



**World Language
High School
Graduation
Requirement**

February 2008

**Report
To the
Legislature**

**As required by
Minn. Laws 2007
Regular Session
Chapter 146
Article 2
Section 43**

COMMISSIONER:

Alice Seagren

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**Legislative Report on a
World Language High School Graduation Requirement**

Minnesota Laws 2007, Regular Session, Chapter 146, Article 2, Section 43

ESTIMATED COST OF PREPARING THIS REPORT

This report required the collection of information that the Minnesota Department of Education does not collect as part of its normal business functions. It was therefore necessary to gather and analyze information in order to prepare this report. The cost of preparing this report includes estimates of the department's information collection costs as well as the estimated costs of the providers of the information.

Special funding was not appropriated to cover the costs of preparing this report.

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This report will be available to the public on the Minnesota Department of Education Website: <http://www.education.state.mn.us>

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**A Report on a
World Language High School Graduation Requirement**

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Legislative Report on a Minnesota World Language High School Graduation Requirement

Purpose and Executive Summary

Recently public dialog has focused on why students should study other languages. The research and conversation center on the cognitive, academic, social, economic and personal benefits of language learning. That dialog has now expanded to national economic and security interests. The question raised is no longer “Why should we learn other languages?” The questions today are “How can world language programs be implemented for all of our students?”, “What will it take to build the capacity to do this?” and “When can this goal be achieved?”

Minnesota has been an active part of this dialog. In 2007, the Minnesota Department of Education led a task force comprised of K-12 educators, higher education, business, parents and community groups on the specific topic of building the state’s capacity to implement Chinese language programs. Recommendations from that task force also addressed issues related to general world language education. In the 2007 State of the State Address, Governor Pawlenty called for a four-year high school world language requirement. The task force also recommended a high school requirement with language programming beginning at the elementary level. This report outlines the major areas that need to be addressed for successful implementation of compulsory world language study for all Minnesota students.

A world language graduation requirement can be defined in a variety of ways. Course credit is the present status quo for other content areas such as math, science, etc. Minnesota also allows students to earn credits and satisfy requirements through assessment. In addition, a world language requirement can be defined as the attainment of a designated level of language proficiency demonstrated through a valid and reliable language proficiency assessment. The requirement can be satisfied in whole or in part before grades 9-12. The definition can provide districts and students multiple pathways to satisfy the graduation requirement.

Models of compulsory K-12 language study are found in other countries. Research shows that common factors for success include: language study beginning at the elementary level, long sequences of articulated curriculum, focus on communicative skill-building, strong leadership from education and government, extensive pre-service and in-service teacher education, status of world language as a core subject, integration of world language and content from other subject areas, authentic learning opportunities enhanced with technology and value placed on the minority languages present in the population.

Minnesota can learn from successful initiatives in other states. Strategies include graduation requirements, focus on elementary and middle level programs, task forces, international education councils, summits, education alliances with business, government and community resources, teacher supply incentives, pilot projects, and the use of technology to enhance and/or deliver instruction. Details are available at <http://www.internationaleled.org/states.htm>.

The world language requirement implementation plan for Minnesota needs to address an elementary and/or middle level foundation prior to secondary coursework, the local articulation of K-12 standards, articulation with higher education world language programs, an expanded teacher supply for world languages, professional development for pre-service and in-service educators and multiple strategies for meeting these demands on a realistic timeline.

**Legislative Report on a
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Previous Minnesota Legislation

A. Legislative Requirement

In compliance with Minnesota Education Act 2007, Chapter 146, Article 2, Subdivision 39, the Minnesota Department of Education submits this report to the Minnesota Legislature.

Minnesota Education Act 2007, Chapter 146, Article 2, Subdivision 43, states:

The [world language] coordinator...shall consult with interested stakeholders to prepare a report for the commissioner of education to submit by February 15, 2008, to the education policy and finance committees of the legislature assessing the feasibility and structure of a statewide world languages graduation requirement under Minnesota Statutes, section 120B.021, subdivision 1.

B. Minnesota Legislation Proposed in 2007

World language high school graduation requirements were proposed during the 85th Legislative Session (2007-2008).

Senate File 1306, Section 1, subdivision 1 contained:

2.18(b) At a minimum, school districts must implement a world language graduation
2.19requirement for students who graduate in the 2014-2015 school year and later. The
2.20graduation requirement must expect students to demonstrate an intermediate-low level of
2.21proficiency in a language other than English using the American Council on the Teaching
2.22of Foreign Languages performance guidelines for kindergarten through grade 12 learners.
2.23EFFECTIVE DATE. This section is effective immediately and applies to students
2.24who graduate in the 2014-2015 school year and later.

Senate File 1306, Section 3, subdivision 2 contained:

4.15Students who graduate in the 2014-2015 school year and later must satisfactorily complete
4.16four credits of a world language between seventh and twelfth grades as a graduation
4.17requirement. School districts and charter schools must formally establish a periodic
4.18review cycle for the academic standards and related benchmarks in health, physical
4.19education, world languages, and career and technical education.
4.20EFFECTIVE DATE. This section is effective immediately and applies to students
4.21who graduate in the 2014-2015 school year and later.

