

# OVERVIEW OF FOREIGN LANGUAGE EDUCATION IN THE UNITED STATES

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*Note: Every attempt has been made to maintain the integrity of the printed text. In some cases, figures and tables may have been reconstructed within the constraints of the electronic environment.*

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## **Overview of Foreign Language Education in the United States**

### **SUMMARY**

This Overview presents a picture of language education in the United States, its context and its dimensions, especially at the secondary level of education.

#### **Background**

The Overview is based on the National Profile: United States. Language Education Study, the U.S. contribution to Phase One of an international study of educational achievement in language education, sponsored by the International Association for Evaluation of Educational Achievement (IEA). The U.S. submission highlighted language education in the most frequently studied languages of Spanish, French, and German, as well as Japanese, a non-Western language whose use in the schools is increasing.

The international study has three aims: 1) to describe curriculum for language education in participating countries; 2) to describe student achievement in language education in secondary school; and 3) to recommend changes by indicating optimal conditions for language education.

Phase One of the study presents the context for foreign language education in each country. Phase Two will evaluate language learning of students in the final year of compulsory education.

The international coordinating group, based at the National Foundation for Educational Research in England, will develop three generic evaluation instruments for use in Phase Two: a self-assessment questionnaire on language skills, a test of reading comprehension, and a test of listening comprehension.

Thirty-two countries have been involved in discussions about the study: Australia, Austria, Belgium, Canada, Cyprus, the Czech Republic, Denmark, England, Finland, France, Germany, Greece, Hong Kong, Hungary, Iran, Israel, Italy, Japan, Korea, Latvia, Netherlands, Norway, Philippines, Portugal, Russian, Slovenia, South Africa, Spain, Sweden, Switzerland, Thailand, and the United States. So far, 23 countries have participated in Phase One; about 15 will probably participate in Phase Two. Most of the 15 countries only plan to evaluate achievement in English as a foreign language.

If funding is available, the United States will participate in Phase Two, evaluating achievement in Spanish, the most frequently taught foreign language in the United States. If possible, the United States will study achievement in French, German, and Japanese as well. In addition, the United States would like to evaluate achievement in English as a second language although no other countries have indicated such an interest.

## **Contents of the Overview**

We have selected material from the National Profile which we believe would be of most interest to policy makers and educators in the United States. Topics include: Language in society; Language policy; Primary and secondary language education; Post-secondary language education; and Teacher education and professional development, including an annotated list of organizations that support teacher development. Separately we include a review of English as a second language education, a topic not of concern to the other participating countries but of strong interest in the United States.

Sources for the Overview are U.S. government publications, reports from the professional associations of language teachers, academic researchers, and personal communication with language educators.

Highlights from each section follow:

### **Language in Society**

In 1990 about 31 million people, or 13% of the population aged five years and over, spoke a language other than English. Over half of that group, 17 million or 8% of the population, spoke Spanish. More than one million persons speak French, German, Italian, and Chinese (U.S. Bureau of the Census 1994).

The media support these languages. Spanish heads the list, with access to 50 TV channels, over 800 radio stations, and at least 36 newspapers. Next is Polish with 190 radio stations and 8 newspapers, followed by German with 100 radio stations and 10 newspapers.

Americans meet people from other countries largely through trade and tourism. Canada is the top trading partner, with over 19% of total trade. Runners up are Japan with almost 15% and Mexico with almost 8% (Europa World Year Book 1994). Most tourists to the United States come from Canada, Mexico, and Japan. Most tourists from the United States visit Mexico, Canada, and England. English is the language most frequently used in these transactions, followed by the language of the other country involved.

## Language Policy

There is no reference to language in either the Declaration of Independence (1776) or the Constitution (1789). Five states refer to the English language and other languages in their constitutions and amendments and another 17 states have statutes declaring that English is the official language.

The Constitution places responsibility for education in the hands of the individual states; therefore, there is no national policy on languages in education. However, federal legislation of the last 30 years has influenced state action by providing funds for meeting specific objectives. Examples include:

- Bilingual Education Act of 1968 (Title VII of the Elementary and Secondary Education Act of 1965) which made federal funds available to rectify language deficiency, defined as having limited English proficiency. That legislation has been reauthorized several times, most recently with the Elementary and Secondary Education Act of 1994.
- Title VI of the National Defense Education Act of 1955, later incorporated as Title VI of the Higher Education Act. Current authorization supports the study of foreign languages and area studies, through national resource centers, fellowships to study foreign languages, and research and materials development.
- Goals 2000: Educate America Act of 1994. This legislation encourages student achievement by the development of recommended goals and standards in the core subjects. Foreign languages are included in the core subjects.

## Language Education: Primary and Secondary

English is the medium of instruction in most public and private schools. Forty states require that secondary schools offer at least two years of a foreign language to all students, but do not require that the students study a foreign language. The remaining 10 states require second language study only for college-bound students.

Most foreign language study takes place in Grades 9-12, where over a third of the students study a foreign language. Spanish is the most popular language, studied by about 28% of all secondary school students, followed by French with 11%, and German with 3%. At the primary level, over 6% of the students study foreign languages, again with Spanish leading the list at 4.5% followed by French with 1.5%, and German and Japanese each with 0.2% of enrollments. (NCES 1994; Japan Foundation Language Center 1995; AATG 1994; and personal communication with AATF 1995, AATSP 1995, and state departments of education 1995).

With support from the Goals 2000 program, a task force of language educators is developing national goals and standards for foreign language education. These standards will translate into benchmarks and descriptors for Grades 4, 8 and 12, which states and local educational agencies can use for evaluating progress.

Current language assessment varies from informal achievement testing on the part of teachers to participation by college-bound students in standardized tests, such as the College Level Examination Program (CLEP) in French, German, and Spanish and the Scholastic Achievement Tests (SAT II) in those three languages as well as several others.

Recent surveys of German and Japanese teachers provide reliable information on most commonly used textbooks for those languages. Similar information on most commonly used textbooks is not available for Spanish and French, but representatives of their language teachers' groups have offered their best judgment as to the most commonly used textbooks.

## Language Education: Post-Secondary

Study of foreign languages is an admission requirement at 26% of the colleges and universities in the U.S. About 1% of tertiary level students major in foreign languages; less than 10% study them as a part of their course (NCES 1994; Brod & Huber 1992).

When students do study languages, they most often study Spanish, 5% of students in four-year institutions), followed by French at 2% and German at 1%, the same order as is found at the primary and secondary level (Brod & Huber 1992; NCES 1994).

Language assessment includes teacher-made tests, some use of the Proficiency Guidelines of the American Council on the Teaching of Foreign Languages (ACTFL), and participation in international testing programs, most notably those administered through the Goethe Institute and the Spanish Embassy.

### **Teacher Education and Professional Development**

In secondary schools, most of the language teachers are teachers of Spanish, about 4% of all teachers in secondary schools, followed by almost 2% for French and over 1% for German. In primary schools less than 1% of teachers are language teachers. Native speakers account for about 40% of the Spanish and Japanese teachers, but only about 20% of the German and 15% of the French teachers.

A national study of teacher supply and demand reports that there is a shortage of French, German and Spanish teachers, with the biggest shortage being that for Spanish teachers (Moody & Christoff 1992). The teacher shortage is being addressed at the state or regional level through alternative routes to certification, recruitment incentives, and technology support, and at the local level through changes in student schedules to fit the available teachers.

An annotated list describes 27 organizations and in-service projects that support professional development for teachers.

### **Supplement on English as a Second Language**

A U.S. Department of Education study estimated that in 1992-1993 there were about 2.5 million ESL students, roughly 6% of the students enrolled (Henderson et al. 1994).

Although not all of the students who need such instruction receive it, many do. According to a variety of sources, about 4% of all the students enrolled received instruction in English as a second language. Most of them are at the lower primary level, moving into English-medium instruction in the upper primary grades and in secondary school (ALEC Foundation 1994; NCES 1994; Fleischman & Hopstock 1993; TESOL 1992).

Methods and materials emphasize the integration of communication skills. Sequence and kinds of classes vary from district to district and school to school.

A task force from the professional association Teachers of English to Speakers of Other Languages (TESOL) is developing national standards for English as a second language. These standards will provide the framework for helping students to attain the general educational standards expected of all students in the United States. Current assessment techniques are used mainly for placement in the ESL classes or exiting into mainstream classes.

About 364,000 teachers, 13% of the nation's teachers, are primarily ESL teachers (Fleischman & Hopstock 1993; NCES 1994). All these teachers are certified (in various subject areas) by the states in which they teach, and most have ESL certification. In addition, many teachers work with limited English proficient students in their regular classrooms, and without any special training.

An annotated list describes nine organizations that offer professional development to ESL teachers.

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## **Overview of Language Education in the United States**

### **PREFACE**

The purpose of this Overview is to present a picture of language education in the United States, its context and its dimensions, especially at the secondary level of education. The Overview is based on the U.S. National Profile, which was the U.S. contribution to Phase One of an international study of educational achievement in language education, sponsored by the International Association for Evaluation of Educational Achievement (IEA). The full study has three aims: 1) to describe curriculum for language education in participating countries; 2) to describe student achievement in language education in secondary school; and 3) to recommend changes by indicating optimal conditions for language education.

Phase One of the study presented the context for foreign language education in each country. Phase Two will evaluate language learning of students in the final year of compulsory education. The international coordinating group, based at the National Foundation for Educational Research in England, will develop three generic evaluation instruments for use in Phase Two: a self-assessment questionnaire on language skills, a test of reading comprehension, and a test of listening comprehension.

Thirty-two countries have been involved in discussions about the study: Australia, Austria, Belgium, Canada, Cyprus, the Czech Republic, Denmark, England, Finland, France, Germany, Greece, Hong Kong, Hungary, Iran, Israel, Italy, Japan, Korea, Latvia, Netherlands, Norway, Philippines, Portugal, Russian, Slovenia, South Africa, Spain, Sweden, Switzerland, Thailand, and the United States. So far, 26 countries have participated in Phase One; about 15 will probably participate in Phase Two. Most of the 15 countries only plan to evaluate achievement in English as a foreign language.

