FOREIGN LANGUAGE TEACHERS' ATTITUDES AND THE DECLINE OF FOREIGN LANGUAGE ENROLLMENT IN RELATIONSHIP TO BILINGUAL EDUCATION

A THESIS

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Ву

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CHAPTER I

INTRODUCTION

Individuals are unique in that they have a given name and a distinct cultural heritage. It is this simple and yet sometimes overlooked point that we can recognize and promote in an educational environment. This is one of the fundamental beliefs that helped to provide a basis for bilingual education. A student's self-image should, of necessity, be a positive one; and teachers who are able to converse with their native language <u>and</u> standard English are very important imagemakers.

STATEMENT OF THE PURPOSE

The purpose of this study is to measure certain attitudes and certain practices of foreign language teachers as they affect student enrollment. Through investigative research and a general questionnaire, this study will attempt to assess the relationship between foreign language teaching trends and the decline of foreign language programs in today's secondary schools, along with the relationship to bilingual education. The study will be divided into two phases: the first will consist of statistical data on the total enrollment in foreign language; the second phase will deal with a possible solution to the evident decline in foreign language enrollment, a solution that deals with bilingual education.

In the bilingual program, teachers are specifying the students that they wish to enroll in the program. However, this is not the practice in foreign language.

The bilingual program centers around the specific needs of children who are to be involved. The Statewide Design for Bilingual Education in Texas states that: "The primary goal of Bilingual Education is successful achievement by the student of the goals of the educational process, using two languages, developing proficiency in both. ...¹

BACKGROUND

Foreign language enrollments at the secondary level (for grades 7-12) reveal that between 1968 and 1974 total enrollment decreased by 15 percent. Although Italian course enrollment rose by 56.6 percent, other major languages decreased: Latin 53 percent, Russian 39.9 percent, French 25.6 percent, German 7.3 percent, and even Spanish by 2.3 percent.²

¹"A Statewide Design for Bilingual Education", <u>Texas Ed-</u> <u>ucation Agency</u>, no date.

²"Summary Comparisons by Region of PSS Enrollment and Foreign Language Enrollments, Grades 7-12, Fall 1968, 1970 and 1974", <u>Foreign Language Annals</u>, Volume 12, April 1979.

Preliminary Tally of FL Enrollments for Grades Seven through Twelve

The Modern Language Association has released the following preliminary tally of FL enrollments in grades 7-12 in public secondary schools. The tally is based on the Fall 1974 enrollments in twenty-seven states (plus the District of Columbia) with complete returns.*

LANGUAGE	1970	1 974	% (CHANGE
French	1,138,198	892,300	-	24.6
German	333 , 354	304,131	-	8.8
Italian	34,472	49,251	÷	42.9
Latin	201,472	132,459	-	34.2
Russian	16,733	12,436	-	25.7
Sp anis h	1,609,664	1,498,173	-	6.9
Others	16,415	30 , 333		84.8
TOTAL	3,347,065	2,919,083	_	12.8

*The states here represented are: Arkansas, California, Connecticut, Hawaii, Indiana, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Texas, Virginia, Washington, and West Virginia. Their enrollments in 1970 represented 73.2% of the national total of Foreign Language enrollments, a figure of 4,569,986.²

³Iren Raisler, "Differential Response to the same Message Delivered by Native and Foreign Speakers", <u>Foreign Language</u> <u>Annals</u>, Volume 9, Number 3, May 1976, p. 259.

Enrollment in Foreign Languages Compared with Total Enrollment in Grades 9-12 of Public Secondary Schools United States, Fall 1965, 1968, 1970 and 1974⁴

LANGUAGE	1 965	1968	1 970	1 974		h ange 70 - 74
Total Enrolled Grades 9-12:	11,610	12,718	13,332	14,125	14.8	5.9
All FL Number Percent	3,659 31.5	3,891 30.6	3,780 28.3	3,295 23.3	3.3	-12.8
Modern FL Number Percent	3,068 26.4	3,518 27.7	3,514 26.4	3,127 22,1	14.6	-11.0
Spanish Number Percent	1,427 12.3	1,698 13.4	1,811 13.6	1,678 11.9		-7.3
French Number Percent	1,251 10.8	1,328 10.4	1,231 9.2	978 6.9	-1.7	-20.5
German Number Percent	328 2.8	423 3•3	410 3 . 1	393 2.8	25.1	-4.2
Russian Number Percent	27 .2	24 • 2	20 • 2	15 •1	-24.5	-24.9
Italian Number Percent	25 •2	27 • 2	27 •2	40 • 3	8.3	47.3
Other Modern FI Number Percent	.1	18 • 1	10 • 1	23	56.5	56.1
Latin Number Percent	591 5 .1	372 2.9	265 2.0	167 1.2	-55.1	-37.0

⁴Modern Language Association of America, "Foreign Language Offerings and Enrollments in Public Secondary Schools", 1970-74.

Cincinnati, a monolingual English-speaking city, has developed a unique program. This program hinges upon an alternative approach to promoting bilingual skills and multicultural values in children who live in a monolingual setting and who are in a racially integrated school environment.⁵ A racial balance consisting of 50 percent black and 50 percent white is the foundation. Children entering kindergarten or first grade were the potential candidates. 92 percent of the students felt happy when they were learning Spanish and 90.8 percent liked learning French, according to the reports.

The author will show, through documented research, that children in early language immersion situations learn a second language in much the same way as they have learned their mother tongue. They learn the "foreign" language through using it in their daily school activities, not through conventional methods like translation, audio-lingual practice, and grammar lessons.

An immersion teacher produces an action; at the same time, the teacher introduces verbal instructions for that action. The teacher repeats the process often; and, within a few days, there is no longer a need for the teacher to demonstrate the action since the verbal instructions alone bring forth the activity.

Through early immersion (at levels K-2), children are able to learn a foreign language while they are more receptive than they are later. Furthermore, the second language is the medium

⁵Myriam Met, "Bilingual Education for Speakers of English", Foreign Language Annals, Volume 2, February 1978.

of instruction. This pedagogy contrasts sharply with traditional pedagogy in which the foreign language is generally <u>not</u> used as a medium of communication.