Senate File 1306, Section 6, subdivision 2 contained:

5.28 Sec. 6. ADVISORY TASK FORCE ON DEVELOPING STUDENTS' WORLD
5.29LANGUAGE PROFICIENCY.
5.30(a) An advisory task force on developing students' world language proficiency
5.31is established to consider and recommend to the legislature a process for designing
5.32and implementing a comprehensive statewide program to ensure a high level of world
5.33language proficiency for all Minnesota students by the 2024-2025 school year. The
6.1process must anticipate a gradual implementation of world language programs over time,
6.2acknowledge and reinforce the language proficiency and cultural awareness that minority
6.3language speakers already possess, and encourage students' proficiency in multiple world

6.4 languages. To realize these goals, and consistent with this act, the task force at least
6.5 annually must make recommendations to the legislature and the education commissioner
6.6 for developing and implementing:
6.7 (1) high quality sustainable program models that reach many learners but result in
6.8 lower proficiency levels and other program models that provide depth that reach fewer
6.9 students but lead to higher proficiency levels;
6.10 (2) week-long intensive training sessions for public school district administrators
6.11 interested in establishing high quality sustainable world language programs;
6.12 (3) postsecondary two-year and four-year programs that offer high quality world
6.13 language instruction, world language degrees, and opportunities to learn and apply a world
6.14 language to a specific purpose;
6.15 (4) increased language proficiency and quality of instruction for increased numbers
6.16 of licensed world language teachers whose teacher preparation programs reflect the
6.17 program standards of the American Council on the Teaching of Foreign Languages and
6.18 the National Council for the Accreditation of Teacher Education;
6.19 (5) compact, intensive teacher education programs that maintain Minnesota's
6.20 rigorous world language standards;
6.21 (6) programs that simultaneously support both minority language learners in
6.22 maintaining their native language while mastering English and majority language learners
6.23 in learning other languages, lead to certificates of bilingualism and multilingualism, and
6.24 provide scholarships for further world language study;
6.25 (7) information technology, including high-speed Internet access, for online learning
6.26 and increasing statewide access to world language information, books, and education
6.27 materials, and high-quality world language instruction;
6.28 (8) a full-time position for a state coordinator for world languages in the Minnesota
6.29 Department of Education;
6.30 (9) a world language information and resource center that includes online resource
6.31 libraries for students and teachers, fosters connections among world language teachers,
6.32 and provides current, relevant information in an electronic format; and
6.33 (9) model world language programs and plans for implementing a required world
6.34 language standard at various grade levels between kindergarten and grade 12.
6.35 (b) The commissioner of education must appoint an advisory task force that is
6.36 composed of a representative from each of the following entities who is selected by that
7.1 entity: the Minnesota Department of Education; CARLA at the University of Minnesota;
7.2 the College of Education and Human Development at the University of Minnesota;
7.3 Concordia Language Village; St. Paul Public Schools; Minneapolis Public Schools; the
7.4 Minnesota State Colleges and Universities system; the Association of Metropolitan
7.5 School Districts; the Minnesota Rural Education Association; the Minnesota School
7.6 Boards Association; Education Minnesota; the Parent Teacher Association; the Minnesota
7.7 Association of School Administrators; the Minnesota Private Colleges Council; the
7.8 Minnesota Council on the Teaching of Languages and Cultures; the Minnesota Articulation
7.9 Project; and others recommended by task force members. Task force members' terms and
7.10 other task force matters are subject to Minnesota Statutes, section 15.059. Annually, by
7.11 February 15, the task force must submit to the Education Policy and Finance Committees
7.12 of the legislature a written report on the ongoing process of designing and implementing a
7.13 comprehensive statewide program to ensure a high level of world language proficiency
7.14 for all Minnesota students by the 2024-2025 school year.
7.15 (c) The task force expires on February 16, 2025.

C. World Language Legislation Passed in 2007

The 2007 Minnesota Legislature passed several world-language related items.

- Legislation in 2007 established and provided funding for five world -language pilot program grants for school districts intending to develop a new world languages program or expand an existing one. The Department of Education received 25 applications for the 5 grants. The Department of Education continues to receive inquiries regarding the possibility of additional funds.
- The legislative report, Chinese Language Programs and Curriculum Development Project, provided a K-12 Chinese curriculum model and resource handbook. The report also outlined several recommendations for world languages in general. The report is available on the Department of Education Website: <http://www.education.state.mn.us>.
- Legislation established a full-time World Language Coordinator at the Department of Education and outlined the duties related to the position.
- Legislation mandated a report on the status of world languages in Minnesota. The report is available on the Department of Education Website: <http://www.education.state.mn.us>.
- Another mandated legislative report outlines the standards and process for awarding bilingual and multilingual certificates to K-12 students who demonstrate and maintain a requisite level of proficiency in multiple languages. The report is available on the Department of Education Website: <http://www.education.state.mn.us>.
- Legislation mandated this report on the implementation of a world language graduation requirement.

World Language Requirement

A. Definition

A world language graduation requirement can be defined in a variety of ways. Course credit is the present status quo for other content areas such as math, science, etc. Minnesota also allows students to earn credits and satisfy requirements through assessment. In addition, a world language requirement can be defined as the attainment of a designated level of language proficiency demonstrated through a valid and reliable language proficiency assessment. The requirement can be satisfied in whole or in part before grades 9-12. The definition can give districts and students multiple pathways to satisfy the requirement.

Presently, all Minnesota districts must offer the opportunity to study the same language for two years. Students in a college preparation program take world language as it is a common college/university entrance requirement. A world language requirement addresses the paradigm shift for a more globally competent workforce and citizenry. Findings from the *Minnesota K-12 World Language Survey 2008* showed that 91% of school districts believe that world language study is a critical component to prepare students for the 21st century.