If funding is available, the United States will participate in Phase Two, evaluating achievement in Spanish, the most frequently taught foreign language in the United States. If possible, the United States will study achievement in French, German, and Japanese as well. In addition, the United States would like to evaluate achievement in English as a second language although no other countries have indicated such an interest.

In this Overview we have selected material from the IEA National Profile which we believe will be of most interest to policy makers and educators in the United States. We discuss language in society; language policy both in general and for education; language education at the primary, secondary and post-secondary levels; and teacher education and professional development. We also include an annotated list of organizations that support the training and development of language teachers. Although the other countries were not interested in studying English as a second language (ESL) as part of a foreign language study, the U.S. wanted to because of the major role ESL plays in language education in the U.S. A brief discussion on ESL is included in an attached supplement.

Because of the decentralized nature of education in the United States, we found it necessary to piece together a national picture of language teaching from a wide variety of formal and informal sources. We gathered all

existing published information and statistics on language teaching, mostly from various studies conducted by the National Center for Education Statistics, U.S. Department of Education, and from documents in the ERIC database. We also contacted our colleagues in the language education field -- in particular the professional associations of language teachers -- whose additional information enabled us to present a much more detailed and in-depth picture of the national situation than would have been possible from published sources alone.

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## I. LANGUAGE IN SOCIETY

### Languages Spoken Other than English

There are many languages other than English spoken in the United States. In 1990 almost 13% of the population five years and older spoke a language other than English. Spanish was the most dominant of these, spoken by almost 8% of the population five years and older, or over half of the non-English speaking population. Other languages are frequently used as well. Notable among them are French, German, Italian, and Chinese, which all have over one million speakers.

*Table 1. Languages widely spoken in the United States (1990)*

<b>Speakers 5 years and older (in millions)</b>	
Total population	230
Only English	199
Spanish	17.3
French	1.9
German	1.5
Italian	1.3
Chinese	1.2
Tagalog	0.8
Polish	0.7
Korean	0.6
Portugese	0.4
Japanese	0.4
Other languages	4.9

Source: U.S. Bureau of the Census 1994.

### Media

To a certain degree, the communications media support the use of languages other than English. Spanish is the most supported, but German and Polish figure prominently on the radio and in newspapers in some regions of the country. The source of most non-English broadcasting is within the country, but some of the broadcasts

come from outside the country, including TV programming from Latin America and from Japan.

**Table 2. Languages other than English used in the media (1993)**

	<b>TV Channels*</b>	<b>Radio Stations*</b>	<b>Newspaper Titles*</b>
Spanish			
French	60	850	36
German	0	70	2
Italian	0	100	10
Chinese	0	80	5
Tagalog	0	10	2
Polish	0	15	0
Korean	0	190	8
Vietnamese	0	10	1
Portuguese	0	0	0
Japanese	0	31	2
	0	10	1

\*Both full-time and part-time use of the language.

Sources: Broadcasting and Cable Yearbook 1994; Working Press of the Nation 1995.

### **Trade and Tourism**

Americans meet people from other countries largely through trade and tourism. Canada is the top trading partner, with over 19% of total trade. Runners up are Japan with almost 15% and Mexico with almost 8%. Others are Germany, United Kingdom, Taiwan, China, France, Italy, and Korea (Europa World Year Book 1994).

Most tourists to the United States come from Canada (17 million), Mexico (10 million), Japan (3.5 million), and United Kingdom (3 million), followed by Germany (2 million) and France (1 million). Most tourists from the United States visit Mexico (16 million) and Canada (12 million), followed by England (3 million), France and Germany (2 million each), and Italy (1 million) (Europa World Year Book 1994; U.N. Statistical Yearbook 1993).

For these trading and tourism contacts, English is the first language used; the second is the language of the other country involved.

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## II. LANGUAGE POLICY

### Language in the Constitution

At the federal level there is no reference to language in either the Declaration of Independence (1776) or the United States Constitution (1789), the two foundation documents of the nation. The founders believed that language was a tool in the context of law and learning, not an ideal or a political symbol. Furthermore, many believed that laws on language would run counter to constitutional provisions guaranteeing freedom of speech. However, in the last 25 years, there have been more than a dozen proposals to add amendments to the Constitution which would name English as the official language. Called "Official English" or "English Only" legislation, so far none of these proposals has had sufficient backing to bring them to a vote of either the House or the Senate, although proponents are hoping to do this during this Congressional year.

Among the 50 states, five make reference to language in their constitutions and in amendments to their constitutions:

- New Mexico (1912): English and Spanish are official languages
- Hawaii (1978): English and Native Hawaiian are official languages
- Colorado (1988), Florida (1988), and Nebraska (1920): English is the official language

In 1988 Arizona passed an amendment making English the official language, but in 1990 a federal judge invalidated it as an infringement of the rights to free speech under the first amendment of the Constitution. An additional 17 states have resolutions or statutes declaring English the official language (Alabama, Arkansas, California, Georgia, Illinois, Indiana, Kentucky, Louisiana, Mississippi, Montana, New Hampshire, North Carolina, North Dakota, South Carolina, South Dakota, Tennessee, and Virginia).

As an alternative to the philosophy of Official English reflected in actions mentioned above, three states have passed resolutions in favor of English Plus, a philosophy which acknowledges the importance of English proficiency, but also advocates the preservation of other languages and cultures. Those three states are New Mexico, Oregon, and Washington.

### Languages in Professional, Administrative and Legal Contexts

In the 18th century, during the colonial and founding period, the ideological climate favored diversity and acceptance of languages other than English. Because there were many French and German speakers in the colonies, the Articles of Confederation (1781), a precursor to the Constitution, were translated into French and German. Thomas Jefferson, the principal writer of the Declaration of Independence and the third president, encouraged the importation of French and Spanish language professors from abroad.

In the 19th century with the westward expansion, the United States added territories where French and Spanish speakers lived. Those speakers became American citizens without having to learn English. In the late 19th century a wave of immigration brought many newcomers from southern and eastern Europe and from Asia. In reaction to these newcomers, who were viewed as different from the northern and western Europeans who had been the early settlers, the "Americanization" movement arose. At first this movement stressed ways to help the immigrants learn English and assimilate into the larger society, but it increasingly took on restrictive traits, such as requiring English for citizenship, employment, voting, and education.

The situation of Native Americans is considerably different from that of settlers and immigrants sketched above. According to Michael Krauss, President, Society for the Study of the Indigenous Languages of the Americas, at the time of the settling of the continent by Europeans, there were an estimated 300 native languages in North America. Of these languages, only 155 still survive in the territorial United States. This

reduction in languages was partially associated with 18th and 19th century federal policies which aimed at the eradication of Indian culture and language. (As an example of these policies, until recently government schools for Native Americans had an "English only" policy; in the 1920s, students in government-sponsored boarding schools were punished for speaking their native language.)

Since the 1960s, legislators and courts have abolished much of the discriminatory legislation and practice of the 19th century. Legislative and judicial highlights are:

1964 The Civil Rights Act which barred discrimination on basis of race, color, and national origin.

1965 The Immigration Act which repealed immigration laws favoring Europeans and excluding Asians.

1965 The Voting Rights Act which outlawed English literacy requirements for voters who had been schooled in languages other than English on U.S. soil, a protection for Puerto Ricans whose territory had been added to the U.S. in 1898.

1968 The Bilingual Education Act, Title VII of the Elementary and Secondary Education Act of 1965, which made federal funds available "to rectify language deficiency...." (defined as having limited English proficiency).

1974 U.S. Supreme Court in *Lau v. Nichols* which established the right of limited-English proficient students to special help in overcoming language barriers.

1975 Amendment to the Voting Rights Act which authorized use of bilingual ballots.

1975 Equal Education Opportunity Act which laid out the responsibilities for limited English proficient students, on the part of the states.

1978 The federal Court Interpreters Act which stated that a non-English speaking person charged with a crime has the right to a state-supplied interpreter through the criminal proceeding.

1990 The Native American Languages Act which declared that "it is the policy of the United States to preserve, protect, and promote the rights and freedom of Native Americans to use, practice, and develop Native American languages."

Because of immigration, the population of the United States has become increasingly multicultural and pluralistic over the last 30 years. However, in the last 15 years or so there has been a reaction against what is seen as a negative effect of this immigration. One example of that reaction is the Official English movement which began in the 1980s and has been gaining momentum. Adherents state that English should be declared the official language of the country, an action necessary to preserve the role of a common language among the diverse immigrant and ethnic groups of the nation. Some Official English supporters also believe that measures should be taken to limit the use of language to only English--at the ballot box, in the classroom, and in the workplace. On the legislative level, bills to declare English the official language of the nation have been proposed from time to time in Congress, but so far none of these bills has been put up for full voting.

## Linguistic, Regional and Cultural Diversity

Since the passage of the immigration law of 1965, which repealed longstanding laws excluding Asian immigrants, immigration from non-European nations has increased. According to the 1990 Census, about 31 million, or 13% of persons 5 years or over, spoke languages other than English in their homes. (See Section I for a list of the most frequently spoken languages other than English.)

Numbers of immigrants are reflected in the numbers of "limited English proficient" students in public and private schools. Educators apply this term to students who need special classes to bring their English skills to the point that they can fully participate in class work in English. In 1992-1993, according to U.S. Department of Education study (Henderson, Donly & Strang 1994), there were an estimated 2.5 million limited English proficient students. This number was roughly 6% of the 44 million students enrolled in public and private Kindergarten through grade 12 for that year. California, Texas, and New York had the highest numbers:

- **California:** 1,152,000
- **Texas:** 345,000
- **New York:** 195,000

In addition to immigrant populations, there are almost 2 million Native Americans, descendants of Indian tribes living in North America before the European settlers came. About half of them live in the western/southwestern states of California, Oklahoma, Arizona, and New Mexico. Of the 155 Native American languages still spoken, most are spoken only by middle-aged adults and elders.