Researchers at McGill University and the Ontario Institute for Studies in Education have measured and reported on such results of immersion as: "mastery of subject matter equivalent to that achieved in regular classes; acquisition of substantive fluency (defined as ability to think, speak, read, and write) in target language; and, at the end of five years, higher IQ and mathematics scores for the immersion students than for others. A greater increase in listening skills of immersion students that of other students was also measured."⁶

Immersion would make a student truly "bilingual". A balance of teaching would be required, and it would eventually be necessary to face the question of continuity of second language instruction in the upper grade levels. In school systems that include both elementary and secondary levels, it is crucial that successively higher level immersion courses be offered to students in the <u>second</u> language. To offer anything less would be to waste student potential.

The Texas State plan for bilingual education required the district to offer a bilingual education program in grades K-3 if the district had 20 or more LESA students in any language

⁶A. Bruce Gaarder, <u>Bilingual Schooling and the Survival of</u> <u>Spanish in the United States</u>, Massachusetts: Newberry House Publishers, Inc., 1977, p. 8.

classification in the same grade level during the preceding school year. The bilingual education program is required to be offered in all grades K-3 if LESA students are identified in any or only one grade. School districts may also provide bilingual instruction in grades 4 and 5 for students who have not progressed sufficiently in the use of the English language to participate in the regular school curriculum.⁷

The emergence of bilingual education came about when the American educational system failed to properly educate the non-English-speaking youth. The primary reason for this has been the erroneous assumption on the part of the school system that every child entering school is English-speaking and therefore ready to receive instruction through and in that language; ergo, the sole medium of instruction is English. The result has been an alarming dropout rate for the non-English-speaking, as well as serious academic retardation for the majority of those who remain in school. Today, however, there has been a widespread awakening to this plight and an attempt to rectify it. The clamor on the part of the non-English-speaking is a demand for a truly bilingual educational system that will properly address their educational needs.⁸

⁷Texas Education Agency, State Board of Education, <u>A System for Meeting the Needs of Limited English-Speaking Students</u> in Texas Public Schools, Grades K-12, Policy Series 3252, Adopted November 11, 1978.

⁸Albar A. Pena, <u>Report on the Bilingual Education Program</u> Title VII, Esea, Proceedings National Conference on Bilingual Education, Austin, Texas, April 14-15, 1972.

There are numerous reasons to encourage the study of second language, bilingual education, and foreign language. No one reason will fit every student's needs nor will some reasons fit the objectives of every teacher. It is, therefore, important to stress the need for second language learning from as broad a basis as possible; humanistic, enriching experiences on the one hand and more practical and career-oriented on the other.

Second language teaching is not different from other subject areas in that it has gone through periods of different emphases on how the subject content should be taught/learned. In somewhat imperfect historical order the methodologies of grammar-translation, direct method (Cleveland plan, Berlitz, Saint Cloud), physical response (Gouin, Asher), audio-lingual (audio-oral), cognitive code-learning, and eclectic have waxed and waned intermittently in their influence on second language teaching. Primarily due to a lack of substantive research base, no single method has enjoyed total acceptance.⁹

According to Anthony Gradisnik, one of the most neglected areas in bilingual/bicultural education in Spanish communities has been at the high school level. By ignoring bilingual and bicultural education, our secondary schools have failed to take

⁹Texas Education Agency, Division of Curriculum Development, <u>Second Language Framework Core Document</u>, Austin, Texas: Workshop Materials, November 1979.

advantage of an exciting curriculum innovation that could successfully meet the needs and interests of many different kinds of students.

DEFINITIONS

<u>Bilingual Education</u>: The use of both English and another language (usually the child's mother tongue) as a medium of instruction in the schools.

<u>Culture</u>: The sum total of the attainments and the previously learned behavior patterns of any specific period, race or people. As we teach the language, we would automatically teach culture. The forms of address, greetings formulas, and other utterances found in daily dialogues or models our students hear, along with the allusions to aspects of culture found in reading, represent cultural knowledge. Gestures, body movements, and distances maintained by speakers should foster cultural insight. Culture is much more than the art and music of people; it is their value system, their life, and their basic language.

<u>Second Language</u>: A language learned subsequent to a student's native language; sometimes the language of school or of the wider community.

ESEA: Elementary and Secondary Education Act, Public Law 89-10, a Federal act passed by Congress in 1965. It provides funds and guidance to local school districts to improve edu-

cational opportunities for pupils from low socio-economic backgrounds. Title VII of ESEA, known as the "Bilingual Act", Public Law 90-247, was added in 1967 and signed into law in January, 1968.

LESA: Limited English-Speaking Ability. Title VI of the Civil Rights Act affirms as a national, and thereby a state, policy that such children will be ensured "equal educational opportunity."

ESL: The abbreviation for English as a Second Language, aimed at teaching English to students of non-English-speaking backgrounds.

HYPOTHESES

This study will test the following hypotheses:

1. Teachers' attitudinal behavior as measured by staff development interviews has a relationship with enrollment in their classes.

2. Elementary bilingual education enrollment may encourage teachers with regard to foreign language enrollment in secondary schools.

The writer believes that the problem lies with <u>teachers</u> and <u>students</u>. One such viewpoint is expounded upon by the author Renee Disick who observes: "The screening out of low aptitude students can no longer remain the foreign language teacher's privilege. Instead, finding ways of teaching both rapid and slow language learners <u>must</u> be the teacher's new challenge." 10

The writer, then, is of the opinion that a program that is thoroughly foreign language oriented on the <u>lower</u> level encourages the student to take foreign language in the <u>upper</u> level grades.

¹⁰Renee S. Disick, <u>The ACTFL Review Foreign Language Ed</u> <u>ucation</u>, Foreign Language Education Reappraisal Publications, Volume 4, 1972.

CHAPTER II

REVIEW OF THE LITERATURE

Testimony was prepared for the San Francisco Regional Meeting of the President's Commission on Foreign Language and International Studies on February 23, 1979. Some of the suggestions and theories for community awareness and the promotion of foreign language studies were:

1. Bilingual programs, made necessary by the increasing number of new immigrants, are on the increase. These programs have affected positively the enrollment in regular foreign language classes. Bilingual programs demonstrate "living language" to monolingual students in a way that lectures on the usefulness of language can never accomplish. Foreign language instructors <u>must</u> support the efforts of bilingual teachers and vice versa, because we can accomplish a great deal together.