The goal of a requirement is for all students to exit high school with communicative skills in at least one world language. Two years of language study is not sufficient to reach this goal. Research shows that a minimum of four years of high school study is a realistic time frame to reach “communicative competency.” The American Council on the Teaching of Languages and Cultures (ACTFL) has defined stages of K-12 language proficiency development: Novice Low/Mid/High, Intermediate Low/Mid and Pre-Advanced. Intermediate-Low is the level where a language learner can communicate on everyday, uncomplicated topics, demonstrating “communicative competency.” Intermediate-Low is also the common benchmark to articulate into postsecondary world language coursework.

A district has many options for developing a program that matches its local goals. The ACTFL bar graph in Appendix A illustrates that various world language program configurations can result in students at the Intermediate-Low or above language proficiency levels: K-8, K-12, 5-12, 7-12, or 9-12. An earlier start results in a longer sequence. Growing bodies of research give evidence that more students are successful language learners when study is started early. Cognitive and academic benefits of starting language study before high school are discussed later in this report.

A school district may consider early start options for several other reasons. Students will have the chance to continue language study to develop higher proficiency and possibly earn college credit. Data from the Minnesota Staff Automated Report (STAR) shows that enrollment in Advanced Placement language courses is declining. In 2000-2001, there were 9,668 students enrolled in French, German and Spanish AP courses. In 2006-07 there were 3,714, a drop of 5,954 students. (Table 1 shows enrollment data comparisons for all languages and for specific AP language courses for 2000-01 and 2006-07.) Districts that start language study before high school will have a larger pool of students with the foundation to pursue rigorous coursework including Advanced Placement. High schools could develop interdisciplinary courses that are taught in languages other than English. Students with communicative language skills can use those skills during internship or service learning experiences, both locally and abroad. Students may choose elective courses to learn additional language(s). A start before high school also allows more time for students to attain the required proficiency. Demonstration of the required proficiency will open up a student's schedule to select other high school electives.

B. Nationwide Call to Action

Global events impact each citizen and permeate daily lives. We need to prepare our students for their future, one of global interdependence and collaboration. Our students need to effectively communicate and interact with cultural appropriateness no matter where they live or where they may go. The Minnesota Department of Employment and Economic Development estimates that Minnesota's workforce will need 10,500 more college graduates by the year 2010. We are living in a global marketplace economy. Small and large Minnesota businesses compete globally to obtain resources, employees and secure consumers for their goods and services. Today's students in the United States are, more than ever before, compared to their counterparts around the world and projections are made about how they will compete and how they will personally thrive in this ever-shrinking world. Voices from across the country are speaking up with calls to action.

"In every national crisis from the Cold War through Vietnam, Desert Storm, Bosnia and Kosovo, our nation has lamented its foreign language shortfalls. But then the crisis "goes away," and we return to business as usual. One of the messages of September 11 is that business as usual is no longer an acceptable option."

Late U.S. Senator Paul Simon

"The skills needed for individuals to compete and prosper in the global economy require a strong foundation in science, technology, engineering and mathematics (STEM) disciplines, but collaboration and cooperation that are the hallmarks of innovation demand additional skill sets in areas like writing, communications and languages."

National Governors Association and Council on Competitiveness

"To compete successfully in the global marketplace, both U.S.-based multinational corporations, as well as small businesses, increasingly need employees with knowledge of foreign languages and cultures to market products to customers around the globe and to work effectively with foreign employees and partners in other countries."

Committee for Economic Development

"Global professionals who are able to establish trusting relationships with speakers of foreign languages will be the product of innovative educational resources that promote lifelong culture and language learning."

U.S. Language Summits (Departments of Commerce, Defense and Labor)

"We are committed to ensuring that every student graduating from an American high school be multi-lingual."

Council of Chief State School Officers

"Foreign languages...have often been marginalized, and are increasingly at risk of being lost as part of the core curriculum."

National Association of State Boards of Education

"Gaps in our national language capabilities have undermined cross-cultural communication and understanding at home and abroad. They have restrained social mobility, lessened our commercial competitiveness, limited the effectiveness of public diplomacy, and restricted justice and government services to sectors of our society. And they have threatened national security. The United States needs broader and deeper foreign language capabilities...The time for deliberation on this subject has passed. Now is the time for action. A new vision must be realized."

National Language Conference 2004 (U.S. Departments of Defense, State, and Education, Center for the Advanced Study of Language and the Intelligence community)

In 1960, two years after the passage of the National Defense Education Act (NDEA), a group of State Supervisors for Foreign Language met in Washington D.C. “Recognizing that improved understanding between East and West is of vital concern to us all and that some 75% of the world’s people speak languages which are virtually ignored in American schools, the Conference considered it of utmost urgency and importance that the major neglected languages be taught much more widely in our schools” (Foggy Bottom Conference, 1960). Further, it was recognized that an inadequate number of teachers was a major obstacle to improving language education in the United States. At that meeting, Dr. Jermaine Ahrendt of Minnesota shared his committee’s recommendations for pre-service and in-service teacher training: college recruitment of teacher candidates, language proficiency testing for professional competence, accreditation of proficiency acquired outside of the classroom, sequential and solid articulation between secondary and post-secondary language coursework, more flexible teacher certification procedures and ongoing professional development especially in the areas of new teaching strategies, better use of media and study abroad.

Fifty years later, many issues remain the same and reflect similar recommendations. This report summarizes steps needed to build the capacity to implement and to sustain language programs that result in a citizenry with the skills to communicate in multiple languages and the cultural literacy to relate to the world’s people.