## Status and Role of First Languages, Second Languages, Heritage Languages and Foreign Languages

English is the *de facto* official language and plays an all-pervasive role throughout society. All other languages, variously called "minority," "heritage," "ethnic," or "native," including the Native American languages, play roles limited to home, church, community or tribe. The exception is Spanish, which is widely used in Florida and the Southwest. Its speakers have developed considerable political power.

## Attitudes toward Internationalism

Throughout its over 200 year history, attitudes in the United States toward internationalism have alternated between participation and isolation. Current attitudes reflect that mix. Some believe that strong international programs in languages and area studies are necessary for national security and economic competitiveness. They argue that today's economy is global, without the traditional separation of international and domestic interest. Others argue that the country should focus on improving the economic and social interests of U.S. citizens, without reference to the international dimensions.

Earlier in this section, some of the most significant acts of legislation on language and society are listed. Other legislation is listed below, under "Policy on language and education/foreign languages" and "Policy on language curricula/national innovations or policy initiatives."

## Policy on Languages in Education

**General:** The Constitution of the United States places responsibility for education in the hands of the individual states. There is, therefore, no federal policy on languages in education. The only exception is with the 1990 Native American Languages Act, which states that it is the policy of the United States to preserve Native American languages.

Although there is no federal policy on education, the federal government can leverage actions which define the policy and practice of state and local education by means of federal funding for specific objectives, including the provision of instruction to remedy English language deficiencies, or the teaching of foreign languages. These federal funds, embodied in more than 100 programs, are currently only 8% of the total spent in the United States on public education, but they carry considerable weight because they are matched by funds from state and local educational agencies.

**Medium of instruction:** In all states English is the *de facto* medium of instruction. However, federal legislation and court interpretations of that legislation encourage the giving of federal grants to programs which provide all students with equal opportunity for education. In many cases, this equal opportunity includes using languages other than English as the medium of instruction to help minority language students master subject matter skills while learning English. In other cases, the opportunity extends to majority language students learning through a second language. For example, in the 1994-95 school year federal funds supported two-way bilingual programs for elementary and secondary education in 61 local education agencies. These programs aim to develop academic achievement in two languages--English and another language. In most cases the other language is Spanish, but there are two-way bilingual programs in such languages as Cantonese, French, Korean, Japanese, Navajo, Portuguese, and Russian.

There also schools with total and partial immersion programs (in which all or part of the curriculum is taught through the foreign language) designed for English speaking children. In 1995, there were 187 such immersion schools, in 60 school districts within 26 states. Languages of instruction include Spanish (most common), Arabic, Cantonese, French, German, Hawaiian, Japanese, Mandarin and Russian.

In addition to the programs described above, there are hundreds of mother tongue ethnic classes and schools which teach the language and culture of ethnic languages to children and adults. These privately-funded schools aim to maintain the group's language and culture, and sometimes to shelter children from the conflicts of urban settings. They often meet only one day a week, on Saturday or Sunday, and are supported by community or church groups. (No recent data on these schools are available but in 1979 Joshua Fishman and Barbara Markman reported that there were over 5000 such schools and classes, of which a third of them taught, or taught in, Greek, German, Hebrew, or Yiddish.)

**Foreign languages:** There is no official federal policy on the teaching of foreign languages, again a reflection of the fact that responsibility for education is in the hands of the states. However, there is important federal legislation which offers funding to states and local educational agencies for teaching and study of foreign languages and related area studies.

Key federal legislation includes:

1961 Fulbright-Hays Act of 1961 which encourages international exchanges and fellowships at the university level.

1965 Title VI of the National Defense Education Act (1955), later incorporated as Title VI of the Higher Education Act. The current authorization funds national resource centers, fellowships to study foreign languages and area studies, and research and materials development. The languages studied include many non-European, less commonly taught languages.

1988 Foreign Language Assistance Program, part of Title II of the amendments to the primary and secondary education act. Reauthorized in 1994, the

Program provides grants to state educational agencies to improve the instruction of foreign languages through model programs implemented through local educational agencies.

1992 National Security Education Act which is managed out of the Department of Defense. Provides fellowships, scholarships, and institutional grants to develop cadres of specialists in less commonly taught languages and less commonly studied regions of the world.

1994 Goals 2000: Educate America Act. This legislation encourages student achievement by development of recommended goals and standards in the core subjects, including foreign languages.

All 50 states include foreign languages in their curricula. Forty states have laws requiring that public school students have at least two years of foreign language study available to them, usually on the secondary level. Ten states have laws which require that college-bound or advanced/honors secondary students study a foreign language. Some states, for example Pennsylvania, have changed their requirements to emphasize proficiency, rather than years of study. Two states (Oklahoma and New York) accept Native American language study for the foreign language requirement.

Most of the decisions about foreign language teaching are made at the level of the local education agencies. An example of one of the largest of these is the Department of Defense Dependents' Schools, with about 95,000 students in Kindergarten through Grade 12 in Europe, Panama, and the Pacific. Although there is no requirement for foreign language study, about half of the secondary level students in these schools do study a foreign language: Arabic, French, German, Italian, Japanese, Korean, Portuguese, Spanish, and Turkish. Educators at the Dependents' Schools have recently revised foreign language standards to place an emphasis on oral proficiency (speaking and listening) much like that developed by the American Council on the Teaching of Foreign Languages and the Federal Interagency Language Roundtable. (See below under "Arrangements for creating language education policy.")

Although there is legislation which encourages the teaching of languages, as noted above, the legislation has been implemented inconsistently, as can be seen at the government's military officer training academies. The United States Military Academy at West Point, New York, for example, has no foreign language requirement. Both the United States Naval Academy in Annapolis, Maryland and the United States Air Force Academy in Colorado Springs, Colorado do, requiring the equivalent of a year of study of a foreign language. At the Air Force Academy, the students can minor in Arabic, Chinese, French, German, Japanese, Russian, or Spanish.

**Policy on diversifying language education.** For thirty years, Title VI of the 1965 Higher Education Act has funded activities supporting the teaching of foreign languages, including the less commonly taught languages. The underlying rationale is to develop expertise to conduct United States foreign policy and to help United States business expand into international markets. Current activities include research and teaching of 125 languages. Most frequent offerings are in Arabic, Chinese, French, German, Hebrew, Italian, Japanese, Portuguese, Russian, and Spanish.

In addition, in 1992 the National Security Education Act was enacted to develop specialists in the less commonly taught languages and less commonly studied regions of the world. The underlying rationale was to develop the capacity to respond in languages and areas of the world which may present a security threat to the United States.

**Arrangements for creating language education policy:** With no national language education policy,

decisions on language practice are made at various levels. At the federal and state levels, key actors are legislators, courts, and members of national and state commissions. At the local level, the most influential are the local school boards. In addition, there are the dozens of professional and citizen groups which take an active role in education and advocacy at the federal, state, and local levels. Some examples of the professional groups are the American Council on the Teaching of Foreign Languages, the American Associations of Teachers of German, French, Spanish and Portuguese, etc., and the Teachers of English to Speakers of Other Languages.

Another actor is the Federal Interagency Language Roundtable, a loose confederation of the federal foreign language schools: the Foreign Service Institute of the State Department, the Defense Language Institute of the Department of Defense, and language schools of the Central Intelligence Agency and the National Security Agency. Because all of these programs train adults for direct use of foreign languages, the Roundtable shares teaching approaches and evaluation techniques. (An example of a widely-used evaluation technique is the oral proficiency interview first developed by the Foreign Service Institute and later jointly adapted by the American Council on the Teaching of Foreign Languages, the Educational Testing Service, and the Interagency Language Roundtable for use with different populations of language-learners.)

### **Policy on Language Curricula**

**General:** Forty states require that secondary schools offer at least two years of a foreign language to all students, but they do not require that the students study a foreign language. The remaining 10 states require second language study on the secondary level, but only for advanced/honors diplomas or for college-bound students. Twenty-seven state supervisors consider foreign language part of the "core" curriculum in their states, that is, having co-equal status with the other major disciplines.

**Aims and objectives:** As of this writing, about 17 states have developed, or plan to develop, performance standards. In addition, under federal grants, the Project for National Standards in Foreign Language Education is developing standards for Kindergarten through Grade 12, with sample progress indicators for Grades 4, 8 and 12. The September 1995 draft presented the following five goals:

- \* Communicate in languages other than English.
- \* Gain knowledge and understanding of other cultures.
- \* Connect with other disciplines and acquire information.
- \* Develop insight into own language and culture.
- \* Participate in multilingual communities at home and around the world.
- \* (National Standards 1995)

For each goal, the project is developing standards and descriptors for Grades 4, 8 and 12. When completed, the project will offer the standards to the state and local educational agencies for their voluntary acceptance in whole or in part.

**Knowledge/Content:** About 40 states have developed, or are in the process of developing, foreign language content standards.

**Evaluation:** Seven states have developed state-wide foreign language assessments.

**National innovations or policy initiatives:** In addition to the Higher Education Act of 1965, which has supported foreign language education, and the Bilingual Education Act of 1968, which has encouraged special programs for the limited English speaking students, there are two recent pieces of federal legislation which could impact greatly on the system. They are:

- 1994 Goals 2000: Educate America Act. This legislation encourages student achievement by the development of recommended goals and standards in the core subjects and has sparked the development of standards described above. English language arts and foreign languages are included in the core subjects, and thus included in this legislation. (English as a second language is not, but the professional teachers' association, TESOL, has undertaken the task. See supplement on English as a Second Language.)
- 1994 Improving America's Schools Act. This is a reauthorization of the Elementary and Secondary Education Act, first passed in 1965. It includes assistance for bilingual education, moving away from the earlier deficiency model of bilingual education. The new direction includes these principles: (a) all children can learn to high standards; (b) linguistically and culturally diverse children and youth must be provided with the equal opportunities to learn that are provided for all students; and (c) proficiency in two or more languages should be promoted for all students. The Act also provides the Foreign Language Assistance Program which authorizes grants to states and local schools to enhance their language education efforts, and activities to support Native American education.

