. Spain clearly recognized the opportunity to assist the State of California in meeting the needs of the hundreds of thousands of students in our public schools whose primary language is Spanish and whose educational program requires instruction by fully qualified professional teachers with expertise in English language acquisition as well as primary instruction in Spanish. Without that assistance, California alone could not provide the teachers required to accomplish this task. At the same time, both Spain and California recognized the benefits for teachers and administrators of professional enrichment through interaction at various levels of the education community. By sharing best practices and cutting-edge instructional strategies, educators from Spain and California could reap the harvest of enrichment and growth. These underlying beliefs laid the foundation for the initial partnership between Spain and California, sustain that relationship through the present, and will carry it through into the next millennium.

In the ensuing thirteen years, through the support of the Spanish Embassy in Washington, D.C., the Spanish Ministry of Education and Culture, and the California Department of Education, the educational partnership has grown and prospered. In May of 1998, the California Department of Education surveyed local school districts participating in the California/Spain Visiting Teachers Program, one of several programs included in the 1996 iteration of the Memorandum of Understanding which has brought hundreds of highly skilled Spanish teachers to California's classrooms. The survey showed overwhelming support for the program and for the excellent teachers from Spain providing primary language instruction to many of the state's 1.4 million Spanish-speaking students. The most common statements from school administrators were the following:

our classrooms have been staffed by experienced, bilingual teachers instead of English only substitutes.

the teachers have provided the example of hard working, dedicated, well-trained professionals.

the teachers provide tremendous enrichment to our programs.

the Spanish teachers bring enthusiasm for the positive impacts that education can make on students.

Spanish and American teachers have new cultural perspectives.

the students have access to a high quality Spanish speaking model.

With a high level of successful implementation over a decade, the program continued to flourish and improve. No one could have foreseen the coming political changes to the California landscape and the potential dangers to the vibrant Spain/California programs which loomed straight ahead. Although the passage of Proposition 227 minimized the need for the number of credentialed bilingual teachers to serve the one and a half million English Language Learners in California, the size and quality of the Visiting Teachers Program has not diminished even though some adjustments have been made. And the mandate for the California Department of Education to more closely monitor the effects of the legal changes on the educational lives of children was emphatically underscored.

The Changing California Environment For English Language Learners

In June of 1998, the California electorate voted overwhelmingly to approve a statewide initiative known as Proposition 227: English For The Children. With its passage Proposition 227 effectively eliminated bilingual education in California's public schools except when and where it was specifically requested by a critical mass of parents. In it's first year of implementation, Proposition 227, also known as the Unz Initiative, reduced the percentage of English Language Learners receiving primary language instruction under revised Education Code requirements to 10% of the population which had received bilingual instruction the previous year. Within a matter of three months, the educational scene had been altered for these youngsters beyond comprehension.

Although the changes which occurred were quite dramatic, they seemed to be spread rather unevenly across the geographic and demographic landscape. Several large school districts which were offering primary language instruction to their English Language Learner population as part of a court-ordered settlement continued to do so regardless of the requirements of Proposition 227. Other districts discovered that many more parents opted to have their children in bilingual programs when given the option to do so. And as predicted, those districts which never supported primary language instruction immediately eliminated all options except English submersion.

Even within this highly polarized environment, many schools and districts sought both legal and administrative avenues by which to provide primary language instruction or other modes of linguistic support services for English Language Learners. One such program was the Dual or Two-Way Language Immersion Programs. Several of these highly successful programs were granted administrative waivers by the State Superintendent of Public Instruction thus allowing them to continue to operate within the post-Proposition 227 environment. They have been developed over time using the communication-based design recommended by the California Department of Education through its language frameworks.

Characteristics Of An Effective Program

It is important to note that an effective language acquisition program is characterized by teaching and learning in the language rather than about the language and studying language within its cultural context. As mentioned previously in the description of a typical Two-Way Language Immersion Program, a communication-based program is more likely to be effective in the development of a second language.

Communication-based instruction is that kind of teaching that helps students to develop the skills necessary to produce and receive understandable messages. In a communication-based language program, teachers focus attention on providing information or content and on helping students comprehend and react appropriately to oral and written message. Communication-based language programs are appropriate for all age levels and for all levels of language competency regardless of whether students are first graders responding physically to simple instructions, third graders learning geography concepts in a second language, ninth graders keeping a diary in another language, or advanced students reading works chosen from the literature of the target culture and language. In a

communication-based program, the emphasis is on an authentic exchange of meaning in the second language. Most class time is used to engage in or practice communications.

In communication-based instruction, the language of instruction is the language to be learned. Classroom business and procedures are also conducted in the target language. Students soon realize that exchanging information, requests, commands and discussing social conventions and so forth done in another language are similarly done in their own language. The classroom is viewed as representing an authentic community where interchanges about significant issues and ideas occur in the target language.

Students are encouraged to express themselves in the language even though mistakes may be made during initial attempts. Experimentation is a natural part of language acquisition. The teacher's role during such moments is that of a coach, modeling and carefully guiding the students. Constant correction is detrimental, especially when the errors do not interfere with students getting their point across clearly. Students must be encouraged to use the language in a nonthreatening, supportive environment.

During intermediate and advanced instruction, grammar instruction and analysis may be helpful to certain students. However, it is not advisable for students to study the structure of language to learn to communicate, most especially in the earlier stages of instruction.

Communication-based instruction is designed to correspond with the way in which young children acquire their first language in the home. Development of receptive skills (listening and reading) should precede language production practice (speaking and writing) in an alternating or cyclical pattern. In a communication-based instructional program, students constantly extent themselves beyond their most effective proficiency range.

This important characteristic of successful language acquisition programs is supported by the California Department of Education through its language frameworks first developed in 1992. Since then, many mature language acquisition programs has been based on this design. One such exemplar is the dual immersion language programs.

Best Practices: The Two-Way Language Immersion Program

The Two-Way Language Immersion Program provides an immersion model for English-speaking students and a bilingual model for Spanish-speaking students. It is an additive bilingual program that promotes literacy in both Spanish and English.

Emphasis on Spanish instruction in the early grades allows English-speakers ample exposure to the target language, Spanish. Spanish-speakers have the opportunity to expand their vocabulary and build a strong base in their first language, enabling them to be more successful as they begin to acquire English, and later as they transfer skills into English.

Spanish and English instruction are kept separate instructionally at all times, allowing for maximized concentration on both languages. Heterogeneous groupings during the Spanish and English portions of the day provide students with opportunities to assist and learn from one another, allowing second language acquisition to occur naturally.

The social interaction between students is lively and enthusiastic. They learn from one another, developing high levels of confidence and self-esteem through their study of two languages. Learning comes alive as the beauty of both languages is explored through literature, song, and direct instruction.

Students are expected to:

Develop fluency and literacy in two languages: Spanish and English,

Achieve proficiency in all academic subjects, meeting or exceeding state guidelines, and

Cultivate an understanding and appreciation of other cultures and develop positive attitudes toward fellow students, their families and their communities.

Two-Way Language Immersion is an academically based program in which the target language, Spanish. is used as the vehicle of instruction, not the focus. Monthly thematic units in the elementary grades integrate the curriculum, make the target language more meaningful to the student, and provide the student with sufficient opportunities to practice, apply, and extend academic and social vocabulary.

All instructional units are introduced through literature. Classroom teachers use a reciprocal-interactive approach, allowing students to actively participate in their second language development processes. Other teaching techniques which engender further language acquisition and development include cooperative learning, natural approach to second language acquisition, sheltered instruction, and activity-based small group instruction.

In a typical Two-Way Language Immersion program, students in kindergarten and first grade receive instruction in Spanish in all content areas, with 30 minutes of English oral language development at least four times a week and English As A Second Language (ESL) instruction as needed. Content instruction continues in Spanish through the fifth grade while English instruction gradually increases with the formal introduction of English reading and language arts in the third grade. By the sixth grade, students are receiving instruction in Spanish for half a day and in English for half a day. Generally, social studies, literature, language arts and mathematics are taught in Spanish while science, literature, language arts, and physical education are taught in English.

All Two Way Language Immersion instructors are credentialed bilingual teachers with natural fluency in Spanish. Resource teachers and instructional aides are made available to provide support as needed. Teachers exchange classes with one another at the kindergarten through second grade levels during the English portion of the day. This enables students to associate Spanish with one teacher and English with another teacher.

Continuous professional development opportunities are provided for all staff by outside trainers, district staff development personnel, and internal school-site experts.

Parent participation is an important component of any functioning Two-Way Language Immersion program. Workshops are often held to help parents become knowledgeable about the second language acquisition process and to teach them strategies of support for their child's second language development process. Language classes may also be made available for parents --Spanish classes for English-speaking parents and English classes for Spanish-speaking parents. Parents assist in planning cultural events and other activities which reinforce the social language development of all students in the program.

Both research and experience clearly demonstrate that a second language is learned in a manner that approximates how the first language was acquired, by using the language to meet social and academic needs. Thus, second language programs should be designed on a communication-based approach, one which constantly relies on the language as the medium for the exchange of meaningful information and the communication of ideas. These state requirements are met in the implementation of a Two Way Language Immersion Program.

ATTACHMENT:

PROPOSITION 227 TASK FORCE REPORT EXECUTIVE SUMMARY

PROPOSITION 227

TASK FORCE REPORT

May 6, 1999

Executive Summary

The 35-member Proposition 227 Task Force was convened on September 3, 1998, to develop recommendations that give guidance to school districts to provide the highest quality programs to English Learners within the parameters required by Proposition 227.

The Task Force members addressed two key challenges: (1) Bringing English learners to advanced language proficiency; and (2) having them thrive in mainstream classrooms. Reasonable fluency in English is insufficient to achieve high content standards in reading, math, social studies and science. School districts must face both challenges head on, particularly if they are going to impact current low test scores and the dropout rate among older English learners. The role of schools is not merely to teach children English; it is to develop their talents and to prepare them to achieve high academic standards in all subjects. Schools have not done their jobs if English learners only develop oral language skills. The schools' goal must be to develop the fuller set of literacy skills needed to meet the minimum requirements for high school graduation.

Who Are the English Learners?

There is tremendous diversity among English learners.

Children from over eighty different languages and cultures enter California schools each year.

They possess a wide range of English proficiency, from none to advanced.

In 1998, there were 1,406,166 English Learners in California schools.

In the past decade, the K-12 English Learner population has more than doubled.

Over ninety percent speak one of five languages: Spanish, Vietnamese, Hmong, Pilipino and Cantonese.

Eighty-one percent are Spanish speakers.

What Does It Mean To Know A Language?

For English Learners, knowing a language means having the ability to use language both for interpersonal and academic tasks. Beginning English learners at any grade level are acquiring auditory comprehension, beginning speech production in English, responding to yes *and* no *questions, building English vocabulary and syntax from nothing, and developing English reading and writing skills, no small task. At all levels of*

English language proficiency, they are constantly catching up to the language and knowledge base of their native English speaking peers who are not standing still, but who continue to move forward in their own language development and academic expansion.

All students are expected to write research reports and compositions of at least 500 to 700 words in the fifth grade, and read one million words annually on their own by the eighth grade in order to achieve the California Language Arts Content Standards. Studies indicate it takes English learners much longer than a year to achieve high proficiency levels in English. In fact, it takes several years on average for English learners to learn sufficient English for academic success.

Teaching this new language to English Learners is not a linear, straightforward process. The dialogue is not so much how long it takes to become reasonably fluent in English. It is about the enormous work of finding ways to not only have all English learners acquire "a good working knowledge of English" (Education Code 305), but to also develop their full capacity to successfully thrive in mainstream classrooms and to ultimately contribute to American society.

What Is the Responsibility of the School to English Learners?

In speaking to the U. S. House of Representatives Committee on Education and the Workforce, United States Secretary of Education Richard W. Riley said, "Today, immigrants and their children are revitalizing our cities, energizing our culture, and building up our economy. We have a responsibility to make them welcome here and to help them be part of the American success story."

In helping students actualize the American dream, California's public schools and the education community at large have important roles in assisting English learners and their families acquire fluency in English. In educating students to achieve their dual goal of acquiring the English language and then using the language to become literate to understand instruction, and learn from texts, schools must make the teaching of English a top priority. It is an immense challenge for a student to start with little or no English language skills, and expect to achieve at levels comparable to native English speakers without significant support. There is no doubt that the students deserve the opportunity to contribute fully to the society.

The Task Force Report is only a beginning. There is much to be learned and understood about the most effective and efficient ways to teach English as directed by Proposition 227. The Task Force concluded that schools with any type of instructional program for English learners with less than or with reasonable proficiency in English need to provide students with:

(1) Qualified teachers,

(2) English Language Development Standards and valid assessments,

(3) Access to the core curriculum,

(4) Ongoing opportunities to develop a comprehensive set of literacy skills, and

(5) Current materials.

The Task Force developed eleven principles and thirty-five detailed recommendations. It also provided a series of appendices dealing with the primary objective of supporting all educators and parents with the goal that English learners learn English and achieve in mainstream classrooms.

Conclusions

There are many ways in which schools can address the needs of English learners. It is evident that students who arrive in this country with little or no English proficiency as well as those born here to non-English speaking families, must learn English and achieve high standards. The task is not simple. Instructional interventions that directly address the language acquisition needs in listening, speaking, reading and writing must be addressed daily in all classrooms with English learners. The California Department of Education must take the leadership role of ensuring the English Language Standards and language assessments are implemented across the state by providing technical assistance to school districts serving English Learners.

State Superintendent's

Proposition 227 Task Force

Sample Principles & Recommendations

The Task Force concluded that schools with any type of instructional program for English Learners with less than or with reasonable proficiency in English need to provide students with:

(1) Qualified teachers

(2) English Language Development Standards and valid assessments

(3) Access to the core curriculum

(4) Ongoing opportunities to develop a comprehensive set of literacy skills,

(5) Current materials.

Principle:

Rapid and effective acquisition of academic English within the structured English Immersion Process will be a focus and priority for all students who have less than reasonable proficiency in English.

The Task Force recommends that:

Teachers who teach English Learners must use instructional strategies that focus on the types of language proficiency skills to be developed.

Principle:

Programs of instruction for English Learners with reasonable fluency in English in mainstream classrooms and/or alternative courses of study make full utilization of the student's language, literacy skills and sociocultural experiences as resources for learning advanced reading and writing skills in English and acquiring content knowledge.

***The Task Force recommends** that:*

Teachers provide students regular opportunities to participate in a variety of language and literacy activities.
Teachers receive coaching and use a wide variety of instructional strategies for teaching mainstreamed students who have reasonable proficiency in English.

Principle:

All schools provide effective, up to date materials, technology and equipment for English Learners.

The Task Force recommends that:

Schools and districts equip teachers and students with the best available instructional materials and software to support instruction.

The governor and the legislature budget new monies for materials for grades K-12 targeted for English learners.

The California State Board of Education adopt an English Language Development/English as a Second Language (ELD/ESL) framework to define the sequential content and curriculum for second language learning.

Principle:

Parents who develop language fluency and strong literacy skills, and become involved in schools, help improve their child's learning.

Report

2

Connecticut – Spain Partnership

Teacher Certification for Visiting Teachers: NASDTEC Interstate Contract

Mary Ann M. Hansen, Ph.D. State World Languages Consultant

Background

Connecticut was the first state to sign a Memorandum of Understanding (MOU) with Spain for a partnership related to foreign language. During 1997-1998 four teachers from Spain were hired under the agreement by Connecticut school districts to teach Spanish; during 1998-1999 there were ten visiting teachers; next year we expect the number of visiting teachers to be approximately twenty; and the numbers will continue to grow. The teachers who have participated in the agreement overwhelmingly have stated that their participation has changed their lives for the better, and certainly the school children have benefited.

Problems, of course, were anticipated related to the start-up of an innovative project. We solved the biggest problem, visas, by obtaining United States Information Agency Exchange Visitor Program designation. As the program expands, the next biggest barrier for Connecticut and other states perhaps is related to teacher certification.

Connecticut, with the highest average teacher salaries in the United States, has adopted high standards for teachers. The teachers hired under this agreement must meet the same standards for certification as all other teachers. Moreover, it is important for the success of the program that the teachers from Spain meet the same high standards.

Certification Issues

The teachers from Spain who have come to Connecticut, indeed, have had strong credentials and several years of experience, but many other qualified candidates have not met the exact regulatory requirements for Connecticut certification. The newer teachers in Spain, for example, generally do not have any university credits in mathematics because of recent changes in program requirements. For this reason primarily, only 16 out of the 900 candidates who applied in 1999 to come to the United States qualify for Connecticut teacher certification. Other states may have similar difficulties related to the issuance of the teaching credential.

Recommendation

Short of waivers or emergency permits, there is a solution that could help to bring over the teachers from Spain on equal standing with their counterparts in terms of certification.

The National Association of State Directors of Teacher Education and Certification (NASDTEC) Interstate Contract provides a mechanism to facilitate the mobility of qualified educational personnel. (Details of the NASDTEC Contract are attached.) Most of the states that have signed agreements with Spain already are members of the NASDTEC Contract, and countries may join, too.

Membership in the NASDTEC Contract allows participants to waive specific coursework requirements toward certification. Teachers who are hired under the NASDTEC Contract still must meet testing requirements. [In Connecticut, the teachers would have up to a year to complete Praxis I and Praxis II, the teacher assessments for basic skills and the content area.]

For the long-term development of the partnerships, it may be worthwhile for Spain to join the NASDTEC Contract. Spain's membership in the NASDTEC Contract could also assist teachers from the NASDTEC states and countries to teach in Spain.

Attachments

Report

3

Making the Case for Being Bilingual

Teacher Certification for Visiting Teachers: NASDTEC Interstate Contract

María Antonieta Miranda, District Supervisor Division of Bilingual/Foreign Language Skills, Miami-Dade County Public Schools

Dr. Loriana Novoa, Ed. D. Research and Evaluation Consultant

I. Current climate regarding bilingualism in the United States.

Let me begin with a brief sketch of the history of bilingualism in the US as a conceptual framework for our discussion this morning.

In the last decade, the US has had clear manifestations of rejection toward any issues pertaining to bilingualism. Examples include the "English Only" movement, headed, incidentally, by a Hispanic, and Proposition 227 in California which basically rejected bilingual education.

This rejection of bilingualism has had its bases in, what we can term, the politics of immigration. Presently, just the Spanish-speaking immigrant community accounts for more than 15% of the US population. This figure however, does not account for persons that are either illegal in the country or are on visas which allow them to have work permits even though they are not residents, yet, when questioned, plan on staying within the US borders. A more probable and realistic estimate of Hispanics in the US is in the range of 20% of the total population. This means approximately 35 to 40 million people (the entire population, for example, of Spain!!!!!!).

Why the problem with immigrants, given that the US is an immigrant country? repelled The reality is that, since its inception, the US' legacy was one of "leaving behind and starting anew." When the first colonists came to the US from England, their entire perspective was creating a new republic. Although these individuals did not have to leave behind their language the entire conceptual framework surrounding their arrival was one of forging a new identity.

The US is a relatively young country… some 200+ years old. When immigration became more viable, both because of transportation advancements and because the "good news of opportunity" travels fast, there was an immigration boom. This comes to a hilt in the last part of the last generation, with significant increases in immigration, particularly from other parts of Western Europe, not only Britain. These new immigrants came with a new situation - mainly, a different language. Therefore, their easy integration into the existing community was hindered and the questions posed by their different language suddenly focused on whether "being American" needed redefinition. As is common and understandable, the facile response to this question was "NO." Being American meant speaking English and easily integrating into the relatively new dynamics of America.

Learning English proved to be a difficult task (as is learning any new complex skill), The turn of the century and the first 50 years, were difficult times for immigrants, particularly children. They were sent to school, tested in English, testing, of course, poorly, and labeled easily as "imbecile" or some other label indicating deficiency, deficit, or paucity of capacity. Not a great way of starting in a new country, but clearly facilitating the "status quo" and also of establishing a clear precedent of looking at language only and primarily as a political or economic reality, not in consideration of the socio-cultural or even cognitive dimensions. The late 1800's do see some form of maintenance of language in German/English programs in several states for example, but many sociologists believe that these programs were permitted because of stereotypical acceptance of the notion that Northern Europeans (and hence, their language) were of greater intellectual capacity.

All forms of bilingual education disappear after 1920, as a result of World War I. Suddenly, German did not appear to be as attractive as previously thought. Not until 1963 did a second phase of bilingual education begin in the United States. In the early 60's we start seeing Cuban refugees pouring into Miami at the rate of approximately 3,000 per month. These first newcomers expected early repatriation (a very important point[1]). As a result of this large immigration of highly educated, economically-stable Cubans, and because of their status as political exiles, as opposed to economically-disadvantaged immigrants who arrive in the US to create a new life, there was consideration of creating educational programs which facilitated or, at least considered, children's learning of language. This consideration was the result of numbers large enough, and the exiles concentrated enough demographically, to be able to preserve their institutions and language. And, so we have the beginning of a dual-language instruction program at Coral Way Elementary in 1962. I will discuss this "new beginning" a little later on when I discuss programs and pedagogical issues.[2]

Where are we today and what has happened since 1962? Increased numbers of immigrants with a whole host of other languages have settled in the US… and we are back at the concerns of the new Republic and the defining of what, truly, constitutes "being American." And that is at the basis of the political debate on bilingualism.

But let us separate ourselves for a short while from the political arena of bilingualism and look at what constitutes being bilingual and being competent in two or more languages.

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[1] I myself, along with my sister, brother and cousins were sent to the US with only winter clothes since as our parents explained to us we would be there only for a few months…. Eventually my parents joined us and for many years every celebration brought with it the promise and the dream "Next year in Cuba."

[2] N. Beebe, Von & Mackey, William F. Bilingual Schooling and the Miami Experience, Institute of American Studies, Graduate School of International Studies, University of Miami, Coral Gables, Florida, 1990.

II. Bilingualism as a theoretical discipline.

Let's look first at bilingualism from a theory-based, neuropsychological perspective. The reason for doing so is that, in my opinion, beyond the political and economic realities that may encumber the issue of bilingualism, there is data and research to suggest that learning, knowing (and loving) two or more languages can actually be developmentally (meaning cognitively) beneficial to children.

First, I do not think that there would be any question that richness of language (and by this I mean knowing, understanding, and the using of many words irrespective of whether we are speaking of one or more languages) is an attribute highly valued in our society and in our academic world. People that speak fluently, correctly, and with a varied vocabulary are usually considered bright, articulate, and intelligent. How much more could this richness of language be reality if, instead of one language, we have the ability to use well more than one language.

The left hemisphere of the brain is considered the language center of humans. There is an area for primarily receptive language (Wernicke's Area) an area for primarily expressive language (Broca's Area). These two areas are interconnected and the lines of communication between the two are considered highly reflective of the capacity to use language. In bilingual individuals (who learn their second language in childhood), these connectors and areas appear enhanced.[3]

Neuropsychology, the science of brain-behavior relationships, follows the regular rules of norm: the more the better. Not only does it appear bilingual individuals have a greater number of connections between the receptive and expressive parts of the brain, but also there appear to be interconnectors between the languages at a psycholinguistic level, making for not only breadth in language (more than one language), but also more depth (more words).[4] *Let us remember that learning is concept-based. The referent, or word, is a label. Therefore, the more concepts (the world surrounding each word), the more labels. The more labels, the more language. This sheds light on the findings of the College Entrance Board, which reports that students of foreign languages score statistically higher on standardized tests conducted in English.*[5]

Let me use a simple example to clarify this point… When I say the word "cup" what is the first word that comes to your mind in Spanish?

CUP *COPA*

It makes sense that "copa" is the first word that comes into your mind in Spanish because it is the most similar phonetically. However, it may not be the best translation. What other word can we think of?

CUP *TAZA*

[3] Recent studies of Einstein's brain have demonstrated differences in precisely this part of the brain. In his case a ridge between these two areas is flatter or missing. This, some believe, is what made him conceptually very good (a genius) but verbally poor (at three years of age Einstein had such difficulty expressing himself that his mother worried that he was retarded).

[4] This reminds me of a quote I keep on top of my desk. It says – "Too much of a good thing is wonderful."

[5] When "New Math" was introduced in the 60's I was in 11th grade. Up to then I had been very successful in mathematics but I almost failed algebra II and trigonometry that year.. Needless to say I never took a Math course again. However, I always did well in standardized test because I scored very high in the verbal section of the tests.

This is a very simplified example of a very complex process that the brain undertakes in which it compares and contrasts words phonetically (sound), semantically (meaning), pragmatically (use), and linguistically (syntax or position) not only within one language but also between two languages. All this activity happens almost automatically and in an instant (we are dealing here with milliseconds).

Neuropsychological studies indicate that individuals with extensive vocabularies appear to have significantly more connections at even the neuronal levels in the brain and functional MRIs and PET scans show high intensity of activity in people with good language abilities. So my fertile brain imagines that the MRIs and PET scans of truly bilingual individuals must resemble a fourth of July firework display.

Furthermore, research indicates that bilingual children are endowed with an additional perspective as a result of the dual system of interpretation which they have acquired. This translates into a high degree of flexibility between codes, modalities, and tasks.

Interesting, and consistent, research in the US shows that students that enroll in Algebra I prior to 9th grade have a significantly greater chance of completing high school with a regular or standard diploma, enrolling in post-secondary institutions or programs, and acquiring the skills and competencies needed for a successful participation in the existing global economy. In contrast, few students not taking Algebra I before 9th grade "make it." The exigencies of the global economy are growing… What is Algebra I today may be Calculus tomorrow. The knowing of languages different and separate from one's own in clearly the Algebra of the verbal realm. As James Edward Olmo, the American actor and producer recently said, "Not knowing more than one language today is akin to writing on a typewriter (in a world of computers)".

III. Bilingualism as a pedagogical discipline.

Regardless however, of all the interesting, possibly fascinating studies that show that bilingualism can actually be one of the most natural and dynamic ways for developing cognition and thinking, the reality is that we need to shift the debate of bilingualism from the public's perception and perspective of an issue related to language and place firmly in the context an realm of sound educational policy.

I am only really going to discuss what is happening in Miami-Dade County, since it is what I know best. It is where I grew up, became truly bilingual, and am now in the center of professionally making and seeing my beliefs regarding biligualism being made reality.