Preparation for a World Language Requirement

A. Learning from other Countries

Nations around the globe provide long-standing successful models of compulsory world language education. Christian, Pufahl, and Rhodes (2000) from the Center for Applied Linguistics (CAL) in Washington DC, conducted a study of 19 countries: Australia, Austria, Brazil, Canada, Chile, Czech Republic, Denmark, Finland, Germany, Israel, Italy, Kazakhstan, Luxembourg, Morocco, Netherlands, New Zealand, Peru, Spain, and Thailand. The researchers found several commonalities for successful compulsory language education:

- 1) Early language learning
All introduce the first foreign language between ages 6-11. It is common for students to study more than one foreign language during the K-12 years.
- 2) A coherent framework
Proficiency-orientated instruction articulates each grade level to the next from elementary to postsecondary programs.
- 3) Strong leadership
Leadership in schools, communities and governments collaborate in setting policy and providing funding.
- 4) Language as a core subject
Language study claims the same status as mathematics, reading and writing with requirements for secondary school exit and university admission.
- 5) Teacher education
In addition to strong teacher preparation programs, language teachers are involved in extensive professional development plans.
- 6) Promoting proficiency and inclusion of content from other subject areas
Students of all ages develop language skills while learning information taught in the language studied. This is the key concept for immersion programs. Grade-level content is also embedded into sequential language courses. Language instruction time reinforces and/or enhances concepts from science, math, language arts, history, geography, art, music, etc.
- 7) Technology
Technology is used to enhance the classroom learning experiences by providing real and relevant opportunities to read/hear languages and communicate around the globe.
- 8) Heritage Languages
Education policy and practices foster the native language development of minority populations.

B. Learning from other States

States have taken a variety of approaches to address how they can best educate their students for the 21st century: elementary world language requirements, tiered diplomas and high school graduation requirements for all students. Ten states have set requirements for world languages in the elementary schools: Arkansas, Florida, Louisiana, Maine, Massachusetts, North Carolina, New Jersey, Oklahoma, Vermont and Wyoming. A chart with the requirements

for each of these states is in Appendix A. States with tiered diploma systems require world language for the higher level diploma. Nine states have a world language requirement for all students. The variety of decisions that these states have made is summarized in the chart in Appendix B. Some define the requirement as credits and others define it as reaching a defined level of language proficiency.

States Prepare for the Global Age (2006) outlines demographics and summarizes state-level initiatives for Connecticut, Delaware, Idaho, Kansas, Kentucky, Massachusetts, Michigan, New Jersey, New Mexico, North Carolina, Vermont, Washington, West Virginia and Wisconsin. “Methods that have proved effective in promoting language learning include state high school graduation requirements, incentives to districts and schools to introduce world language at the primary and middle school level, the use of interactive technology and immersion experiences, and tapping the state’s pool of heritage language speakers.” (Asia Society, 2006). Additional information on state initiatives is found on the International Education page of the Asia Society’s website: <http://www.internationaleled.org/states.htm>.

Ohio’s Foreign Language Advisory Council published *Passport to the Future: Ohio’s Plan for World Languages* (2007) with a detailed study of the state’s resources and goals. The entire report is available at <http://www.ode.state.oh.us/GD/Templates/Pages/ODE/ODEDetail.aspx?page=3&TopicRelationID=337&ContentID=27383&Content=43890>. The Ohio report shows how stakeholders came together, created a common vision, set goals, took inventory of the state’s resources, set priorities in the form of recommendations and then set forth strategies for realizing each goal. The report sets six major recommendations for Ohio:

- Retain capacity in commonly taught languages while building capacity in languages critical for economic and strategic importance.
- Provide access to PreK-16 language learning that allows students to build on previous language proficiency.
- Use proven programs with the goal of developing long sequences of PreK-16 language learning and advanced levels of proficiency.
- Use multiple means to deliver language instruction.
- Increase the number and build the capacity of qualified world language instructors in the state of Ohio.
- Grant world language credit based on demonstration of proficiency.

The state of Wisconsin convened an International Education Council in 2002 as a response to “rapid global changes and the seriousness with which governments in other countries were taking the challenge of creating world-class, highly competitive educational systems...[The Council’s mission is] to bring together education, business and community leaders to create alliances to develop global literacies in a new generation of students, teachers and citizens.” (International Education Council, 2005). The Wisconsin International Education Summit held in January 2005, an outgrowth of the Council’s work, gathered together almost 300 of the state’s leaders representing several stakeholder sectors. A published report from the summit is available at <http://www.dpi.wi.gov/cal/pdf/ie-recom.pdf>. Recommendations were made in five categories: global literacies for all students, world languages for all students, global training for all teachers, intercultural experiences for all citizens and international linkages for Wisconsin business and government. Specific recommendations for the world language category were:

1. Improve world language proficiency of PK-16 students.
2. Expand offering of languages in PK-16 schools.
3. Develop a Wisconsin language corps to address teacher shortages and underutilization.
4. Develop materials and resources to support language learning.
5. Expand world language offerings at the elementary level from the current 10% of Wisconsin school districts to 50% by 2020.
6. Propose funding for a major elementary world language initiative.

Additional information on state initiatives is found on the International Education page of the Asia Society's Website: <http://www.internationaleled.org/states.htm>.