**Policy Issues:** Important policy issues now come from the tensions between the proponents of education that is pluralistic, multicultural, and international and the proponents of education that is focused on what its adherents call American traditions and values. The dialogue is loud and vigorous. Some persons continue to support bilingual and foreign language education -- the programs funded through the civil rights legislation initiated in the mid-1960s. Others support foreign language instruction but not bilingual education. Still others support the Title I provisions in the Improving America's Schools Act of 1994 which authorizes assistance to poor students, but do not support bilingual education. Others are actively working to reduce or eliminate programs such as the Goals 2000 Act of 1994 and the bilingual education provisions in Title VII of the Improving America's Schools Act of 1994. Still others are working to secure recognition of the English language as Official English or English Only, placing in some cases limits on the use of other languages in U.S. administrative and legal domains.

Added to these tensions is a dispute about the proper role of federal and state government in education. In the last 30 years, the federal government has set the policy agenda with reforms aiming at increasing opportunity and improving equity. If states wished to obtain federal monies for certain programs, they had to comply. Now many Congressional leaders are saying that the pendulum has gone too far, and that funds in the form of block grants should be given to the states so that the states, without interference from the federal level, can educate their students as they see fit. Other leaders fear that without federal encouragement the states will return to the restrictive policies of an earlier era.

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### III. LANGUAGE EDUCATION: PRIMARY AND SECONDARY

#### Languages Taught

In spite of the lack of strong requirements for foreign language study in many states, many students in the United States do study a foreign language. Most of that study is in the upper grades, where over a third of the students study a modern foreign language. Estimates are as follows:

<b>Grade level</b>	<b>Percentage studying a foreign language</b>
Upper secondary (Grades 9-12)	39
Lower secondary (Grades 7-8)	24
Primary (Grades 1-6)	6

Source: NCES 1994; AATG 1994; Japan Foundation Language Center 1995; and personal communication with AATF 1995, AATSP 1995, and state departments of education.

Spanish is by far the most popular of the languages studied, followed by French, German, and then Russian, Italian, and Japanese. This review considers the top three languages, Spanish, French, and German, but adds Japanese as well because of information from teachers and other sources that the study of Japanese is on the rise, especially in primary schools.

The following two tables describe the extent of language study for the four languages. The first table refers to languages taught as a subject, the traditional foreign language classes. The second table refers to languages used as a medium of instruction, a practice only in a small fraction of the schools and then mainly at the primary level. It includes enrollment in the so-called immersion programs in which some of the instruction is conducted in the target language.

**Table 1. Languages taught as subject in public schools (1993) (1994 for Japanese data)**

<b>Number of students</b>		<b>Percentage of students studying</b>			
<b>Grade</b>	<b>(millions)</b>	<b>French</b>	<b>German</b>	<b>Japanese</b>	<b>Spanish</b>
K-12	37.9				

12	2.4				
11	2.6				
10	3.0	10.5	3.3	0.4	25
9	3.3				
8	3.1	5.9	1.2	0.3	17
7	3.3				
6	3.3				
5	3.3				
4	3.3	1.5	0.2	0.2	4.5
3	3.4				
2	3.4				
1	3.5				

Sources: AATF 1995; AATG 1995; AATSP 1995; Japan Foundation Language Center 1995; NCES 1994; State education offices 1995.

*Table 2. Languages taught as medium of instruction in public schools (1993)*

Number of students		Percentage of students studying			
Grade	(millions)	French	German	Japanese	Spanish
K-12	37.9				
12	2.4				
11	2.6				
10	3.0	0.002	0.0005	0.0	0.003
9	3.3				
8	3.1	0.005	0.004	0.0	0.0065
7	3.3				

6	3.3				
5	3.3				
4	3.3	0.03	0.009	0.005	0.065
3	3.4				
2	3.4				
1	3.5				

Sources: AATF 1995; AATG 1995; AATSP 1995; Rhodes 1995; Japan Foundation Language Center 1995; NCES 1994; State education offices 1995.

Scheduling is remarkably consistent from state to state and school to school, especially at the secondary level where class periods tend to be the same length. On the elementary level, many schools are experimenting with team teaching and block scheduling, so that especially in the early grades, language might be taught for a fifteen-minute period but then combined with other activities.

### Materials

There is a wide range of materials available for French, German, and Spanish language study: attractive, multi-level series based on the communicative approach; and individual texts for conversation, and reading, and other aspects of language learning.

Emphasis on particular aspects of language teaching varies widely from teacher to teacher, class to class, school to school, area to area, and language to language. In general, textbooks for all four languages emphasize the listening and speaking skills, as well as the culture of the language. French texts emphasize writing; German, grammar. None of the texts emphasize translation.

**Commonly used textbooks:** Information for German and Japanese comes from surveys of teachers on the most commonly used textbooks in the language. Information for French and Spanish represents the best judgment of representatives of the respective associations of language teachers.

#### *Table 3a. Most commonly used textbooks in public secondary schools: French (1995)*

HBJ (committee), *Nouveaux Copains*, Harcourt Brace Jovanovich, 1989.  
 Rongieras, d'Usseau and Demado, *Allez, viens!*, Holt Rinehart, and Winston, 1990, 1996.  
 Valette and Valette, *Discovering French*, D.C. Heath, 1993-5.  
 Bragger and Rice, *On y va!* 1-3, Heinle and Heinle, 1989.  
 Capretz, *French in Action* (video), Yale University Press, 1987.

Source: Communication with representative of AATF, 1995.

**Table 3b. Most commonly used textbooks in public secondary schools: German (1994)**

Winkler, *Neue Freunde/Wir die Jugend/Unsere Welt*, Harcourt Brace Jovanovich, 1989/1990.  
 Kraft, *Deutsch Aktuell 1 & 2*, EMC, 1990.  
 Moeller, *German Today*, Houghton-Mifflin, 1989.  
 Walbruck and Specht, *Deutsch Konkret 1-3*, Langenscheidt, 1986.  
 Neuner, et al., *Deutsch Gestern und Heute*, Langenscheidt, 1983, 1984, 1985.

Source: Survey conducted by AATG, 1994.

**Table 3c. Most commonly used textbooks in public secondary schools: Japanese (1995)**

McBride, *Kimono I-III*, EMC, 1990.  
 Young and Nakajima-Okano, *Learn Japanese: New College Text, I-IV*, University of Hawaii Press, 1984-5.  
 Sato, et al., *Japanese Now, I-IV*, University of Hawaii Press, 1982.  
 Saka and Yoshiki, *Speak Japanese I-II*, Kenkyusha, 1988.  
 Bunka Institute of Language, *Bunka Shokyuu Nihongo I-II*, Bonjinsha, 1987.

Source: Survey of the Japan Foundation Language Center, 1995.

**Table 3d. Most commonly used textbooks in public secondary schools: Spanish (1995)**

Galloway, Joba and Labarca, *Acción 1-3*, Glencoe, 1992 and 1993.  
 Gutierrez, Rosser, Rosso-O'Laughlin, *Ya Verás*, Heinle and Heinle, 1996.  
 Met, Sayers, and Wargin, *Paso a Paso 1-3*, Scott Foresman, 1996.  
 Humbach and Ozete, *¡Ven Conmigo!*, Holt Rinehart, and Winston, 1996.  
 Valette and Valette, *Spanish for Mastery*, D.C. Heath, 1994.

Sources: Communication with representative of AATSP, 1995.

**Most commonly used types of materials:** As mentioned above, there is a wide range of materials available for foreign language study. Audio tapes almost always accompany a text; video tapes are often available, but they are still expensive. Computer programs are emerging as a potential source of supplementary materials, as schools improve their computer capabilities. The field of computer-assisted instruction is still in its infancy -- many early programs were dismissed as mere "electronic page-turners"-but interactive programs, which allow students to provide input in creative ways, are gradually becoming available.

In addition to U.S. texts, there are also texts and series available from countries where the language is spoken. There are enough students outside the countries speaking French, German, Japanese, and Spanish to make it a viable commercial enterprise for an in-country publisher to develop and market textbooks for sale out-of-country.

However, despite the availability of high-quality texts, individual teachers or groups of teachers frequently take the initiative to develop their own materials, either out of dissatisfaction with the textbook or in an effort to make materials more relevant to particular students and situations. A survey of the Japan Foundation Language Center, for example, indicated that teacher-made materials are the second most popular source of materials for teachers. In addition, some teachers' associations maintain libraries of materials, and regularly collect and develop materials, making them available at little or no cost to member teachers.

For all four languages, the most commonly used types of materials are the student textbook, the teacher guides, and audio cassettes. French and Spanish use student exercise books, and Spanish, computer assisted instruction. None of the languages uses a grammar manual.

**Decisions on textbooks or courses:** Teachers usually decide which textbooks to use in their classes. In a few states there are statewide commissions or adoption committees who decide which textbooks to adopt. In these states, teachers are usually given a choice of texts from which to choose. The commissions -- particularly those in California and Texas -- are usually heavily lobbied by publishers, as adoption by a state with large student populations guarantees massive sales.

## Assessment

Language assessment is for the most part a matter of relatively informal achievement testing on the part of teachers of individual classes. The teacher of the class typically determines the letter grade for each student based on a combination of attendance, performance in class, and scores on teacher-generated quizzes and tests.

In keeping with the decentralized character of U.S. education, there is no national program of language assessment required either of states, schools or individual students. An interest in standardized testing in general is growing on the part of the individual states, but as of 1994 only five states had instituted standardized testing of language. For example, Pennsylvania is implementing oral proficiency requirements in a foreign language for all graduating seniors.