As Miami-Dade County moves into the 21st century, it faces a need to respond dynamically to the demographic, linguistic, an economic trends which the area has experienced over the last twenty years. M-DCPS is increasingly diverse. Today's student population includes 58% whose home language is something other than English. Approximately 52% are Spanish-speaking and some 164 countries are represented on the student database of limited English proficient (LEP) students.[6]

Bilingual/Foreign Language Education in the M-DCPS encompasses those programs whose ultimate goal is to produce students who can communicate orally and in writing in English and in another language with proficiency. In programs for students classified as LEP, children are immersed in English from the moment they start school. They are offered home language support in content area subjects and language arts until they can be integrated into English speaking classes for those subjects. These programs focus on the student's acquisition of English. Indeed successful, this type of transitional program is based on the subtractive basis of bilingual education- in other words, replacement of one language for another. As our Director, Lourdes Rovira, aptly states: "We take a monolingual speaker of language X and turn him or her into a monolingual speaker of English." If we think back to the history of bilingualism in the US the question then becomes – Must history repeat itself?

[6] Or as Bernardo Garcia would correctly say "language enriched pupils"

We are growing and learning that, in order for our district to truly respond proactively to the needs of the community and truly prepare the children to meet those needs, language, or better yet, languages must be additive. In other words, trying to change from "replacement mode" to "addition mode." Or, as the Miami-Dade County Business Community calls, in their campaign for the education of a truly bilingual workforce: "English + One."[7]

M-DCPS is offering its students a wide array of language programs including Haitian-Creole to Hebrew to Japanese, to name just a few. The most successful language programs, meaning that students really learn and use two languages, are the two-way bilingual, dual-language programs. This means being instructed in both languages for part of the day every day. Each portion of the day is dedicated to one language, but at the end of the day, each language has had its time. Coral Way Elementary, which I mentioned previously, is one school which implements this type of instructional program.

Today, Coral Way Elementary continues to break ground with innovative curricular and pedagogical reforms which include: whole language/literature based and phonics instruction in a print rich environment, reciprocal teaching strategies, and CORE knowledge curriculum, all in two languages. Coral Way, also offers the International Studies Program.[8] *It is important to note that the founders of this program considered the presence of a large Spanish speaking student population a unique opportunity, truly a population of language enriched students – not a problem to be solved.*

In M-DCPS we want to move and in fact have moved beyond addressing or looking at bilingualism as solely a home or native language initiative. We have courses in more than 10 languages, and dual-language programs (K-12) are growing. In consort with the embassies of Spain, France, Germany and Italy, we also have dual-language programs whose students graduate with diplomas from the US and these countries, reflecting dual language mastery, global awareness, and an internationally enriched education. The long waiting lists of those interested in entering these programs bear witness to their success.[9]

IV. Philosophical musings, thoughts, and future directions.

We have witnessed the falling of, not only the Berlin Wall, but also the walls that have traditionally separated the continents in the past, telecommunications and technology have made them fall. We live in an ever shrinking world - multilingual yet every day more interdependent politically and economically and in all ways a world in which countries can no longer afford to think of unilateral progress but of a global future. A world where significant numbers of people live in places different from where they or their parents were born. Identity in the 21st Century then takes on new meaning… or as a famous Russian writer once wrote, exiled from his country of birth:

"A language is a much more venerable, profound and inevitable reality than a country… I belong to the Russian language…"

Let us think about these words in the midst of our falling walls, the growing violence in our world, and our deep, inexorable need to be able to communicate in ways and with people that just a decade ago we thought naught.

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[7] Read quotes from "Two Cultures" by Rosa Sugranes as published in Florida Trend, September, 1998.

[8] Too often the failure of bilingual education is in reality the failure of mediocre or poor educational programs. This is why in our district it is now our policy to require schools not to implement dual language programs unless they really want to, believe in them, and are going to go the extra mile to make them work.

[9] Handout – Review of M-DCPS Bilingual Programs.

Report

4

Reflections on Multiculturalism

Some Thoughts on the Multicultural Curriculum

Bernardo A. García, Bureau Chief, Florida

Before the curriculum addresses multicultural concerns, it must acknowledge its cultural basis. The content of the curriculum and its structure are culturally derived. The subjects taught, their sequence, the time devoted to each, their prominence, all respond to a cultural imperative. There exists nothing in the curriculum that demands its presence because of any intrinsic value; everything in the curriculum--even the concept of curriculum itself--is bound by culture. A multicultural curriculum starts by recognizing, acknowledging and exploring this fact.

To state the obvious: it is American culture that produces the curriculum. A true understanding of that curriculum may not be achieved without an understanding of the culture that produces it. When a curriculum for Health, as an example, is developed, it first must be acknowledged that "Health," as a concept, is a cultural creation. Some cultures do not distinguish between health and illness, but view life as a unitary process. Among cultures that recognize "Health" as a distinct concept, which its constituents are vary significantly. Some cultures may view physical activity as a component of "Health," other cultures may view inner contentment as the only trademark of a healthy individual. "Health," of course, is related to esthetics. A culture that views a Rubenesque figure as ideal may have quite a different understanding of what constitutes a healthy diet than a culture for which Giacometi figures are the prototype.

Mathematics may be initially viewed as objectively apart from culture but that is not the case. Mathematics develops out of cultural concerns. The ebb and flow of the Nile, the needs for shelter, the needs of agriculture prompted mathematical development. The growth of architecture is related to mathematics as is, more obviously, that of engineering. Mathematics is primarily a philosophical enterprise; there is a long and glorious tradition of mathematician-philosophers from Pythagoras to Bertrand Russell, including Descartes and Pascal. What underlying cultural patterns make continental Europeans comfortable with a metric system that is found so uncongenial in the English-speaking world? How are tithing and the laws of usury related to percentages?

If mathematics may not be viewed outside the realm of culture, neither may science. Is science a more objective instrument for the apperception of reality than religion? Is science outside of man, or is it another reality that is socially constructed? Is science a required underpinning for a democratic society? Is science a more suitable foundation for a democratic society than religion? What is the relationship between Science and technology? May a culture be satisfying that is not supported by science?

A multicultural curriculum would have its grounding in the humanities and the social sciences. Here the concern would be to ensure that valued specificity is not lost to generality. There are some realities that have ultimate significance for American culture and must be ensured inclusion in a multicultural curriculum: colonialism, imperialism, slavery, religious, racial and ethnic intolerance, the Holocaust. How did the

United States develop historically into a society that values the multiculturalism that rends other societies? What are the civic virtues that glue this multicultural society? Where are the civic values of this society enshrined? A multicultural curriculum that is not grounded in an understanding of the civic values that inform the Declaration of Independence, the Constitution of the United States, the Gettysburg Address, Martin Luther King's "I Have a Dream" speech would be a shallow curriculum, one that would not ring true.

Multiculturalism as an informing principle in both life and education runs the risk, to borrow Chesterton's words about Christianity, not of "Being tried and found wanting, but being hard and never tried."

Multicultural Education in America

Multicultural education needs to be founded within the context of American culture. Multicultural education is an education in truth. A true and realistic telling of the American experience must, per force, be a multicultural telling. The American experience began before Plymouth Rock. Plymouth Rock has different meanings for the various protagonists of the American experience. Malcolm X, speaking for Blacks in America is alleged to have said, "We did not land on that rock, that rock landed on us."

The initial reaction to a demand for truth in the telling of the American experience to all students is a concern for beauty. A true tale may not be a pretty tale. But beauty that is not true is fake and no beauty at all. Some women have a striking beauty even if their features taken separately may not be thought of as perfect, may even be described as ugly. Those same features, individually, would not be thought of as beautiful in other countenances. Yet those features, when uniquely combined in some faces, produce results usually described as striking. It's the same with the American experience: some of its features may be assessed as indifferent, ugly, even cruel, yet when combined into the unique journey that is America, they result in a countenance that portrays not only beauty but strength and purpose. The truth of the American experience, the essence of multiculturalism, shall indeed "make us free."

There is no "other." The goal of multiculturalism is the triumph of the idea that we all are Americans while each has a unique way of being so. The aim of multiculturalism is not understanding "them," but understanding ourselves.

Multicultural Materials

Multicultural materials must be both accurate and significant. Multicultural education is not promoted by picturing members of minority groups in the background of group portraits of the signing of the Declaration of Independence. Such portraiture, even if it were true, would be irrelevant.

What would be relevant in a discussion of the Declaration of Independence would be a study of the influences that shaped the framers. What contributions did the theories of Montesquieu make to Jefferson's thinking? It would also be relevant to study the impact of the Declaration of Independence on the independence movement in Latin America, on the independence of Haiti, the first country to achieve its independence in the Americas following the American Revolution.

American history and literature, nay, American culture is multicultural. Textbooks must reflect accurately such multiculturalism: Spanish and French, as well as English contributions to the exploration and colonization of the territory that is now the United States, the history of slavery, the history of immigration, the history of conquest, as in the Mexican War.

The conspicuous sprinkling of conspicuous representatives of various ethnic groups throughout a textbook is not multiculturalism but tokenism. Such tokenism serves only to perpetuate stereotypes: not all Latinos look alike: they belong to all races, there is no one way to look or be Latino.

In short, a textbook is multicultural only when it tells it like it was, to reflect what it is, to promote what it shall be.

The ESOL initiative has fostered multiculturalism by:

Recognizing a student's language background as an asset rather than a liability when the background is in a language other than English.

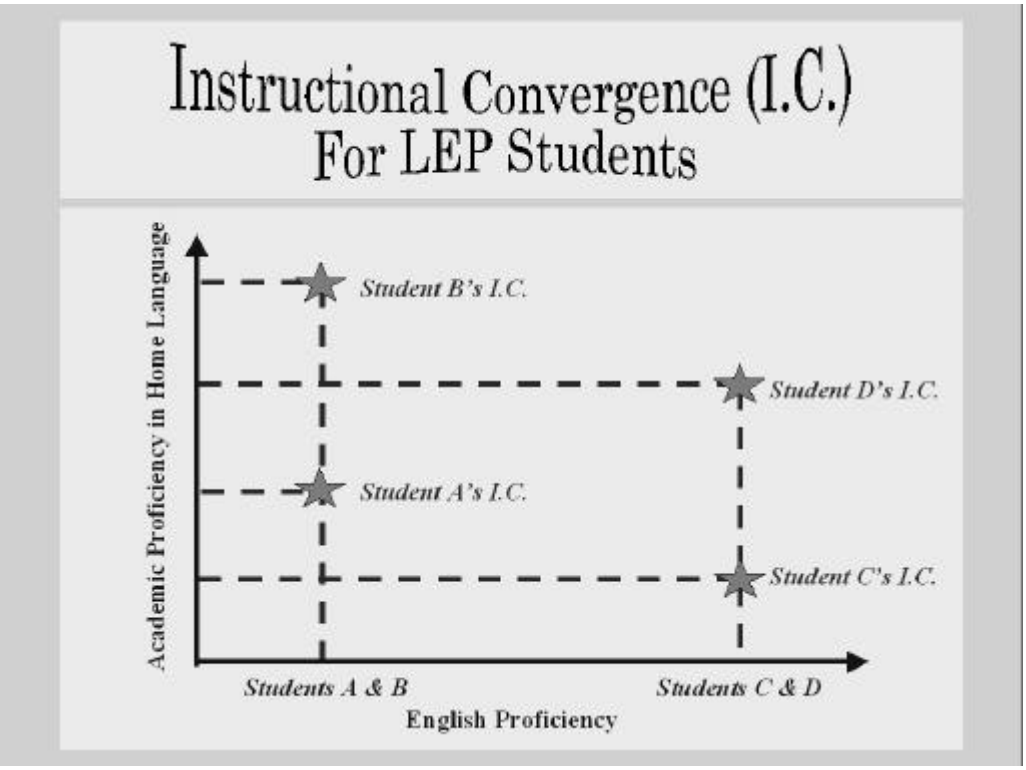
By requiring comprehensible instruction that is also comprehensive for all students.

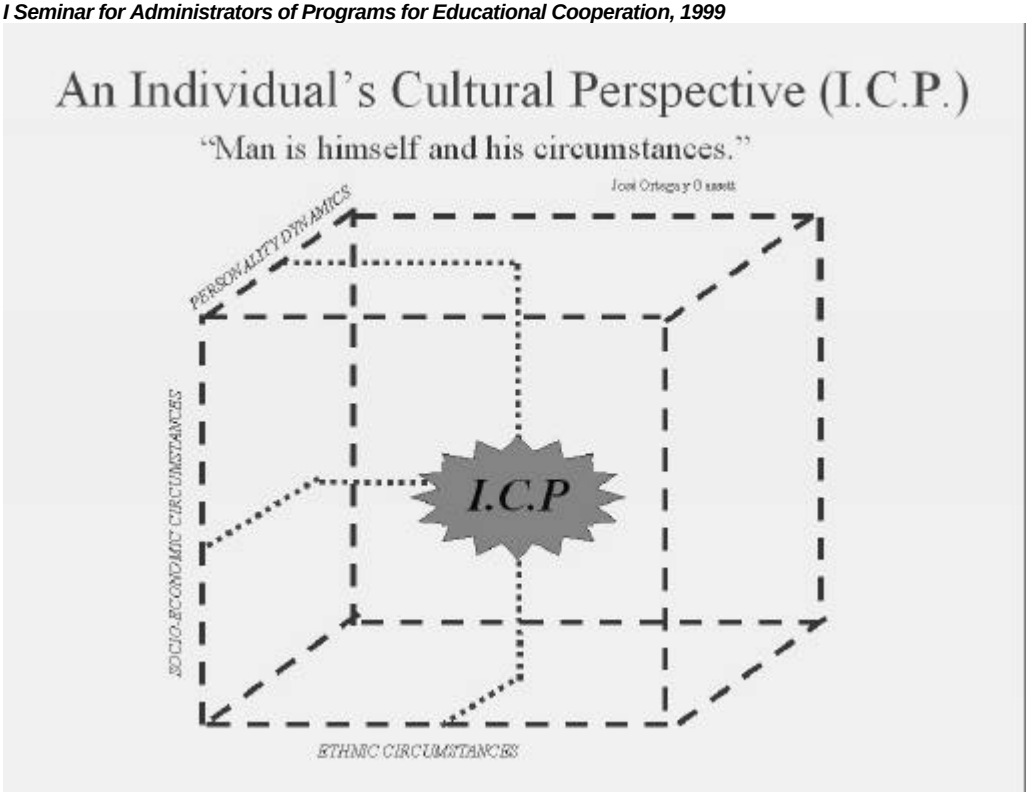
By providing extensive inservice to instructional and administrative personnel that emphasized cross-cultural diversity and understanding as well as the language component of culture.

By recognizing that an individual's self is always a cultural self and that in the United States that self is, per se, a multicultural self

Multicultural Education

Is About:	**Is *Not* About:**
Inclusion	Separation
Equal Opportunities	Special Entitlements
Common Rights & Responsibilities	Particular Privileges
Shared Experiences	Individual Grievances
Explaining “Us” to Ourselves	Explaining “Them” to “Us”


Instructional Convergence (I.C.)
For LEP Students
Academic Proficiency in Home Language
Student B's I.C.
Student D's I.C.
Student A's I.C.
Student C's I.C.
Students A & B
Students C & D
English Proficiency


An Individual's Cultural Perspective (I.C.P.)
"Man is himself and his circumstances."
José Ortega y Gasset
PERSONALITY DYNAMICS
SOCIO-ECONOMIC CIRCUMSTANCES
I.C.P
ETHNIC CIRCUMSTANCES


A Multicultural Ladder
Celebration
Appreciation
Acceptance
Tolerance

Report

5

Teaching Foreign Language in Elementary School

Georgia Department of Education Elementary School Foreign Languages Model Program

Lynne McClendon, Foreign Language Coordinator, Georgia

The Fulton County School System has one school that participates in the Georgia Department of Education Elementary Foreign Language Model Program and receives partial funding for the Japanese teachers at each grade level K-5. This model program has proven to be very successful over the past six years of implementation, and the students who began in kindergarten are now in middle school and doing quite well in Japanese. The Georgia Department of Education Elementary School Foreign Languages Model Program offers the following components:

- Students receive daily instruction exclusively in the foreign language.
- All instructors in the program are trained foreign language specialists.
- Activities in the foreign language class support the regular classroom instruction.
- School-wide and community involvement is encouraged.
- Students completing the elementary program will continue in well-articulated middle and high school foreign language programs.

A fully articulated K-8 foreign language curriculum has been developed by the Georgia Department of Education and can be viewed at the WEB site: http://www.doe.k12.ga.us. Assessment suggestions are provided and sample lesson plans are being developed that will also be placed on the WEB. For further information on this highly successful program and program evaluations conducted by the Center for Applied Linguistics (CAL), contact the Georgia Department of Education Foreign Language Program Consultants, Marcia Spielberger or Vicente Valverde at http://www.doe.k12.ga.us.

The Fulton County School System borrowed many of the successful features of the state model program in designing its own elementary foreign language program, such as teacher training, daily instruction, use of the target language, interactive teaching methods and assessing student performance. This school system encompasses metro Atlanta and serves a diverse and mobile population. Sustaining a long sequence elementary foreign language program for all students is made more difficult by the highly mobile population in the metro area. There are currently 45 elementary schools in the district with plans to open 3-4 more in the next 5 years. For these reasons, the system decided to initiate its own elementary foreign language program at the fourth grade. The Georgia Department of Education Elementary School Foreign Languages Model Program school in Fulton County serves as a demonstration site for the teachers who are teaching in the elementary

foreign language programs beginning at the fourth grade. At the conclusion of the fifth grade, students are evaluated for eligibility to continue into the middle school 6th grade program which continues building on the language skills acquired in elementary school. Since students receive daily instruction in the target language (30 minutes), they are able to access the language immediately for receptive listening skills and productive skills.

Instructional Activities based on the Georgia Elementary School Foreign Languages Model Program

Task-based: Students carry out tasks (e.g. making a kite) by following instructions given in the target language or by producing a product using the target language (e.g. big book/little book with illustrations) or by acting out a role play or simulation activity.

Instructional Games: Students interact with the teacher and each other through a variety of instructional games. They may be required to listen to the target language description and identify items on a poster chart by placing a marker in the appropriate place or they may be required to guess what is behind a flap or window on a chart based on what the teacher has said. Other types of instructional games include lotto (vocabulary /culture bingo) and authentic and appropriate children's games.

Songs, Rhymes, Verses: Students learn and retain language associated with singing and learning rhymes and verses. These are the schema which help children make connected use of language because they may be familiar with a word or expression from a song or rhyme.

Reading Materials: Commercially produced and student made read-along books are provided to assist in developing reading skills in the foreign language. Authentic materials such a labels, advertisements, cartoons, etc. are also used for building beginning reading skills.

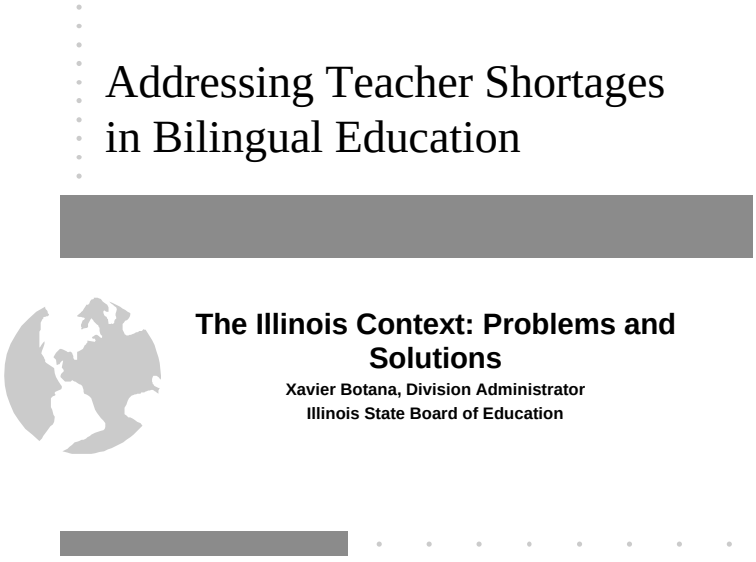
Report

6

Addressing Teacher Shortages in Bilingual Education

The Illinois Context: Problems and Solutions

Xavier Botana, Division Administrator, Illinois State Board of Education





anguages
in Illinois Schools

	Language	State Total	Chicago	%
1	Spanish	97,615	54,984	56%
2	Polish	6,298	4,147	66%
3	Arabic	1,879	976	52%
4	Urdu	1,835	1,104	60%
5	Gujarati	1,443	280	19%
6	Cantonese	1,349	1,022	76%
7	Serbian/Croatian/Bosnian	1,305	891	68%
8	Korean	1,291	213	16%
9	Vietnamese	1,245	730	59%
10	Russian	1,112	406	37%

Addressing Teacher Shortages in Bilingual Programs

The Problem: Balancing a Shortage of Qualified teachers with the Need for High Quality Instruction

Illinois Reform Context

- **Standards & Accountability**
- **Improving Teaching and Learning**
- **Teacher Preparation**



Teacher Preparation: Background

- **Temporary Certification (Type 29)**
- **Problems**
  - 8 years without accountability
  - Failure to Pass Basic Skills testing



Next Steps

- **Teacher Exchanges**
- **Intensify Teacher Licensure Requirements**
  - New Teacher Preparation Standards
  - Teachers of English as a New Language
  - "Regular" teachers
- **Accountability for Temporary Certificated Teachers**
  - 2 Year Renewals
  - Basic Skills after 2 Years

Report

7

Office of Language and Cultural Education Initiatives

A Framework for Success

Armando M. Almendarez, Chief Language and Cultural Education Officer, Chicago Public Schools

Overview

- Effective from the 1998-99 school year
- Transitional Bilingual Education
  - Expectations and support for proficiency in English
  - Professional development and support
  - Accountability and Linkages
- World language education
  - Opportunities for early language exploration and professional development
- Multicultural education
- Parent education and support

Transitional Bilingual Education: Instruction

- Instruction in English (ESL) from the first day, including preschool classrooms
- Standardized rubrics for instructional categories
- Focus of instruction:
  - 1st & 2nd years - Home language literacy with steady increase of English (ESL)
  - 3rd year - Transition from home language to English

- Students completing 3 years and meeting the exit criteria are mainstreamed with support: extended day/Saturday bilingual/ESL instruction; small group tutoring;team teaching, service by bilingual teacher assistant; and alternative study materials

Transitional Bilingual Education:

Promotion Criteria

- Students more than 3 years in the program, excluding those who received an *extension,* are held to general promotion criteria
- Students in the 3rd year to meet promotion criteria linked to classroom performance primarily in English
- 1st and 2nd year students to meet promotion criteria linked to classroom performance in the home language and English as a Second Language
- High school students must pass all courses

Transitional Bilingual Education:

Student Support

- Extended-day/lighthouse support
- Bilingual summer bridge
  - 1st and 2nd year students: English and home language
  - 3rd year students: emphasis in English & transition
- Preschool summer bilingual programs
- Newcomer centers for new immigrants with significant gaps in their education
- Ongoing support for program implementation
- Standardized processes for extension of transitional bilingual education (TBE/TPI) based on need

Transitional Bilingual Education: Professional Development

- Emphasis on language acquisition and English language arts for bilingual teachers
- Sheltered-English methodologies for 4th -12th grade mainstream teachers
- Standard teaching certificate courses for teachers with Type 29 certificate
- Extended partnerships with Institutions of Higher Education
- Establishment of a resource demonstration center

Transitional Bilingual Education: Type 29 Certificated Teachers

- Assign responsibility for teaching subject area courses to teachers with coursework in the subject
- New teachers must meet all requirements for standard certificate within **five** years and before receiving 'Assigned Teacher' status
- Current teachers to show annual progress toward receiving standard certificate
- Assist teachers meet requirements for obtaining a standard teaching certificate

Accountability and Educational Support Linkages

- Ongoing monitoring of program implementation as specified in the Bilingual Education Policy
  - Annual evaluation of program implementation
  - Identification and promotion of best practices and bilingual education model sites
  - Technical assistance and compliance visits
  - Remediation procedures and sanctions
- Establish and implement formal procedures for linkages among programs/units serving LEP students: bilingual education, early childhood education, specialized education services, vocational/career education, Parents as Teachers First, and accountability

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World Language Education

Expansion of world language programs at the elementary school level

International Language and Career Academies

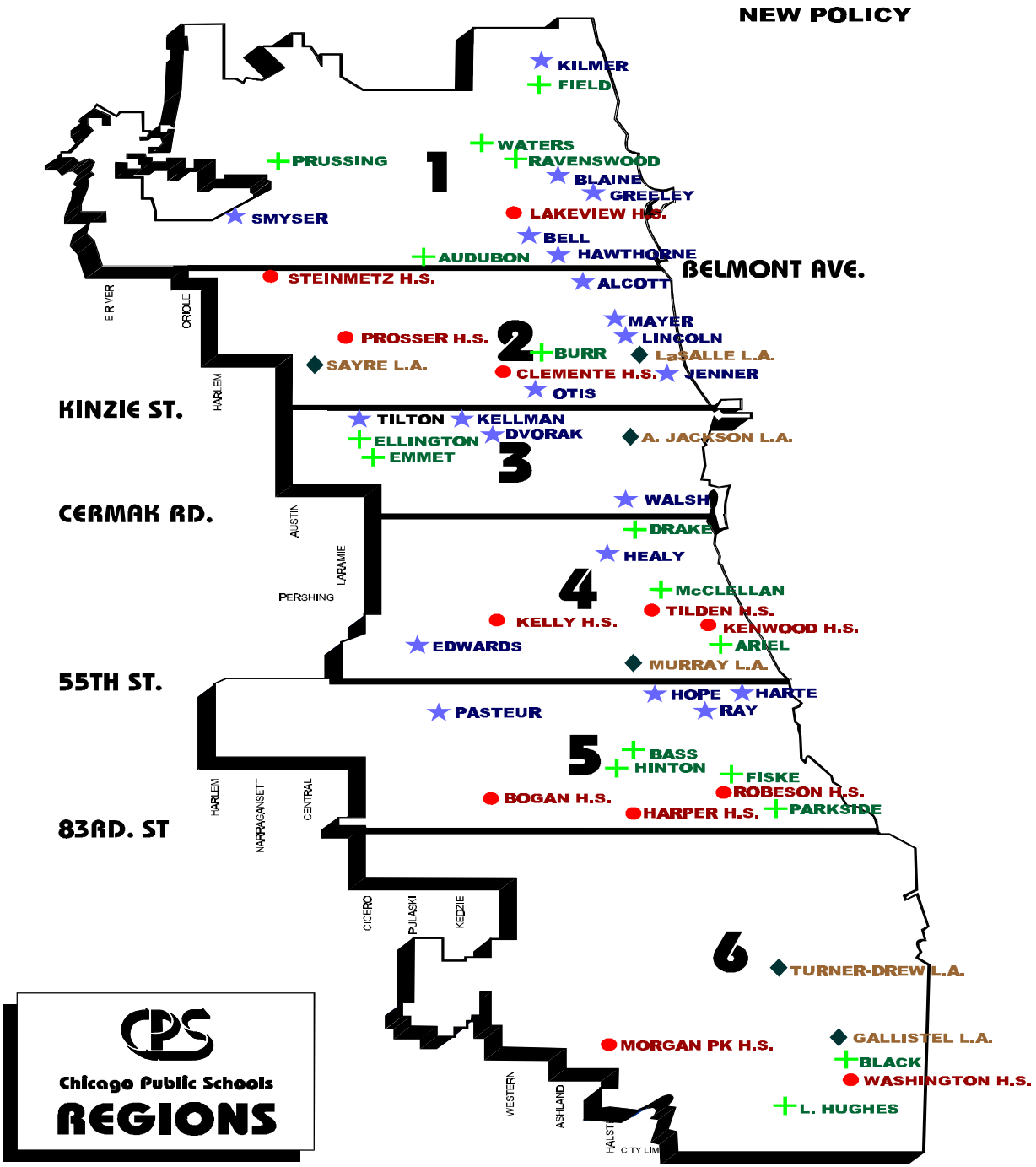
Citywide network of community-based programs