C. Building Minnesota's Capacity for Compulsory World Language

Elementary and/or Middle Level Foundation for High School Courses

A diploma requirement may mean change in local curriculum at both the elementary and secondary levels. All content areas required in high school lay developmentally appropriate foundations in the elementary and/or middle level grades. "Schools that offer foreign languages should ensure that their programs incorporate the features that research has shown to make a difference in language learning. Of these, the most self-evident is adequate time." (Met, available: <http://www.internationaleled.org/PDKmet.htm>)

Language acquisition research shows that more learners are successful when introduced to language learning at a younger age. Not only are younger learners more adept at developing language skills, they are developmentally at an age when they are more open to diversity. "Early learners become aware of their own cultural values and influences and appreciate other cultures, becoming more open towards and interested in others. This benefit is limited if all pupils learn the same language: a range of languages should be available to early learners." (Commission of the European Communities, 2003). The Council of Chief State School Officers also recognizes that in order to reach the goal of multilingual graduates states will be required to make world languages an essential part of the curriculum for grades 3-12 (2006). The precedent of starting in the elementary grades is set by those countries where compulsory world language learning has been successfully implemented.

"Regardless of future endeavors, every child can benefit immediately from starting to learn a language early and continuing through schooling. There is accumulating evidence that learning additional languages — particularly from an early age — has cognitive and academic benefits." (Met). The earlier the introduction to language study, the earlier students benefit. Students learning a world language outscore their counterparts who are not learning a world language on standardized tests. A Louisiana study of over 5,000 elementary students compared performance on basic skills standardized tests between groups that studied world language in their curriculum and those who did not study world language. Control groups were matched based on socio-economic status. Findings showed students with world language as a part of their required curriculum outscored their peers on the Louisiana Basic Skills Tests for Reading and Mathematics, regardless of race, gender, or academic level. World language groups also outscored groups that received additional math instruction. In addition, the Louisiana research showed that language study influenced achievement in other subject areas such as history, geography and science when language instruction integrated content from these areas (Taylor 2004).

With these principles in mind, some states have included K-8 requirements in their statewide plans for high school language. The chart in Appendix B shows state initiatives for required world language at the elementary level. Nationally there are model programs to guide how K-12 world language can be implemented in the context of the US education system. Several successful models are recognized with articulated sequence configurations of K-12, 5-12, and 7-12. Variations in program intensity lead districts to the different locally-decided goals for student language proficiency outcomes.

Teacher Supply

Teacher supply was the obstacle for improving world language education in 1960 and continues to be the greatest challenge for implementing compulsory world language statewide. The shift from an elective subject to a required subject requires extensive efforts to recruit and license language teachers at all K-12 levels.

Presently school districts are required to offer the opportunity to study a language for two years. The proposed requirement doubles the minimum required offerings. Districts planning extended several-year sequences need to develop high levels of language proficiency and will need to plan staffing that will maintain the program from its starting point through the 12th grade.

Table 2 shows the number of unexpired teaching licenses by language over the past five years. Minnesota had 333 fewer licensed language teachers in 2006 compared to 2001. The data show a disproportionate loss of French and German teachers. Spanish, a much larger percentage of the total language enrollment had 58 fewer teachers compared to 103 fewer French teachers and 155 fewer German teachers. Russian, one of the languages in the federal government's list of critical needs languages, had 26 fewer teachers.

Table 3 shows the number of college graduates who complete a licensure program in World Languages. There are two categories of licensure for language teachers, K-12 licensure and a K-8 specialty endorsement to an elementary license. Minnesota's teacher preparation colleges and universities produce about 150 newly-licensed language teachers each year. The largest numbers are Spanish teachers followed by French and German. Over the three year period, a handful of Chinese, Japanese, Russian and Ojibwe teachers have completed licensure programs.

An assertive multi-strategy plan is needed for Minnesota to build the capacity to staff a world language requirement. Setting a world language graduation requirement is a strategy to increase the number of licensed teachers. A requirement will encourage students to enter the profession. Other potential strategies include: public recruitment campaigns, additional teacher preparation programs, licensure via portfolio, visiting teacher programs and utilization of individuals teaching under Board of Teaching permission. All of these areas need support to produce a stable supply of highly qualified licensed language teachers. Michael Lemmon, Former U.S. Ambassador to Armenia, spoke of the nationwide language teacher shortage. "The pools of our educational system, together with the reservoirs of "heritage speakers" are potential sources to help meet these needs, but they need to be expanded far beyond the numbers currently available, and the pipelines need to begin earlier in our children's learning career." (2004) For example, Minnesota Department of Education data for 2006-07 shows that there are 1,220 K-12 students who speak Arabic in the home. That means a number of adults in Minnesota are fluent Arabic speakers. At the same time, there is one licensed teacher of Arabic.

Language diversity

When multiple school districts desire to create programming in the same language, competition is created for a limited pool of teacher candidates. Utilization of all resources, including teacher supply, will increase Minnesota's level of success in this endeavor. Diverse language offerings among Minnesota's school districts put less strain on the statewide competition for limited resources. Focusing on which language program the district can start and sustain for an extended sequence and how the district might capitalize on local resources will benefit the district and the state.

Research shows the learning of one world language facilitates the acquisition of other subsequent languages. The learner develops skills in language learning and understands the concepts of how languages work. An analogy can be drawn to a person who learns how to play one musical instrument finds the learning of a second instrument much easier. The person has developed musical skills and understands how music works. Giving students the opportunity to learn a language, whatever language it is, will place that student in a totally different position when s/he wants or needs to learn another language at some other time in life.

Professional Development

A graduation requirement addresses the paradigm shift to prepare all students to thrive in a multilingual/multicultural society and to compete in a global marketplace. This in turn calls for change in world language education. Results of Minnesota's K-12 Survey World Language Survey 2008 showed the predominant model for language education is as a high school elective. The transformation from an elective to a compulsory subject beginning in earlier grades necessitates significant professional development for the world language educators to meet the needs of a vastly different student population.