There are two country-wide programs of standardized language tests which are part of the college admission and placement process: the College Level Examination Program (CLEP), and the Scholastic Achievement Test (SAT II). They are voluntary on the part of the student who may, if they desire, demonstrate their achievement in a foreign language by taking a standardized test in that language, usually during their last year of secondary school. Their scores are forwarded to the colleges/universities to which they are applying; high scores can enhance the students' chances for acceptance, or can have the effect of exempting them from one to two years of basic study of the language in college.

The CLEP tests are criterion-referenced 90-minute tests, the purpose of which is to identify students who

have mastered enough of the language to be placed in upper-level classes on the college level. The tests are standard across the three languages offered -- French, German and Spanish. They consist of two parts -- reading and listening -- and test the various aspects of language learning.

The SAT II language tests are norm-referenced tests of two types: reading-only, for French, German, Italian, Latin, Modern Hebrew and Spanish, and reading-and-listening tests for Chinese, French, German, Japanese and Spanish. They are part of a group of tests, all called SAT II's, which allow a student to demonstrate high achievement in a number of subjects. SAT II test scores are sent to the colleges to which a student is applying; colleges use the scores as bases for admittance and/or for placement. The reading-only tests are administered frequently during the school year, along with other SAT II tests; the reading-with-listening tests are administered less often, and only at secondary schools which have been designated as official testing sites.

Some secondary schools use the Proficiency Guidelines of the American Council on the Teaching of Foreign Languages (ACTFL) in assessing foreign language proficiency. Used at both the secondary and post-secondary level, the Guidelines were the result of work done by ACTFL, the Educational Testing Service (ETS), and the Federal Interagency Language Roundtable. Results of several assessments are scored according to the ACTFL Scale, defined by the Guidelines. The most well-known is the Oral Proficiency Interview (OPI), a live face-to-face speaking test. This is administered by trained interviewers. An alternative to the OPI is the Simulated Oral Proficiency Interview (SOPI). This is a tape-mediated speaking test suitable for group administration. It is also scored on the ACTFL scale. Other modifications of the OPI also exist, such as telephone interviews.

A growing trend in secondary schools has been the use of alternative assessments in the foreign language classroom. These assessments can include student self-assessments, portfolios and informal performance assessments, such as an informal oral interview. Such assessments can vary widely among school districts, and even from classroom to classroom.

All of the above activities will be influenced by the new National Standards in Foreign Language Education being developed for Kindergarten through Grade 12. (See Section II [Language Policy] for a discussion of these standards.)

### **Visits to Target Language Countries: Out of School Learning**

Many secondary level students visit the target language countries for a summer or more, but data were not available on the number of students travelling abroad, or their destination countries. There are definite figures only for German students: about 5,500 students visited Germany in 1994 (Personal communication with AATG 1995).

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## **IV. LANGUAGE EDUCATION: POST-SECONDARY**

### **Extent of Foreign Language Study**

Among the more than 14 million students in post-secondary institutions, only a small fraction study foreign languages. For instance, in 1991-92 among the 1.5 million degrees conferred at all levels, only 18,000, or slightly more than 1%, went to specialists in foreign languages and literature (NCES 1994). And only about 1 million students, or less than 10% of the students in post-secondary institutions, studied a foreign language at

all (Brod and Huber 1994).

In spite of the relatively small proportion of students studying foreign languages, many post-secondary institutions do require language study. In 1988-89 Huber found that over 25% of the institutions required language study for entrance. For graduation, almost 35% of the institutions required language study for all students; over 40%, for some students; but no language requirement at all for the remaining, less than 25% (Huber 1992).

The medium of instruction for post-secondary education in the United States is English. Language classes often use the language as medium of education, but such use is at the discretion of the teacher, and there are no statistics available on the extent to which the languages are used. There is a growing interest among colleges and universities in the United States in teaching courses outside of the language departments (in history, engineering, etc.) in a foreign language, and institutions are now experimenting with different approaches. The University of Rhode Island, for example, has an engineering program taught partly in German, and students in the program follow up with an internship in a company in Germany.

In some graduate programs, reading knowledge of a second (and sometimes third) language is required. The choice of language is usually left to the student, and is most likely to be French, German, or Spanish.

### **Extent of Foreign Language Study by Type of Institutions and Languages**

At the post-secondary level Spanish leads the list of languages studied, followed by French, German, and other languages -- the same pattern found in primary and secondary schools. In the two-year institutions about 2.5% of the students study Spanish, and in the four-year institutions over 5% study Spanish either for a major or for other courses.

***Table 1. Extent of foreign language study in two-year institutions (1990)***

Total students in two-year institutions			5.2 million	
Studying languages				
Number of students	French 44,000	German 19,000	Japanese 10,000	Spanish 134,000
Percentage of students	0.8	0.4	0.2	2.5

Source: Brod and Huber 1992; NCES 1994.

***Table 2. Extent of foreign language study in four-year institutions (1990)***

Total students in four-year institutions	8.5 million
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Source: Brod and Huber 1992; NCES 1994.

## Assessment

As in the secondary schools, there is no standardized, nationally-mandated measure of language proficiency for post-secondary schools. Instruments and methods vary among institutions and among teachers.

Some post-secondary schools use the Proficiency Guidelines of the American Council on the Teaching of Foreign Languages (ACTFL). Used at both the secondary and post-secondary level, the Guidelines were the result of work done by ACTFL, the Educational Testing Service (ETS), and the Federal Interagency Language Roundtable (see details in assessment section of Section III).

Standardized listening and reading proficiency tests based on the ACTFL Guidelines have appeared in several languages. Some have been produced nationally, such as the ETS Japanese Proficiency Test. Institutions have also created tests for their own use based on the ACTFL Guidelines, the most notable being the University of Minnesota.

International testing programs exist for the four languages. They are usually given for post-secondary students or beyond.

**Table 3. International testing programs**

Language	Name of test	Testees per year
French	Certificate	25
	Diploma	20
German	Goethe Institut tests:	
	Zertifikat Deutsch als Fremdsprache	350
	Zentrale Mittelstufen prüfung	280
	Kleines Deutsches Sprachdiplom	5
	Grosses Deutsches Sprachdiplom	10
Prüfung Wirtschafts-deutsch International	180	
Japanese	Japanese Language Proficiency Test	200
	Diplomas de Español como Lengua Extranjera (Básico	

Spanish (y Superior)	780
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Sources: French: D. Smith, Alliance Française, 1995; German: Goethe Institute, 1995; Japanese: Japan Foundation Language Center, 1994; Spanish: Embassy of Spain, 1995.

### Visits to Target Language Countries: Out of School Learning

Many post-secondary students visit countries where the languages they are studying are spoken. Unfortunately, all the visits are not captured in the data available so the following tables should be considered indicative of patterns rather than dimensions. Here again, Spanish-speaking countries lead the list, followed by countries speaking French, German, and Japanese.

**Table 4. Visits of students from two-year institutions (1990-91)**

	Countries speaking			
	French	German	Japanese	Spanish
Number of students	370	220	60	450

Source: IIE (Zikopoulos, et al. 1991)

**Table 5. Visits of students from four-year institutions (1990-91)**

	Countries speaking			
	French	German	Japanese	Spanish

Number of students	7,900	4,700	1,300	9,500
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Source: IIE (Zikopoulos, et al. 1991)

**Table 6. Post-secondary students participating in educational programs in foreign countries (1990-91)**

Total number of students in the programs				70,000
Students visiting countries speaking				
	French	German	Japanese	Spanish
Number of students	8,500	5,500	2,000	15,000
Percentage	12	8	3	21

Source: IIE (Zikopoulos, et al. 1991)

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## V. TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT: Primary and Secondary

### Size of Language Teacher Work Force

In 1990 there were at least 80,000 language teachers in the United States, about 3% of primary and secondary teachers (almost 3 million) for that year. More than half of these teachers were at the upper secondary level.

**Table 1. Share of language teachers out of total teachers (1990)**

	French	German	Japanese	Spanish
Total primary: 1.8 million Language teachers Percentage of primary	770 0.04	190 0.01	190 0.01	1,300 0.07
Total LS: 0.5 million Language teachers Percentage of LS	7,500 1.6	7,000 1.5	100 0.002	18,000 3.9
Total US: 0.6 million Language teachers Percentage of US	11,000 1.7	7,000 1.1	900 0.13	26,000 3.9
Primary: Kindergarten-Grade 5 LS (Lower secondary): Grades 6-8 US (Upper secondary): Grades 9-12				

Sources: Draper 1991; Japan Foundation Language Center 1995; Rhodes and Oxford 1988; NCES 1991; Schulz 1993; and personal communication with AATF 1995, AATG 1995, AATSP 1995.

### Teacher Qualifications

All teachers in U.S. public schools are required by law to be certified, holding both academic (foreign language subject matter specialty) and professional (pedagogical) qualifications. However, in practice, there are some teachers who do not currently have both qualifications for various reasons. For example, they could have been certified to teach in another country and are currently teaching in the United States at the same time that they are obtaining state certification; they could have taken an alternate route to certification and not yet have all the qualifications required; or they could have been "grandfathered" in under old regulations (i.e., are certified under previous requirements) and so do not currently hold all the required qualifications.

Independent (private) schools have different requirements for teachers but increasingly they are requiring similar qualifications. (The data for this section is only for public school teachers because data for independent schools is difficult to quantify on a nationwide basis.) Since each of the 50 states and the District of Columbia have different requirements for tenured teachers, details are not included here.

Many of the teachers are native speakers of the language they are teaching. Estimates of the percentage for each group range from 35-40% for teachers of Japanese and Spanish; 20% for German, and 15% for French.

Almost all of these teachers are qualified both by subject matter specialty and by pedagogic training. (AATF 1995; AATG 1995; AATSP 1995; Draper 1991; Japan Foundation Language Center 1995; Rhodes and Oxford 1988; NCES 1991.)