2. Politicians have a stake in the success of second language education. Every big city mayor will tell you that the city's health is directly related to quality education and that quality education itself is based on diversity, tolerance, and cooperation--subjects that all foreign language teachers deal with. Politicians can no longer ignore multi-ethnicity if for no other reason than the Federal mandates on bilingual instruction and affirmative action. Thus emerges the theory

that bilingual education touches all facets of society at some point in time.¹¹

Recommendations to the President's Commission on Foreign Language and International Studies covered a broad scope. The priorities discussed in this document have been identified at regional hearings and meetings throughout the country. The recommendations were compiled by the American Council on the Teaching of Foreign Languages (ACTFL), the Modern Language Association (MLA), and the Center for Applied Linguistics (CAL). These recommendations have been endorsed by the joint National Committee for Languages (JNCL). Some of the major recommendations are:

*Provision for Incentive Funding to Encourage and Improve the Study of Languages and Cultures. It is believed here that legislation should be enacted by Congress to define a capitation formula that would provide funds for educational institutions at all levels, to support and encourage existing programs, and to foster the creation of new programs for the study of foreign languages and culture.

*Creation of Model Programs. A minimum of thirty model programs should be created to study the effectiveness of alternative curriculum models, instructional strategies, and modes of interdisciplinary cooperation. In conjunction with the

¹¹Rosanne Royer, "Promoting Foreign Languages", <u>Foreign</u> Language Annals, Volume 12, October 1979.

creation of such programs, funding should also be provided for the development of materials and teaching aids.

*Creation of a National Assessment Program for Foreign Language and Culture Study. Funds should be provided through the National Institute of Education (NIE) for the creation of a national assessment program for the study of foreign languages and cultures. Funding should be designated to support the necessary research, test development, and coordination of this ongoing assessment effort. Initially, extensive effort must be directed toward designing <u>new</u> instruments or modifying the existing ones to evaluate foreign language skill and proficiency as well as cultural awareness, knowledge, and attitudes toward the target culture. Once the instruments have been developed, funds should be made available to assess language skills, language proficiency, cultural awareness, knowledge, and attitudes in existing, new, and model programs. The Federal monitoring agency should assume responsibility for this effort.

*Funding of Language and Area Studies Centers, Support of Curriculum Development, and Establishment of a Teacher In-Service Program that is thoroughly operational should be a major priority.

*Establishment of a High Level of Priority for Foreign Language and Culture Projects Funded by Other Existing Federal Authorities should be an immediate requirement.

*Recommended as a high-priority item: Establishment of

a Congressional Liaison Office in Washington, D.C.

*Funding of an Interdisciplinary Effort for the Development of Global Education Curricula. Global education is a concept which could help U.S. citizens attain global literacy: an awareness of global conditions and problems; an understanding of the planet and interconnectedness of the world social order; a respect for the concepts of multi-ethnic, polycultural, and multilingual education in pluralistic societies at home and abroad; communication and career competencies. Formation of such an interdisciplinary effort could help to meet the needs of American society and lend enlightenment in assessing the major international issues which face our nation. To provide the proper preparation, students must be introduced to foreign cultures and language study at an early age. This may motivate them to pursue the study of foreign languages and cultures as they progress through the secondary schools. The desired result of such programs is a population aware of the "whole world concept"; to be able to communicate in languages other than English.

*Availability of Training in Foreign Languages and Cultures in Non-Academic Settings is a recommendation that was given emphatic support. At present, private agencies are often called upon to provide training in foreign languages and cultures, due to the absence of such offerings at all levels of education. Therefore, funds should be made available through

the National Institute of Education and the National Endowment for the Humanities for the design of curricula and the implementation of programs which address two significant segments of the adult audience: (1) persons in business, industry, trade, and government who require skills in foreign languages and cultures in order to conduct their business; and (2) persons who wish to pursue the study of foreign languages and cultures as a leisure-time activity.

*Development of a Ten-Year Plan to Implement Curricula for Global Education, Teacher In-Service Continuing Preparation and Language Learning in Non-Academic Settings is desirable. A ten-year plan for the implementation of the recommendation forestated is a necessity if the profession, through its own efforts and with the help of Federal funding, is to demonstrate the ability to respond to a renewed interest in the study of foreign languages and cultures.¹²

The President's Commission has devoted a year to an intensive evaluation of the state of foreign language and international studies and their impact on the nation's internal and external strength. They were profoundly alarmed by what they have found: a serious deterioration in this country's language and research capacity; at a time when an increasingly hazardous

^{12&}quot;A Report on the Recommendations to the President's Commission on Foreign Language and International Studies", The Department of Education, Washington D.C., 1979, pp. 387-391.

international military, political, and economic environment is making unprecedented demands on America's resources, intellectual capacity, and public sensitivity.

The problem extends from our elementary schools, where instruction in foreign languages and cultures has virtually disappeared, to the threatened imminent loss of some of the world's leading centers for advanced training and research on foreign areas. Such specific educational neglect, moreover, is reflected in public uncertainty about the relationship between American interests and goals and those of other people and other cultures.

It has been said that the recommendations on the essentially domestic aspects of bilingualism are not within the Commission's assignment. It has also been emphasized that a comprehensive language policy out to recognize this important national resource; the Commission whose recommendations are intended to initiate the actions required to reverse a dangerous downward drift in American foreign language and international studies competence. The Commission's concern is illustrated in the following correspondence:

SAM M. GIBBONS

PLEASE RESPOND TO: HOUSE OFFICE BUILDING WASHINGTON, D.C. 20515 TELEPHONE: (202) 225-3376

500 ZACK STREET ROOM 510 TAMPA, FLORIDA 33602 TELEPHONE: (813) 228-2101



WAYS AND MEANS COMMITTEE

> TRADE OVERSIGHT

MARGO O'CONNOR DISTRICT OFFICE MANAGER TAMPA

Congress of the United States House of Representatives Mashington, I.C. 20515

July 24, 1979

Dear Colleague:

We have recently introduced legislation, H.R. 4526, the "Education for Exporting Act," to help promote American competitiveness in world markets through improved educational opportunities.