- Saturday/summer programs in elementary schools without world language education
- High school credit through proficiency
- Bi-national professional development initiatives with Canada, China, Japan, Mexico, Poland, Puerto Rico, and Spain

Chicago Public Schools
Office of Language and Cultural Education

I Sen

WORLD LANGUAGE SITES



LEGEND

- EXISTING WORLD LANGUAGE SPECIALTY ELEMENTARY SCHOOLS (18)
- EXISTING ELEMENTARY LANGUAGE ACADEMIES (6)
- INTERNATIONAL LANGUAGE AND CAREER ACADEMIES IN HIGH SCHOOLS 1999-00 (12)
- WORLD LANGUAGE SPECIALTY ELEMENTARY SCHOOLS 1999-00 (17)

Preschool Bilingual Education

Bilingual education services in classrooms with 50% or more students from one non-English language background

English as a second language instruction in classrooms with 50% or more students from multiple language backgrounds

Preschool dual language programs in more schools

Summer bilingual preschool programs in selected schools according to availability of funds

Take actions necessary for providing qualified bilingual staff

Specialized Education Services

Identify students needing bilingual specialized education services

Ensure that Individualized Education Program (IEP) of such students include bilingual education services

Continue providing bilingual education services as long as the student's IEP indicates the need

Take actions necessary for providing qualified bilingual staff

Multicultural Education: Curriculum Initiatives

- Prepare and disseminate materials celebrating cultural diversity
- Initiate competitions in languages other than English as part of the citywide Academic Olympics
- Include world language (and cultures) in Academic Decathlon
- Maintain a multicultural resource library

Parent Education and Support

- Parent education focused on improving student performance and awareness of systemic initiatives
- Opportunities offered close to schools - in the region
- Instructional support focus for the Chicago Multilingual Parent Council (CMPC)

Transitional Bilingual Education: Successful Results

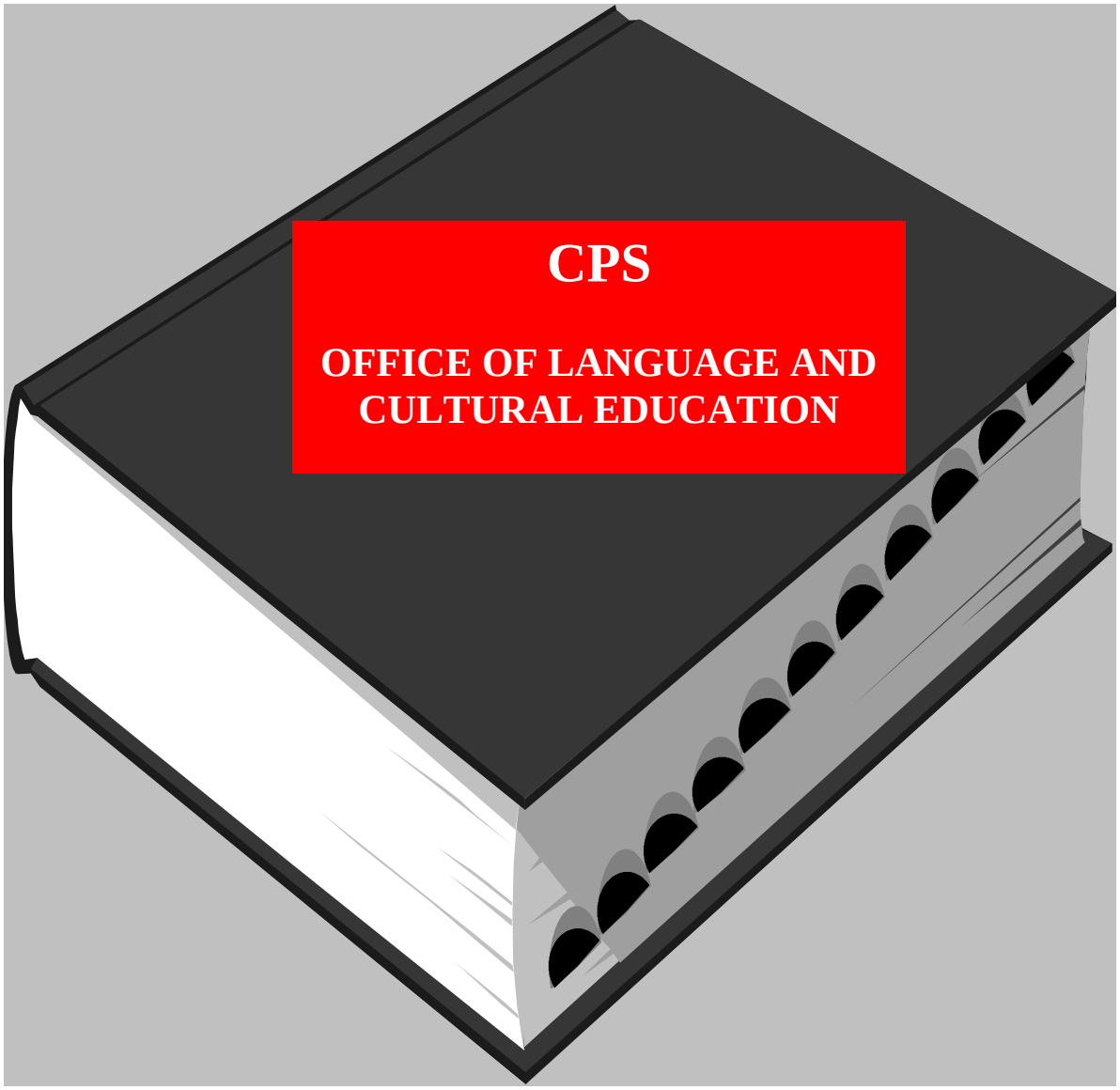
- Established ESL Goals and Standards - Pre K – 12
- Aligned bilingual programs with the Illinois School Code
- Strengthened and standardized bilingual programs by instituting measures of accountability
- Developed and implemented student support programs

The Initiatives aligned the bilingual program exit criteria with that of the CPS Promotion Policy. This has lead to the successful results-

- Exit rate increased from 7% in 1996-97 to 46% in 1998-99 for 3rd year elementary school students.
- Exit rate increased from 15% in 1996-97 to 33% in 1998-99 for 3rd year high school students.
- Exit rate increased from 8% in 1996-97 to 43% in 1998-99 for 4th year elementary school students.
- Exit rate increased from 16% in 1996-97 to 33% in 1998-99 for 4th year high school students.

Summary

- Accountability with support
- Professional development
- Expansion of world language opportunities
- Celebration and recognition of cultural diversity
- Parent education and support
- Successful Results


CPS
OFFICE OF LANGUAGE AND CULTURAL EDUCATION

Report

8

National and State Foreign Language Standards: A New Impetus for Integrating the Teaching of Culture and Language

Walter Bartz and Mary Fortney Indiana Department of Education

The teaching of culture has long been a major goal of foreign language instruction. In practice, however, a number of problems have made this goal difficult to achieve and have even relegated cultural learning to a position of secondary importance. One of the major difficulties has been the problem of vagueness in stating the goal itself. More often than not, teachers have worked from personal definitions of culture or have assumed that this concept is easily understood. In fact, scholars often have disagreed about the nature of culture, its relationship to language, and what aspects of culture should be taught. The problem of how to integrate culture and language in teaching and learning and how to assess what is being learned is still a major concern.

Progress in this area is being made and new perspectives on teaching culture and language are being offered as a result of the development of national and state standards for teaching foreign languages. This paper briefly surveys some of the recent scholarship regarding culture and its relationship to language and considers current classroom practices in teaching about culture and assessing what has been learned. National and state standards are discussed in terms of their potential for bringing about positive change in the way we teach and learn about other cultures and several brief conclusions are presented for consideration.

Evolving Views About Culture and Language:

Foreign language scholars have recognized for many years that establishing a functional definition of culture and deciding what aspects of culture to teach is not an easy matter. Prior to the 1950's, teaching about culture in foreign language classrooms often meant teaching about the aesthetic expressions of a culture, especially literature, the visual arts, and music. Instruction about these aspects of culture was usually not delivered in the target language until students reached the higher-level language classes. New perspectives on culture and its role in foreign language instruction were presented by scholars in the 1950's and 1960's. In 1959, the anthropologist Edward T. Hall published The Silent Language. *Hall emphasized ten elements of culture, including interaction, association, temporality, territoriality, gender roles, and learning, among others. One of the major contributions of Hall's analysis was to stimulate discussion of culture in the foreign language and social science disciplines.*

In his 1960 essay, "Teaching Culture in the Foreign Language Classroom," Nelson Brooks points out that Hall's list is only one way of thinking about culture and suggests his own themes which could be used to organize instruction and student inquiry. These themes include symbolism, value, authority, order, ceremony, love, honor, humor, beauty, and spirit. Brooks goes on to focus on one of five definitions of culture which he calls "culture4" or "patterns for living," the interaction between the individual and the existing social circumstances.

(22-24) He divides culture4 into two complementary areas, formal *culture and* deep *culture. Formal culture refers to the relationship of the individual to personal refinement (culture2) and literature and the fine arts (culture 3) as well as social organization, economic activities, politics, religion, and professional discipline. Deep culture is the almost subconscious, life-long process by which the individual learns to accommodate himself to all of the aspects of everyday life practiced by those around him, including speaking, eating, dressing, thinking, living, and valuing. (25-26) The idea that there are both formal and deep aspects of culture (sometimes called "big C" and "little c") proved to be very influential in foreign language instruction. While this division of culture into two distinct areas would later be questioned, one thing that it accomplished was to give legitimacy to efforts to teach about everyday life as well as aesthetics.*

Other scholars have also focused on analyzing and organizing a vast amount of cultural information in order to make it manageable for the teacher and meaningful to the student. Howard Lee Nostrand (1978) proposed an inventory model that includes six organizing principles: the culture, the society, conflict, the ecology and technology, the individual, and the cross-cultural environment. In Teaching Culture: Strategies for Intercultural Communication*, H. Ned Seelye builds upon Nostrand's ideas as well as his own previous work in proposing seven goals for cultural learning. Significantly, these goals are expressed in terms of student achievement. For example, Goal II - Interaction of Language and Social Variables states:* The student should demonstrate an understanding that such social variables as age, sex, social class, and place of residence affect the way people speak and behave. *(50) Seelye argues that the study of culture should be purposeful and that there should be a sound reason for the selection of any type of cultural activity. He provides classroom activities that are linked to each of his goals and discusses testing strategies. Seelye's work provided a systematic approach to culture-based instruction. Seelye, Robert Lafayette (1988) and others have also contributed to the discussion of cultural learning by pointing out that communication takes place in a cultural context and that the teaching of language and culture should be integrated.*

The emergence of the national standards movement has continued the conversation about the relationship between language and culture. The 1996 Standards for Foreign Language Learning *establish five major goal areas: Communication, Culture, Connections, Comparisons, and Communities. Two goal categories, Culture and Comparisons, provide specific standards for cultural learning. (See Figures 1 and 2) Cultural learning is also implied in a number of the standards for the other three goal categories. The Standards define culture as ". . . the philosophical perspectives, the behavioral practices, and the products–both tangible and intangible–of a society." (43) The three components of culture are intertwined. Practices are considered to be patterns in the way people behave and relate to each other. Products are the results of all types of human endeavor–language, art, music, laws, food, tools, games. Both are derived from and contribute to the philosophical perspectives, or the world view, of a cultural group. (Figure 3) In his essay,* Planning for and Using the New National Culture Standards, *Dale L. Lange points out that this definition avoids segregating culture into "big C and little c" components by interweaving the formal and informal aspects of life. This is a more realistic approach and provides teachers with a high degree of flexibility in organizing instruction. As Lange states, the Standards point " . . . directly away from culture as information and toward culture as an integrated aspect of language learning." (61) The problem remains of how to help students reach the desired outcomes. Lange indicates that if the high expectations of the Standards are to be met, changes must be made in curriculum, instruction/learning, and assessment.*

Changing Classroom Practices:

What impact are the Standards beginning to have on classroom practices? A recent study by the Social Science Education Consortium (SSEC) explores various aspects of this question. The project focuses on six topics related to the amount of time teachers devote to the study of culture; the kind of cultural content selected; cooperation between foreign language and social studies teachers; factors supporting cooperation; and what materials, staff development opportunities, and institutional support foreign language teachers believe they need in order to teach about culture more effectively. The research project relied upon self-reporting via a survey which was mailed out to 12,000 senior high school foreign language teachers and 6000 senior high school

world history teachers. The rate of return was 13.5% for the foreign language teachers and 9.33% for world history teachers. Follow up interviews were conducted with a sample of 402 foreign language teachers.

The conclusions of the study suggest that there may be a gap between foreign language teachers' perceptions of what and how they teach and their actual teaching practices. When asked to define culture and describe how they teach about culture their responses were less substantial. No definition of culture was common among the teachers studied. When asked in an interview, most foreign language teachers were able to list such elements as food, literature, and greeting behavior. On forced-choice survey items, foreign language teachers indicated that the most commonly taught topics are tangible products, cultural practices, and cultural perspectives. Social studies teachers were more likely to choose factually oriented topics relating to geography, the environment, and history. Both groups indicated that one of their least taught topics is the relationship among cultural perspectives, practices, and products. This suggests that ". . . neither group has a well-developed conceptual framework for culture that they use in organizing instruction or in helping students place cultural information in context." (4)

Teachers generally expressed support for teaching about culture and selected more sophisticated reasons for doing so. Nearly two-thirds of the survey respondents (63.9 percent) selected the following rationale: "Culture is woven into the language of those who live in the culture, and thus understanding culture is critical to language learning." According to the study, however, the interview responses of foreign language teachers suggest that most teachers' cultural lessons are not well integrated with language instruction. Both social studies and foreign language teachers in the study state that one of the most important outcomes of teaching about culture is to help students appreciate similarities and differences between their own culture and the target culture. Once again, however, researchers raise the concern that ". . . the lack of systematic and in-depth teaching about culture allows the focus on similarities and differences to occur without a context that would help students make sense of the information presented."(4)

Teachers surveyed report using a wide variety of materials and methods for teaching culture. Most foreign language teachers (43.6 percent) report that they teach about culture on a daily basis. Another 32 percent say that they teach cultural topics weekly. When teachers described these practices in interviews, however, some of this teaching seems to be making use of random moments to answer student questions about culture or to tell about one of their own travel experiences. Interview results indicate that much of the cultural content presented is superficial, is not taught in a systematic way, and is not given much weight in assessment of student progress. Over 88 percent of the teachers surveyed weight cultural learning as 20 percent or less of students' grades. (5)

Some factors appeared to make a major difference in teachers' level of comfort in cultural teaching. A majority of the foreign language teachers surveyed reported having spent time in a culture where the language they teach is spoken. Teachers who have spent a significant amount of time in another culture seem to show a stronger commitment to teaching about culture and to participating in professional development activities. Teachers with recent degrees do not appear to be better prepared to address the conception of culture reflected in the national standards. In fact, their lack of teaching and travel experience may put them at a disadvantage. Approximately 30 percent of the foreign language teachers in the survey believe they are well prepared to teach the foreign language standards relating to culture. Around 50 percent believe they are adequately prepared and 15 percent think that they are not adequately prepared. Living and traveling in another culture and independent reading and study were cited as the most useful experiences in preparing to teach about culture. (6) Teachers of both foreign language and social studies reported very little cooperation and expressed the need for more time to plan and work with other teachers. While they report that materials are abundant, money is often not available to buy what teachers want. The foreign language teachers in the study expressed the need for more support for teaching about culture and for teaching foreign languages in general.

One of the major flaws of the SSEC study is that it depends upon self-reported data. It is highly dependent upon teacher perceptions of themselves. Even so, a number of implications for future research can be drawn. Perhaps the most important is the suggestion that current classroom practices are not likely to support the type of cultural learning described in the national standards and that major professional development efforts will be needed.

Changing Textbooks and Materials:

Most of the teachers in the SSEC study reported using textbooks as their major resource and many expressed the view that texts are improving in terms of their treatment of cultural content. While this paper is not intended to carry out a survey of textbooks, the comparison of two Spanish texts in relationship to the cultural learning goals of the national standards is included for the purposes of discussion.

¡Bravo! *is a first-year text published by McDougal Littell/Houghton Mifflin. The stated goal of this text is the development of proficiency in communication skills through the "Natural Approach," based on the second-language acquisition theory developed by Stephen Krashen of the University of Southern California. The focus of the text is on providing comprehension and communication experiences that allow students to acquire language. Each lesson presents vocabulary and grammatical forms and structures that students need to communicate on a particular topic. Teachers are advised to focus on the topic presented in each unit and to emphasize listening and oral communication activities that expose students to vocabulary and grammar.*

This text is a departure from the grammar centered approaches of several years ago and the target language is used throughout. Cultural learning, however, is clearly of secondary importance. The text is rich in photographs, examples of realia, works of arts, and cartoons. These items of cultural interest may relate to the theme of the unit in some manner but are not presented in a way that would allow students place them in any kind of a framework for understanding specific aspects of culture. The theme of Unit 2, for example, is ¿Cómo Somos? *and deals with physical characteristics and personal information. Cultural objectives are stated as follows: Students will become familiar with different meanings of gestures in different cultures; the Colombian artist Fernando Botero; the forms of addresses in Spanish-speaking countries; and the importance of immediate and extended family in the Spanish-speaking world. (114) Among the cultural items presented in the unit are a painting by Botero; a magazine photo; information about Spanish last names, abbreviations, and addresses; a magazine ad for Hispanic pen pals; and photos of Hispanic families and young people with text in Spanish. Students may be entertained by the variety but it is difficult to see how they can construct any cultural meaning from it.*

A somewhat different approach is taken in ¡Dime!, *also a first-year text, published by D.C. Heath. One of the advertized features of this program is the ". . . systematic infusion of Hispanic culture." The authors of this text state that its primary purpose is to develop listening, speaking, reading, and writing competency in Spanish. Students are given the opportunity to perform a variety of language functions in different contexts, such as home, school, traveling, and shopping. The text makes an effort to use "real-life language" as it would be used by native speakers and avoid "teacher talk" and "textbook language." Dialogues and narratives are not limited to the structures and vocabulary previously taught.*

¡Dime! *organizes units of instruction around specific themes designed to introduce students to different parts of the Spanish-speaking world. Unit 5, for example, is* ¡Bienvenidos a Madrid!,

Getting Around and Shopping in Madrid. Unit objectives are stated as follows: "In this unit, students will study and compare the custom of ***el paseo*** *in Madrid; the numbering of floors in a department store; and a department store directory." Cultural items include photographs of Madrid, people sightseeing, street maps, dialogues and cartoons featuring directions, a Metro map, scenes in a restaurant and department store. The purpose of the first lesson in this unit, is ". . . to focus students on the language related to tourism and*

sightseeing and to encourage students to observe and compare differences and similarities between Hispanic cities and their own."

Probably due to the influence of earlier versions of the national standards, ¡Dime! *attempts to integrate the teaching of language and culture. While the cultural content here is in sharper focus, the text still fails to provide teachers or students with any kind of framework for organizing cultural ideas. Its cultural objectives are not stated in ways that are measurable and few effective assessment strategies for cultural learning can be identified. Both* ¡Dime! *and* ¡Bravo! *are widely used and represent positive changes in approaches to teaching language and culture. While it is dangerous to make assumptions about all textbooks on the basis of this limited review, these two examples seem to suggest that many textbook publishers have not yet determined how to implement the national standards in regard to teaching language and culture together in context.*

National and State Standards - Integrating Language and Culture:

Although progress may be slower than hoped, the Standards for Foreign Language Learning *and related state standards provide models for future materials development and classroom implementation strategies. The Sample Learning Scenarios collected from teachers across the country are particularly effective as demonstrations of teaching and learning which incorporate the standards. For example, in the scenario* Doing Business in Japan*, students in a partial immersion Japanese language program compare the geography of Japan with the geography of the United States and the various regional products that each country has for export. (76) The teacher then leads the students in a discussion of products that Japanese and American businesses might wish to import or export. The teacher then introduces the concept of the business card and its importance in Japanese society. Students examine authentic business cards and identify the types of information included. Then they design their own cards and pair up to introduce themselves and their product to each other. This activity involves students in listening, reading, writing, and speaking the target language in a cultural context that is significant to the culture being studied. The inclusion of geographic and economic concepts helps maintain student interest. Expanding student knowledge in these areas also enriches their understanding of the culture being studied. In terms of both language and cultural learning, this teacher created activity is far more powerful than the textbook examples cited above. Hopefully, examples like this will encourage teachers who are inclined to develop their own learning activities and lead textbook publishers and others to consider new approaches to the development of materials.*

State standards projects also have the potential to impact curriculum, instruction, and assessment. In The Indiana Foreign Language Proficiency Guide, *learning goals are listed along with Sample Performances appropriate for each grade level and instructional level. For example: GOAL 5 states that students will ". . .recognize the interrelatedness of languages, literatures, and cultures through a knowledge of the artifacts, expressions, and traditions of the culture." the related Content Standard 5.5 states that students will " . . . recognize the contributions of the language and culture studied to American society and the world." (77) The following are related Sample Performances for each level:*

ELEMENTARY GRADES:

Cultural Context: THE WORLD OF THE FOREIGN LANGUAGE

While going through his/her wardrobe, the student makes a list of where the clothes are made.

MIDDLE GRADES/LEVEL I

Cultural Context: MEETING PERSONAL NEEDS

In an American restaurant, the student identifies food on a menu that are originally from the culture being studied.

HIGH SCHOOL/LEVEL I

Cultural Context: FINE ARTS

Using pictures of a variety of American buildings, e.g. churches, homes, government buildings, etc., the student identifies the architectural elements that originated in the foreign culture, e.g. the roofs, arches, doorways, windows, etc.

The Performances are intended to be examples of how a student could meet a particular content standard. Sample Performances suggest both instructional strategies and assessment tasks. A companion publication, The Indiana Assessment Tasks, *gives examples of specific assessment tasks which are directly related to and correlated with many of the Sample Performances. As teachers throughout Indiana become more attuned to the state standards, more authentic forms of classroom instruction and assessment will begin to take place.*

Conclusions:

The development of national and state standards has established a new direction for integrating cultural teaching and learning. It is clear, however, that having standards alone will not be enough to change the "state of the art." The findings of scholars over a period of years, recent findings such as the SSEC study, as well as analysis of existing materials suggest that in order to bring about significant change, teachers will need more support that they have at the present. The following conclusions might be drawn from this discussion:

1. Considerable attention must be paid to professional development for teachers already in the classroom. Staff development should not focus solely on teaching materials and strategies. Attention should also be given to substantive cultural study as well as strategies for teaching and assessment of cultural learning.

2. Both pre-service and in-service teachers should be provided with the systematic, conceptual study of culture. This may require re-thinking the way culture and cultural content is taught to teachers at the college and university level.

3. Greater dialogue should be encouraged between foreign language teachers and teachers in other fields, such as fine arts and social science, where cultural learning is an important goal.

4. Teachers and foreign language scholars should continue to work with textbook publishers to encourage the development of materials that integrate culture into both instruction and assessment.

5. More research should be conducted into what students and teachers are actually learning about culture.

6. The dynamic nature of culture should be recognized and given a larger role both in teacher professional development and in the design of standards and related materials. One of the greatest problems in cultural teaching is the tendency to view cultures as static. For this reason, frequent direct experience living and traveling in the target culture should be encouraged even for veteran teachers.

7. Greater efforts should be made to integrate the cultural expertise of native speakers of all types into the classroom. These efforts include enlisting parents and community members as resource persons, planning so that students in our classrooms who are native speakers are able to share their cultural knowledge while they also receive appropriate language instruction, and carrying on teacher exchanges, such as the ones established by the agreements between the states of the United States and the government of Spain.

8. Make direct experience with the target culture part of the foreign language learning experience for every teacher and every student.

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Report

9

Foreign Language Status Report: Focus on Spanish

Linda Houghton, Associate Commissioner, Kentucky



Goals of State Foreign Language Programs

- Communicate in languages other than English
- Gain knowledge and understanding of other cultures
- Connect with and acquire information from other disciplines



Goals cont.

- Develop insight into the nature of language and culture through comparisons
- Participate in multilingual communities at home and around the world



Kentucky's Academic Expectations

- Students interact effectively and work cooperatively with the diverse ethnic and cultural groups of our nation and world
- Students complete tasks, make presentations, and create models that demonstrate awareness of the diversity of forms, structures, and concepts across languages and how they may interrelate



Kentucky's Academic Expectations cont.

- Students understand and communicate in a second language



Kentucky Compared to Other States

- Foreign Language is not a part of the Commonwealth Assessment and Testing System.
- Foreign language is not a high school graduation requirement.



Kentucky's Current Trends in Foreign Language Enrollment

- All high schools in Kentucky offer two years of a foreign language.
- 62,686 students were enrolled in a foreign language class in 1997-98.
- 60,248 students were enrolled in a foreign language class in 1998-99.
- 30,110 students were enrolled in classes beyond the first year of language study in 1999.



Kentucky's Current Trends in Foreign Language Enrollment

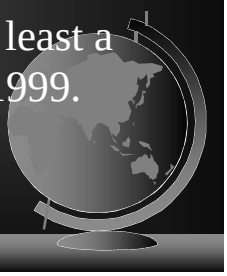
- The total number of students taking foreign language by subject area were:

	1998	1999
– French	14,984	14,534
– German	3,055	2,737
– Latin	3,222	2,811
– Russian	225	229
– Spanish	41,200	39,937



College Attendance and Foreign Language Classes

- 44% of 1996-97 high school graduates attended one of Kentucky's colleges and universities in fall 1997.
- 31% of high school students took a foreign language class in 1999.
- 15% of high school students took at least a second year of foreign language in 1999.



Kentucky Compared to Other States, cont.