### **Training of Language Teachers**

Historically, foreign language teachers in this country have been concerned with teaching foreign or non-English languages to monolingual English speakers. As a field, the profession has been most active at the high school, university, and junior high/middle school levels, teaching languages primarily as academic subjects (Valdés 1992). In the last 15 years, there has been a decided increase in elementary school foreign language instruction. Very few colleges and universities are currently preparing these teachers, however, in part because the demand is so recent and the process of adding new programs in higher education is typically slow (Pesola 1991).

Most language teachers in the U.S. obtain their teaching degrees by earning either an undergraduate degree that includes education courses, a five-year undergraduate degree that includes teacher certification in the fifth year, or a master of arts in teaching (MAT) degree (or master of education degree) at the graduate level. An increasing number of states are moving towards requiring a graduate level degree to obtain teaching certification (e.g., Georgia, Maryland, Texas, and Virginia) so that students can take more subject matter courses in their major (foreign language, in this case) and fewer education courses at the undergraduate level. The recent elimination of the undergraduate major in education for secondary and sometimes elementary teachers in 22 states forces them to declare an academic major (Phillips 1989). This change in degree requirements will help teachers develop a higher level of language proficiency by allowing them to enroll in more language courses than would be possible if they were taking all their education courses along with their language courses.

The profession feels strongly that teachers need to obtain a greater level of proficiency while at the undergraduate level. Beginning teachers should be able to listen, speak, read, write, and understand the target culture at the superior level of the ACTFL scale, according to foreign language educator Wilga Rivers (Rehorick 1990). Other changes in recent years in professional education include: (1) the amount of time devoted to clinical experience (prospective teachers are now required to spend more time observing classes and practice teaching than before) (Phillips 1989) and (2) the testing of teachers' language competence, using a variety of means, by many states.

Since teacher certification, licensure, and credentialing is done on a state by state basis, there is a great variety of requirements across the U.S. and it is difficult to present a coherent national picture. Some states offer credentials by level (elementary or secondary school) and teachers receive a subject matter (foreign language) endorsement. Others offer Grades 7-12, 9-12, or K-12 foreign language credentialing, tied into the certification programs offered at the state teacher training institutions.

Unlike in the past, most states no longer certify teachers "for life," and teachers must go through recertification procedures on a regular basis (including such activities as attending sessions at language conferences, participating in study abroad programs, attending in-service workshops, etc.).

### **Teacher Supply/Teacher Shortage**

**Shortage:** All evidence points to an increasingly veteran teaching force in U.S. schools. In a sample of language teachers in one state, Massachusetts, nearly half of the language teachers range in age from 41-50. Another one in four members of the sample is older than age 50 (Wolf & Riordan 1991). A significant number of language teachers in Massachusetts and the rest of the country will retire in the next twenty years. With the number of people entering the foreign language teaching field not equaling the demand (especially for Spanish), educators predict that the departure rate may exceed the replacement rate by the end of the

decade.

In a national survey of the state foreign language coordinators -- those who are in the best position to monitor statewide problems in foreign language supply and demand -- over half (57%) noted a shortage of language teachers at one level or another (Draper 1989). Almost seventy percent of the states predicted shortages, with several respondents noting that the most severe shortages will probably occur by the year 2000. Pesola (1991) describes a severe shortage of teachers with appropriate background and preparation for teaching languages in Grades K-8 as a result of the rapid growth in the number of elementary school foreign language programs. A national study of teacher supply and demand reports that there is an undersupply of French, German, and Spanish teachers, with the biggest shortage being that for Spanish teachers (Moody and Christoff 1992).

**Addressing the Teacher Shortage:** The most common way to obtain additional teachers for the foreign language classroom appears to be "alternate" certification. Half of the states have designed alternative routes to certification to attract the traditional liberal arts major into teaching (Phillips 1989). These certification programs allow a non-certified individual, or a teacher certified in another academic area, to begin teaching a foreign language while pursuing a course of study to obtain proper certification (Draper 1989). In the state of Texas, for example, of the 1,780 French, German, Latin and Spanish teachers who were state certified between 1992 and 1995, 3% went through the alternate route, 11% were certified by examination, and 86% received certification through a university-based program.

A number of states with extensive elementary school programs (e.g., Georgia, North Carolina) have changed their certification guidelines so that universities with undergraduate teacher-preparation programs in foreign languages now offer K-12 certificates instead of the previous 7-12 or 9-12 (Pesola 1991). This allows currently certified teachers to fill in some of the vacancies at the elementary level.

Draper reports that recruitment incentives are offered in twenty-six of the states that responded to her national survey. These include loan forgiveness programs, tuition reimbursement, scholarships, etc. Twenty-one percent of the responding states recruit teachers from abroad, from such countries as Argentina, Bolivia, Belgium, Canada, China, Germany, France, Mexico, the former Soviet Union, and Taiwan.

Technology is being used increasingly in foreign language instruction (in 38% of the states) as a way to work around teacher shortages. Especially in rural areas, various forms of distance learning, such as foreign language instruction by satellite, are being used. Distance learning is used frequently for less commonly taught language instruction and is used extensively in Japanese high school programs.

Although most educators agree that there is a teacher shortage, some are not addressing the issue directly by trying to obtain more teachers, but rather are encouraging students to adjust to courses that can be taught by currently available teachers. For example, many school administrators are dealing with the shortage of language teachers by making class sizes larger or asking students to study other languages where there is a greater supply of teachers. The end result is that there are fewer options available to students and the choice of which language to study is often dictated by the availability of specific language teachers.

**Japanese Teacher Shortage:** There is currently a major shortage of elementary and secondary Japanese teachers, according to the National Council of Secondary Teachers of Japanese. The major problem is that there are no clear-cut state guidelines for credentialing Japanese teachers. The problem is especially severe for native speakers of Japanese. It is very difficult for native speakers to get teaching credentials in the U.S. if their undergraduate course work was completed in Japan, since many of the credits do not transfer.

There are two states that are addressing the issue and are serving as models for Japanese teacher credentialing. In Texas, the University of Texas at Austin and the Texas Education Agency are working jointly to set up a credentialing program for Japanese teachers. In North Carolina, the University of North Carolina-Chapel Hill is starting a K-12 teacher training program for Japanese teachers (through funding from

the National Endowment for the Humanities). The School of Education and the College of Arts and Sciences are jointly coordinating this certification program (the first in the country for K-12 Japanese certification), to begin in the fall of 1996.

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## VI. Organizations Providing Professional Development for Teachers

State foreign language associations are responsible for much of the inservice training available to foreign language teachers. Additionally, 67% of states reported state or federally-funded programs for foreign language teachers in their state. In the past, Title II of the Education for Economic Security Act (EESA) has been responsible for much of the teacher training at the state level, with 48% of states using these funds for such things as textbook adaptation, summer immersion institutes, study abroad programs, training in the oral proficiency interview, and methodology workshops. In general, opportunities for upgrading teaching skills seem to be more readily available than those for upgrading language skills (Draper 1989).

The following is a list of a variety of organizations, conferences, and teacher training projects that support the professional development of foreign language teachers. Information includes the name of the organization, the number of teachers who benefit from or who are involved in each, the frequency with which teachers are involved with each, and a characterization of the activities.

1. **Name:** Academic Alliances in Foreign Languages and Literatures

**Number of teachers:** 6,000 members

**Frequency:** This organization facilitates contacts between alliances rather than individuals.

**Character:** This organization facilitates the establishment of local alliances or collaborative groups of school and college teachers of modern and classical languages and literatures. It provides information on how to start and sustain an alliance, arrangement of communication between alliances, and all foreign language collaboratives.

2. **Name:** Advocates for Language Learning (ALL)

**Number of teachers:** 550 members as well as teachers who benefit from attending networking sessions

**Frequency:** ALL holds annual conferences.

**Character:** ALL's purpose is to network and provide support and advocacy for parents and educators concerned with second language learning, especially in the early grades.

3. **Name:** Alliance Française

**Number of teachers:** 9,000 members

**Frequency:** Varies; resources/activities include library, French film program, lectures on France, French language courses

**Character:** This organization's purpose is to promote French language and culture.

4. **Name:** American Association of Teachers of Arabic

**Number of Teachers:** 200 members

**Frequency:** In addition to an annual meeting; members receive newsletter and may participate in annual translation contest.

**Character:** Seeks to enhance the study, criticism and research in Arabic language, literature, and linguistics.

**5. Name:** American Association of Teachers of French

**Number of teachers:** 11,000 members (assists 200 teachers directly each year)

**Frequency:** Besides an annual meeting, the association offers the following opportunities for contact: summer scholarships for teachers; group insurance; French Honor Society; National French Contest; commission on French in the elementary school; proficiency standards for French teachers; job placement and other services.

**Character:** Represents the French language in North America; encourages the dissemination of knowledge concerning all aspects of the culture and civilization of France and the French-speaking world; supports projects that promote the French language and literature. Assists teachers in upgrading skills or methods through short term workshops.

**6. Name:** American Association of Teachers of German, Inc.

**Number of teachers:** 7,400 members

**Frequency:** Members have the possibility of participating in meetings, seminars, the Kinder Lernen Deutsch program, audiovisual media center, national testing program, national honor society, teacher inservice training, homestay programs, job placement, and receiving publications.

**Character:** Has as its purpose to advance and improve the teaching of the language, literature, and culture of German-speaking countries.

**7. Name:** American Association of Teachers of Italian

**Number of teachers:** 1,100 members

**Frequency:** This association has an annual meeting and publications.

**Character:** Fosters the study of the language, literature, and culture of Italy.

**8. Name:** American Association of Teachers of Spanish and Portuguese, Inc.

**Number of teachers:** 13,000 members

**Frequency:** This association reaches out to its members through annual meetings, career information, culture units for teachers, National Spanish Examinations contest, outreach program, pedagogical consulting, job placement, and an honor society.

**Character:** Seeks to advance the study of Hispanic and Luso-Brazilian languages and literatures.

**9. Name:** American Council on the Teaching of Foreign Languages (ACTFL)

**Number of teachers:** 6,000 members as well as teachers who benefit from attending the numerous workshops and annual meetings.