Last year, as a result of our serious difficulties in international trade, our trade deficit reached about \$34 billion. Of course many reasons underlie this huge deficit, but one we too often overlook is American inability to compete effectively in foreign markets as a result of our relative provincialism.

Outside the U.S. only 4 percent of the earth's population speaks English. This, coupled with the fact that nine out of ten Americans cannot speak, read, or effectively understand any language but English, gives insight into one reason why America is ineffective in gaining economic opportunities in the world.

Among industrialized nations, the U.S. stands alone in its neglect of foreign language study. All too often American firms go overseas and expect those in the foreign markets to understand the English language, thus placing many American businesses at a terrible competitive disadvantage.

We must realize the potential benefits of language and area skills joined to U.S. technology and management expertise. The Education for Exporting Act will put us on this profitable path.

The purpose of our legislation is to promote student foreign language and international business study through a series of programs. The bill, among other things, would establish overseas internships to allow students to live in and study foreign markets. By such efforts to promote a better blending of language and international business skills in our young people, we can become more effective in expanding U.S. exports, increasing competitiveness abroad, reducing our trade deficit, and helping to pay for our oil imports.

This bill would establish a Foundation to promote programs to insure that language and foreign area studies are tailored to business needs, and that more U.S. business people have studied foreign languages and cultures and have some valuable skills in international business operations. In the short run, the Foundation's programs will help our competitive position through the provisions of market research, product servicing, and translation services to small and medium sized firms.

In short, the role of the Foundation is to provide the incentive for some long run changes in our approach to language and business training.

This bill has been designed very much with our current budget problems in mind, since this is not the time for expensive new programs. It would minimize the costs to the Treasury by:

- 1) allowing the Foundation to charge for its services
- 2) authorizing the receipt of tax-free contibutions from the private sector
- 3) a ten-year sunset provision
- the use of multipliers -- e.g. working through overseas American Chambers of Commerce to deliver services.

The U.S. has a terrible structural weakness in its export program, exemplified by the fact that a mere 250 firms account for 80 percent of all exports. This Act will help tap the 88 percent of all manufacturing firms not presently engaged in exporting. If we can encourage just a few of these firms to enter the export market, it will result in a stronger U.S. trade position.

We feel that the Education for Exporting Act will help us make some very real gains in improving our overall trade imbalance by increasing international awareness in our business community and among our young people. If you would like to sponsor, please have your office contact either Craig McNeill of Congressman Gibbons' Office (x53376) or Vickin Otten of Congressman Simon's Office (x55207).

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Additional reasons for the current concern for decline in foreign language study are included in the following facts:

*Only 15 percent of American high school students now study a foreign language. This figure is down from 24 percent in 1965; the decline continues.

*Only one out of 25 high school students pursue French, German, or Russian beyond the second year. (Four years is considered a minimum prerequisite for usable language competence.)

*Only 8 percent of American colleges and universities now require a foreign language for admission; compared with 34 percent in 1966.

*It is estimated that there are 10,000 English-speaking Japanese business representatives on assignment in the United States. There are fewer than 900 American counterparts in Japan--and only a handful of those have a working knowledge of Japanese language and culture.

*The foreign affairs agencies of the United States government are deeply concerned that declining foreign language enrollments in our schools and colleges will lower the quality of new recruits for their services and will increase language training cost, already at a level of \$100 million in 1978.¹³

¹³A Report to the President from the President's Commission on Foreign Language and International Studies, <u>Strength Through</u> <u>Wisdom: A Critique of U.S. Capability</u>, November 1979.

The "Goals for Public School Education in Texas," which was adopted by the State Board of Education cites as one of three major goals, "Student Development". The goal includes the following statement:

The public schools should help each student to develop personal knowledge, skills, and competence to maximum capacity, and to learn behavior patterns which will make each a responsible member of society.

This is consistent with public policy of the State of Texas as delineated by legislative action in Section 16.001

of the Texas Education Code:

It is the policy of the State of Texas that the provision of public education is a <u>state</u> responsibility and that a thorough and efficient system be provided and substantially financed through state revenue sources so that each child shall have the opportunity to develop to his/her full potential.

These statements affirm the position of the state level policy bodies that children will be provided programs designed to meet their needs. This places the responsibility on the state to provide direction and facilitate the capability of school districts in identifying the needs of children and providing for them. Since the district is the direct provider of services to the children, it is responsible for developing and implementing appropriate programs for students.

One pupil population group that has been identified at the state and national policy levels as needing special instructional programs is children of limited English-speaking ability (LESA). Title VI of the Civil Rights Act affirms as national policy that such children will be ensured "equal educational opportunity." This is consistent with the state policy previously cited and reaffirms the premise that educational services should be based upon a design to address the needs of children.

As an expression of this policy, the State Legislature enacted Sections 21.451 - 21.460, <u>Texas Education Code</u>, which prescribed instructional programming and allotted special funds to assist districts with concentrations of LESA children to provide bilingual education programs in grades K-3 with district options for grades 4-5. Other funds, such as state appropriations for the disadvantaged, are provided to assist further in meeting special needs.

To implement this public policy and to provide school districts with a common basis for implementing programs for all LESA children in grades K-12, the "Texas State Plan for Bilingual Education" has been developed. This Plan is applicable to all districts and is an approach for meeting the needs of LESA children enrolled in Texas public schools.¹⁴

¹⁴State Board of Education, "A System for Meeting the Needs of Limited English-Speaking Students in Texas Public Schools, Grades K-12", Texas Education Agency Publications, Austin, Texas, December 8, 1978.

Intent upon meeting the needs of the community, the city of San Diego, California has taken a "new" look at its bilingual education program. Programs in bilingual and bicultural education in San Diego County are being tailored to meet the needs of the community. In 1977 there were some fifty-five elementary schools within the county with state or Federally supported bilingual programs. The principal funding for these programs stemmed from States Law AB2284 and from Federal Grant Title VII and, to a lesser degree, from Title I and Title II. Within the city, AB2284 provided funds for fifty-two classrooms in fifteen schools; Title VII supported eighteen classes in five schools. Funding for school districts outside the city limits seemed more equally divided: eleven districts received funds from AB2284 and ten received funds from Title VII.