Standards and Curriculum Development

The American Council on the Teaching of Languages and Cultures and the National Standards in Language Education project published *Standards for Foreign Language Learning in the 21st Century* (1999). Minnesota used the national standards to create *World Language Standards: A Model for Use in Setting Local Standards*, available on the Department of Education Website: http://education.state.mn.us/MDE/Academic_Excellence/Academic_Standards/World_Language_s/index.html. School districts can adapt this document to fit their own world language program configuration(s).

As language programs expand, districts will need to extend their curriculum to create articulated sequences. The local curriculum may also need adjustment to be appropriate for younger learners and/or to differentiate instruction for the success of the whole student population.

Timeline

A phased strategic plan will guide progress to the state's ability to create high quality and sustainable language programs in all districts. The scope of this endeavor requires a 10-15 year timeline. Developing the infrastructure that will support this level of change is paramount to success. Early phases need a varied group of stakeholders to articulate collective visions and goals. Strategies that encompass traditional and innovative solutions need to become action plans.

Progress in one area will spill over into other areas. Solutions are interrelated. As the state builds the supply of language teachers, more schools can offer stronger programs. As more students have access to extended language sequences, more students enter college with stronger language proficiency skills. This, in turn, creates a larger pool of graduates with the potential of becoming highly qualified language educators.

Recommendations

The scope of the challenges to build the state's capacity to provide world-class language education to all of Minnesota's K-12 students is beyond the resource capacity of any one sector. Collaboration is needed among the education system, government, business, community organizations, and families.

"We simply cannot meet the necessity of the [world language] requirement as long as we think we are held to traditional solutions."

Tom Welch, Member of the National Council of State Supervisors for Languages

A. Set a World Language Requirement

Require foreign language competence for all Minnesota students by the year 2025, with the understanding that the requirement will begin sooner (possibly within 5-7 years) for certain grade levels and be gradually phased in over time so that by 2025 foreign language becomes part of the K-12 core curriculum.

B. Hold a Statewide Summit on International Education

A summit brings together leadership from public and private sectors: K-12 education, higher education, business, government, community organizations, parent organizations, student groups and other interested stakeholders to learn from each other and to strategize collectively on how to move forward toward common goals. A summit is a catalyst for cross-sector communication, the formation of collaboratives and innovative problem-solving that would not occur if each group continued to work in isolation. Several states have used this strategy. Reports from Delaware, Indiana, Kansas, Kentucky, Massachusetts, Michigan, New Jersey, New Mexico, Ohio, Oklahoma, Pennsylvania, Vermont, Virginia, Washington and Wisconsin are available on the Asia Society's International Education Website: <http://www.internationaled.org/states.htm#summit>.

C. Convene a Minnesota Task Force or Advisory Council on World Language Education

Minnesota needs a diverse group to study the details, to assess capacity and resources, to develop strategies and to examine the implications of integrating world languages into the K-12 system. Membership shall include representation from K-12 education, higher education, teacher preparation programs, government, business, and community organization sectors. The group would be charged to study and to recommend to the legislature a process for designing and implementing a comprehensive statewide program to ensure a high level of world language proficiency for all Minnesota students by the 2024-2025 school year. The process must anticipate a gradual implementation of world language programs over time, acknowledge and reinforce the language proficiency and cultural awareness that minority language speakers already possess, and encourage students' proficiency in multiple world languages. To realize these goals, and consistent with this act, the task force at least annually must make recommendations to the legislature and the education commissioner.

D. Continue and Expand K-12 Pilot Program Grants

Legislation in 2007 appropriated funds to award five \$100,000 grants for the establishment or expansion of K-8 world language programs. The awarded programs are in the following languages: 2 Chinese, 1 Arabic, 1 Ojibwe and 1 German. Three of the programs are immersion models and 2 extend articulated sequences of world language study.

Many districts are interested in expanding or improving their current world language programs. Of the districts who responded to the Minnesota K-12 World Language Survey 2008, 70% said that they would like to expand their programs: to the middle level, to the elementary, to more advanced high school courses, to add more language choices or to establish or add immersion setting options. There were 25 applicants and numerous phone inquiries for the five grants awarded in 2007. The Department of Education continues to receive requests for additional funding to develop model world language programs.

Continue and expand the K-12 Pilot Program Grants for the establishment or expansion of K-8 world language programs awarding 10 grants of \$150,000 eachs every two years.

E. Support Intensive World Language Teacher Recruitment

Presently, Minnesota offers two types of licensure for world language teachers, K-12 and a K-8 specialty endorsement to elementary classroom licensure. The traditional route to licensure is through an approved teacher preparation program. Minnesota also allows licensure via a portfolio that demonstrates competence in the Minnesota Teaching Standards set by the Board of Teaching. The portfolio pathway was developed for candidates with a minimum of a baccalaureate degree in a field other than education and who have teaching or related work experience or for individuals holding a current 5-year teaching license in a different field.

When a district is unable to find a licensed teacher, Minnesota allows the district to request permission from the Board of Teaching for an individual without a world language license to teach in their schools. The objective for the person teaching under a Board of Teaching permission is to earn a standard Minnesota teaching license. The permission allows the individual to be employed while meeting the licensure requirements.

While these options have been helpful, they have not been enough to fulfill the supply needed to meet the demand for world language teachers in Minnesota school districts. In order to increase the supply of licensed world language teachers, Minnesota needs to explore additional options to create a bridge for the teachers in the classroom on a permission to licensure.