- Six states have foreign language mandates at the elementary level (Kentucky does not).
- As of 1994, 33% of U. S. secondary students were studying a language other than English.
- Of the 22 states responding to an inquiry, 12 have a foreign language consultant at the state level (Kentucky has established a foreign language position).



Current Instructional Methods

- Interactive communicative approach with emphasis on multiculturalism and the use of technology.
- Students frequently communicate with each other in the language they are studying. Technology has allowed students to communicate with native speakers. Because of the short length of study, students do not become fluent.



Desired State of Foreign Language Instruction

- Immersion method of foreign language instruction - students spend part or all of the day learning a variety of disciplines in the foreign language
- Content-based instruction - the foreign language is used as the language of instruction in classes such as humanities, math, or vocational training



Teacher Availability

- Number of teachers currently teaching foreign language: 739
- Number of teachers currently certified to teach foreign language at the high school level: 4888



Report

10

Rock Creek Forest Elementary Spanish Immersion Program

Sandra S. Walker, Principal, Rock Creek Forest Elementary School, Chevy Chase, MD

Introduction

Rock Creek Forest Elementary School is located in Montgomery County, Maryland, which is a suburb close to Washington, D.C. In 1977-78, a small group of parents from an adjoining neighborhood approached the principal about the possibility of starting a Spanish Immersion program like the French Immersion program that had started several years earlier at another Montgomery County school.

A group of first, second and third graders formed the first class of Spanish Immersion. A bilingual teacher was hired.

Organization

Eighteen years later the school has nine separate classes of Spanish Immersion from kindergarten through fifth grade. The program grew from the one multi-age class to two multi-age classes, one primary and one intermediate. Next, there were two grade combination classes. Now there are two kindergarten classes, two first grades, two second grades, two third grades, one fourth grade and one fifth grade. In two years we hope to reach the goal of two classes at each grade level.

This program operates as a "school within a school." Therefore, the school staff works on ways to bring students from both programs together for academic interaction.

Student Selection

The original students were selected with the requirement that they have good English reading skills. Now, students are admitted to the program in kindergarten by lottery with no academic requirements. They must be English speaking. The school administration conducts 8-10 open houses from November-April for parents of prospective students. Parents must complete a transfer application by April 1 of the current year. A lottery is conducted by late April to select the fifty students for the two half-day kindergarten classes. If there are more than fifty applicants, then a wait list is established. Applications are also accepted on a space available basis for grade one and a wait list is also established.

For admission after grade one, students must meet informally with a grade level teacher to show some knowledge of spoken and written Spanish. Experience has shown that students who enter with no Spanish after grade three have difficulty acquiring the academic concepts due to the limited vocabulary.

In 1985 the Spanish Immersion program became part of the desegregation magnet programs that were designed to keep the balance between the racial populations. This magnet status allowed Montgomery County Schools to provide one additional staff position and a small amount of money for materials yearly.

In 1988 when the principal who started the program retired, and a new principal was appointed, school climate surveys were administered to teachers and the community to identify areas of success and areas for improvement.

The successes included the opportunity for the students to learn Spanish and Spanish culture. Anecdotal information from graduates and parents told of career choices chosen by former Immersion students based on fluency with the language. Middle and high school teachers stated that the former immersion students had excellent accents and a large vocabulary in Spanish.

The areas of improvement included a need to bring equity to the two programs in the school, a need to promote collegiality between the teachers on the staff, a need to change the neighborhood perception of which program is "better," and a need to help Immersion students learn correct Spanish grammar and syntax.

During these last nine years, the staff of both programs worked together in grade level teams to plan units of instruction. Teachers from the traditional program and Spanish immersion work together to solve pertinent grade level issues. The grade level classrooms are located in close proximity so that grade level teachers and students can communicate regularly.

Staffing

Staffing is probably the number one concern for the administrator. A successful teacher in this program should be a native speaker and have certification in elementary and or early childhood education. Teachers need to have some fluency in English, as well, so that they can communicate with parents and also take advantage of local county inservice or college courses.

Montgomery County Public Schools' Department of Personnel works hard to recruit Spanish-speaking teachers. They place advertisements in nationwide newspapers, send recruiting teams to conferences such as, National Association of Bilingual Education (NABE). In addition, they recruit on college campuses. Applicants must interview with the Department of Personnel, as well as, with the local school principal. The applicant must also take a local general knowledge test, a Spanish oral and written test and pass the National Teachers Examination.

In addition to the Spanish teachers for immersion, one staff position is allocated for students to receive English reading/language arts starting in grade 2. The students in grades 2-5 receive English instruction for 45 minutes daily. In grade five, all fifth graders from both programs are regrouped by reading skill and have reading language arts instruction together.

Teacher Training

The school system offers workshops for new teachers. The immersion teachers need to participate in all new teacher training as well as training in effective strategies for immersion teaching.

Strategy-based instruction is useful for immersion teaching since students must learn the language through the content. Each lesson much reach back to what concepts and vocabulary the students already know. Then through visuals and hands-on experiences, students are introduced to new material. The teacher creates the context for the new information. Students manipulate the information to construct meaning for themselves.

The teachers use the school system curriculum. They must translate units and assessments or create them originally in Spanish. Over the years, teachers have written science, social studies, math and reading units at each grade level. These units are shared with teachers.

Materials

The school staff, in connection with two other schools that have Spanish programs, evaluate new texts and reading books and review them for accuracy and appropriateness for the curriculum. Book evaluation must be done by this group of teachers, because there is no one else to evaluate the Spanish books. If the teachers want newer materials, they must evaluate them first.

Money for the textbooks and materials comes from several sources. The per pupil allocation from the school system is distributed by grade level. The teachers keep an on-going wish list. The magnet money is used for computer software, as well as print materials for the classrooms and the library. The local school PTA is generous and provides funds for computer hardware and materials for the school library. A federal grant was acquired by the school system and divided between the schools that offer foreign language. Computer hardware and software were purchased with that grant.

Homework

While educators believe that homework is a review for the child, parents always want to help their children do their best. The teachers try to go over the routine assignments so that students know what to do. We tell parents that they can talk about the subjects in English. The child will do the work in Spanish. Long-term projects are outlined so that parents can help their children meet the deadlines and acquire the materials. Parents can always write notes to the teacher when the homework was particularly hard for the students. Then the teacher can review and follow-up with additional instruction when necessary.

Grading

The issue of grades is multi-faceted. The teachers must assess student skills and knowledge of the concepts as well as of the Spanish. For example, in math, the teacher must determine if the child understands the mathematical concept and if the child knows the mathematical vocabulary in Spanish. The teacher must be able to differentiate the skill acquisition in the math grade and the language component in reading or language skills. That sometimes brings up questions that are best answered during parent conferences.

The school system report card lists the following under reading: decoding and comprehension, language skills such as mechanics and grammar, writing skills, oral expression and listening comprehension. There is no place on the computerized form that says that the student is learning in Spanish. Therefore, the report card must be accompanied by a comment sheet that address that

information. The teacher of reading/language arts in English gives one grade that includes each of the reading, writing, speaking, listening areas. When a student transfers to another school, it is important for the accepting school to know that the grades reflect skill acquisition in Spanish.

Assessment

Until 1990 student achievement was measured by the California Achievement Tests which were administered in English to all students in grades three and five. In 1986, parents and staff noticed that reading comprehension and reading vocabulary scores were more depressed then the other scores in math. It was determined to use the magnet position to provide direct English instruction in reading and writing skills to students in grade two through six every day for forty five minutes.

Since 1992, the State of Maryland has been using performance assessments to evaluate student achievement. Teachers have changed how they have been teaching. More emphasis is placed on strategies such as giving evidence from reading to support an answer, organizing information on various types of charts to use for analysis, and incorporating writing into all aspects of the curriculum. Reading skills of global understanding, developing interpretation, and critical analysis are stressed. Students in Spanish immersion must be able to apply the strategies and critical thinking skills necessary for success to work in English even though a majority of instructional time has been in Spanish. It requires more effort to acquire these skills and more time to apply what they have been taught. The length of the school day is the same for them as for the students in the traditional program. Students and parents report that they spend more time on homework each year starting in third grade. Students must put in time to read for information and pleasure in both Spanish and English.

Middle School

The local middle school, grades 6-8, offers two class periods for Spanish immersion students. One class is world studies taught in Spanish and the other is a Spanish language class. The students go to sixth grade feeling confident in their Spanish abilities. They may not always realize that their grammar or syntax isn't perfect. The middle school teachers report the challenge they have trying to correct incorrect language patterns. The elementary teachers are focusing on using context and modeling to correct grammatical errors. Mini-lessons are also used for frequently made mistakes. The elementary teachers are also discussing what the students will need to learn in the future so that students can be more realistic about their middle school language experience. The goal is for students to take Spanish 4 in ninth grade. There are some eighth graders who currently go to the high school for Spanish 3 during their first period class.

Retention in the Program

Currently, we accept 25 students into the kindergarten classes and increase to 26 in the first grade classes. After grade two, replacements for students who leave the program are not made unless the student can speak and read Spanish. Therefore, the number of students in each grade decreases as the students move from grade 2-5.

Some of the reasons students leave include parents moving too far away within the county or moving out of the county, acceptance into a highly gifted program at grade 4, and difficulties in learning. By grade 3 students realize that they must work hard to be successful because they have homework in both the Spanish immersion class and the English reading language arts class. Some students evaluate if they have the time, persistence and desire to continue in Spanish Immersion. Usually

they decide that they have put this time in, thus far, and want to be able to converse in two languages. Some students who have had difficulty learning to read, decide to take off the stress and go to the traditional program delivered in English. Some students have difficulty learning and after formal evaluation are determined to have a learning disability. The school provides resource support in English for any learning disabled child. The parent and child have to decide if the child is to remain in Spanish immersion. Most of the students who have learning disabilities stay in Spanish Immersion and receive their resource support in English.

Summary

As with anything that is worthwhile, learning a second language in an immersion model does take effort. The kindergarten child learns the accent and vocabulary very easily. The kindergartner has the opportunity to hear language, repeat language and concepts and acquire vocabulary at a rapid rate. Any person learning a language goes through stages of language acquisition. Even though a baby hears grammatically correct language from birth it takes about 5 years for the child to speak in grammatically correct sentences. The same is true in immersion classes. By fifth grade, students are fluent. The degree of fluency depends on the time and effort put in to the experience. Those students who were encouraged to always use Spanish and who willingly tried to always use Spanish showed the most language fluency.

Every year it is amazing to watch the kindergarten class go from no Spanish to following directions and singing songs by November. If you ask a fifth grader how hard it was to learn Spanish, they look at you and say it wasn't hard at all!!

Report

11

Bilingualism and bilingual education in New Mexico:

A context for test development in Spanish -- La prueba de español para la certificación bilingüe:

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Introduction

The world of the 21st century rapidly approaches carrying with it greater global interdependence. It is important to reflect on the impact the international global marketplace has brought society. As a child, I remember using products in our home that were produced locally—by that I mean that the milk we drank came from the local dairy which was delivered to the doorstep of our home every other day by the "milkman." Nearby farms gave us our produce, and packaged goods and canned vegetables came from factories in regional areas of the USA, transported through trucking firms. I was raised at the time television became commonplace in the homes of America. Once my family acquired one, my knowledge of the world broadened considerably from what was presented in the newspapers. It goes without saying that the world is a different place today.

Many of the people of the world carry out their lives today in the concept of an open market. Multi-national companies operate their plants all over the world, and the people of the developed countries have unprecedented access to goods and services. The European Community (EC) and various international trade agreements such as NAFTA have opened borders and markets, offering the continuous flow of goods and services to the benefit of a nation's peoples, as well as its economic base. As we enter this new place in time, we recognize that the term society is not solely restricted to the confines of a given nation. Rather, society may be viewed in a more expansive way, encompassing humankind.

It is the nature of mankind to advance itself in terms of its material, cultural, and human resources. While the nations of the world have distinct ideologies and systems to manage these resources, we have long known that our educational institutions provide the fundamental mechanism for advancement. As such, it becomes incumbent upon our institutions to craft their vision for society.

The common market of goods and services force us to recognize that a common academic market is necessary to advance the skills and knowledge base of the children in our schools today. The process of teaching and learning can no longer rely solely on one language medium nor can we afford to build linguistic and academic strengths in only one language. The individual with a command of two or more languages has a significant advantage over those who only have one language domain. The development of bilingualism through the process of education gives the child twice the power to learn

while in school, and twice the power to earn when they enter the work force and interact in an ever-expanding global marketplace as an adult. In most countries of the world, bilingualism is recognized as a sign of a well-educated individual, an individual who can function in two linguistic and cultural frameworks.

The Development of Bilingualism

The countries of Europe have certainly recognized the how important it is to develop students linguistic abilities in more than their mother tongue. Many of the schools of Spain introduce another language in Kindergarten and first grade, and begin teaching a third language in the equivalent of the 7th grade of the US curriculum. Students at the university have many opportunities to study in other countries—the Erasmus scholarships offered by the European Community (EC), for example, provide for study in any country in Europe. The Ministry of Education and Culture of Spain's Visiting Teacher and Post-to-Post programs offer teachers opportunities to teach not only in the USA for Spanish-English bilingual instruction and Spanish as a foreign language, but also in some EC and Eastern European countries. Since 1959, the Escuelas Europeas *have provided an international curriculum in schools in Belgium, France, Germany, etc.*

In the United States, two-way dual language programs of bilingual education show the most promise toward the goal of developing bilingualism for all in schools with populations of language minority and language majority students. In these programs, English speakers and speakers of the target language work together to become bilingual and biliterate. They receive half of their instruction in their mother tongue and half in the other language with both languages separated for instruction for an average of 50 percent of the day. Other models of bilingual education such as maintenance and enrichment also aim to achieve this goal. Some bilingual education models, however, aim to move students into English and then discontinue linguistic and intellectual development in the mother tongue. Bilingual multicultural education in the state of New Mexico aims to maintain, preserve, and develop the richness of languages and cultures of the state.

By virtue of the Memoranda of Understanding signed between the Ministry of Education and Culture of Spain and State Departments of Education of the United States and school districts, we are here this week to examine and exchange information on the teaching of the Spanish language in the United States. I will be sharing with you information about a new exam that the New Mexico Department of Education has developed to measure Spanish proficiency of teachers for an endorsement to their teaching license in bilingual education. But before we get to that topic, it is important to understand a bit about bilingualism and bilingual education in New Mexico because it sets the context for test development in Spanish.

Bilingualism and Bilingual Education in New Mexico

In New Mexico, bilingualism is not a new idea. When the Spanish came to the area in the 1500's, the land we know of as New Mexico was multilingual, as it continues to be today. Spanish was added to the Indian languages of Navajo, Zuni, Keres, Apache, Tewa, Tiwa, Towa, and others, which have since been lost. The exploration of New Mexico by Francisco Vazquez de Coronado in 1538 was bilingual—the two principal languages involved were Nahuatl and Spanish. Nahuatl was the language of the Tlxascaltecas and Aztecas, many of whom accompanied Coronado in his long pilgrimage from Mexico City through the southwest. Even today, it is as natural to hear another language spoken in New Mexico as it is to hear the water from the melted snow trickling through the arroyos in the spring.

New Mexico is a state where several languages and cultures are part of a population mosaic that includes American Indian, Hispanic, Anglo and other ethnic groups. It is perhaps the only state whose constitution has provisions to maintain a bilingual citizenry and also where the Spanish language has

been used continuously since the early Spanish settlements were established after 1598. The seven Native American languages spoken in New Mexico continue to be integral to government, religion, and aspects of daily life for each tribe, and a command of the native language is generally expected and valued by the members of each tribe.

English was added to the multicultural mix officially in 1848 when the state was incorporated as a territory into the national framework of the United States. As early as 1780, however, many people began to learn English in order to trade with merchants in places like New Orleans where many English-speaking people were setting up trading houses. Also, merchants in Missouri were beginning to trade with Mexican territories in Texas and New Mexico in the early 1800's, and people from Santa Fe began to establish commerce with these merchants. By 1891, when the public schools of the territory were established[10], the teaching and learning of English had become both a personal as well as an institutional need in New Mexico.

It is also important to note that the 1891 law did not bar instruction in Spanish--"in school districts where the only language spoken is Spanish, the teacher shall have a knowledge of both Spanish and English."[11] In fact, the Spanish press at the time devoted numerous articles on the need for bilingual education. Reasons cited are similar to those presented among colleagues here at this meeting as well as among bilingual educators and researchers in the Unites States: (1) To advance economic opportunity in the US through international trade; (2) To preserve the Spanish cultural heritage; (3) To be proficient in one language helps one learn in and through another. A full 75 years before the issue of bilingual education became a topic on national interest, the Spanish speaking population of New Mexico recognized its advantages and advocated for it.[12] The Legislature of the state of New Mexico replicated these very principles in its English Plus Memorial in 1989, which supports language rights in the United States.

It was in this context that the framers of New Mexico's state constitution expressed the value for education and educational equality for all, as well as the value in being bilingual and in maintaining the traditions of the Spanish language and heritage. In 1910 when the constitutional convention was held, and because of the Treaty of Guadalupe Hidalgo, Spanish and English were declared the official languages of the state.[13] For the first twenty years, all official documents were to be published in Spanish as well as English. Article XIX, Section 8 of the Constitution states:

> The legislature of the state shall provide for the training of teachers . . . so that they may become proficient in both in both the English and Spanish languages, to qualify them to teach Spanish-speaking pupils and students in the public schools and educational institutions of the State and shall also provide the proper means and methods to facilitate the teaching of the English language and other branches of learning to such pupils and students.

In New Mexico, with its large Hispanic and Indian populations, legislators, policymakers, educators and the people of the state have long held the view that bilingualism and bilingual education provide rich avenues for the intellectual development for the children of the state. In 1944, the public school code was revised to require the teaching of Spanish in the grades 4-6 to all students in schools having three or more teachers or 90 pupils or more. There were concerns at that time that Spanish was fast

[10] See "The issue of Language in Education in Territorial New Mexico", by Robert Milk in the 1977 Revista Bilingue/Bilingual Review for a thorough discussion of the subject.
[11] Compilation of the School Laws of the Territory of NM (SF: El Boletin Popular Printing Company, 1903), p.5
[12] See "The Language Issue in New Mexico" by Doris Meyer, pp. 102-103.
[13] See the Constitution of New Mexico, adopted 1910 and amended 1912.

disappearing from the schools[14]. This law was taken off the books in 1964 when the state began experimenting with the concept of bilingual education.[15] In 1969, New Mexico passed its first statute for bilingual education, which also was the first such law in the United States. In 1973, the legislature attached funding to a more precise statute, emphasizing equal educational opportunity and language and culture enrichment for the students in the state in the elementary schools. It was expanded to the 12th grade by 1991 and is open to all students. The intent of the state law is for literacy in Spanish and Native American languages with a commensurate program that matches full literacy expectations in English. For Native American languages that are not written, literacy is understood through the oral tradition, communicating the universal values of the people in oral form.

The policies and actions of the New Mexico State Board of Education have historically shown that bilingual instruction is a viable instructional avenue for the education of children whose mother tongue is a language other than English. The State Board of Education adopted its first policy statement in support of bilingual education in 1968 along with certification requirements for teaching English as a second language. It adopted certification requirements for an endorsement in bilingual education in 1979 and for the teaching of Navajo in 1987. In 1996, the State Board of Education's Standards for Excellence regulation set expectations for New Mexico students in the public schools. Section 8.2 of that regulation, "Expectations for Successful New Mexico Students", states:

Knowledge and skills – Through student competencies, instruction and other experiences, New Mexico High school graduates will become successful, productive members of their communities, the nation and the world by acquiring the knowledge and skills to:

- Demonstrate proficiency in the English language; and
- Develop an understanding of other cultures, and become competent in at least one language in addition to English.

This year, the board adopted a legislative proposal that expands the current statute to include two-way dual language immersion programs in the state. As an amendment to the Bilingual Multicultural Education Act, the appropriation provides start up support for a number of schools in the state for the 1999-2000 school year.

As one can see, New Mexico is clearly different from other states in the nation in that bilingualism is generally viewed as an asset worth cultivating. It is important that students maintain and develop their bilingual abilities as an enrichment to their lives.

Quality Teachers

The success or failure of education depends to a great extent on the quality of its teachers. For bilingual education, it is critical that the teacher be academically proficient in the two languages of the program to deliver core content instruction in the both languages. Recent investigations on the effectiveness of bilingual education, beginning with Ramirez in 1991, tie long-term academic

[14] In effect, SB 3 was introduced to help insure retainment and development of the Spanish language and by extension the culture and identity of the Spanish-speaking people of the state. English was rapidly becoming the primary language used for commerce and government.

[15] The New Mexico State Department of Education secured a Ford Foundation Grant to initiate a program that taught Spanish to the Spanish-speaking; language arts and social studies were taught in Spanish. In 1968, Title III of ESEA provided the Las Cruces Public Schools funds to begin a two-way dual language immersion program.

achievement for English language learners[16] to high quality instruction in the native language as well as English. Thomas and Collier's 1997 report School Effectiveness for Language Minority Students indicates that two-way dual language immersion programs produce long-term achievement for English language learners as compared to ESL and transitional bilingual education models. Teachers in these programs provide grade-level academic instruction in both English and the other language.

It becomes tremendously important then, that teachers delivering instruction in two languages have sufficient academic preparation in the target language—in all four skills—to equip them to teach students the concepts of the curriculum in the language other than English. Dr. Miguel Guerrero in his article, "Spanish Academic Language Proficiency: The Case of Bilingual Education Teachers in the US" provides a provocative perspective on the issues surrounding the preparation of teachers in Spanish for bilingual education programs in the nation. The abstract for the article indicates:

Empirical evidence has been forthcoming that supports the sustained use of native language instruction for Spanish language origin children in the U.S. This paper argues that prospective bilingual education teachers are not generally afforded the type of Spanish language development opportunities needed to provide sustained native language instruction characterizing the most effective program models. Rather, the academic Spanish language development opportunities they do receive are aimed primarily at serving the needs of early-exit transitional bilingual education programs, the most common and least effective type of bilingual program in the US.[17]

Testing Teachers' Spanish Proficiency: New Mexico's Four Skills Exam (FSE)

Two years after the state began funding bilingual education and four years before the State Board of Education adopted certification criteria for bilingual education, the New Mexico Department of Education (NMSDE) administered a third grade reading and writing test in Spanish to 136 teachers and bilingual aides, many with some university training. The results of this showed that "about ten percent of (the examinees) were able to function at this level on the test, (and) none could handle the fourth grade level."[18] It is important to note that this situation was not unique to New Mexico, but rather common throughout the nation as states began to implement instruction in the Spanish language for bilingual education[19]. In the late 1970's two additional concerns were noted: Some bilingual education teachers who were not Spanish speaking were jeopardizing the potential for quality in the program by delivering content mostly in English. Secondly, there was a concern that fluent Spanish speakers from areas outside of New Mexico were jeopardizing the self-esteem of many New Mexican children because of their lack of knowledge about the varieties of Spanish used in the state.[20]

Test Development

The state's criteria for an endorsement in bilingual education, established in 1979, emphasized proficiency, with literacy in the Spanish language, culture, and study of the history of the Spanish-speaking people of New Mexico. Initially, the agency identified the Modern Language Association Test

[16] The term "English language learners (ELLS)" describes students who have learning strengths and abilities in a language other than English and who are in the process of acquiring English as their second language.
[17] Guerrero, p 65
[18] Clients and Teachers in Bilingual Education Programs, Henry W. Pascual, p 21
[19] Ibid, pp. 21-22
[20] State legislative report, 1993.

as a means to verify competence in the Spanish language for the endorsement. However, there were growing concerns with this test because it did not take into account the variety of Spanish spoken in the communities of New Mexico. Additionally, it did not assess the four areas of language needed to teach the curriculum set forth in the state statute for bilingual education. It was within this context that the State Department of Education assisted the University of New Mexico in securing a grant from Title VII of the Elementary and Secondary Education Act (ESEA) to develop an appropriate test.

The federal grant assisted the state in developing a tailor-made exam that would assess teachers' ability in all four skills of language—understanding, speaking, reading, and writing in Spanish. It also measured teachers' ability to use the variety of Spanish spoken in the communities of the state as a valid instructional tool for learning. The Spanish vernacular contains vestiges of 16th century Spanish brought with colonizers in 1598.[21] Since most bilingual programs were delivered in the early elementary grades, all reading materials were taken from fourth grade Spanish language texts dealing with the typical elementary school curriculum: science, math, social studies, and language arts.[22]

Completed in the early 1980's, the Four Skills Exam (FSE)[23] served as the required measure to ensure teachers had sufficient proficiency in the Spanish language for the bilingual endorsement. The test was widely used and firmly accepted by the universities of the state as the official exam for bilingual education teachers. Some universities used the test as an exit exam for their teacher preparation programs to meet endorsement requirements. The testing centers of the universities were solely responsible for the administration and scoring of the exam.

Development of the new exam: La prueba de español para la certificación bilingüe

By the early 1990's, there were pressing developments regarding teacher preparation for bilingual education. The statute had been expanded to the secondary level and the Board raised the standard for endorsement in bilingual education holding an expectation that teachers demonstrate proficiency to an eighth grade level in the language other than English. The State Bilingual Advisory Committee[24] (SBAC) brought issues forward to the NMSDE because there were concerns in the field about the quality of preparation teachers were receiving to meet these requirements.

A subcommittee of the SBAC studied the concerns and found various issues and problems with the test that could be attributed to a lack of oversight of the implementation of the exam across the state. For example, in the area of test administration there were concerns on how the test versions were rotated, the training provided to test administrators, the availability of an administration booklet, scoring guides, and the lack of a study guide and general information about the test for examinees. At about the same time, Dr. Miguel D. Guerrero had conducted a field study of the exam for his dissertation. His findings indicated that various practices in test administration were jeopardizing the validity and reliability of the exam itself. A major concern identified was whether the Spanish coursework in the

[21] For early studies on the history and development of the Spanish language used in New Mexico, see the works of Aurelio Espinosa and Juan B. Rael, former university professors from Stanford University.

[22] For greater discussion on the content and context of the development of the exam, see Valdés, G. (1989) Testing bilingual proficiency for specialized occupations: issues and implications. In Gifford, B. (ED) Language, culture, ethnicity and testing.

[23] Test authors were: Dr. Guadalupe Valdés, Thomasina Hannum, and the late Sam Guyler.

[24] The State Bilingual Advisory Committee consists of representatives from across the state who are involved in bilingual education programs. It serves as an ad-hoc committee to the State Board and in an advisory capacity to the Department on issues that are pertinent to bilingual education in the state.

university programs was sufficient to properly prepare all teachers to meet the higher standard set for proficiency by the State Board's new endorsement requirements. Lastly, the current FSE did not certify Spanish proficiency to the new standard for the endorsement.