Educators throughout the country are taking affirmative steps to provide adequate instructional programs for limited and non-English-speaking children and to provide for early acquisition of Spanish as a second language for those who desire it. The programs are set up, not only to teach English and Spanish, but to maintain bilingualism. A child needs to feel secure in expressive speech, whatever the language. By age four or five, a child is fully ready and capable of handling a second language.

Bilingual-bicultural education in San Diego County is providing children with an enriched understanding of cultural

heritage of the community. 15

As a part of his annual budget request, the President sent correspondence to Congress in his January budget for the 1981 fiscal year asking \$192 million for bilingual education, ESEA Title VII. This is nearly \$25 million more than the \$166.9 million that a joint conference committee approved for fiscal year 1980. For the current fiscal year, the education programs are functioning on a continuing resolution rather than an appropriations bill because of a controversy over abortion language contained in the Labor/HEW appropriations bill of 1979. The total Federal Education budget request for the fiscal year 1981 is \$15.5 billion.

A table illustrating the breakdown of the Fiscal Year 1981 Federal Budget Request for Bilingual Education follows.

¹⁵Mary Farmer, "Meeting the Needs of the Community: Bilingual Education in San Diego", <u>Hispanics</u>, December, 1978.

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FISCAL YEAR 1981 BUDGET EARMARKS \$192 MILLION FOR BILINGUAL EDUCATION*

1981 FEDERAL BUDGET REQUEST for BILINGUAL EDUCATION, ESEA TITLE VII Compared to the 1980 Figures--

BILINGUAL EDUCATION, ESEA TITLE VII	1981 Request	1980
Grants to school districts (LEAS)	\$124,800,000	\$107,262,000
Training grants	37,075,000	30,325,000
Materials development	8,000,000	10,000,000
Grants to state agencies	5,000,000	5,000,000
Advisory council	125,000	150,000
Information clearinghouse	1,000,000	1,000,000
Studies and evaluations	6,000,000	4,625,000
Bilingual desegregation grants	10,000,000	8,600,000
TOTAL	\$192,000,000	\$166,962,000

*Taken from Forum (National Clearinghouse for Bilingual Education), Volume III, No. 2, March, 1980, p. 1.

In October of 1979, for the first time in U.S. history, a cabinet-level Department of Education came into being. President Carter appointed former California Judge Shirley Huf-

stedler as the first Secretary of Education.

In an interview with Shirley M. Hufstedler, which appeared in the May 19 issue of U.S. News and World Report, some basic educational facts were brought out. Among the questions asked was the following:

> Question: Do declines in test scores and basic skills and increases in functional literacy sugthat young people today are not as well educated as their parents were?

> Answer: I doubt it. It is probably true that, on the average, the young people who emerge from high school today are less skilled in reading, writing and computing than middle-class whites were 20 or 30 years ago. However, that isn't true of <u>every</u> child, and it isn't true of every school. It depends upon who is being measured against what, and some statistics can be very deceptive.

> One reason we are showing, in overall terms, a lesser average in test scores is that we have for the first time in the history of the country really tried to fulfill the promise we always made but didn't keep: That we were going to educate <u>all</u> children. We are seeing handicapped youngsters now in school who did not necessarily enter preschool or kindergarten in the past. We are seeing many youngsters who are non-Englishspeaking trying to catch up. Those youngsters would not have been in school at all 25 years ago. They are truly the "invisible" children.

Another thing: People read more in their homes in the past. Today, statistics show that parents are not reading. They are sitting in front of a television set, just as the youngsters are. Therefore, no matter what the parents say about it, the message given to the youngsters is: "You don't need to read." The schools can't be blamed for that!¹⁶

One of the statements made by Hufstedler on language was: "More of our children should become bilingual. We must increase their awareness of the myriad cultures that comprise our MUCH-SMALLER-THAN-IT-USED-TO-BE world. I would like to see a solid commitment to the idea that being well educated means speaking more than one language and being able to function effectively in a multi-cultural environment. As a first step toward that goal, the Department of Education is asking Congress for a 50 percent increase in the 1981 budget for foreign languages and international studies.

The American Association of Teachers of Spanish and Portuguese, in their efforts to support the bilingual education program, has manifested in the following basic philosophy:

- The substantial bilingual population of this nation constitutes a rich human resource which must be preserved and developed;
- The continued presence of bilingual persons in contemporary American society will serve to mitigate the narrow ethnocentrism traditionally present in broad segments of our society;

16U.S. News and World Report, May 19, 1980

- 3. Bilingual and bicultural educational programs enable the child to function in the mainstream of society and enhances his opportunities for progressive upward movement;
- 4. Such programs will not only lead toward increased control in Spanish or Portuguese, but will also lead to achievement of full control in English;
- 5. The general educational achievement of Spanish or Portuguese-speaking American youths will be dramatically improved by carefully structured programs which build upon linguistic and cultural heritage;
- 6. Bilingual and bicultural education is a positive force contributing to quality educational opportunity and is not to be confused with many programs in compensatory and remedial education; since the fully bilingual person becomes an exceptionally endowed member of society.¹⁹

For all persons involved in bilingual, bicultural education programs, there are certain basic competencies which <u>must</u> be developed. These are similar to a foreign language teacher's training. Among the competencies are a humanistic approach to education that:

¹⁹The Executive Council of the American Association of Teachers of Spanish and Portuguese, "Training Teachers for Bilingual - Bicultural Education", <u>Hispanics</u>, 56, October 73.

- a. develop an attitude in teachers that views all children as capable, worthy and unique;
- helps teachers develop a concept of cultural democracy suited for educating children in a pluralistic society;
- c. fosters an attitude of acceptance and respect for unique cultural and linguistic traits;
- d. concerns itself with the unique motivational incentive learning in relating styles which the culture produces in its members, thereby greatly enriching the learner's experiences and attitudes that help

to develop and enhance self-concept.