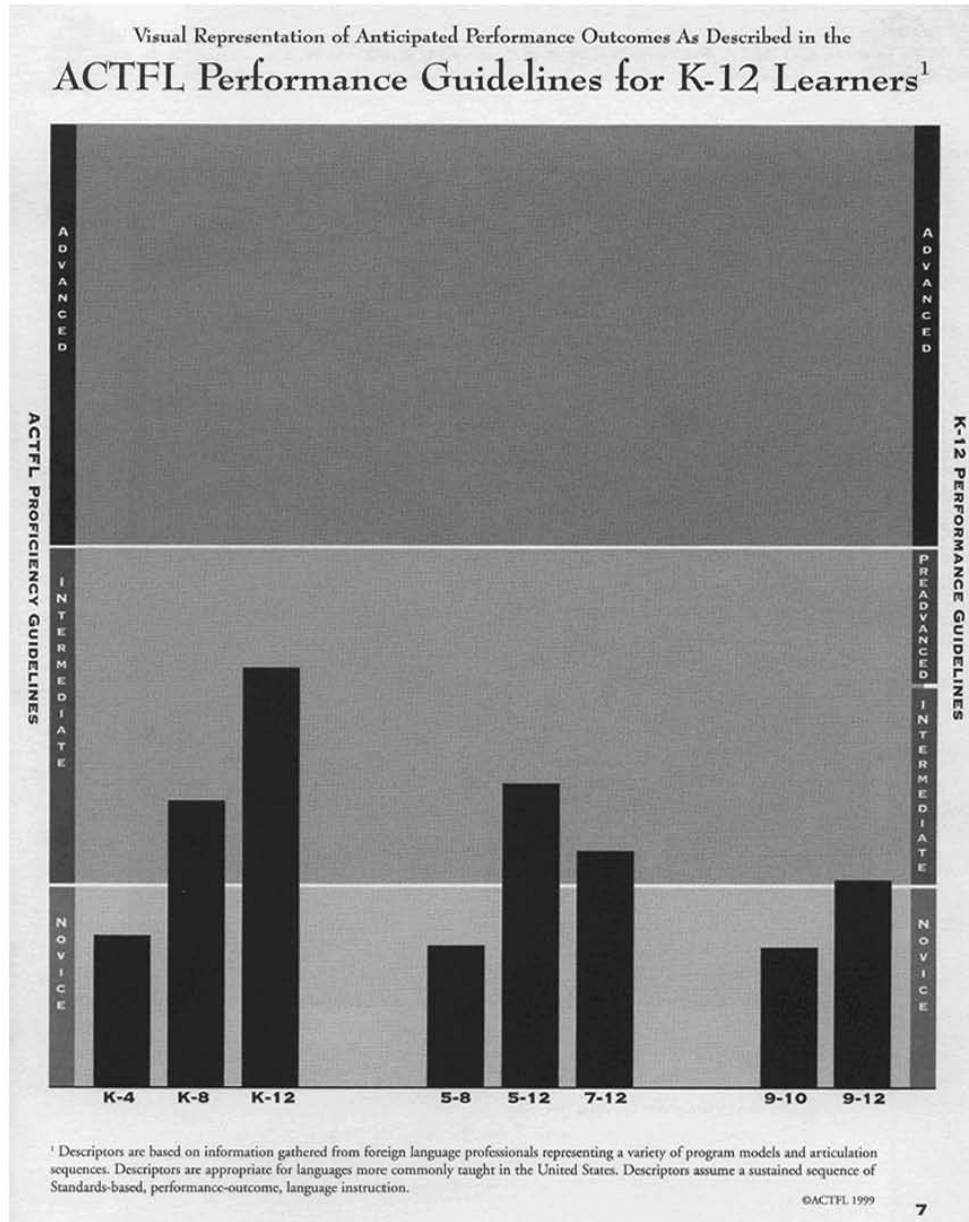
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Appendix A

K-12 World Language Programs and Anticipated Proficiency Outcomes



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Source: American Council on the Teaching of Languages and Cultures (1999). *Performance Guidelines for K-12 Learners*. Alexandria, Virginia: Author.

Appendix B

State Requirements for World Languages in Elementary Schools – June 2004	
Arkansas	<i>Standards for Accreditation for Arkansas Public Schools</i> require that all K-4 students receive instruction in all content areas annually, which includes foreign language experiences. Foreign language experiences are also required in grades 5-6 as part of social studies (history and culture of the world).
Florida	Every LEA must have a K-12 foreign language curriculum plan.
Louisiana	Curriculum program requirement in grades 1-12, with a daily 30-minute program specifically required in grades 4-6 for academically able students and optional for all others.
Maine	LEAs must have a K-12 implementation and assessment plan for modern and classical languages in place. K-12 implementation and assessment must begin in the 2007-2008 school year, contingent upon continued funding from the state legislature.
Massachusetts	Unfunded requirement for K-12 instruction (refer to <i>Massachusetts Foreign Language Curriculum Framework</i>)
North Carolina	K-12 requirement, however to be implemented as funding allows.
New Jersey	According to administrative code (not legislative statute), LEAs must offer a program in grades K-8 and all students are required to participate. The definition of an elementary school includes grades 7-8.
Oklahoma	K-8 requirement for all students (language awareness in K-3, sequential instructional program in 4-8); inclusion of grades 7-8 in the definition of an elementary school is dependent on the building site.
Vermont	K-12 instruction for all learners (refer to <i>Vermont's Framework of Standards and Learning Opportunities</i>); K-12 assessment plan must be in place and implemented by 2005
Wyoming	K-2 requirement for all students.

Source: National Council of State Supervisors for Languages (2006). Available: http://ncssf.org/reports2/index.php?state_regs. Retrieved February 11, 2008.