**Frequency:** Opportunities for contact are many due to annual meetings, workshop programs, and awards for leadership in the field.

**Character:** This organization promotes and improves second language education in the United States through its publications, professional development program, workshops and annual meeting.

**10. Name:** Association of Teachers of Japanese

**Number of teachers:** 1,123 members

**Frequency:** Through its publications, information and job placement services, this association provides opportunities for contact from teachers.

**Character:** Promotes and encourages cooperation among scholars, teachers, and students of Japanese language, literature, and linguistics.

**11. Name:** California Foreign Language Project

**Number of teachers:** Hundreds of teachers at 11 regional sites throughout the state.

**Frequency:** Year-round professional development programs for teachers, including intensive summer institutes and follow-up sessions during the school year

**Character:** Addresses the challenge of promoting long-lasting reforms through a number of professional development programs that bring teachers together over time, expose them to the continuing developments in

the field, and engage them in systematic, in-depth, and continuous experiences that promote the best instructional practices.

**12. Name:** Center for Applied Linguistics (CAL)

**Number of teachers:** Varies (not a membership organization)

**Frequency:** Foreign language teachers benefit from CAL workshops, publications, and research on a continuing basis.

**Character:** Develops solutions to and conducts research on contemporary language-related issues, particularly those that pertain to schools. Develops language curricula, materials, assessment instruments and software. Conducts national foreign language surveys. Disseminates information on a number of language-related topics. The ERIC Clearinghouse on Languages and Linguistics described below is also housed at CAL.

**13. Name:** Chinese Language Teachers Association

**Number of teachers:** 610 members

**Frequency:** Varies; annual convention and publications are available to members

**Character:** This association seeks to advance and improve the teaching of Chinese.

**14. Name:** Conferences (national and regional):

- \* ACTFL (American Council on the Teaching of Foreign Languages)
- \* ALL (Advocates for Language Learning)
- \* Central States Conference on Language Teaching
- \* MLA (Modern Language Association)
- \* Northeast Conference on the Teaching of Foreign Languages
- \* PNCFL (Pacific Northwest Council on Foreign Languages)
- \* SCOLT (Southern Conference on Language Teaching)
- \* SLAC (Second/Foreign Language Acquisition by Children Conference)
- \* SWCOLT (Southwest Conference on Language Teaching)

**Number of teachers:** Over 20,000 per year

**Frequency:** Most conferences meet on an annual basis

**Character:** Conferences provide workshops, intensive pre-conference institutes, and various educational seminars on topics of interest to foreign language teachers.

**15. Name:** Educational Resources Information Center (ERIC)

**Number of teachers:** Not a membership organization. In the past year, ERIC responded to 115,000 requests for information. Figures on how many of the requests were made by teachers are not available.

**Frequency:** ERIC receives many requests for information every day in person and by phone, mail, and the Internet.

**Character:** ERIC is a federally-funded, nationwide information network designed to provide the public with access to education literature. The ERIC Clearinghouse on Languages and Linguistics, one of 16 clearinghouses nationwide and housed at CAL, disseminates information to the general public and at conferences on issues related to foreign language instruction, English as a second language, and bilingual education, among other topics.

**16. Name:** Goethe House New York

**Number of teachers:** This is not a membership organization, but many teachers are assisted each year through its various services.

**Frequency:** Varies; services include information services, German language instruction, refresher courses for teachers, regional offices, library, films, exhibits, cultural activities.

**Character:** This organization which is funded through the German government, has as its purpose to teach

German language and culture and to promote international cultural cooperation.

**17. Name:** Japan Foundation Language Center

**Number of teachers:** varies (this is not a membership organization)

**Frequency:** Through its exchange programs, support of Japanese studies programs, publication and distribution of materials presenting Japanese culture abroad, this organization offers a number of opportunities for contact with teachers.

**Character:** This organization is funded by the Japanese government and promotes international cultural exchange and mutual understanding between Japan and other countries.

**18. Name:** Joint National Committee for Languages (JNCL)/National Council for Languages and International Studies (NCLIS)

**Number of teachers:** Teachers are not direct members of JNCL; it is comprised of member organizations, many of which concern teachers. These include, among others, the American Association of Teachers of French, and the American Association of Teachers of German, and the American Association of Teachers of Spanish and Portuguese.

**Frequency:** Annual meeting and conference presentations.

**Character:** Provides a "forum for cooperation and discussion among language professionals." Makes recommendations concerning national language policies. NCLIS lobbies the Congress of the United States.

**19. Name:** Modern Language Association

**Number of teachers:** 30,000 members (no breakdown available for K-12 teachers)

**Frequency:** Annual conference, job placement, meetings, newsletter, journal, and other publications.

**Character:** Seeks to advance the study of language and literature and the scholarly and professional interests of educators.

**20. Name:** National Association for Asian and Pacific American Education

**Number of teachers:** 500 members

**Frequency:** Varies; activities/services include conferences, newsletter, research reports.

**Character:** Seeks to increase public awareness of Asian- and Pacific-American (APA) educational concerns and needs; to advocate educational programs and policies that meet the needs of APA students; to promote the inclusion of APA culture and history in the school curriculum.

**21. Name:** National Association of District Supervisors of Foreign Languages

**Number of teachers:** Not a membership organization for teachers; 127 school district foreign language supervisors are members

**Frequency:** Annual meeting at ACTFL conference

**Character:** Members address issues that are relevant to foreign language programs in all school districts.

**22. Name:** National Council of Secondary Teachers of Japanese

**Number of teachers:** 600 members

**Frequency:** Offers numerous contact opportunities through conferences, meetings, and its quarterly newsletter.

**Character:** The National Council of Secondary Teachers of Japanese is an organization of persons interested in the promotion and development of Japanese-language teaching at the secondary level in the United States. It has been in existence for only three years but in that time has gained the support of 600+ members, the majority of whom belong to one of their 15 state or regional affiliates. This council is affiliated with ATJ (Association of Teachers of Japanese) and with ACTFL (American Council on the Teaching of Foreign Languages). Sixteen standing committees carry forth the board's vision for the future.

**23. Name:** National Council of State Supervisors of Foreign Languages

**Number of teachers:** A membership organization for 89 state supervisors of foreign languages as well as

other language professionals.

**Frequency:** Annual meeting at ACTFL conference

**Character:** Provides a forum to discuss state foreign language issues.

24. **Name:** National Foreign Language Center

**Number of teachers:** Varies (not a membership organization)

**Frequency:** Provides research opportunities through a resident fellowship program. Foreign language teachers benefit from NFLC workshops, publications, and research on a continuing basis.

**Character:** Serves as a resource center to improve the capacity of teaching and learning foreign languages effectively. Emphasizes the formulation of public policy to make language teaching systems responsive to national needs.

25. **Name:** National Foreign Language Resource Centers: University of Hawaii, Ohio State University, Iowa State University/CAL, Georgetown University/CAL, San Diego State University, University of Minnesota.

**Number of teachers:** These are not membership organizations, but all provide information and training to foreign language teachers.

**Frequency:** Through their research (which may include surveys), publications, and services, these centers encourage extensive contact with teachers.

**Character:** Although the specific foci of the centers vary slightly, all of these federally-funded foreign language centers seek to provide services to teachers of a number of foreign languages, and improve the quality of language instruction through research, training, and information dissemination.

26. **Name:** National Network for Early Language Learning

**Number of teachers:** 550 members

**Frequency:** Varies; offers networking sessions for teachers at local, regional, and national conferences, and publishes journal three times a year.

**Character:** This organization seeks to facilitate communication and provide information that will improve public awareness and support for early start, long sequence (K - 12) foreign language programs.

27. **Name:** State foreign language organizations

**Number of teachers:** Varies

**Frequency:** These organizations offer workshops, conferences, and other services to their members.

**Character:** Almost every state has a foreign language association whose purpose is to promote and assist the teaching of foreign languages in their state.

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Inés García, Texas Education Agency

Else Hamayan, Illinois Resource Center

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## **SUPPLEMENT:**

### **English as a Second Language (ESL)**

As mentioned in the Preface for this Overview, we have treated English as a second language separately because the other countries in the IEA study did not include second language education as part of their language study. However, because in the United States working with the many "limited English proficient" students occupies center stage of much of our language education efforts, we believe that a review of programs for English as a second language must be included in a review of U.S. language education.

Also as mentioned earlier, in Section I on Language in Society, we noted that about 13% of the U.S.

population over five years of age speak languages other than English. Many of them are "limited English proficient" children and young adults who have difficulty learning through English and can benefit from special instruction.

In 1992-1993, according to a U.S. Department of Education study (Henderson, Donly and Strang 1994), there were an estimated 2.5 million limited English proficient students, roughly 6% of the 44 million students enrolled in public and private elementary and secondary schools. Most of these students were in California (1.2 million) followed by Texas (345,000) and New York (195,000).

### **Student Enrollment**

**English as a Second Language as subject:** Not all of the limited English proficient students are enrolled in ESL classes. In 1991-1992, about 4% of the students enrolled in elementary and secondary school received ESL instruction. Most are the lower primary grades, and move into English-medium instruction in the upper elementary grades and in secondary school. (ALEC Foundation 1994; NCES 1994; Fleischman and Hopstock 1993; TESOL 1992).

**ESL as medium of instruction:** All students in ESL classes, i.e., students who do not speak English natively, typically spend their school day in English-medium classes, except for their ESL classes; and even students in the early grades of bilingual education programs will participate in English-medium classes at least one or two hours per day.

### **Program Delivery**

Emphasis is on integration of the communication skills. However, instructional methods include a wide range, including the following:

- no special attention
- content-based English as a Second Language instruction (often taught by a language teacher)
- sheltered instruction (often taught by a subject content teacher, with adaptations for language)
- integrative language and content instruction
- literature-based instruction, with integrative skill practice

Sequence and kinds of classes vary from school to school. Allocation of time varies from 30 minutes a week, to all classes a day.