Efforts to develop bilingual instructional programs and train bilingual instructors should be a priority for all foreign language departments and organizations. The major language professional associations should participate in national, regional, and state-wide efforts to coordinate and implement public policy concerning bilingual education. The associations should work closely with bilingual education organizations to develop mechanisms which will seek government support, at the local, state, and national levels, for the expansion and improvement of bilingual education.²⁰

²⁰"A Report of the MLA Task Force on the Commonly Taught Languages", <u>Foreign Language Annals</u>, Volume 11, Number 6, December 1978, p. 641.

It is estimated that there are over 12,000,000 Spanishspeaking Americans and their number is increasing at a faster rate than total population. American students in high school should be given the opportunity to study at least one foreign language, and at the college level, every American graduate should be able to read and converse in a foreign language. A recent statistic indicates that of 22,737 secondary schools in the United States, 4,344 do not offer a foreign language at all. Out of a total of these same 22,737 institutions, only 6,380 offer instruction in Spanish; 5,977 in French; 3,297 in German; 1,733 in Latin; 356 in Italian; and only 295 in Russian, according to the Modern Language Association Task Force. The primary objective of the Task Force is to improve the quantity and quality of second-language study during the next decade in the commonly-taught languages, defined as French, German, Italian, Latin and Spanish.

The Task Force recommends that the Modern Language Association, The American Council on the Teaching of Foreign Languages, and the appropriate individual language associations work together to identify incentives to encourage secondary schools and colleges to establish and maintain instructional programs in the wide-use languages; and that the associations collaborate with government agencies and other concerned organizations in providing incentives to encourage students to devote the time and effort necessary for the effective study of foreign language.

CHAPTER III

RESEARCH PROCEDURE

The five procedural matters that follow make up the major portions of the study. They are in chronological order, and are intended to yield data appropriate to examining the hypotheses above.

The Attitude Survey. This survey was developed by the writer in order to measure the general attitude toward foreign language study and to rank in order those constraining forces which are the cause for the decline of foreign language study in the secondary school. There will be a five-point scale for each item. Teachers check responses of "yes", "no", "somewhat", etc.

<u>Subjects in the study</u>. The subjects in this study are foreign language teachers in the Dallas Independent School District. A questionnaire was mailed to randomly selected teachers in twelve secondary schools in the District.

Research Design. The design chosen for this study is a revised version of one sent to principals, counselors, and foreign language teachers by Klayman. In Klayman's study, 41 percent of those responding were foreign language teachers. The major focus was on district superintendents because of their unique position and authority to assess change in the schools. Teachers generally do not have the power to implement <u>new</u> programs within a school's curriculum. If change is to occur, it will only come about by systematically focusing our efforts on those who yield the power to implement change, according to the views proported by the Klayman study.¹⁷

<u>Construction of the Semantic Differential</u>. Heath, Smith, and Pizzini utilized the Semantic Differential to study attitudinal characteristics of students.¹⁸ The Semantic Differential has become popular because it is flexible, valid and simple to construct. It is also much easier to administer and score. The writer will use one of the Semantic Differential scales because the analysis of the scale usually indicates the attitudinal directive with reference to the concept being tested.

<u>Procedures.</u> The study consists of four major phases: (1) Teacher's attitudinal behavior, (2) Classroom atmosphere, (3) Attitudes on bilingual education as relates to teachers and students, and (4) Perceived reasons for the decline of foreign language study. A questionnaire, at random, was mailed to twelve secondary schools in Dallas. The writer's first

¹⁷Norma Enea Klayman, "View of Secondary School Educators on the Foreign Language Requirements in Higher Education", <u>The Modern Language Journal</u>, 59, iv (1975), 168-73.

¹⁸Edward L. Pizzini, "Utilizing the Semantic Differential to Determine the Effects of a Cross-Cultural Experience", Foreign Language Annals, Volume 12, September, 1979.

step in mailing followed this procedure: Upon randomly selecting the twelve secondary schools, a large envelope was mailed to the chairperson of the foreign language department instructing that chairperson to issue the cover letter, the questionnaire and the self-addressed envelope. The questionnaires were stapled, in packets, for each teacher in the department. The questionnaire consists of 18 questions: 1 through 8 and 11 through 16 require responses of "yes", "somewhat", or "no". Question number 9 requires the statement of an <u>opinion</u> as to the cause of the present decline in foreign language study. The response to question 9 also involves ranking the causes from <u>most</u> to <u>less</u> likely; using numerical values, with "1" as the most likely cause. The teachers were given a deadline for returning the questionnaires.

Through this tool (the questionnaire), the writer feels that determination can be made on how many teachers, by their attitudes, are "selling" the language to their students. It also assists in determining, through teacher input, the causes for the decline of foreign language.

The review of the literature will contribute to ascertaining what factors have been important, attitudinally, to success among foreign language teachers. In order to collect data on the enrollment of foreign language students, the following sources were utilized:

- (1) Survey of Foreign Language Programs
- (2) Foreign Language Annals
- (3) Modern Language Review
- (4) Other books on research pertaining to attitudinal concepts

The general "problem" lies in the fact that the foreign language student population is declining at an alarming rate. Coupled with the current world situation in which the nation's role in international affairs is increasing and growing even more complex; there is a need for more versatility of language. Bilingual individuals are needed in order to fill some of the "communications gaps" between countries, continents, etc.

This research will seek to support the theory that foreign language teachers can approve bilingual education as a more successful language learning method than the traditional approach to learning a foreign language.

CHAPTER IV

RESULTS

This sampling does not purport to be representative of the opinions of all the foreign language teachers in Dallas; nevertheless, it is a strong indication that serious problems within our foreign language program exist.

It appears that in spite of recent efforts to deter the decline in foreign language study, it still continues in certain areas in the DISD. According to a report on the decline in the number of students studying a foreign language, which was televised on a news clipping, W.T. White has had an overwhelming enrollment in foreign language; especially in the area of German, which has a waiting list of students wishing to enroll in the course. Low enrollments are still indicated in the minority areas. The East Oak Cliff Sub-District shows a steady decline. Statistics in EOC also show that teachers are assigned responsibilities in a second discipline and/or have "combined" or multi-level classes in a single period--or sometimes both.