In the fall of 1993, the subcommittee presented their findings to the Legislative Education Study Committee, which requested a proposal to remedy the problems identified. The proposal addressed four major areas identified as interrelated and interdependent in remedying the problems cited by the subcommittee in their report.

1. The administration and supervision of the test:

A full-time bilingual assessment professional was needed to oversee the administration of the test at all testing sites, the scoring of the exam, to revise the exam, and generally be responsible for the records, reports and the exam itself.

Revision of the test itself:

Since the adoption of the Four Skills Exam, no reliability studies had been conducted to reexamine the test's reliability. Revision to the exam was necessary to ensure its reliability.

Development of alternative assessments:

The committee recommended that performance-based assessments be developed as an alternative to the FSE for elementary school teachers who are sufficiently prepared but who do not perform well on standardized tests. For secondary teachers, they recommended a performance-based test that would exceed the eighth grade minimum set by the Board.

University immersion institutes:

The proposal included three one-week intensive language institutes where participants are immersed in Spanish for the entire day in the classroom and in the location where they are lodged. Three or four experienced Spanish language instructors would interact with participants using the four language modalities through activities that are appropriate to the school, community, and classroom setting. Spanish would be maintained as the sole language of communication in the classroom and lodging sites.

In 1994 the Legislature appropriated funds to the NMSDE to accomplish these recommendations. The revision of the Four Skills Exam (FSE) began with a committee of experts in linguistics, assessment and evaluation, language development and bilingual education. Initially, the committee was engaged in study and research. They studied the dissertation results prepared by Dr. Miguel Guerrero entitled A Critical Analysis of the Validity of the Four Skills Exam and researched other state proficiency tests for certification of bilingual education teachers. This work lead them to conceptualize a new content exam that would resolve the difficulties identified in the FSE.

The new exam, La prueba de español para la certificación bilingüe[25], is a criterion-referenced test that was developed in accordance with current standard test development procedures to meet validity and reliability requirements. It went through a two-year development process and was refined based on task force feedback and piloting with a group of educators representative of those who would take the test.

There are four manuals[26] that have been produced in conjunction with the exam:

The technical manual contains statistical information on the validity and reliability of the exam.

The administrator's manual ensures standard administration to meet reliability and validity requirements.

There is a scoring and evaluation manual for standardization test results for the scorers of the exam.

The study guide comes with an audiocassette and is designed to help examinees adequately prepare for the exam.

Various features of the exam set it apart from traditional language tests for adults. Overall, the exam directly reflects actual classroom and school practices that bilingual education teachers are generally engaged in as part of their duties and responsibilities. These are represented through the following school contexts:

School communication: Bilingual education teachers are often the sole link between the school and the parents of English language learners. Oftentimes, parents do not have sufficient English skills to become actively involved in school activities nor do they understand aspects of the school program in the English language. This section of the test examines tasks teachers may be called on to perform in carrying out this important link.

Natural Sciences and Social Studies: The test uses actual text material, audio clips and cloze activities to examine proficiency. The tasks are those that teachers perfom daily in preparing and delivering instruction.

Language and Culture: The test uses a videoclip of rural life in New Mexico which exemplifies the long-standing Hispanic culture of the state. Once again, the clip serves as the material for the tasks related to classroom such as preparing a summary and oral instructions for a student assignment.

In its natural form and state, all four skills of language interact in a mutually reinforcing way to accomplish teaching and learning. The test incorporates this aspect of language into its design. All tasks selected for each of the contexts above contest are built around authentic situations and prompts. This creates a natural, communicative setting for examining proficiency.

The exam also encompasses all the proficiency competencies set by the State Board of Education for an endorsement to a teaching license in bilingual education. This enhances the validity and reliability of

[25] Test authors are: Dr. Eduardo Hernández Chávez, Dr. Rosa Fernández, Thomasina Hannum, Cecelia Pino and Dr. Loretta Salazar. Walter Archuleta, language assessment specialist in the Bilingual Multicultural Education Unit, coordinated test development.

[26] Technical Manual: Chris Nelson and Dr. Miguel Guerrero. Administrator's Manual, Scoring Manual, and Study Guide: Thomasina Hannum and Elizabeth Saavedra.

the test and also examines the proficiency of teachers to teach the content areas of the curriculum. Tables I and II provide the readers a summary of these features. [27]

TABLE I

Main Features	***La prueba de español para la certificación bilingüe***
Language tasks are linked to school contexts	
Comunicaciones escolares	
Ciencias naturales	
Lengua y cultura	
Estudios sociales	
Language tasks are built around authentic situations and prompts	
Report card	
Telephone message	
Principal memo	
Reading from actual textbooks	
Video	
Language tasks integrate the four language skills	
Reading and speaking	
Listening and writing	
Reading and writing	
Listening and speaking	
Language tasks are linked to NM mandated competencies	
Enhances the validity of the test	
Focus on content areas	

[27] Tables I and II developed by Walter Archuleta , Dr. Miguel Guerrero, Thomasina Hannum, Dr. Eduardo Hernández Chávez, and Dr. Loretta Salazar.

Focus on an eighth grade level of proficiency as required by the competencies

TABLE II

Language Matrix

School fi *Contexts*	*Comunicaciones escolares*	*Ciencias naturales:* *El sistema respiratorio*	*Lengua y cultura:* *La vida rural de Nuevo Mexico*	*Estudios sociales:* *Las nuevo mexicanas*
Speaking	*Given a report card as a prompt, examinee explains student progress to parents.* *(1) a,b,c,d,g**	*Given a second related science text as a prompt, examinee reads the text aloud.* *(1) a,e,g; (2)**	*Given a brief video stimulus, examinee generates a summary and oral instructions for students.* *(1) a,b,g; (2)**	*Given a written social studies text as a prompt, examinee gives an oral summary of the text. (1) a,b,d,e,g; (2)*
Listening	*Given an audio-taped telephone message (linked to report card) as a prompt, examinee writes a brief note to parents.* *(1) a,b,c,f,g **	*Given an audio-taped series of student sentences (related to text topic), examinee writes student sentences.* *(1) f,g; (2)**	*Given an audio-taped series of multiple-choice questions (linked to video), examinee selects best answer. ALSO SEE SPEAKING & WRITING* *(1) b,d,e,g**	*No direct measure of listening comprehension*
Reading	*Given a principal's memo as a prompt, examinee proofreads and corrects the memo.* *(1) a,d,e,f,g**	*Given a science test with every sixth word deleted, examinee writes in the deleted word.* *(1) a,d,e,g**	*SEE LISTENING*	*SEE SPEAKING*
Writing	*SEE LISTENING AND READING*	*SEE LISTENING AND READING*	*Given the video as a prompt, examinee writes an essay related to some aspect of the video.* *(1) a,f,g (2)**	*Givben the same social studies text as a prompt, examinee writes (5) questions related to the text.* *(1) a,d,e,f,g; (2)**

** The numbers (1) and (2) followed by letters a-g at the bottom of each cell represent the native language competencies required by the New Mexico State Board of Education for an endorsement to a teaching license in bilingual education.*

The exam integrates both the vernacular Spanish spoken in New Mexico and a "standard" form of the language. It incorporates video and taped voices of New Mexican speakers of Spanish in natural language contexts.

It reflects four levels of Spanish language proficiency, from a level I – Principiante *to a level IV --* Superior *with general rubrics and specific rubrics for each subsection. Appendix I provides the general rubrics of the exam for each of the levels described.*

The test was administered for the first time this spring and summer, and will be administered in a quarterly cycle beginning in the fall of 1999.[28]

Conclusion

As the world we live in slips quickly into the 21st century, individuals with a command of more than one language will have an economic advantage in the ever-expanding interglobal marketplace. Additionally, they will be able to communicate across cultures. It is the duty of the educational institutions to prepare students for this expanded adventure in communication, prosperity, and advancement for humankind. In the final analysis, it must be realized that there are needs for speakers of other languages for the world economy and mutual understanding among the peoples and cultures of the globe.

[28] *The State Department of Education offers three Spanish Immersion Institutes as part of the preparation process for preservice and inservice teachers who will take the exam. The institutes have been offered at New Mexico Highlands University, in the northern part of the state, the University of New Mexico in the central part of the state and New Mexico State University in the southern part of the state.*

.APPENDIX I

Oral Language

Criterion: **The speaker uses appropriate oral language to complete tasks that are consistent with his/her role as a classroom teacher.**

Rating	Specific Criteria
4	**This speaker uses language that is highly appropriate and approaches native competence.** • This speaker fully completes required language functions. • Discourse is well-organized; the flow of ideas is highly appropriate with natural transitions. Vocabulary is appropriate to the task. • Grammar is well-developed and elaborated but yet appropriate for audience (i.e. beyond simplistic sentence construction of SVO). • Pronunciation and intonation are clear, fluent and native-like.
3	**This speaker uses appropriate language, but falls short of native-like**. • The speaker completes required language functions, but may omit unessential information. • Discourse structure and strategies are adequately organized (ideas may not flow completely smoothly). Vocabulary is adequate and appropriate to task, though minor inappropriate word choices may be evident. • Grammar is generally conventional and relatively elaborated with minor errors that do not interfere with comprehensibility. • Pronunciation and intonation are clear and nearly fluent but not necessarily native-like.
2	**This speaker uses adequate, though not entirely appropriate, language.** • This speaker fulfills language functions at an acceptable level (i.e. may omit information adequate but still communicates the main ideas). Discourse is organized well enough to communicate ideas and meaning. • Vocabulary is acceptable (some inappropriate word choices are evident). • Some grammatical errors are evident, though they do not interfere with comprehensibility (some occurrences of unconventional or incorrect structures and/or English influence). Sentence structure in unelaborated. • Pronunciation and intonation are comprehensible but there may be influence from another language.
1	**This speaker uses language inadequately.** • This speaker does not adequately fulfil the language functions (i.e. omits major information such that the point of the communication may be lost). Discourse lacks organization, transitions and connections. • Vocabulary is inadequate to the task (i.e. omits essential words, uses incorrect vocabulary and/or switches to English). • Uses incorrect grammar which may interfere with comprehensibility (e.g. tenses,

agreement, word order errors, etc.).
- Pronunciation and intonation are unacceptable (very halting, difficult to understand).

APPENDIX I (CONTINUED)

Writing

Criterion: The writer uses appropriate written language to complete tasks that are consistent with her/her role as a classroom teacher.

Rating Specific Criteria

This writer uses written language that is highly appropriate and approaches native competence.
- This writer fully completes required language functions.
- Text is well-organized; and the flow of ideas is well developed (coherence) with highly appropriate natural transitions (cohesion).

4 Grammar is fully appropriate reflecting native or near- native command of the language.
- Vocabulary is appropriate to the task.
- No errors in mechanics (i.e. spelling and punctuation)

This writer uses appropriate written language but falls short of native-like competence.
- This write successfully completes required language functions.
- The organization of the text, the flow of ideas (coherence), and natural transitions (cohesion) are appropriate.

3 Grammar is appropriate and generally correct reflecting a good command of the language.
- Vocabulary is adequate, though not entirely appropriate to task, though minor inappropriate word choices may be evident.
- Few errors in mechanics (i.e. spelling and punctuation).

This writer uses adequate, though not entirely appropriate written language.
- This writer adequately completes required language functions.
- The organization of the text, the flow of ideas (coherence), and natural transitions (cohesion) are adequate.

2 Some grammatical errors are evident though they do not interfere with comprehensibility (some occurrences of unconventional or incorrect structures and/or English influence.) Sentence structure is unelaborated.
- Vocabulary is acceptable (some inappropriate word choices are evident).
- Some errors in mechanics (i.e. spelling and punctuation)

This writer uses inadequate written language.
- This writer does not adequately fulfill the language functions (i.e. omits major information such that the point of the communication may be lost).
- The text lacks organization, transitions and /or connections.

1 • Uses incorrect grammar which may interfere with comprehensibility (e.g. tenses, agreement, word order errors, etc.).
- Vocabulary is inadequate to the task (i.e. omits essential words, uses much incorrect vocabulary and/or switches to English).

- Many errors in mechanics (i.e. spelling and punctuation)

APPENDIX I (CONTINUED)

Oral Reading

Criterion: **The examinee reads aloud written texts in order to complete tasks that are consistent with his/her role as a classroom teacher.**

Rating	Specific Criteria
4	**The reader reads aloud in a manner that is highly appropriate and approaches native competence.** • The reader fully completes the function of reading aloud short written texts. • The reader reads with fluidity at the rate of speed that is appropriate for the functions The reader captures subtle expressive and intentional features of the text. • Pronunciation of content area vocabulary is precise and native-like.
3	**The reader reads aloud in a manner that is appropriate but falls short of native-like competence.** • The reader adequately completes the function of reading aloud short written texts. • The reader reads with fluidity with minor pauses and repairs but the rate of speech is appropriate for the function. The reader captures most of the subtle expressive and intentional features of the text. • Pronunciation of content area vocabulary is almost native-like.
2	The reader reads aloud in a manner that is adequate, though not entirely appropriate. • The reader partially completes the function of reading aloud in a short written text. • The reader reads cautiously and with a combination of pauses, repetitions, and a few unsuccessful repairs. The rate of speech is uneven at points. The reader omits some of the subtle expressive and innovational features of the text. • Pronunciation of content area vocabulary is labored or inaccurate.
1	**The reader reads aloud in a manner that is inadequate.** • The reader is unable to complete the function of reading aloud a short written text. The reader reads with little fluidity and the rate of speech is not appropriate for the function. • The reader misses obvious expressive and innovational features of the text. • Pronunciation of content area vocabulary and vocabulary in general is labored.

Comprehension

Criterion: **The examinee comprehends oral written language or written language in order to complete tasks consistent with his/her role as a classroom teacher.**

Rating Specific Criteria

4

This examinee fully understands provided spoken or written text.

- Major concepts of the text are presented and developed in the response function.
- Generalizations about the text are thoroughly represented in the response text.
- Specific information is completely utilized in the response function.
- Logical structuring of the response function occurs; the organization of the response text is well- developed.
- Uses context of the language function to construct a well-developed text.

3

This examinee adequately understands provided spoken or written text.

- Major concepts of the text are sufficiently presented and developed in the response function.
- Generalizations about the text are acceptably represented in the response text.
- Specific information is utilized in the response function.
- Logical structuring of the response function occurs; the organizations of the response text is appropriately developed.
- Uses content of the language function to construct a satisfactory developed response.

2

This examinee minimally understands provide spoken or written text.

- Major concepts of the text are adequately presented and developed in the response function.
- Generalizations about the text are acceptably represented in the response text.
- Specific information is utilized in the response function; little essential information may be omitted.
- Logical structuring of the response function occurs; the organization of the response text is suitably developed.
- Uses context of the language function to construct a moderately developed response.

1

This examinee does not understand provided spoken or written text.

- Major concepts of the text are not presented and developed in the response function.
- Generalization about the text are poorly represented in the response text.
- Specific information is inadequately utilized in the response function; essential information may be omitted.
- Logical structuring of the response function is inappropriate; the organization of the response text is insufficiently developed.

Does not use context of the language function

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Report

12

Texas: Languages Other Than English (Briefing Report)

Ernesto Zamora, Texas Education Agency,Texas

The development of communication skills, as exemplified in the interpersonal, interpretive, and presentational modes, remains the goal for programs in Languages Other Than English (LOTE). Program emphasis is on the development of the linguistic skills of listening, speaking, reading, and writing, and in the knowledge of culture and language. The Texas Essential Knowledge and Skills (TEKS) for LOTE are described within the five areas of communication, cultures, connections, comparisons, and communities, and reflect performance expectations for various lengths of learning sequences.

In addition to adoption of the TEKS, several initiatives have been undertaken. These are:

- *A Texas Framework for Languages Other Than English*, a curriculum framework developed to help teachers in schools implement the TEKS,
- *Professional Development for Language Teachers*, a document that identifies appropriate staff development models for inservice LOTE teachers implementing the TEKS,
- *Preparing Language Teachers to Implement the TEKS for Languages Other Than English*, a document that delineates high standards for preservice LOTE teachers and programs that prepare them, and
- The Center for Educator Development in Languages Other Than English, a resource site to assist with the professional development of LOTE educators in the implementation of the TEKS.

An agreement among the TEA, the State Board for Educator Certification, and Spain's Ministry of Education and Culture has established several programs that provide Texas school districts opportunities to alleviate teacher shortages in specific content areas and teachers and students opportunities to initiate cultural exchanges.

The Languages Other Than English program in Texas schools has experienced moderate growth in enrollment at most levels in most languages in the past several years. Of the approximately 600,000 Texas students currently enrolled in all language courses in Grades K-12, representing close to 43% of students in Grades 9-12, nearly 450,000 are students of Spanish. New instructional materials have recently been adopted at the state level for exploratory languages, French, German, Latin, and Spanish.

Bilingual Education and English as a Second Language Programs in Texas

(The educational requirements for limited English proficient (LEP) students are specified in TEC §§ 29.051-29.064 and in 19 TAC Chapter 89, Subchapter BB. Commissioner's Rules Concerning State Plan for Educating Limited English Proficient Students.)

In accordance with the state policy to provide equal educational opportunity to every student, public schools in the state of Texas are required to provide bilingual education or English as a second language (ESL) programs for students that have been identified as having limited proficiency in the English language.

A "student of limited English proficiency" is defined as a student whose primary language is other than English and whose English language skills are such that the student has difficulty performing ordinary classwork in English.

Students of limited English proficiency must be identified by school districts using procedures established by the Texas Education Agency. These procedures include giving a home language survey to each student enrolling in the district in order to determine the language normally used in the home and the language normally used by the student. Students indicating a language other than English are given agency-approved tests to determine their proficiency in the English language. If a student is classified as limited English proficient, the student is recommended for placement in the bilingual education or English as a second language program. Parental approval is required for enrollment in Bilingual/ESL programs. These programs must be provided by appropriately certified personnel.

***Bilingual education programs** (which include content area instruction in the native language and special instruction in English as a second language) are required in the elementary grades when district enrollment exceeds 20 students of limited English proficiency (of the same language background) in any grade.*

***English as a second language programs** must be provided in the elementary grades when there are fewer than 20 LEP students enrolled in any one grade. LEP students in the middle school and in high school must also be provided a program in English as a second language.*

Bilingual education and ESL programs not only must enable students to become competent in speaking, reading, writing and comprehending the English language, but to acquire all the academic skills and concepts that are required in the state's education program.

The Texas Education Agency has developed Texas Essential Knowledge and Skills in Spanish Language Arts in grades K-6 and English as a Second Language in grades K-12 to ensure that schools provide an appropriate curriculum and require appropriate academic standards in these programs. State adopted textbooks in Spanish language arts as well as in mathematics, science and social studies are available in Spanish in the elementary grades and textbooks in English as a Second Language are provided in elementary and secondary grades.

Students of limited English proficiency are enrolled in bilingual education and ESL programs until they have attained a level of English language proficiency which would allow them to succeed in the regular academic program.

The Language Proficiency Assessment Committee (LPAC) must conduct an annual review of each student's performance on required assessments, the student's academic progress in classes, the student's linguistic development in English and other pertinent information as outlined in 19 TAC §89.1225 to determine if the student is to continue in the program or be recommended for transition into the mainstream educational program.

Students may exit from bilingual or ESL programs if they pass the grade appropriate state assessment (TAAS) in reading and writing (when administered) in English or if they score at or above the 40th percentile in a state-approved standardized achievement test. They must also meet other exit requirements such as oral language proficiency and passing grades in academic subjects.

Bilingual Education and English as a Second Language Program Implementation

The way in which bilingual education/ESL programs are structured and implemented is affected by many factors including geography, demographics, resources, and philosophy.

Although these programs are located in practically every region of the state, the greatest concentrations are in the Rio Grande Valley, and the metropolitan areas of Houston, Dallas, El Paso, San Antonio and Fort Worth.

The first factor that districts must consider in determining what type of program they will provide for limited English proficient students is the number of such students enrolled in the district, the non-English language that they speak, and the grade levels in which they belong. Based on this number, districts determine whether to provide a bilingual education or English as a second language program.

Bilingual education programs differ in instructional approaches, staffing patterns, student characteristics and resources available. Programs also differ in their philosophies toward the use of the primary language in instruction of basic concepts and subjects. Some programs place students into all-English instruction as soon as possible, while others place greater emphasis on insuring the student's successful acquisition of academic skills in the primary language before transitioning into English. These models are called early exit and late exit transitional bilingual education programs.

A small but growing number of school districts are implementing two-way bilingual programs in which English speaking students are enrolled along with limited English proficient students and both groups learn in two languages. These districts have found that these programs are very successful with both groups of students and that they receive widespread community support.

English as a second language programs are found in every region of the state; however, the greatest concentration of programs are within those regions that have the largest concentration of limited English proficient students. There are differences in ESL programs as well. These differences are found in instructional approaches, staffing patterns, student characteristics, district philosophies and resources available.

Program models may range from a daily period of ESL instruction to full day instruction in academic areas using sheltered English instructional approaches. Some districts group students according to levels of English language proficiency and structure their ESL programs to meet the needs of these students. Others place all students together regardless of proficiency levels. Some districts use native language support in content area instruction as part of the ESL program, especially in the secondary level. Others place students in regular classes with English speaking students.

Regardless of the program implemented for students of limited English proficiency, school districts must insure that these students reach the high standards that the state of Texas has set for all public school children.

In 1998-99, LEP students in Texas totaled 533,139 (over 13% of the total student body). Over 87% of LEP students are economically disadvantaged compared to 48% of non-LEP students.

The Texas Education Agency holds districts accountable for the academic achievement of all students, including limited English proficient students. LEP students are required to take the state assessment, the Texas Assessment of Academic Skills (TAAS) or may be exempted and given an alternative assessment for up to three years if their language would act as a barrier to measuring student achievement. A Spanish version of the TAAS is available for LEP students in grades 3-6 whose primary language is Spanish. Results from the English and Spanish version TAAS are incorporated into the state's accountability system.

Reading proficiency tests in English (RPTE) for limited English proficient students (LEP) in grades three through high school have been developed to measure their progress as they learn to read in English. The RPTE will be administered to LEP students who are not taking TAAS in English, including students taking TAAS in Spanish. Field testing for this assessment occurred in the spring of 1999, and the tests will be implemented in the spring of 2000. It is anticipated that the State Board of Education will revise assessment to incorporate this assessment into a comprehensive testing program for LEP students.

TAAS results both in English and Spanish have increased annually for LEP students at all grade levels. However, student performance at the middle and high school levels is lower than in the elementary grades. Lower performance of LEP students in middle and high schools may be attributed to many factors including economic stress and academic discouragement. Programs need to be developed to assist older LEP students in transitioning to the English classroom and staying in school.

Goal and Recommendations

Improve academic achievement of LEP students

a. Promote exemplary districts who have high proportions of LEP and economically disadvantaged students by recognizing the achievement of individual students, teachers, campuses and districts.
b. Provide training to all inservice and preservice teachers especially those in middle and high schools, on effective methods of serving LEP students, to facilitate the mainstreaming process.
c. Create incentives to bring more educators to the classroom who are qualified to teach bilingual educaton especially in geographic regions where there are shortages.
d. Create incentives for districts to implement two-way bilingual education programs and recognize such curriculum as advanced.

Report
13

Report on bilingual, foreign language and cultural education in the state of Utah

Linda Alder, Curriculum Coordinator, Utah State Office of Education, July 1999.

Utah is very happy to be a new member of the cooperative program between Spain and U.S. States and would like to take the allotted time to outline factors which affect bilingual, foreign language and cultural education in the state and to acquaint seminar participants with Utah's program.

***Life Skills** – As an "umbrella" over curriculum in the state of Utah is the* Life Skills *document. This document serves as a portrait of what a well-educated person should know, be able to do, and be like. The document serves as a guide for developers of curriculum and assessment and for classroom teachers. Currently, benchmarks are being developed to be used in assessing the attainment of skills throughout a student's school career. In addition, Special Education benchmarks are being developed that may be used to assess the progress of students whose abilities are below beginning levels.*

The Life Skills *document focuses on specific student attainment in the areas of Lifelong Learning, Complex Thinking, Effective Communication, Collaboration, Responsible Citizenship, and Employability. Indicators that apply to the study of Foreign Language and culture are embedded in several sections of the document. The Life Skills document has been well accepted among parents, educators and the business community.*

***Core Curriculum** – The Core Curriculum consists of standards, objectives and indicators that describe the minimum to be taught to students in the state of Utah. The Core contains content and process, but not teaching strategies. It is assessable through multiple measures, is based on the Life Skills, infuses Character Education principles and is developmentally appropriate. Core Curriculum areas are Language Arts, Healthy Lifestyles, Mathematics, Social Studies, Science and Fine Arts. Specific credit in each of these areas as well as elective credit is required for high school graduation. The study of culture is a major part of the Social Studies Core. The Core and additional curriculum information may be accessed on the Internet at* www.usoe.k12.ut.us*.*

***Foreign Language Standards** – While the study of Foreign Language is not a requirement in the Core Curriculum, students participate at a high level in the study of French, German, Japanese, Russian and Spanish. In addition, a smaller number of classes in American Sign Language, Chinese, Italian, Latin, and Portuguese are taught in the state.*

The Utah Foreign Language Standards *provide a framework for educators to improve foreign language learning opportunities for every student. The standards are based on the belief that language and communication are at the heart of the human experience and express a commitment to a future in which all students will develop and maintain proficiency in English and at least one other language. Utah's unique location continues to attract an ever-increasing number of national and international visitors and businesses. Such an increase demands a work force which has the knowledge and skills to*

communicate effectively. The state considers its mission to include the education of students who will be able to communicate linguistically and culturally, both at home and abroad.

The Utah Foreign Language Standards *consist of five goals supported by standards and detailed with progress indicators benchmarked for Beginning, Developing and Expanding learning levels. The standards are designed to describe language learners at any age including rare programs in elementary grades.*

***Utah Foreign Language Enrollment** – Utah Foreign Language Enrollment has increased from 15% of secondary students in the 1980-81 school year to 34% of secondary students in 1998-99. In the past school year 62.1% of Foreign Language students were enrolled in Spanish classes, 18.4% were enrolled in French classes, and 12.3% of students participated in German classes. All other languages taught accounted for the remaining 7.2% of students.*

***English as a Second Language and Bilingual Endorsements** – Utah offers specialized endorsements to teachers in English as a Second Language and Bilingual Education. Training is conducted by the State Office of Education in cooperation with local Universities.*

***Future Development** – Plans are underway to expand the International Education program in Utah. A newly formed steering committee will meet this summer to initiate activities to enhance the teaching of languages, culture and the arts in all subjects and grade levels. Particular focus will be training opportunities for teachers of Foreign Language, Social Studies and Fine Arts.*

A new version of the elementary Social Studies Core Curriculum is under development. The new Core will feature Connections, an emphasis on a different continent at each grade level. Both of these projects promise to enhance knowledge of languages and cultures among teachers.