### **Materials**

There is a growing interest on the part of commercial publishers to develop appropriate materials, although much of the material for content-based instruction is still developed by individual teachers. Emphasis in textbooks is on writing, speaking, listening, and vocabulary. Little emphasis is given to grammar and translation. The following are the most commonly used ESL textbooks in secondary schools.

### ***Table 1. Most commonly used textbooks: Secondary level***

McCloskey and Stack, *Voices in Literature*. Heinle and Heinle, 1992.  
Chamot et al., *Building Bridges*. Heinle and Heinle, 1992.

Blanton, *Composition Practice*. Heinle and Heinle, 1989.  
 Richard-Amato, *Exploring Themes*. Longman, 1993.  
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Source: Personal communication with Judy Schilling, Chair, TESOL Special Interest Group for Secondary Education 1995.

### Assessment/Standards

Most of the ESL assessment in use today is school-based and is used to make decisions about class placement, including exiting to mainstream classes. New assessment and evaluation methods may arise from recent attempts to define the aims and objectives for instruction in English as a second language. A task force of Teachers of English to Speakers of Other Languages (TESOL), the professional association of such teachers, is developing national standards for English as a second language. These standards will provide the framework for helping students who have limited proficiency in English to attain the general educational standards expected of all students in the United States. The current draft of the standards includes the following three goals for students who have limited proficiency in English:

- \* To use English to communicate in social settings
- \* To use English to achieve academically in all content areas
- \* To use English in socially and culturally appropriate ways

The task force is identifying specific standards under each of the goals, along with descriptors and performance indicators. When the standards are completed, TESOL will encourage their adaptation and use by the states and their local educational agencies.

### Teachers

**Size of teaching force:** Although many teachers work with children who are limited English proficient, only about 13% of the nation's teachers are primarily ESL teachers. (1993 data reflecting 364,000 ESL teachers out of a total 2.9 million primary and secondary teacher force, from Fleischman and Hopstock 1993 and NCES 1994.)

**Qualifications:** Because all public school teachers in the United States must be certified by the states in which they teach, there is no distinction between academic (language specialty) and academic (pedagogical) qualifications for ESL teachers who are almost all native speakers of English.

**Training and certification:** According to the most recent Directory of Professional Preparation Programs in TESOL in the United States (1992), 39 out of 47 officials in state departments of education that responded to questionnaires indicated that their states provide endorsement, certification, licensure, or validation in Teaching English to Speakers of other Languages (TESOL). Nineteen states offer endorsement, 14 offer certification, 4 offer licensure, 1 offers validation, and one state was not specific about the nature of its offerings.

The requirements for obtaining such credentials vary greatly from state to state. Obtaining certification in TESOL is like obtaining certification in any other subject area. Students must take a variety of courses in many aspects of education and in the particular area in which they wish to specialize. In most cases students also are required to complete a teacher training assignment in a local school. TESOL endorsement, licensure, and validation are obtained as additional credentials by those who already are certified in a variety of subject

areas.

Most teachers who primarily serve limited English proficient (LEP) students do have some form of ESL certification. According to a study by Fleischman and Hopstock (1983), 8.5% of all classroom teachers are what the authors refer to as "LEP certified." Those teachers who are not so certified have certification in other subject areas.

**Supply/Demand of ESL teachers:** There are conflicting views about shortages of ESL teachers in the United States. According to officials at TESOL, a member-based organization for teachers and researchers, there is currently a shortage of trained, certified ESL teachers in the United States, especially in rural areas and in highly-impacted areas like parts of California and Texas. Others add that the shortage is noticeable in some urban areas as well.

### **Organizations Providing Professional Development for Teachers**

The following is a list of a variety of organizations that support the professional development of English as a second language teachers. Information includes the name of the organization, the number of teachers who benefit from or who are involved in each, the frequency with which teachers are involved with each, and a characterization of the activities.

1. **Name:** Association for Supervision and Curriculum Development

**Number of Teachers:** Separate figures on teachers unavailable; total number of members is 190,000, which includes supervisors, principals, professors, and school teachers.

**Frequency:** Annual conference, which draws more than 10,000 participants. Regional institutes are also held during the year.

**Character:** Disseminates information on curriculum development, instructional strategies, and assessment in the form of periodicals, books, and films.

2. **Name:** Center for Applied Linguistics (CAL)

**Number of Teachers:** Varies (not a membership organization)

**Frequency:** ESL teachers benefit from CAL workshops, publications, and research on a continuing basis.

**Character:** Develops solutions to and conducts research on contemporary language-related issues, particularly those that pertain to schools. Disseminates information on a number of language-related topics. The National Clearinghouse on Literacy Education and the ERIC Clearinghouse on Languages and Linguistics (see description below) are also housed at CAL. These two organizations disseminate information to the general public and at conferences.

3. **Name:** Educational Resources Information Center (ERIC)

**Number of Teachers:** (Not a membership organization) In the past year, ERIC responded to 115,000 requests for information. Figures on how many were teachers are not available.

**Frequency:** ERIC receives many requests for information every day in person and by phone, mail, and the Internet.

**Character:** ERIC is a federally funded, nationwide information network designed to provide the public with access to education literature. The ERIC Clearinghouse on Languages and Linguistics, one of 16 clearinghouses nationwide and housed at CAL, provides the public with information relating to English as a second language, bilingual education, and foreign language education, among other topics.

4. **Name:** Joint National Committee for Languages (JNCL)/National Council for Language and International Studies (NCLIS).

**Number of Teachers:** Teachers are not direct members of JNCL because it is comprised of member organizations, many of which serve teachers. These include, among others, the National Association of

Bilingual Education (NABE) and Teachers of English to Speakers of Other languages (TESOL).

**Frequency:** Annual meeting and conference presentations.

**Character:** Provides a "forum for cooperation and discussion among language professionals." Makes recommendations concerning national language policies. NCLIS lobbies the Congress of the United States.

5. **Name:** National Association for Bilingual Education (NABE)

**Number of Teachers:** Total membership is roughly 3,000; statistics are not available on teacher membership.

**Frequency:** Annual conference and affiliate conferences throughout the year.

**Character:** NABE addresses the educational needs of language minority students and their families in the United States through publication of a journal, a newsletter, and policy/advocacy activities.

6. **Name:** National Clearinghouse for Bilingual Education (NCBE)

**Number of Teachers:** (Not a membership organization) Served about 4,250 teachers in 1994.

**Frequency:** NCBE receives many requests for information every day in person and by phone, mail, and the Internet.

**Character:** NCBE disseminates information on teaching language minority students in the form of papers, booklets, and via the Internet.

7. **Name:** National Center for Research on Cultural Diversity and Second Language Learning(NCRCDSL)

**Number of Teachers:** (Not a membership organization) Teachers participate in projects and are on a mailing list to receive the newsletter and information about publications.

**Frequency:** NCRCDL periodically sponsors workshops and meetings for educators involved in ESL and bilingual education. Teachers also call for information on a variety of issues related to the education of language minority students.

**Character:** Conducts research on a variety of issues that pertain to the education of language minority and culturally diverse students. NCRCDL disseminates information through many types of publications.

8. **Name:** Regional Educational Laboratories (RELs)

**Number of Teachers:** (Not a membership organization)

**Frequency:** RELs frequently disseminate information and provide training for teachers.

**Character:** The ten RELs in the United States are federally funded and are charged with helping educators and policy makers solve local education problems through research projects, workshops, and publications.

9. **Name:** Teachers of English to Speakers of Other Languages (TESOL)

**Number of Teachers:** Total membership is 19,000. 3,789 of all members have indicated particular interests in elementary and secondary education.

**Frequency:** Annual conference and affiliates conferences.

**Character:** Disseminates information on teaching ESL, training programs for ESL teachers, and standards for ESL education. Also publishes two quarterly journals, a bi-monthly newsletter, as well as journals and newsletters to members of various special interest groups.

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The data presented, the statements made, and the views expressed in this report are solely the responsibility of the authors and the sources cited. Because of the diversity of sources and the lack of centrally-collected data on language study in schools, there are slight inconsistencies among some of the figures given.

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## **Definitions and Data Notes**

### **Selected terms used in this profile**

Education levels: definitions vary in this profile because school systems divide the years of schooling in different ways in the United States and because those ways differ from those used in other countries where the distinction between lower and upper secondary has a functional value that it does not in the United States.

The reader should note that in Section III (Language Education: Primary and Secondary), they are:

Primary: Grades 1-6  
 Lower secondary: Grades 7-8  
 Upper secondary: Grades 9-12

In Section V (Teacher Education and Professional Development), they are:

Primary: Kindergarten-Grade 5  
 Lower secondary: Grades 6-8  
 Upper secondary: Grades 9-12

## Acronyms and Initials

ACTFL American Council on the Teaching of Foreign Languages  
 AATF American Association of Teachers of French  
 AATG American Association of Teachers of German  
 AATSP American Association of Teachers of Spanish and Portuguese  
 CIEE Council on International Educational Exchange  
 ESL English as a second language  
 ETS Educational Testing Service  
 FTE Full-time equivalent  
 IIE Institute for International Education  
 LS Lower secondary  
 NA Not available  
 NCBE National Clearinghouse for Bilingual Education  
 NCES National Center for Education Statistics (U.S. Department of Education)  
 NCSTJ National Council on Secondary Teachers of Japanese  
 TESOL Teachers of English to Speakers of Other Languages  
 US Upper secondary

## Data notes

The reference dates vary throughout this Overview. Whenever possible we have used data that are the most recent available and that are consistent within the document.

In many cases the figures are estimates only, and in most cases they have been rounded so that the reader can easily grasp the relationships among the items being presented.

All figures for education include both public and private education unless otherwise noted.

Note: The complete document, National Profile: United States. Language Education Study. Report to the International Association for the Evaluation of Educational Achievement (Washington, D.C.: CAL, 1995, unpublished report), is available from the ERIC Document Reproduction System.

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