To determine teachers' beliefs about foreign language, a study was mailed to fifty plus (50+) DISD foreign language teachers. The results revealed that 72 percent of the teachers responding are bilingual in the DISD classrooms, and 49 percent

have an environment fixed according to the foreign language which they teach. Some teachers expressed the need for more and better guidance within their school system; especially for new students. They would like to see more frequent and meaningful contact with colleges and universities in order to learn of new trends and requirements. One teacher commented that a teacher should be fluent in the language he teaches, because if he is not, the desired degree of effectiveness cannot be reached--regardless of the extent of the teacher's theoretical practices and teaching methods.

When asked to rank the order of those constraining forces which are the cause of the decline of foreign language study in the DISD's secondary schools, the four most likely causes were:

- a. College entrance requirements in Foreign Language abolished
- b. Lack of information with respect to value of Foreign Language study
- c. Student feelings of irrelevancy with regard to the study of Foreign Language

d. No longer required for a college degree

The attitudes of foreign language teachers in DISD run in a wide category from attitude toward the student and training exercise. Some teachers need to realize that they must <u>sell</u> the languages to their students on the merit of the lan-

guage itself or on their ability to transmit meaning <u>fully</u> using the foreign language skills.

Many teachers are frustrated because they try to teach their students all they know in the brief time they have for foreign language courses. The vast majority should restructure their programs to appeal to student interest; and, at the same time, insist on utter and complete mastery of every grammatical point while continuing to provide students with the chance to enjoy learning and to use these new language skills in their personal life.

On the basis of the President's Commission on Foreign Language and International Studies findings and its perception of national needs, the Commission urges school systems to encourage all students to master at least one foreign language; and, ideally, to acquire a second. They also urge academic proficiency with regard to grades, but they note that effectiveness depends upon:

- a. The time devoted to study
- b. A manageable class size
- c. A supportive atmosphere
- d. Well-trained teachers, and
- e. The careful integration of early language instruction with higher levels of study.

These factors will determine the depth of knowledge which students retain relative to a second language, and they deter-

mine how bilingualism will be recognized and further enhanced. The author feels that the value of second language learning and bilingualism is recognized for its importance. Therefore, it seems obvious that an increase in the study of foreign languages is a logical step. Especially within the next two years, an emphasis and higher regard for the value inherent in knowing a second language would seem tantamount. The current world situation, the students' needs, the teachers' attitudes, as seen through the survey results mentioned previously, all demand this action.

As a foreign language teacher, the writer feels that a wider expansion of foreign language at the elementary level will increase the enrollment of students when they reach the secondary level. In other school systems throughout the nation, the learning of foreign language in the early grades is the prerogative of the rich or the intellectually gifted. The schools offering these enriched programs have heretofore been located in the more affluent neighborhoods. The recipients are children whose reading scores are considerably higher than the national norms and whose own background of experiences has offered challenge and stimulation. It is believed that elementary school, not high school, is the best level at which to begin the study of foreign languages.

According to William Bryant's article, the approach to increasing foreign language enrollments and eliminating the

crisis that jeopardizes everyone in our profession lies in the following course of action and is respectfully and urgently recommended:

The Presidents of the various associations of foreign language teachers should issue a special announcement to their memberships concerning the necessity of mounting a national advertising campaign designed to increase public awareness of the important benefits to be gained in learning foreign languages. The practice of a second language in high school might look toward the practical side and aim to produce bilingual secretaries, business people, executives, military personnel and receptionists who are linguistically flexible and proficient.²¹

²¹ U.S. News and World Report, May 19, 1980.

CHAPTER V

DISCUSSION AND SUMMARY

Results of this study strongly support the hypothesis that teachers' attitudinal behavior has a relationship with enrollment in their classes. But they do not support the hypothesis that elementary bilingual education enrollment may encourage teachers with regard to foreign language enrollment in secondary schools. (Question 7, Do you think bilingual education will promote greater interest in foreign language in the future, showed that 41% responded yes, 41% responded somewhat and 18% no.) It appears that the teachers who responded are not widely convinced that bilingual education will promote interest in foreign language.

In order to stimulate classroom activities and provide motivation, the writer feels that the teacher should include cultural information which he has learned first hand rather than from books and magazines. A foreign language teacher is in great position to help develop international understanding and acceptance of different customs. For this reason, the study included the question, "Have you been to a foreign country." Ninety percent had been to a foreign country; the percentage of affirmative response was the highest of all in the questionnaire--90%. Questions twelve and thirteen shared the same

percentage in responding to yes, 77%, and the third highest response to yes was question three, "Are you bilingual in your classroom"--72%.

The following two questions shared the same percentage in the no response (56%): "Have you presented a cultural program in the foreign language you teach to the school body within the last two years?" "Do you believe that bilingual education is only for non English speaking children?"

Questions fifteen and sixteen shared the same percentage in responding to no--34%, and the third highest response to no was question five, "Do you think bilingual education will encourage more students to enroll in the language program?"--28%.

In analyzing the results for the yes response in every question, table 1 shows the mean and median using this $\frac{-EX}{X}$ to determine the mean.

	Table 1 Percentage Response Ranked Highest to		
90	69	49	11
77	67	1+1+	
77	54	41	
72	4:9	22	
EX=711	N=15	X=54.7	annon an san sain sain an an sain sain sain

Median score is 54

Question 17, an attitude survey question was prepared by the writer to measure the effectiveness of his foreign language teacher in high school. The question was designed so that teachers indicated their feeling about the item by circling one of six terms from Excellent to Very Poor. For example:

In reviewing the results, one notes that the mean fell <u>Good</u> as an answer, that is, over one half of the respondents believed their own high school instruction was either good or excellent. Table 2 shows the percentage response to question 17.

Barrot Boroldages rays, rays	Percen		ble 2 nse to question	17	
	Excellent	34%	Average	21%	Very Poor 11%
	Good	34%	Poor	0	

However, Poor as a response did not show up on any answer.

It appears that in order to increase enrollment in high school, teachers and counselors need to establish uniform standards for initial student placement in a foreign language. In order to establish a uniform standard, teachers need to explain or design a curriculum that will show what foreign language have for the students in the future as a career. The foreign language teacher will have to sell it to the counselors, and in turn they will do the same thing to encourage the students.