Annex 1:

Goal One: Communicate in languages other than English

Students obtain and provide information, express feelings and emotions, engage in conversations, and exchange options.

Students understand, interpret, and respond to written and spoken language on a variety of topics.

Students present information, concept, and ideas to listeners and readers for a variety of purposes.

Goal Two: Gain knowledge and understanding of other cultures

Students demonstrate an understanding of the relationship between the perspectives and practices of cultures studied and use this knowledge to interact effectively in cultural contexts.

Students demonstrate an understanding of the relationship between the perspectives and products/contributions of the cultures studied.

Goal Three: Connect with other disciplines and acquire information

Students reinforce and expand their knowledge of other disciplines through the target language.

Students acquire information and recognize viewpoints available through the target language and its cultures.

Goal Four: Use comparisons to develop insight into the nature of language and culture

Students recognize that languages have differences in words, expressions, and sentence structure. They compare and contrast target language patterns with their own.

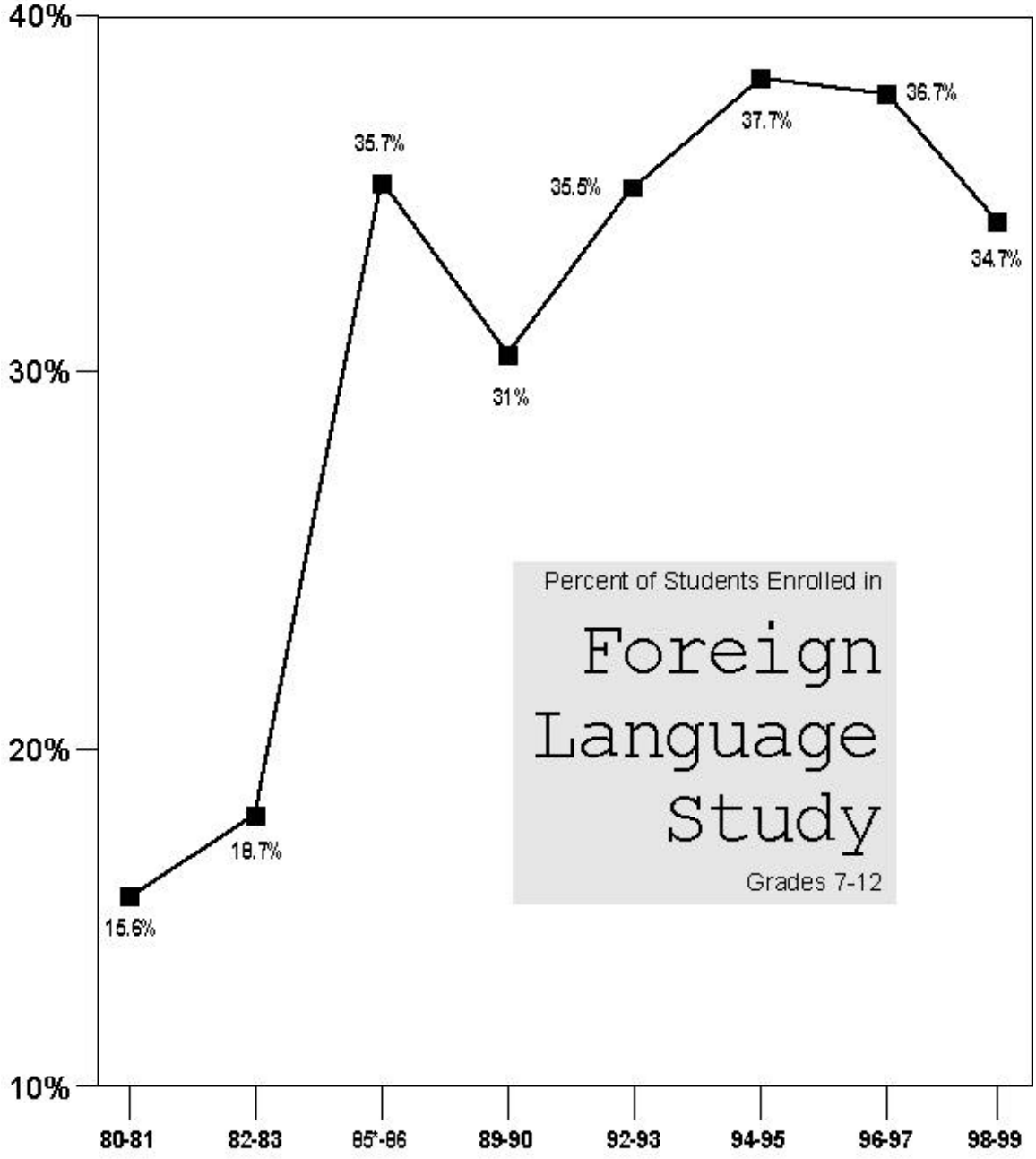
Students recognize that cultures use different patterns of interaction. They compare and contrast the cultural patterns of the target language to their own.

Goal Five: Participate in multilingual communities

Students use language skills and cultural knowledge to connect with local, national and international communities.

Students develop skills of lifelong learners by using language for personal development.

Annex 2

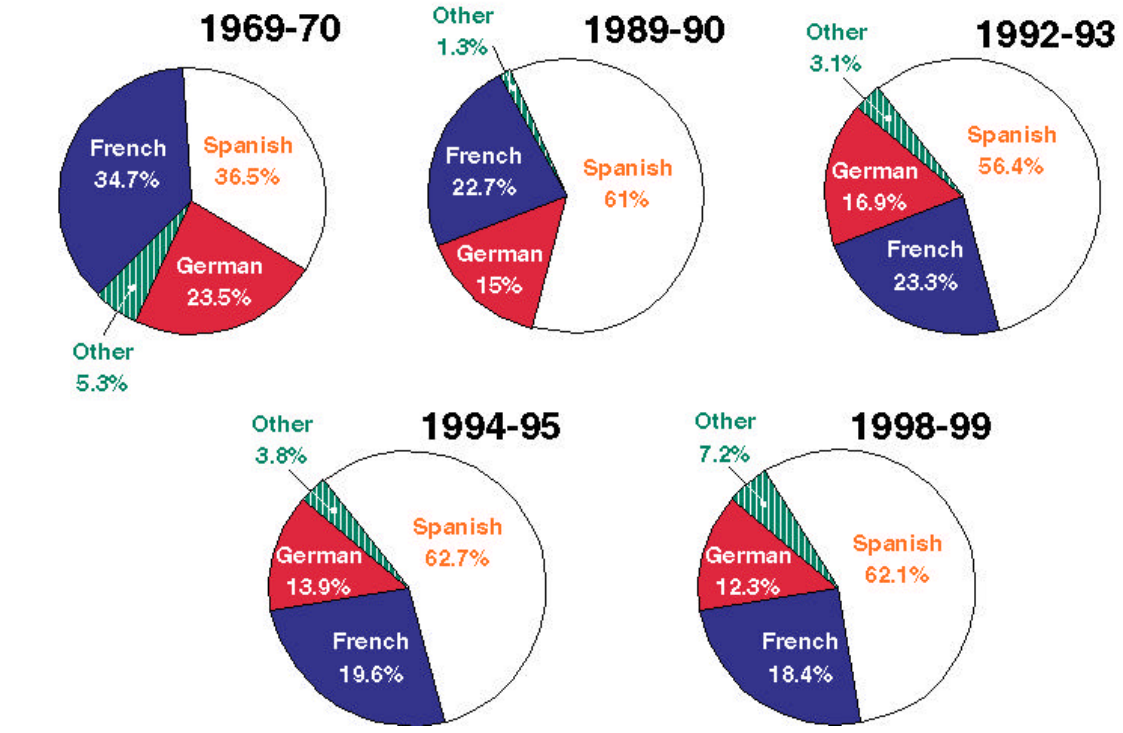


*1985 was the year that the University of Utah admission requirement of two years of foreign language study was implemented.

Annex 3

Utah Foreign Language Enrollment

BY LANGUAGE



Report

14

National Standards in Foreign Language Education: Next Steps

Martha G. Abbott, Foreign Language Coordinator, Fairfax County Public Schools, Virginia. This article was based on the Executive Summary of Standards for Foreign Language Learning: Preparing for the 21st Century. Yonkers, NY. The National Standards in Foreign Language Education Project.

As state frameworks and local curricula across the country begin to reflect the five goal areas of the national standards, it becomes increasingly important for classroom teachers to understand how to connect the generic statements of a state or local curriculum with their assessment and instructional practices. In this age of educational accountability, it is essential that curricula be structured so that short-range and long-range goals are evident to teachers and to students and that instruction leads students to the accomplishments of these goals. As student performances in all subject areas become more common, it is critical that student involvement in the learning process be considered a vital part of any program.

Educational reform efforts in foreign language begin with the National Standards for Foreign Language Education as an organizing principle. In 1993, a coalition of four national language organizations (the American Council on the Teaching of Foreign Languages, the American Association of Teachers of French, the American Association of Teachers of Spanish and Portuguese, and the American Association of Teachers of German) received funding to develop standards for foreign language education, grades K-12.

This was the seventh and final subject area to receive federal support to develop national standards as part of the Bush Administration's America 2000 education initiative, which continued under Goals 2000 in the Clinton Administration. An eleven-member task force, representing a variety of languages, levels of instruction, program models, and geographic regions, was appointed to undertake the task of defining content standards*--what students should know and be able to do--in foreign language education. At each stage of development, the task force shared its work with the broader profession and the public at large. The resulting document represents an unprecedented consensus among educators, business, leaders, government, and the community on the definition and role of foreign language instruction in American education.*

The standards do not describe the current status of foreign language education in this country. While they reflect the best instructional practice, they do not describe what is being attained by the majority of foreign language students. The Standards for Foreign Language Learning *will not be achieved overnight; rather, they provide a gauge against which to measure improvement in the years to come.*

The standards are not a curriculum guide. While they suggest the types of curricular experiences needed to enable students to achieve the standards, and support the ideal of extended sequences of study that begin in the elementary grades and continue through high school and beyond, they do not describe specific course content, nor recommended sequence of study. They must be used in

conjunction with state and local standards and curriculum frameworks to determine the best approaches and reasonable expectations for the students in individual districts and schools.

Since the development of the generic standards, language-specific national organizations have undertaken the task of adapting the standards to meet the needs of students and teachers of their languages. Available only recently are specific standards for Chinese, Classics (Latin and Greek), French, German, Italian, Japanese, Portuguese, Russian, and Spanish. These language-specific standards will assist, in particular, teachers of the Less Commonly Taught (LCT) languages and the Classics in developing realistic and similar goals as those in the other languages.

Following is an abbreviated sample of the goals and standards for grades four, eight, and twelve as they appear in "Standards for Foreign Language Learning: Preparing for the 21st Century."

Goal 1: Communication

Standard 1.1

Students engage in conversation, provide and obtain information, express feelings and emotions, and exchange opinions.

This standard focuses on interpersonal communication, that is, direct oral or written communication between individuals who are in personal contact. In most modern languages, students can quite quickly learn a number of phrases that will permit them to interact with each other. In the course of their study, they will grow in their ability to converse in a culturally appropriate manner.

Standard 1.2

Students understand and interpret written and spoken language on a variety of topics.

Standard 1.2 involves one-way listening and reading in which the learner works with a variety of print and non-print materials. The context in which the language is experienced and the ability to control what they hear and read may impact students' development of comprehension. As a result, the ability to read may develop before the ability to comprehend rapid spoken language. In addition, content knowledge will often affect successful comprehension, for students understand more easily materials that reflect their interests or for which they have some background.

Standard 1.3

Students present information, concepts, and ideas to an audience of listeners or readers on a variety of topics.

This standard focuses on the formal presentation of information, concepts, and ideas in spoken and written form and is concerned, in most cases, with one-way speaking and writing. Students with little or no previous language experience are likely to produce written and spoken language that will contain a variety of learned patterns or will look like English with words in the other language. This is a natural process and, over time, they begin to acquire authentic patterns and to use appropriate styles. By contrast, home-background students will write in ways that closely resemble the spoken language.

Goal 2: Cultures

Standard 2.1

Students demonstrate an understanding of the relationship between the practices and perspectives of the culture studied.

This standard focuses on the practices *that are derived from the traditional ideas and attitudes (*perspectives*) of a culture. Cultural* practices *refer to patterns of behavior accepted by a society and deal with aspects of culture such as rites of passage, the use of forms of discourse, the social "pecking order," and the use of space. In short, they represent the knowledge of "what to do when and where."*

Standard 2.2

Students demonstrate an understanding of the relationship between the products and perspectives of the culture studied.

This standard focuses on the products *of the culture studied and on how they reflect the* perspectives *of the culture. Products may be tangible (e.g., a painting, a piece of literature, a pair of chopsticks) or intangible (e.g., an oral tale, a dance, a sacred ritual, a system of education). Whatever the form of the product, its presence within the culture is required or justified by the underlying beliefs and values (perspectives) of that culture, and the cultural practices involved in the use of that product.*

Gaol 3: Connections

Standard 3.1

Students reinforce and further their knowledge of other disciplines through the foreign language.

Learning today is no longer restricted to a specific discipline; it has become interdisciplinary. Just as reading cannot be limited to a particular segment of the school day, so too can foreign language build upon the knowledge that students acquire in other subject areas. In addition, students can relate the information studied in other subjects to their learning of the foreign language and culture. Foreign language instruction thus becomes a means to expand and deepen students' understanding of, and exposure to, other areas of knowledge. The new information and concepts presented in one class become the basis of continued learning in the foreign language classroom.

Standard 3.2

Students acquire information and recognize the distinctive viewpoints that are only available through the foreign language and its cultures.

As a consequence of learning another language and gaining access to its unique means of communication, students are able to broaden the sources of information available to them. They have a "new window on the world." At the early levels of language learning, students can begin to examine a variety of sources intended for native speakers, and extract specific information. As they become more proficient users of the foreign language, they can seek out materials of interest to them, analyze the content, compare it to information available in their own language, and assess the linguistic and cultural differences.

Goal 4: Comparisons

Standard 4.1

Students demonstrate understanding of the nature of language through comparisons of the language studied and their own.

This standard focuses on the impact that learning the linguistic elements in the new language has on students' ability to examine English and to develop hypotheses about the structure and use of languages. From the earliest language learning experiences, students can compare and contrast the

two languages as different elements are presented. Activities can be systematically integrated into instruction that will assist students in gaining understanding and in developing their abilities to think critically about how languages work.

Standard 4.2

Students recognize that cultures use different patterns of interaction and can apply this knowledge to their own culture.

As students expand their knowledge of cultures through language learning, they continually discover perspectives, practices, and products that are similar and different from their own culture, and they develop the ability to hypothesize about cultural systems in general. Some students may make these comparisons naturally, others may not. This standard helps focus this reflective process for all students by encouraging integration of this process into instruction from the earliest levels of learning.

Goal 5 - Communities

Standard 5.1

Students use the language both within and beyond the school setting.

This standard focuses on language as a tool for communication with speakers of the language throughout one's life: in schools, in the community, and abroad. In schools, students share their knowledge of language and culture with classmates and with younger students who may be learning the language. Applying what has been learned in the language programs as defined by the other standards, students come to realize the advantages inherent in being able to communicate in more than one language and develop an understanding of the power of language.

Standard 5.2

Students show evidence of becoming life-long learners by using the language for personal enjoyment and enrichment.

Each day millions of Americans spend leisure time reading, listening to music, viewing films and television programs, and interacting with each other. By developing a certain level of comfort with their new language, students can use these skills to access information as they continue to learn throughout their lives. Students who study a language can use their skills to further enrich their personal lives by accessing various entertainment of and information sources available to speakers of the language. Some students may have the opportunity to travel to communities and countries where the language is used extensively and, through this experience, further develop their language skills and understanding of culture.

It is important to remember that the development of the standards above was just the first step in educational reform efforts in foreign language. The content standards listed above--what students should know and be able to do--must now be aligned with performance standards--how well are students performing at each level of development. A recent project of the American Council on the Teaching of Foreign Languages (ACTFL) yielded the K-12 Performance Guidelines *which use the three modes (Interpersonal, Interpretive, and Presentational) of the Communication Goal to outline expected student performance levels at the end of grade 4, grade 8, and grade 12. Similar to the ACTFL Proficiency Guidelines in their effort to assess performance levels, the K-12 Guidelines are different in that they reflect the "learned" language that students in a classroom setting can produce. A subsequent ACTFL project will produce actual performance assessment units to assist teachers in assessing the performance level of their students.*

It will not be sufficient to just base curriculum on the five goal areas. There must be a way to align the curriculum with expected outcomes for students and to assess those outcomes. As a result, classroom instruction will change in order to focus on moving students along the language learning continuum in a fashion in which their language development is assessed through their performance in the language and not just on traditional paper and pencil testing.

The foreign language profession must stay focused on our common goal: to provide language learning opportunities for all students in an environment in which they can be successful. Basing the program goals on the national standards will radically change the learning environment in our classrooms and will motivate even the most reluctant learner to communicate in the target language. In time, we will reach our national goal of citizens who can speak more than one language and who understand other cultures.

Report

15

Washington State's Transitional Bilingual Program and an Overview of Washington

Joan Yoshitomi, Director of the Office of Superintendent of Public Instruction, WA

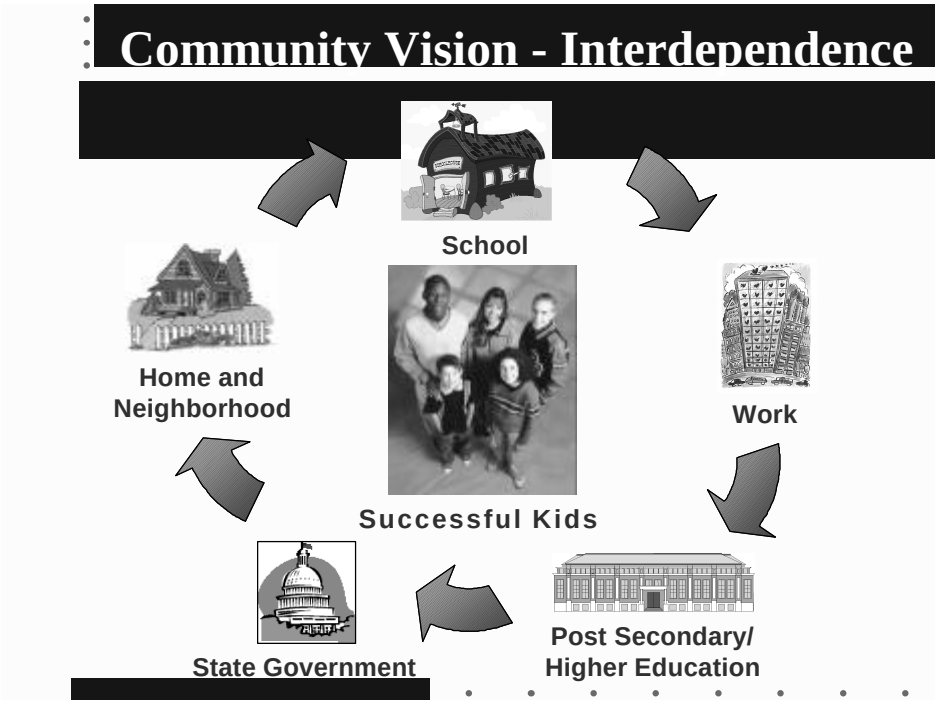
Overview of Washington State

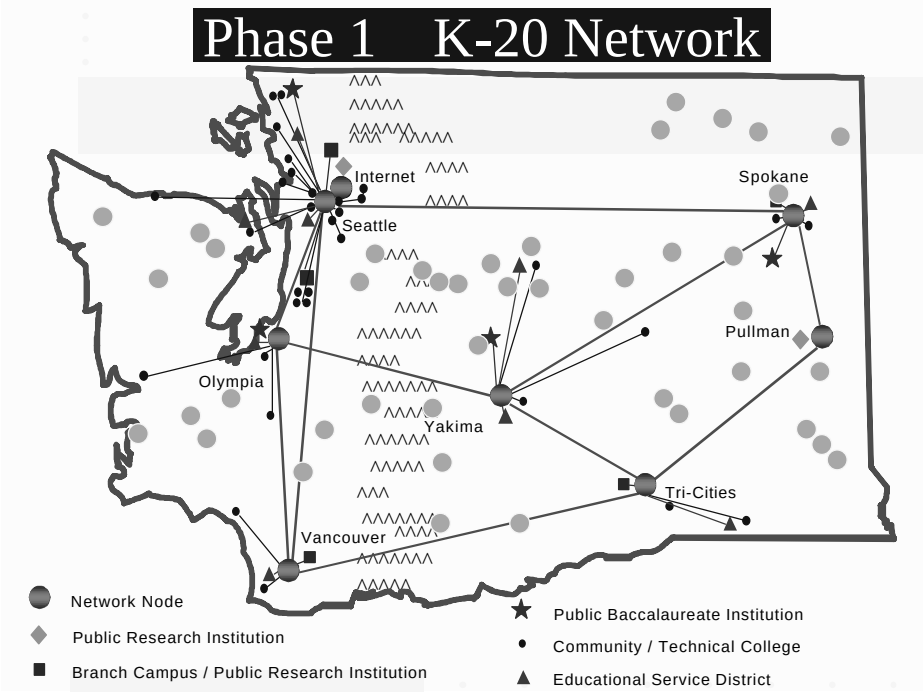


Washington State Constitution

Article IX *Education*

Section 1. *Preamble*. It is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction or preference on account to race, color, caste, or sex.


Community Vision - Interdependence
School
Home and Neighborhood
Work
Successful Kids
State Government
Post Secondary/ Higher Education


Phase 1 K-20 Network
Internet
Seattle
Spokane
Pullman
Olympia
Yakima
Tri-Cities
Vancouver
Network Node
Public Research Institution
Branch Campus / Public Research Institution
Public Baccalaureate Institution
Community / Technical College
Educational Service District

Four Student Learning Goals

Getting the Tools
GOAL I
Read, Write and Communicate

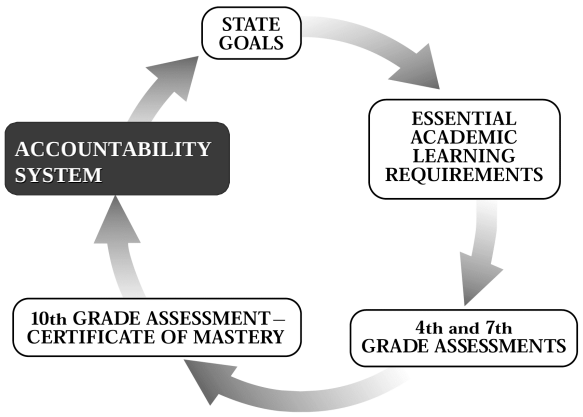


Adding the Content
GOAL II
Math, Science
Social Studies, Art,
Health & Fitness

Extend the Context
GOAL IV
Connecting Learning, Life and Work

Exploring the Context
GOAL III
Thinking, Planning and Problem Solving

WASHINGTON'S SCHOOL IMPROVEMENT STRATEGY



What is the Purpose of the State Transitional Bilingual Program?

The Transitional Bilingual Program helps students with limited English proficiency:

•To achieve competency in English

•To master Washington's academic standards

Serving English Language Learners



The Washington State Transitional Bilingual Program

How are students identified?

Home Language Survey:
completed as part of registration process

Only English:
placed in regular program

Non-English Lang:
given language assessment

Students Served



- reports based on most recent available data
- **56,939 students**
- **175 different languages**
- **178 school districts**
- **5.8% of total WA student population**

Student identification, cont.

Non-English Language:
given language assessment

English Proficient:
placed in regular program

Not English Proficient
services include state bilingual program

Are we placing appropriately?

Strengths

- Only students who speak a non-English Language
- Only those who score in the range of limited English proficient

Weaknesses

- Currently place based on oral English score only
- Need to look at reading & writing proficiency as well

Where are services provided?

- In a specially designed bilingual or “sheltered English” class
- In the regular classroom with assistance from an instructional aide
- In a “pull out” setting for a small part of the school day
- In a learning center for the majority of the student’s school day

Types of program services

- English as a second language classes
- Tutorial support in English &/or student’s first language
- Academic instruction in the student’s first language

How do schools decide what services to offer ?

- Number of languages
- Percentage of students needing the service
- Distribution across grade levels of students who need the service
- Availability of materials and trained staff
- Funding available

What do we need to add to our decisions about program services?

- Students must be placed based on both their oral and academic level of English proficiency
- Students should be grouped according to their specific learning needs and not according to the dictates of school schedules

Improving placement, cont....

- Services must be designed based on student achievement data
- Student progress must be continually monitored and services modified based on achievement

What data do we need to make good placement decisions?

- Student's knowledge of both oral and written English
- Student's oral and written language skills in the primary language
- Student's current academic progress

Staffing

- reports based on most recent available data

- 774 teachers employed full or part time by the state bilingual program
- 1,551 paraeducators employed full or part time

What data do we currently require?

- One time oral proficiency score in English to be used for placement
- Annual standardized assessment in reading and language to determine exit eligibility*

- *- summary report of students who exit is all that is reported to the state

Qualified Staff

- Knowledge of ESL methods
- High English proficiency
- If Bilingual - high primary language proficiency
- Knowledge of subject matter



Staffing, cont....

- the number of teachers in these programs who hold specific endorsements to teach English language learners is increasing
- seventy two percent of participating districts provided training for paraeducators regarding methods to serve English language learners

Quality Staff, cont..

- Integration of language learning and other subject matter
- Attention to cultural background and student's prior knowledge
- Proficiency in a variety of assessment practices
- Knowledge of language acquisition process

Quality Staff, cont....

- Knowledge of sheltered English instruction *(Specially designed academic instruction in English)*
- Effective use of student grouping and placement
- Incorporation of thinking skills into instruction

Staff Training

What we have

- Common set of academic standards
- Developing assessment literacy
- Increased action research & training
- Increased reflection on teaching and learning

What we need to add

- More specific knowledge of language acquisition
- More certified ESL and bilingual teachers
- Better assessment process for English language learners

Which staff need these skills?

- Those employed by the State Bilingual program
- Those who serve English language learners

in other words

Everyone

What do we know about the students in the program?

- They need English skills
- They need strong academic skills
- They need challenging instruction at their language level

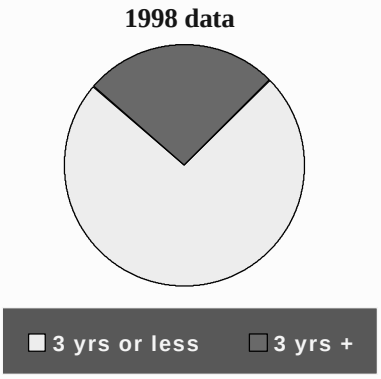
How long does it take to learn English?