Appendix C

States with or Considering World Language Graduation Requirements for All Students

State	Inclusive World Language Graduation Requirements as of February 2008
Connecticut	There's a current proposal for a two-year language requirement as part of a high school reform plan.
Delaware	Two years of language are required for all students starting with 2013 graduates.
Hawaii	Two years of language are required for all students starting with 2010 graduates.
Kentucky	All students must demonstrate "basic" proficiency. It is scheduled for implementation in 2016. A capacity-building plan began in 2006.
Louisiana	Two years of language are required for all students starting with 2012 graduates.
Maine	Current proposed legislation calls for Intermediate-Low proficiency starting with the 2012 graduates.
Michigan	Two years (or equivalent K-12 experience) of language are required for all students starting with 2016 graduates.
Minnesota	Proposed by the governor and legislators in 2007
New Jersey	All students need 5 credit seat time or demonstrate Intermediate-Low proficiency. There's a proposal to increase from 5 to 10 credits.
New York	All high school students must take one credit of language and/or pass the New York Regents exam for language.
Ohio	A requirement is proposed. A strategic capacity-building plan began in 2007.
Pennsylvania	State Accountability Block Grants are available for start or improvement elementary language programs. High School reform plan highly recommends two years of language for all students. Pilot programs are going in 140 of 501 districts.
Texas	Two years of the same language are required for the recommended diploma plan. This is the standard Texas diploma for all students.
Utah	The governor has proposed an International Education plan with a strong language component.
Wyoming	Students must demonstrate a district-determined proficiency for a diploma endorsement.

Note: This information reflects states with or considering a world language requirement for all high school graduates. States with a tiered high school diploma system are not included in this data. It is common for these states to require world language credits for the more rigorous diploma.

Sources:

National Council of State Supervisors for Languages (2008). Available: http://ncssf.org/reports2/index.php?reports_index and detail clarification from the departments of education.

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Table 1

K-12 World Language Enrollments in 2000-01 and 2006-07

Language	Students 2000-01	Students 2006-07	Difference	
American Sign	2,135	2,568	433	20.28%
Chinese	838	2,216.00	1,378.00	164%
French	24,084	19,562.00	-4,522.00	-19%
German	16,985	14,200	-2,785.00	-16%
Hebrew	0	39	39.00	-----
Italian	15	0	-15.00	-----
Japanese	897	1,579	682.00	76%
Latin	880	1,451	571.00	65%
Ojibwe	309	1,150	841.00	272%
Others not listed	413	1,295	882.00	214%
Russian	684	150	-534.00	-78%
Spanish	97,996	116,188	18,192.00	19%
TOTALS	142,263	157,907	15,644.00	11%
Advanced Placement				
AP French	3,337	901	-2,436	-73.00%
AP German	1,043	323	-720	-69.03%
AP Spanish	5,288	2,490	-2,798	-52.91%
AP TOTALS	9,668	3,714	-5,954	-61.58%

Source: Minnesota Department of Education, Student Teacher Automated Report (STAR), 2000-01 and 2006-07

Table 2

Number of Teaching Licenses by Language

License Area	6/29/2002	6/29/2003	6/29/2004	6/29/2005	6/29/2006	Difference over 5-year period
ASL	1	1	1	2	2	1
Arabic	3	3	3	3	2	-1
Chinese	17	17	15	18	17	0
French	1,461	1,383	1,309	1,400	1,358	-103
German	1,387	1,290	1,213	1,261	1,232	-155
Hebrew	3	2	2	2	2	-1
Japanese	29	29	29	32	32	3
Norwegian	18	16	16	23	23	5
Ojibwe	11	11	11	13	13	2
Polish	0	0	0	1	1	1
Russian	117	111	101	92	91	-26
Spanish	2,742	2,617	2,519	2,765	2,684	-58
Swedish	NA	NA	NA	15	14	-1
Total	5,789	5,480	5,219	5,627	5,471	-333

Source: Minnesota Department of Education. *Teacher Supply and Demand Legislative Report*. January 2007. Available: http://education.state.mn.us/mde/Legislation/Reports_to_Legislature/index.html

Table 3

Minnesota Teacher Licensure Program Completers

Note: Data from 2007 was not available at the time of publication.

Licensure Area	2004	2005	2006
	Number of graduates completing licensure requirements		
K-12 World Language			
World Languages Classical (Greek and Latin) K-12	0	1	2
World Languages K-12, Chinese	0	0	1
World Languages K-12, French	18	17	14
World Languages K-12, German	13	15	8
World Languages K-12, Japanese	0	2	2
World Languages K-12, Russian	2	0	0
World Languages K-12, Spanish	66	78	71
<i>Subtotal</i>	99	113	98
Elementary Education with Specialty Area			
Elementary K-6 + K-8 World Language Specialty, French	4	8	7
Elementary K-6 + K-8 World Language Specialty, German	2	2	2
Elementary K-6 + K-8 World Language Specialty, Ojibwe	3	2	2
Elementary K-6 + K-8 World Language Specialty, Spanish	37	41	30
<i>Subtotal</i>	46	53	41
TOTALS			
Total, Classical (Greek and Latin)	0	1	2
Total, Chinese	0	0	1
Total, French	22	25	21
Total, German	15	17	10
Total, Japanese	0	2	2
Total, Russian	2	0	0
Total, Spanish	103	119	101
Totals	142	164	137

Source: Minnesota Department of Education (2007). *Teacher Supply and Demand Legislative Report*. Available: <http://www.education.state.mn.us>. Additional information available on the Minnesota Association for Teacher Education Colleges (MACTE): <http://www.mnteacher.org>.