- Length of time varies
  - amount of formal schooling
  - age on entry
  - quality of available program
- Basic communication in 1-3 years
- Academic language to meet state standards often requires more time

Student time in program

Profile of student time in program for 1997:

- 74% served for three years or less
- 26% more than 3 years



How do schools measure student success?

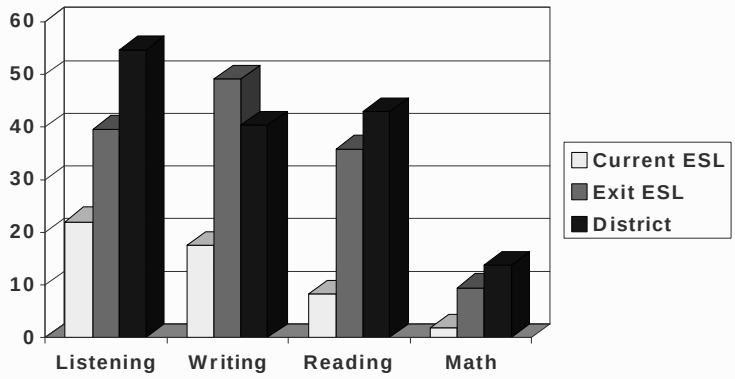
Measures may include:

- Various oral English tests
- Grade point average
- Standardized tests
- Graduation rates

Report to state:

- Time in program
- % who meet established exit criteria

Comparison of scores - Tacoma School District 4th-WASL '97



Program exit

- Students score at or above 35 percentile on a standardized achievement test in reading and language arts
- Students who reach this standard generally perform as well or nearly as well as mainstream peers

The Challenge

- Students who exit the program generally perform as well or nearly as well as mainstream peers

BUT

- Many students served less than three years are lost in the system - they move - they are reassigned- the data on these students are incomplete

We need to know:

- Which students are failing to meet exit criteria
- These student's academic needs
- The program improvements needed to address these needs
- The progress toward success of students who are currently in program as measured by common and reported criteria

Where do we go from here?

- Get feedback from the field to validate program needs
- Get better information to improve program
- Make recommendations to the superintendent of public instruction on changes in agency policy

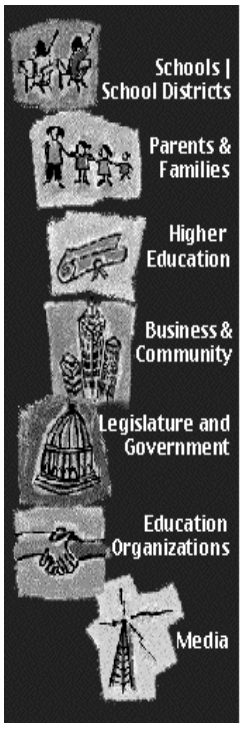
How will we get this information?

Possible data gathering methods:

- Required achievement reporting
- Desegregation & analysis of state test scores
- State report of local exit testing
- Additional annual program reporting
- Additional recommended assessment tools for districts

Where do we go from here? cont.

- Continuously evaluate program effectiveness
- Seek resources and assistance from higher education to improve training





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Report

16

Assessment of Our National Standards' Communication Modes

Paul Sandrock, Foreign Language Consultant, Department of Public Instruction, Madison, WI

Why change our assessment?

Nothing makes a more powerful statement to our students as to what we really value in language learning than our assessment. How we "test" tells them what is important enough to be evaluated. Assessment that only measures grammar on demand, or vocabulary out of context, or isolated skills, sends the message to students that you learn a language by mastering these components of language. The foreign language profession has been moving from such traditional assessment toward more authentic assessment through the emphasis on communicative competence, proficiency-oriented instruction, even TPR-Storytelling. We are asked to make language learning meaningful and purposeful. Our assessment practices need to fit such a goal.

What are the three communication modes?

Our professional consensus around standards for students of languages, Standards for Foreign Language Learning: Preparing Students for the 21st Century, sets forth purposes for learning languages. The emphasis is on real life usage of the language, both in learning and in applying what one knows about languages and cultures. Under the "C" of Communication, rather than four separate and isolated skills (listening, speaking, reading, and writing), the focus is on three modes of communication that emphasize what the user is trying to do: use the language for interpersonal, interpretive, or presentational purposes. The content standards explain these purposes, making clear the interaction of the four skills.

Interpersonal communication is not memorized dialogues. The interpersonal mode involves an exchange of information, ideas, or opinions. A negotiation of meaning takes place, an engagement in the conversation because of a real need or purpose. Rather than just asking a question and then thinking of one's next question, the asker must think about the response and follow-up with a comment or another question cued by that response.

Interpretive communication is not translation. The emphasis is first on understanding the gist of something heard, read, or viewed, and then on trying to dig to deeper levels of understanding. As the interpreter becomes more sophisticated, he or she uses more linguistic clues to increase understanding. Over time, knowledge of cultural implications and the social, geographical, historical, and even political background help one interpret the message more completely.

Presentational communication is not stating a message without regard to one's audience. The presenter needs to be acutely aware of how to adapt the style, tone, and even language of a presentation to match the audience. The presentation may be spoken, written, or visual. The presenter must consider the characteristics of the audience, including the level of formality, culture, social relationships, and the expected style for a particular mode (e.g., should I start a formal speech with a joke? In some cultures that is expected; in others it is taboo).

How good is good enough?

Assessment of these three modes of communication needs to focus on two things:
1) how students will show their achievement of the content standards, through what kind of performance, and 2) how well the student is showing progress toward improved performance. It is not enough to devise excellent performance tasks to capture the goals for the instruction. Students also need to be evaluated as to their progress, with criteria as specific as possible that describe the key milestones along that pathway of progress. The ACTFL Proficiency Guidelines and the new ACTFL K-12 Performance Guidelines are very helpful both in selecting the criteria on which a student will be evaluated on a particular task and in describing the level of quality expected. Then student performances can be evaluated as to whether they exceed expectations, meet expectations, or are not there yet.

How can students improve their performance?

To improve their performance, a cycle of modeling + practice + feedback is essential. First, a student must have a sense of the expected performance: modeling. The student also needs opportunities to perform and demonstrate what is expected: practice. The key to improvement, however, is the descriptive evaluation received after the practice: feedback. These are key elements in a new model for assessment. Rather than keeping the end goal a secret, the expectations of the "test" are made clear to the students. Students can achieve what is expected then by practicing the expected performance and receiving feedback that points out what they can do, what they are not yet doing, and how specifically to improve their performance. The student comes closer and closer to approximating the performance standards, getting better at using the three modes of communication. This is not a linear sequence, but involves looking for assessable moments in the classroom when students practice various components of the target performance task and receive feedback. The feedback from this varied and purposeful practice will help each student move closer to achieving the expected goal.

What does this look like? Performance Assessment Units

To model this type of assessment, a project directed by the American Council on the Teaching of Foreign Languages (ACTFL) has begun the development of performance assessment units. In each unit, a context is set that could be used with students at any age and at any level of language ability. For example, students at both the novice, intermediate, and pre-advanced language levels could practice meaningful and purposeful language tasks under the theme "Your Health." In this approach, the teacher closely links the assessment with the instruction, since rather than occurring in isolation, the performance tasks must flow from the learning activities in the classroom.

In the performance assessment units designed in this project, students first do an interpretive task. They listen to or read an authentic text (e.g., newspaper article, radio broadcast) and answer information as well as interpretive questions to assess comprehension. The teacher provides feedback on the students' performance.

Next comes an interpersonal task. After receiving feedback regarding the interpretive phase, students engage in interpersonal oral communication about the given topic, building on the interpretive text. Students use this as an opportunity to find out more information from each other, preparing them for the next phase.

Finally, students engage in presentational communication, by sharing their research, ideas, or opinions. Sample presentational formats include speeches, drama skits, radio broadcasts, posters, brochures, essays, and websites. The challenge is for students to show what they can do with the language through this presentational task.

Can we trust new types of evidence?

Students, parents, and teachers express their frustration over the limited forms of assessment currently in use. Relying on paper and pencil measures, multiple choice questions, or grammar manipulation tests proves insufficient to gauge how well a student can use a second language. Using the performance assessment units described here brings into a closer match the curriculum goals and the instructional practices. A broader range of evidence provides a better picture of what the student can do with the language, a picture that is at the same time more motivating to the student, since it also matches his or her purposes for learning the language. The benefit is that the full range of students' learning characteristics can be showcased, instead of relying on only one or two means of expressing what they know. Rather than asking students to translate a paragraph or fill in blanks with specific vocabulary, they are asked to describe their family. Different students will describe their family by using different words and structures, some written, some oral, some via video, but the teacher will be able to gauge each student's progress toward the goal. The challenge is that teachers need to offer and trust a variety of ways for students to show what they can do. Then both teachers and students will see strong evidence of achieving the standards, evidence that matches their purposes for learning another language.

Report

17

Language and Education: Canada and Alberta

John Sokolowski, Ministry of Education, Alberta, Canada

HISTORY AND DEMOGRAPHICS

Language education in Canada has evolved in the context of our French-English duality and, especially since the turn of the century, in the context of multilingualism. On the whole, Canada's historic linguistic and cultural duality has created a context favourable for multilingual education. In 1897, bilingual school legislation was introduced in the province of Manitoba which allowed the establishment of bilingual education in several languages. This legislation was the direct result of the struggle for French Catholic schools. A 1901 ordinance of the Northwest Territories, which allowed the teaching of basic reading and writing in any language after hours in the public schools of what is now Saskatchewan and Alberta, was passed in the context of the use of French as well as English as a language of instruction in the second half of the nineteenth century in Western Canada and of the French fact in Central Canada. Alberta s 1971 legislation, later adopted by Manitoba and Saskatchewan, which permitted any language to be used in the schools as a language of instruction for up to half of the day, would have been inconceivable outside of the context of the Canadian Federal Government s Bilingualism and Biculturalism Commission, its policy of multiculturalism, as well as the model provided by French immersion.

Canada is also a multilingual society. In 1996, 23% of Canadians reported French as their mother tongue and 16% a language other than French or English[29]*. Before the arrival of Europeans, Canada was home to numerous indigenous linguistic and cultural groups. In Western Canada, linguistic diversity in the non-Native population has been an aspect of society from the very beginning of mass immigration in the last decade of the last century. In 1921, in Alberta, 26% of the population over the age of ten were able to speak a language other than English or French (Sixth Census of Canada, 1921, Volume II, Population). In 1996, 16% of Albertans reported a language other than English or French as their mother tongue (Statistics Canada,* Mother Tongue: 20% Sample Data*, 1996 Census Native Tables). The languages change over time. Ukrainian and German are declining, Chinese is increasing. But for the last hundred years in the Western Canadian provinces of Alberta, Saskatchewan and Manitoba, speakers of languages other than English or French have constituted a considerable minority. It is not surprising that these provinces have the longest history of multilingualism in education. In more recent times, British Columbia and Ontario have become increasingly multilingual and multicultural. This demographic fact is reflected in the Ontario International Languages Programs which date back to 1977 and the inclusion of opportunities to learn*

[29] All current mother tongue and language usage statistics are taken from the 1996 Census of Canada. They are summarized in *Trends and Issues in Language Education. A Discussion Paper*, published by Alberta Learning, and derived from the census sources noted in the bibliography.

"languages which are significant within our communities" as objective 4 in the British Columbia Language Education Policy.

*However, Canada is also a nation with only two European languages which have been able to maintain themselves over time. These are English and French. About 60% of Canadians give English as their mother tongue. In 1996, 23% of the Canadians gave French as their mother tongue, down from 29% in 1951 (*Trends and Issues in Language Education*, "Language Use in Canada. Changing Realities"). Native languages are, for the most part, threatened with extinction. Immigrant languages tend to decline as people switch to English at home. For instance, according to the 1991 Census of Canada,*

*16% of Albertans had a mother tongue other than English or French, but only 7% used a language other than English or French at home (Statistics Canada, Catalogue No. 93-317, pp. 10-11). Less than 1% of Albertans list French as their home language (*Trends and Issues in Language Education*, p. 19, Draft 1999).*

Language education across Canada has had a stormy history. In 1912, the teaching in French in Ontario was severely limited. In 1915, the Alberta Legislature unanimously condemned bilingualism in any form in the schools of Alberta. In 1916, Manitoba banned bilingual education at a time when about 1/6 of Manitoba students were enrolled in German, French, Ukrainian, Polish and other bilingual schools. In 1919, Saskatchewan banned teaching languages other than English and French, and severely restricted the use of French. And it was only the Canadian Federal Government s official policies of Bilingualism and Multiculturalism, and the proclamation of the Charter of Rights and Freedoms in the 1960s and 1970s which reversed many of these drastic decisions.

Throughout Canadian history, the questions of language and language education have always been highly politicized. For instance, it was political lobbying by the Ukrainian Professional and Business Club of Edmonton, Alberta, which opened the way in the 1970s for the establishment in Western Canada of bilingual programs in languages other than French. Politics have influenced Canadian national policy in language education and provincial initiatives. And I don t think that it would be an exaggeration to say that the current political situation, with an emphasis on fiscal conservativism and a

de-emphasis of multiculturalism in most of Canada, is hardly favourable for governments to undertake new language learning initiatives. And this at a time when most European countries have recently reinforced or are planning to reinforce their teaching of foreign languages (Bergentoft, 1994, p. 23).

NATIONAL POLICY

*Though education is a provincial matter in Canada, the Canadian Federal Government has a clearly defined policy of support for the official languages — English and French. The objective of this support, as defined in the 1995-96 Estimates of the Federal Ministry of Canadian Heritage is: "To provide financial assistance in order to offer official language minority communities the possibility to be educated in their own language and all Canadians the chance to learn a second official language, and to foster the full recognition of both English and French in Canadian society" (*1995-96 Estimates: Canadian Heritage*, pp. 3-25).*

"Official Languages in Education," one of the Official Languages Support Programs, in 1993-94 enabled 1.8 million young Canadians (600,000 Francophones and 1.2 million Anglophones) to learn the second official language. It is estimated that the Official Languages in Education Program cost

$211,200,000 in 1995-96. Clearly, the Canadian Federal Government has a well defined policy and firm financial commitment to official language education.

But what is the policy of the Federal Government toward languages other than English or French? The Canadian Federal Government s involvement in language education has been limited to some support toward the so-called ""heritage languages." In the Canadian context, these are languages other than French or English which are taught outside of the provincial school systems, through private community-based schools. The Canadian Federal Government does not fund the teaching of non-official languages in regular schools.

In a book published in 1994, Jim Cummins of the Ontario Institute for Studies in Education in Toronto summarized the history of federal heritage languages policy development (Cummins, 1994, p. 436). Heritage language policy developed out of the proclamation of Multiculturalism in 1971. Among its accomplishments was the "Non-official Languages Study," issued in 1976, which showed substantial support among ethnocultural groups for the teaching of their languages in school. A parallel study commissioned by the Federal Government and which appeared in 1977, the "Majority Attitudes Study," showed significant opposition among official language Canadians to public funding for heritage language education. Between 1977-90, under the Cultural Enrichment Program, the Federal Government funded about 10% of the operating costs of community based language schools. In 1990, this financial support was eliminated, but to quote Cummins, "the Federal Government emphasized that it was simply changing priorities for heritage language support rather than diminishing its commitment to heritage languages" (Cummins, 1994, p. 436). Its major initiative became the National Heritage Languages Institute in Edmonton, the capital of Alberta, for which the government allocated approximately $6,000,000. The Institute was never established.

According to the 1995-96 Estimates: Canadian Heritage*, the Federal Government continues to support a program called Community Support and Participation/Heritage Cultures and Languages. In 1995-96, $3,157,000 was allocated on this program. To quote* Canadian Heritage*, "This program works in partnership with ethnocultural organizations, immigrant serving agencies, immigrant women s groups, universities, the various components of the Canadian cultural sector, non-government organizations and governments at all levels in addressing issues of community participation and integration, accessibility to Canadian institutions, inter-group relations, and public awareness of the contribution which a pluralistic society makes to Canadian identity" (*1995-96 Estimates: Canadian Heritage*, pp. 3-20). Absent from the description of the Community Support and Participation/Heritage Cultures and Languages Program is any mention whatsoever of languages.*

Until April 1995, the Federal Government through the Asia Pacific Foundation of Canada supported Asian language learning initiatives at both secondary and post secondary levels. For example, Alberta s Japanese Language and Culture Program of Studies was developed with financial support of the Asia Pacific Foundation. In 1995, Asia Pacific Foundation initiatives in language education ceased.

Canadian federal policy is focused internally and only on the two official languages to any significant degree. In Canada, at the Federal Government level, there is no focus on international language learning needs, and consequently no national goals or standards have been developed.

On the other hand, it is undeniable that federal support for official languages has created a favourable atmosphere for language learning in general. Over the years, hundreds of millions of dollars have been poured into curriculum development, research, textbook purchase, teacher training, promotion of French language education and selling the value of bilingualism. This has created a body of expertise and an atmosphere from which all languages benefit. The 1.2 million children a year who have an enhanced opportunity to study French because of federal funding have a distinct advantage in studying a third language.

THE ALBERTA SCENE

In the province of Alberta, historic linguistic and cultural diversity and the atmosphere favourable for language education created by official bilingualism have resulted in the emergence of a variety of language programs. Two programming types have developed. Second Language Programs provide a course in a particular language. Bilingual Programs provide a more intensive learning experience. Instruction is delivered using the target language in other areas of the curriculum such as art, music and social studies. Instruction in the target language may comprise up to 50 percent of the day. Programs can be developed by the Ministry of Education, now called Alberta Learning, or by a local school board.

Provincially developed programs are designed and authorized by Alberta Learning. In addition to French, provincially developed language programs are available for Blackfoot, Cree, German, Italian, Japanese, Latin, Siksika, Spanish, Ukrainian and Ukrainian bilingual.

Locally developed programs are provided by school boards who have designed their own programs to meet specific local needs. Locally developed programs currently offered include American Sign Language, Arabic, Arabic bilingual, Cantonese, Dene (Chipewyan), German bilingual, Hebrew bilingual, Mandarin, Mandarin bilingual, Polish, Polish bilingual, Russian, Swedish and Vietnamese. Although local programs have also been developed in Greek, Hungarian, Portuguese and other languages, they are not always offered every year.

In Alberta, the percentage of students in high schools and at the universities taking a language other than French is growing. In Alberta high schools in 1991-92, 14% of language students were enrolled in languages other than French[30]*. By 1997-98 that figure was 29% (Alberta Education,* Trends and Issues in Language Education*, "Enrollment Patterns in Alberta, Language Patterns", p. 43, Draft 1999). Enrollments in Spanish during this period increased by 450%. Already by 1994, at the University of Alberta in Edmonton, fully 2/3 of the language and literature students were enrolled in languages other than French (Alberta Education,* Trends and Issues in Language Education*, "Post Secondary Language Learning Programming and Enrollment", Draft 1997).*

However, although enrollments in languages other than French have grown, the overall number of students completing language courses is declining. Most of this decrease is due to a drastic decrease in French. For instance, course completions at the high school level in French fell by 31% between 1991-92 and 1997-98. At the same time, enrollments in other languages grew by 42%.

In Alberta, language study is not mandatory at any level and the introduction of language programs is a local decision. This had led to a great inequality of access for students across the province. This inequality is well illustrated by comparing the language offerings of the province's four largest boards.

[30] All course completion statistics were provided by Information Services, Alberta Learning.

Language Programming of Major Alberta Urban Boards (September 1999)				
	Calgary Public Schools	**Calgary Catholic Schools**	**Edmonton Catholic Schools**	**Edmonton Public Schools**
Elementary School (Kindergarten -grade 6)	American Sign Language Francophone[31] French French Immersion Mandarin Bilingual (grades 4-5)	Francophone French French Immersion	Cree French French Immersion Italian Polish Bilingual Ukrainian Bilingual *(with Kievo-Byzantine religious formation)* Vietnamese	American Sign Language Arabic Bilingual Cree French French Immersion German Bilingual Hebrew Bilingual Mandarin Bilingual Ukrainian Bilingual
Junior High School (grades 7-9)	Cree Francophone French French Immersion Spanish	Francophone French French Immersion	Cree French French Immersion Italian Polish Bilingual Ukrainian Bilingual (with Kievo-Byzantine religious formation) Vietnamese	American Sign Language Arabic Bilingual Cree French French Immersion German Bilingual Mandarin Mandarin Bilingual Spanish Ukrainian Ukrainian Bilingual
Senior High School (grades 10-12)	Blackfoot Cantonese Cree French French Immersion German Japanese Mandarin Spanish	Francophone French French Immersion German Italian Japanese Latin Mandarin Spanish	Cree French French Immersion Italian Japanese Latin Polish Polish Bilingual Spanish Ukrainian Ukrainian Bilingual (with Kievo-Byzantine religious formation)	American Sign Language Arabic Bilingual French French Immersion German German Bilingual Japanese Latin Mandarin Mandarin Bilingual Spanish Ukrainian

[31] Under Section 23 of the Canadian Charter of Rights and Freedoms, citizens of Canada, outside of Quebec, whose first language learned and still understood is French, have the right to have their children receive primary and secondary instruction in French. In Alberta, this instruction is provided in separate school facilities operated by Francophone school authorities, or in some cases, by local school boards. Francophone schools in the Edmonton area are administered by the North Central Francophone Regional Authority.

Most of the enrollment growth in international languages is at the high school level. This is problematic because the classic program pattern in Canadian schools for languages other than French is a second language course of three or four years in secondary schools. A three year course provides about 375 hours of instruction. A four year course entails approximately 500 hours of instruction. This time allotment is similar to the situation in England and Scotland and is disadvantageously low compared to European countries like Austria, Denmark, France, Italy, Spain or Sweden. A student learning his first foreign language in Austria, for instance, is exposed to 800 hours of instruction. How can Canadian students in a three or four year high school program possibly attain a similar level of proficiency? This situation is, however, somewhat counterbalanced by the existence of bilingual programs where instruction begins in kindergarten, by a recent trend to start language learning in grade 5 or grade 7 and by the fact that many Alberta students are exposed to some French language instruction in grades K-12.

In describing issues in language education in the USA, Richard Lambert talks about "the natural law of fifty percent attrition" (Lambert, 1994, p. 49). In American high school language courses, enrollments are heavily concentrated in the first two years and fall sharply by the third year. Attrition rates are often as high as 50% from one year to another. Similarly in Alberta, since there is no second language school finishing requirement, there is little motivation for Alberta students to complete a full three year or four year language course. In Alberta, Spanish courses lose about 65% of their enrollments between grades 10 and 12, Italian 60% and German 66% (Alberta Education, Trends and Issues in Language Education, "Attrition in Selected Second Language Course Completions", Alberta 1995/96-1997/98, Draft 1999).

To reiterate, in Alberta a second language is not a component of basic education, and not a requirement for graduation. This lack of status for language education has, I would suggest, palpable negative consequences including reduced student motivation and lack of attention to infrastructure development such as curriculum development, assessment, teacher training, teacher professional development and the development of provincial achievement and assessment standards.

CONCLUSION

So what can we conclude about the context for language education in Canada and Alberta as we approach the new millenium?

Firstly, the global context seems very favourable for the promotion of language learning, although we can expect that it will be some time before the global village has direct impact on Canadian education policy. This is especially true since the primary language of Canada is English and few of our business leaders or politicians, especially at the provincial level, know, use regularly or value any language other than English.

Secondly, Canada's official linguistic dualism and history of multilingualism and multiculturalism have historically created an atmosphere at once favourable to the emergence of many language programs, but also pregnant with the threat of hostile reaction and politicization of language issues.

In the national context, we have a Federal Government with a strong commitment to the official languages. At the same time, the Federal Government shows no consistent support for international language education, and no interest in establishing international language goals or standards for Canada or funding the learning of languages other than English or French.

The provincial context seems the most grounded in its demographic realities and global changes. At the provincial level, we see a range of language offerings which reflect the history and current demographic realities of the provinces. However, language education across Canada is marginalized and its marginalized status does little to encourage students to enroll and complete courses. Since language learning is on the margins of basic education it does not attract the same public and political interest and support as basic courses like mathematics or science.

And finally, in Alberta at least, it is students themselves who seem to be most sensitive to the new global context for language education. They are leading the changes by increasingly enrolling in a variety of language programs and not waiting for provincial or federal policy makers to set provincial or federal goals.

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- Canada is the world's second largest country but only has a population of 30,000,000 people (1998 Census).
- In 1998, the population of the province of Alberta was approximately 3,000,000 people.
- The capital of Alberta, Edmonton, and its metropolitan areas account for about 918,000 of Alberta's residents. Calgary and area has a population of 907,000 people.
- In 1997/1998 there were 574,666 students in Alberta schools (K - grade 12).
- In 1997/1998, 162,803 students in Alberta were enrolled in French language education: French as a second language (133,252), French immersion (26,221) and Francophone (3,330). This was a decrease of 21% from 1993/1994. Over 20,000 students were enrolled in about 15 other language programs. These tend to be small programs which, for the most part, are growing.

Report

18

A New Direction for Success:

Québec Schools on Course

Camile Marchand, Ministère de l'Éducation du Québec

Development of the Québec Education Program is the basis for the renewal of programs of study. The Québec Education Program is divided into five cycles and is comprised of the Program of Programs and the programs of study for each subject. The Program of Programs is an undertaking for the whole school. Implementation of this program is meant to send a clear message: schools must, through the actions of the school personnel, take all the necessary steps to ensure that students acquire the tools they need to persue their education and to live in society. The Program of Programs is designed to influence all teaching practices and to instill a sense of belonging to the school in students, staff, parents and community.

As for the programs of study, they determine what students need to learn for each subject. They must be focussed on essential learning objectives and content and must propose enrichment content. They clearly define what is expected of students and include a cultural dimension. The programs of study are written from both a "horizontal" and a "vertical" perspective.

The Program of Programs is an important part of program renewal. Its originality stems first and foremost from its educational goals. By means of the cross-curricular competencies and themes which are largely drawn from the report Reaffirming the Mission of Our Schools*, the purpose of the Program of Programs is essentially the integration of knowledge. An important tool, it serves to ensure that the actions of the school team are consistent, be it in the teaching of the programs of study, in the student services activities and the complementary services determined by the school board, or in the overall daily life at school.*

The Program of Programs first defines the cross-curricular competencies*, which are divided into intellectual and methodological skills, personal and social skills, and language skills. These elements are essential to students' education and may be acquired through the learning content in different subjects. These cross-curricular competencies should first be acquired in the classroom, that is, in the context of teaching and learning across subject areas. The acquisition of these competencies must therefore be pursued in each cycle from elementary to secondary school.*

The Program of Programs also includes a second component: lifelong learning areas, which are a reflection of the prevailing educational priorities. These areas make it possible to update the curriculum and to take into account social changes. By studying them at school, students learn the basics of modern life and social integration. They adopt values, attitudes and behaviours that will enable them to pursue their education and live in society. Like the cross-curricular competencies, these themes have anchor points in the programs of study, where they appear as learning content.

Moreover, as part of school life in general, activities are proposed to the students each year in order to enable them to progressively master the cross-curricular competencies and to acquire learning related to the cross-curricular themes. These activities also enable them to better understand the world around the, to develop their personality, to participate in life in society and to communicate with others.

To understand the role of the Québec Education program, it is essential to grasp what is meant by education: a process whose global objectives are based on inter-dependence among programs of study, subject areas and the Program of programs.

The Program of Programs provides meaningful contexts for the learning content of the subject. It also permits students to transfer what they learn in school to everyday life and to develop cross-curricular competencies.

It covers eight areas of lifelong learning:

Personal identity and world view.

Health and Well being

Personal and Occupational Planning

Social relationships

Environmental Awareness

Consumer rights and responsabilities

Media literacy

Citizenship and community life

The educational policy statement Québec Schools on Course *establishes the following guidelines for defining learning objectives and learning content: clearly identify essential learning; explicitly specify how the cultural component can be integrated into the subject areas; organise programs according to cycle; clearly demonstrate the progression of learning within the same cycle and from one cycle to another; and allow for the leeway that teachers require to exercise their professional judgement.*

The requirements for the programs of study are the following:

Presentation and design of programs of study

The programs of study are grouped by field of learning. General objectives are determined for each of the five fields: language; technology, science and mathematics; social sciences, arts education, and personal development. These objectives may be the same at the elementary and secondary levels; however, for some fields, it may be necessary to define general objectives specific to certain cycles, or to the elementary or secondary level.

The programs of study are developed and presented by cycle. At the elementary level, the duration of each cycle is two years for all subjects. At the secondary level, however, some subject cover only two of the years of Cycle Four. Programs of study will therefore be designed accordingly.

All programs of study are presented in the same, clear and comprehensible format. This requirement allows links between the subject areas to be clearer, promotes a common, global understanding of the learning outcomes expected of the students and facilitates the work of teachers, who are often called upon to teach more than one program.

At the elementary and secondary levels, the programs of study are designed to cover 75 percent of the time allotted for teaching the subject in the subject-time allocation. Enrichment content may be added as a guide.

At the elementary level, it is the school and not the Ministère de l'Éducation that allots the teaching time for the following subjects: French as a second language; English as a second language; arts education (music, visual arts, dance, drama); physical education and health education; history, geography and citizenship education; and science and technology. Therefore, the programs of study are designed on the basis of one hour per week, to which enrichment content may be added, thereby allowing the school to opt for one additional hour per week. In the case of arts education, the common core is composed primarily of visual arts and music. At the elementary level and in Grades 7 and 8, one program is designed for the four subjects, namely, music, visual arts, dance and drama. At the secondary level, each of these program is worth four credits.

Learning competencies

The goal of the program of study is to clearly define the competencies. The term competencies *is used without reference to a given typology and means. There are not many essential competencies in a program of study, but they apply to all students and are compulsory. They are not broken down into intermediate objectives of teaching strategies, nor are they organized according to a specific teaching approach or style of learning. The program of study suggests enrichment contents as a guide. These objectives expand on the essential objectives and may include new learning, but must no introduce learning content from the subsequent cycle.*

The program of study makes the links between the general competencies in a field of learning and the capacities for a cycle.

The program of study specifies, if necessary, while respecting the rationale for an organization by cycle, the logical sequence of learning. Moreover, it is up to teachers to decide how learning is to be organized within a cycle, by taking into taking account the needs of the students.

The program of study provides information on the evaluation of learning, according to the competencies. It establishes the relative importance of a capacity in relation to the other capacities. It specifies if the achievement of an ability is a prerequisite for one or more abilities in the subsequent cycle.

In a program of study, the learning competencies are presented using a "vertical" approach, that is, they are related to those of the preceding and subsequent cycle, if applicable. Information on the links between the learning content of a given program and that of other programs of study is presented using a "horizontal" approach.

In a program of study, links are clearly established between the learning objectives and the cross-curricular competencies.

Learning content

The program of study determines the essential learning content and includes the enrichment content as a guide. The enrichment content is clearly separated from the essential content. The expression learning content *must be understood in the broad sense. It refers to a set of knowledge and skills that is the focus of learning.*

In a program of study, the learning content is presented in relation to one or more learning objectives.

The learning content is selected on the basis of research data and widely shared views.

Learning content formally includes cultural appreciation, especially of the most noteworthy cultural works and productions of various origins and from different eras.

The program of study provides the basic notions and concepts that the students must understand at given stages in their schooling, since these notions and concepts serve as the foundation for subsequent learning. If applicable, the program presents a concept map illustrating the relationship of the various concepts. The program also indicates how a given subject contributes to the building of concepts, especially those of time, space and matter.

The anchor points for the cross-curricular themes of the Program of Programs are clearly indicated.

In the first cycle of elementary school, the programs of study make reference to learning begun in preschool education, especially with regard to early learning in science and to the building of concepts related to the social sciences.

Programs of study dealing with the language of instruction or second language provide information on the study of literacy works and, if applicable, the reading of texts involving other fields of learning.

In conclusion, it appears clearly that we have to encourage teachers to adopt the paradigm that underlies the whole curriculum reform: that of learning. If we want teaching practices to help students acquire competencies, we must allow teachers to think about their current practices, to state their beliefs, to understand what the adoption of a new model will mean to them, and to express their doubts and hesitations, so that we are working from their ideas. Therefore we must establish the habit of working as teams in the schools, opening the doors of the classrooms to see and be seen. In short, we must encourage a transformation of the professional identity of teachers.

Report

19

An overview of the United States Educational System and Language Education across the Nation

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The agreement between the United States Department of Education and the Spain Ministry of Education and Culture to promote the teaching of Spanish in the United States and of English in Spain promises to be an exciting collaboration. As an individual who works at the Federal level of the United States education system, I consider the characteristics of the United States education system and the implementation of bilingual education and foreign language programs to be important background information to carrying out activities under the agreement. Although curricular issues, teachers, methodology, students and resources are key components of this bi-national collaboration, these components do not operate in a vacuum. Rather, they are affected by the characteristics of the educational systems, the policies that operate at Federal, state and local levels, and the specific social contexts in which they may be implemented.

The purpose of this paper is to provide an overview for our Spanish colleagues of the educational system in the United States, as well as a specific overview of bilingual education and foreign language education. The focus will be on elementary and secondary education. The paper points out some critical challenges for both types of programs, and closes with proposed strategies to enhance and improve both the quality and standing of bilingual and foreign language education.

The Education System of the United States

The United States education system is one which is decentralized. Because the United States Constitution does not specifically mention education as a federal responsibility, the Federal government has limited authority over states and districts in matters of education. In fact, education policy and governance is primarily the responsibility of states and local governments.

The Federal agency in charge of education is the United States Department of Education. The Department is responsible for

collecting and disseminating education statistics and research data;

playing a leadership role by influencing public opinion and cooperating with state governments;

ensuring equal educational opportunity for all students by enforcing civil rights;

providing grants to states and districts to implement specific programs; and

providing financial assistance to students to help them pay for post-secondary education.

States have control over education policy, and may withhold or grant control to school districts. States have control, among other matters, over selecting curriculum, textbook adoption, teacher training and certification, setting the school calendar, and setting educational standards.

School districts have control generally over matters over which the state has given them control. Some such matters usually include hiring personnel, setting school hours, setting teacher salaries, and determining teaching methodologies. Regardless of this general description, it is important to note that virtually every state and district differs in matters of policy and practice.

Decentralization is also reflected in the school finance structure of the United States. The federal government provides about 7% of total school funding in the country. States and districts contribute the remainder about equally.

School structure and organization is also quite varied. Most elementary schools include grades kindergarten through 6 (ages 5-12). Secondary schooling includes junior high school or middle school, generally grades 7-8 (ages 12-14); and high school, grades 9-12 (ages 14-18).

The student population in the United States is quite diverse, in many ways. Public school systems serve White, African-American, Hispanic, Asian, and Indian or Native American students; students who live in poverty and students who do not; immigrant and native born students; students who speak English and those who do not; students who are migratory; students who are homeless; delinquent students; and students with disabilities.

Schools are also diverse in terms of geography. While most students attend schools in urban locations, there are many schools located in suburban and rural areas. Geographic location creates an additional set of challenges for schools. Urban schools tend to serve large numbers of students. Rural schools tend to have less resources, be isolated, and serve small numbers of students.

The American education system is undergoing some significant changes at the moment. Standards based educational reform is the driving force in American education today. This reform was prompted at the national level through the Improving America's Schools Act *of 1994, (which reauthorized the Elementary and Secondary Education Act). The grants provided to states and school districts through this act represent the largest Federal investment in elementary and secondary education in the United States.*

Language Education in the United States

Traditionally, foreign language and bilingual education in the United States have remained separate and distinct programs, serving different groups of students.

Bilingual Education

In the United States, bilingual education refers to programs to help limited English proficient (LEP) students learn English. Limited English proficient students are those who were not born in the United States or whose native language is not English, and who cannot participate successfully in a regular classroom because they have difficulty speaking, understanding, reading, and writing English. Some Indian or Native American students may also be considered to be limited English proficient, because

they come from a community where a language other than English has had a significant impact in the English language development of individuals in that community.

The origin of bilingual education as it exists today is as a social program for educating immigrant, largely underprivileged students. The term "bilingual education" is often used as a generic label for alternative language programs for limited English proficient students, and in the broadest sense, it includes both English as a second language (ESL) programs and programs which use both the native language and English for instruction. In practice, there are various program models to serve students who do not speak English.

The most common programs that use two languages are:

Transitional bilingual education-in which instruction is provided in two languages, in both literacy and academic subjects, and in which instruction progressively changes from the native language to English. These programs are also known as early exit programs, because the goal is to transition students into all English instruction as soon as possible.

Developmental Bilingual Education- in which instruction is provided in two languages, in both literacy and academic subjects, and in which the goal is to develop the first language and to maintain instruction in two languages as long as possible . For that reason, these programs are also known as late exit programs.

Two-way immersion programs- in which English and the target language are used to teach native speakers of both English and the target language. Through instruction in both languages and in academic content, both groups of students become fully bilingual.

The most common programs that use only English for instruction are:

Structured immersion English as a Second language programs- in which all instruction is provided in English and focused on helping students learn English

Content English as a Second Language , or Sheltered Instruction- in which English is used to provide instruction in academic subjects.

The students who receive special services to learn English are many and they are also very diverse. During the 1996-97, there were 3,452,073 limited English proficient students in United States schools. Approximately 75% of them have Spanish as their first language. The other 25% speak at least 150 other languages as their first language. There are no specific legal mandates guiding instruction for limited English proficient students in the United States, other than these students must receive special services to address their special linguistic needs. Schools serving Indian or Native American students who are identified as limited English proficient must also provide them with special services to address their language needs. Each school district has the authority to determine what program they will implement for these students, and how it will be implemented. Certification requirements for teachers who serve limited English proficient students are set at the state level.

The major challenges for bilingual education in the United States can probably be characterized as practical and political. Finding qualified teachers is a major practical challenge. A shortage of 50,000 teachers to serve in special programs for limited English proficient students is estimated. Most institutions of higher do not meet the demand of districts that serve these students.

The growth and diversity of the limited English proficient student population also presents a critical challenge. In the last 10 years this population has not only grown at the national level, but it has also grown in areas that previously had few, if any, such students. While states such as California, Texas and New York still have the largest limited English proficient student populations, states such as

Arkansas, and North Carolina are experiencing large increases in the percentage of limited English proficient students. Since 1991, Arkansas, Kentucky and Missouri have experienced increases of over 100% in the number of limited English proficient students. Such states and districts have no infrastructures in place to serve limited English proficient students appropriately. For example, there are no procedures in place for identifying limited English proficient students, or providing services to them. These states and districts also lack the expertise to make decisions and design programs for limited English proficient students. More significantly, they also lack the qualified personnel to appropriately serve this group of students.

Changes in diversity also represent a challenge. Whereas the limited English proficient population tended to be mostly Hispanic twenty years ago, it is now extremely diverse in many ways. While Hispanic students still comprise the majority of limited English proficient students, there is growing proportion of non-Hispanic limited English proficient students. The non-Hispanic limited English proficient students speak over 150 languages other than English, come from all over the world, and from different cultures and circumstances. States and districts have still much work to do in reviewing their policies and procedures for serving limited English proficient students. Many state laws establishing requirements for programs for these students were passed fifteen to twenty years ago, when the limited English proficient student population was relatively homogeneous.

The standards-based reform movement has also posed a challenge to bilingual education in the United States. Although the sweeping educational reform efforts fostered by the Federal government are supposed to include all students, there is evidence that limited English proficient students are not being fully included in those efforts. This is particularly problematic in the area of accountability systems, which are the mechanism by which schools show that they are educating all students. Many local educational agencies and schools are taking the approach of reforming education "for the regular kids" first, and then eventually including the "special populations". This also means that bilingual education continues to be a program outside the "regular" education program, rather than an integral part of the educational system. This has been a historical problem for bilingual education, and there is much work to be done yet to ensure programs for limited English proficient students are aligned are aligned with the main educational program.

One final, but still critical challenge to bilingual education, is the fact that most limited English proficient students live in poverty and attend schools located in high poverty areas. This means that, in addition to the needs these students bring to school due to their language background, these students also have an additional set of needs related to their poverty status. In the United States, school and student poverty has been found to be associated with low levels of parent education and literacy, presence of a disability, and difficulties in involving parents in their children's schooling. This also means that limited English proficient students attend schools that have fewer resources and less experienced teachers than other schools where there is less poverty.

From a political perspective, bilingual education faces major challenges as well. Most recently, and perhaps the most critical challenge, is the question of whether bilingual education programs work. There have been various movements at the national, state and local levels to eliminate education using two languages to instruct limited English proficient students. There is widespread belief that these programs do not work. Two critical issues contribute to that perception. One is the general lack of understanding that full proficiency in a language, especially the level of English proficiency required to successfully participate in United States schooling, requires high levels of speaking, understanding, reading and writing in that language. Critics of bilingual education often point to young children who have been exposed to English and seem to speak it well.

Another issue that affects the perception about bilingual programs is the apparent success of English-only programs. However, there are very few pure ESL programs in the United States. In fact, most programs for limited English proficient students represent a mix of models. Many include some sort of native language support, even if in an informal capacity; this is especially so for beginning English

language learners. Bilingual programs include instruction in English; that is why they are called bilingual.

The public's understanding of the second language acquisition research complicates the perception about how bilingual programs should work; they do not all research ever done on second language acquisition is applicable to limited English proficient students in the United States. The limited English proficient student population in the United States tends to come from poor families which often have limited literacy and skills in their native language, and live as minorities speaking a minority language. These specific characteristics may affect the applicability of some research. For example, the Canadian immersion studies started in the 1960's, which immersed English speaking students in French instruction, were done with children from middle class families whose parents were literate in their first language and provided high quality native language experiences at home.

The fact that bilingual education is a program for immigrants and minorities is also a political challenge. Although the educational research community largely agrees on the effectiveness of bilingual education, the fact that it is a program for minorities automatically leads some to believe that it is not necessarily one that works. It also means that bilingual education does not have a strong political base, as it tends to get support from communities that do not have a lot of political power.

Foreign Language Programs

Foreign language education in the United States presents both contrasts and similarities to bilingual education in the United States. In contrast to bilingual education, foreign language education in the United States has been a program for the Anglo majority. It has also tended to exist in schools and districts in communities of middle and high socioeconomic status. Many limited English proficient students are barred from foreign language programs because they "have" to take ESL classes; they speak a target language as a first language, and it is assumed they don not need further instruction in it; or because the language offerings are too elemental for their level of proficiency .

Most foreign language programs exist as elective subjects in secondary schools. The fact that they are elective means that not all students are required to learn a second language in school. The numbers of universities and colleges requiring applicants to have studied a second language as a requirement for admission has been decreasing steadily, and as a result learning a foreign language has not been a priority for secondary students. Although there have been some elementary foreign language programs in the United States, many immersion programs, they have been limited in size and scope. In general, foreign language education in the United States has not been very successful in either elementary or secondary grades, because it seldom produces individuals who are proficient in the target language. Most students, even after studying a language for several years, cannot hold a conversation in that language, much less read and write it well.

However, the similarities between foreign language and bilingual education programs are interesting. Like bilingual programs, foreign language programs tend to exist outside the "main" educational program in schools, rather than being linked with the general educational curriculum. Their existence as a separate component makes them vulnerable to elimination in this age of shrinking educational budgets in the United States. In schools strapped for resources, foreign language programs are among the first to go, along with music and arts programs. This contributes to keeping foreign language programs for students who have the privilege of attending richer schools.

Program quality is also an important issue in foreign language programs in the United States. Most foreign language programs do not expect their students to be completely fluent and proficient in the target language. Although it is changing somewhat, many foreign language programs still rely on memorizing dialogue and paper drills to teach a new language.

Foreign language programs also face political challenges. Many people in power in the United States believe that there is little need to learn a second language. This perception is probably influenced by their own dreary experiences in language classrooms. Most foreign language programs in elementary and secondary schools, and even in college, are still oriented towards mechanics, drills and repetition, and are not connected with real life experiences. Due to their own experience, people tend not to favor these programs for their own children.

Although the challenges facing bilingual and foreign language programs in the United States are daunting, the future is promising. The continued expansion of the global economy has been a catalyst in some areas to improve language education. The school district of Miami-Dade, Florida, has set a goal that all students will learn a second language. This decision came after the results of a local Chamber of Commerce survey found that most businesses in the county needed bilingual workers. The school district of Ysleta in El Paso, Texas, which is near the frontier with Mexico, has set a similar goal. The same has happened in the school district of Dalton, Georgia, the self-proclaimed carpet capital of the world, which employs people from different parts of the world.

Another source of promise for making language programs better and more relevant is the development over time of additional pedagogical approaches for teaching languages. The development of such strategies as cooperative learning, team teaching, content based language instruction, and active learning can be used to address some of the challenges presented earlier and to enhance the quality and experiences of individuals learning second language.

Strategies

I propose two strategies to enhance and improve both the quality and standing of bilingual and foreign language education in the United States. The first is continued expansion of two-way bilingual programs, and the second is a focus on program effectiveness

Two-way bilingual programs, in which both majority and minority students are taught the majority and minority languages, are a viable strategy for several reasons. First, these programs are designed to develop fluency in two languages for both sets of students, and thus give both groups what they need in terms of language instruction in each language. Through development of two languages, these programs provide access to all cognitive and economic benefits of bilingualism to both minority and majority students.

These programs also provide a solution to the problem of the disjoint between programs for limited English proficient students and foreign language programs and the "regular" education program because 1) they provide the "regular" instruction for all students, and 2) they make both languages relevant by using them both for instruction and for social interaction. Two-way bilingual programs are also typically found in elementary schools, and would considerably expand foreign language education to younger students. The programs afford an opportunity for improving teaching and learning in general, because they require extensive training and professional development for the teachers. This additional training typically expands the teachers' repertoires of instructional strategies.

These programs are beneficial from a social perspective as well. This model is an effective way of desegregating students. Although bilingual programs are necessary educationally, they sometimes segregate students by keeping limited English proficient students separate from other students for several years. The programs are also particularly valuable because they provide equal status to the minority and majority students and languages. They afford limited English proficient students the opportunity to be the "experts" and "role models" for their majority peers. A notable feature of the programs is that they afford the parents of the limited English proficient students an opportunity to get actively involved in their children's program by serving as role models for both groups of students. As it does for students, the program also provides parents of both groups the opportunity to interact as

equals. In some cases, these programs have helped decrease conflict within communities composed of different ethnic and language groups.

Perhaps one of the most important features of the two-way bilingual programs is that they expand the political base in favor of the programs. Since the programs benefit both majority and minority students, the programs themselves, and by extension the goals of the programs, become valuable for society as a whole.

The second strategy I propose to improve the quality and standing of bilingual and foreign language education in the United States is a focus on program effectiveness. The attacks on both types of programs are not without merit, as educators and school systems have generally done a poor job in collecting data to show that the programs do work. About two years ago the National Association for Bilingual Education (NABE) in the United States established a national project to showcase effective bilingual programs. To date, not many programs that have sufficient, rigorous outcome data to show their programs are effective have been identified. This is not to say that few programs are effective, but rather, that effective programs do a poor job of collecting evidence that they are. The lack of data about limited English proficient students who have been determined to have gained English proficiency is acute. Most school districts stop collecting what little data they may have once students exit limited English proficient status; they cannot even tell how many formerly limited English proficient students have graduated from high school.

Foreign language programs also suffer from lack of data about their effectiveness. First of all, very few such programs are evaluated rigorously. In addition, most people in the United States who have ever studied a second language are prompt to admit that they do not remember anything and were never really able to speak the language. This means that not only is there little objective information that foreign language programs are successful, but furthermore, there is much anecdotal information that such programs are ineffective.

Program effectiveness data is important for several reasons. First of all, it is important pedagogically because it is a mechanism to determine whether a program is accomplishing its objectives, and because it affords the opportunity to make changes to ensure a program remains faithful to its objectives. Second, program effectiveness data can help in garnering support from the community for the program. Third, and perhaps most important, program effectiveness data is a tool for garnering political support from those who wield the power and the resources to ensure language programs not only survive, but become a priority for the nation.

Table of Content

PRESENTATION **1**

MESSAGE FROM THE SUB SECRETARY OF EDUCATION AND CULTURE – DRA. ANA PASTOR **2**

THE CALIFORNIA LANGUAGE PROGRAM: **5**
Introduction A Historical Perspective of the Spain and California Educational Partnership 5
The Changing California Environment For English Language Learners 6
Characteristics Of An Effective Program 6
Best Practices: The Two-Way Language Immersion Program 7
PROPOSITION 227 TASK FORCE REPORT EXECUTIVE SUMMARY 9

CONNECTICUT – SPAIN PARTNERSHIP **13**
Background 13
Certification Issues 13
Recommendation 13

MAKING THE CASE FOR BEING BILINGUAL **15**
I. Current climate regarding bilingualism in the United States. 15
II. Bilingualism as a theoretical discipline. 17
III. Bilingualism as a pedagogical discipline. 18
IV. Philosophical musings, thoughts, and future directions. 19

REFLECTIONS ON MULTICULTURALISM **20**
Multicultural Education in America 21
Multicultural Materials 21

TEACHING FOREIGN LANGUAGE IN ELEMENTARY SCHOOL **26**
Instructional Activities based on the Georgia Elementary School Foreign Languages Model Program 27

ADDRESSING TEACHER SHORTAGES IN BILINGUAL EDUCATION **28**

OFFICE OF LANGUAGE AND CULTURAL EDUCATION INITIATIVES **33**
Overview 33
Transitional Bilingual Education: Instruction 33
Transitional Bilingual Education: 34
Promotion Criteria 34
Transitional Bilingual Education: Student Support 34
Transitional Bilingual Education: Type 29 Certificated Teachers 35
Accountability and Educational Support Linkages 35
World Language Education 35

Preschool Bilingual Education 36
Preschool Bilingual Education 37
Specialized Education Services 37
Multicultural Education: Curriculum Initiatives 37
Parent Education and Support 37
Transitional Bilingual Education: Successful Results 38
The Initiatives aligned the bilingual program exit criteria with that of the CPS Promotion Policy. This has lead to the successful results- 38
Summary 38

NATIONAL AND STATE FOREIGN LANGUAGE STANDARDS: A NEW IMPETUS FOR INTEGRATING THE TEACHING OF CULTURE AND LANGUAGE 40
Evolving Views About Culture and Language: 40
Changing Classroom Practices: 41
Changing Textbooks and Materials: 43
National and State Standards - Integrating Language and Culture: 44
ELEMENTARY GRADES: 44
Cultural Context: THE WORLD OF THE FOREIGN LANGUAGE 44
Cultural Context: FINE ARTS 45
Conclusions: 45
REFERENCES 46

FOREIGN LANGUAGE STATUS REPORT: FOCUS ON SPANISH 47

ROCK CREEK FOREST ELEMENTARY SPANISH IMMERSION PROGRAM 54
Introduction 54
Organization 54
Student Selection 54
Staffing 55
Teacher Training 56
Materials 56
Homework 56
Grading 56
Assessment 57
Middle School 57
Retention in the Program 57
Summary 58

BILINGUALISM AND BILINGUAL EDUCATION IN NEW MEXICO: 59
Introduction 59
The Development of Bilingualism 60
Bilingualism and Bilingual Education in New Mexico 60
Quality Teachers 62
Testing Teachers' Spanish Proficiency: New Mexico's Four Skills Exam (FSE) 63
Test Development 63
Development of the new exam: La prueba de español para la certificación bilingüe 64
Development of alternative assessments: 65
University immersion institutes: 65
Language Matrix 68
Conclusion 69
Oral Language 70
Writing 71
Oral Reading 72

Comprehension 73
References 74

TEXAS: LANGUAGES OTHER THAN ENGLISH (BRIEFING REPORT) 75
Bilingual Education and English as a Second Language Programs in Texas 76
Bilingual Education and English as a Second Language Program Implementation 77
Goal and Recommendations 78
Improve academic achievement of LEP students 78

REPORT ON BILINGUAL, FOREIGN LANGUAGE AND CULTURAL EDUCATION IN THE STATE OF UTAH 79
Annex 1: 80
Annex 2 82
Annex 3 83

NATIONAL STANDARDS IN FOREIGN LANGUAGE EDUCATION: NEXT STEPS 84
Goal 1: Communication 85
Goal 2: Cultures 85
Gaol 3: Connections 86
Goal 4: Comparisons 86
Goal 5 - Communities 87

WASHINGTON STATE'S TRANSITIONAL BILINGUAL PROGRAM AND AN OVERVIEW OF WASHINGTON 89

ASSESSMENT OF OUR NATIONAL STANDARDS' COMMUNICATION MODES 108

LANGUAGE AND EDUCATION: CANADA AND ALBERTA 111
HISTORY AND DEMOGRAPHICS 111
NATIONAL POLICY 112
THE ALBERTA SCENE 114
CONCLUSION 116

A NEW DIRECTION FOR SUCCESS: 120

AN OVERVIEW OF THE UNITED STATES EDUCATIONAL SYSTEM AND LANGUAGE EDUCATION ACROSS THE NATION 124
The Education System of the United States 124
Language Education in the United States 125
Strategies 129