Some foreign language teachers need to update their existing programs in order to encourage students in foreign language and other students to take the course. Perhaps some of the most important things are: 1) high school teachers need to improve their attitude in order to help the enrollment, 2) elementary teachers in bilingual program may have to use better support and encouragement with their students and with their high school fellow teachers. Certainly this might encourage students who finish one foreign language course to take the second part because of the teachers positive attitude toward the language.

APPENDIX A

TEACHER'S QUESTIONNAIRE

The following questions are designed to obtain more input with regard to bilingual education and foreign language teachers in the Dallas Independent School District. Please respond to questions and inquiries that follow:

1.	Does the atmosphere in your classroom represent the for- eign language you teach?		
	Yes Somewhat No		
2.	Have you been to a foreign country?		
	Yes		
3.	Are you bilingual in your classroom?		
	Yes Somewhat No		
4.	Do you have any extracurricular programs to motivate your students?		
	Yes Some No		
5.	Do you think bilingual education will encourage more stu- dents to enroll in the language program?		
	Yes Somewhat No		
6.	Have you presented a cultural program in the foreign lan- guage you teach to the student body within the last two years?		
	Yes		
7.	Do you think bilingual education will promote greater in- terest in foreign language in the future?		
	Yes Somewhat No		
8.	Do you think classroom media will facilitate the changing role of bilingual education?		
	Yes Somewhat No. 43		

9.	In your opinion, what is the cause for the present declar in foreign language study? (Rank your responses in orde with "1" being the most likely cause.)		
	abolished Student feeling study of foreig No longer requi Lack of informa eigh language s Teaching method Decline in schoo Sconomic retren backs Change in socio	red for a college degree tion with respect to the value of tudy ol population chment causing foreign language cu -economic level of student populat nd/or political factors	for-
10.	How many bilingual class?	students do you have in your large	est
11.	• Do you approve of the bilingual education program in you district?		
	Yes	Somewhat	No
12.	Is foreign language trict?	study declining in your school di	.S-
	Yes	Somewhat	No
13.	Do you feel that state and national efforts to deter the decline of foreign language study should be made?		the
	Yes	Somewhat	No
14.	Do you believe that English-speaking ch	bilingual education is only for r ildren?	10n-
	Yes	Basically	No
15.	Are you active in a to bilingual educat:	ny professional organization relat ion?	ed
	Yes		No

16. Do you ever invite a bilingual speaker to your school or to your class?

Yes Occasionally

17. How would you rate the overall quality of the foreign language instruction which you received in high school?

Excellent Good Average Fair Poor Very Poor

No

18. How do you feel about the nation-wide decline in foreign language study?

- It is leveling off.
- It is likely to reverse itself.

____It will continue for some time.

APPENDIX B

ANALYTICAL DATA RESPONSE TO TEACHER'S QUESTIONNAIRE

QUESTION NUMBER	RESPONSE	PERCENTAGE OF RESPONDENTS
1	Yes Somewhat No	49% 49 2
2	Yes No	90% 10
3	Yes Somewhat No	72% 23 5
	⊻es Somewhat No	69% 28 3
5	Yes Somewhat No	4 <i>9%</i> 23 28
6	Yes No	44% 56
7	Yes Somewhat No	41% 41 18
8	Yes Somewhat No	54% 41 5
9	(See Separate Data)	
10	(See Separate Data)	
11	Yes Somewhat No	67% 11 22
12	Yes Somewhat No	77% 11 12

QUESTION NUMBER	RESPONSE	PERCENTAGE OF RESPONDENTS
13	Yes Somewhat No	77% 23
1 4	Yes Basically No	11% 33 56
15	Yes No	66% 34
16	Yes O ccasi onally No	22% 44 34
17	Excellent Good Average Poor Very Poor	34% 34 21 11
18	Will Continue Leveling Off Likely to Reverse	56% 33 11

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DATA FOR QUESTIONS NUMBER 9 and 10

In response to question 9, the following represent the most likely causes for the decline in Foreign Language study:

RANK	CAUSE
1	College entrance requirements in FL abolished
2	Lack of information with re- spect to the value of FL study
3	Student feelings of irrelevancy with regard to the study of FL
<u>L</u> .	No longer required for a college degree
5 (Other causes that were specified)	Economically deprived students have not had an opportunity to travel in the past. They do not see much hope for travel in the future; thus a reason for eliminat- ing FL study from their course selections
	Early release from school; thus decreasing the number of hours students spend in classes
	Lack of proper counseling
	Rise of the Chicano Movement, Ig- norance; Indifference
	Stress on career training
	Teachers being allowed to continue teaching year after year when they do not <u>know</u> the language. Students realize their deficiency and the word "gets around". Consequently, fewer students sign up; not wish- ing to take the chance of getting a teacher who will waste their time for an entire year.
In response to question 10,	72% of the teachers in DISD had

In response to question 10, 72% of the teachers in DISD had no bilingual students.

APPENDIX C

SUGGESTIONS FOR A FOREIGN LANGUAGE OR BILINGUAL CLASSROOM

Assuming that one foreign language is taught in one room, the following is a plan indicating some things that should be included in order to create the appropriate cultural atmosphere:

- 1. The classroom should reflect the foreign culture.
- 2. Maps and posters of foreign countries should be attractively displayed.
- 3. Newspapers or magazine clippings of current events in foreign countries taken from such sources as: advertisements, comic strips, proverbs, pictures, songs, and music. These should be attractively displayed.
- 4. A table or a windowed closet may contain objects related to the foreign culture or certain artifacts. Such items could include a collection of dolls, currency, stamps, menus, costumes, or other items relevant to a particular culture.
- 5. A library corner could be provided. If made available, it should contain books and magazines in the second language at the reading and interest levels of the students.

Individuals and groups of students should carry out projects related to the foreign culture which will then serve for class reporting and discussions. The projects may include:

- 1. The preparation of a short play or skit
- 2. The preparation of a scrapbook
- 3. Editing and printing a foreign language newspaper

APPENDIX D

A GUIDE FOR A SPANISH CLUB IN HIGH SCHOOL

A language club is a <u>must</u> at the high school level; whether it is a French Club, Spanish Club, German Club, or other origin, it is of importance to the foreign language class.

The purpose of the club is to help the student to appreciate the language by involving more of the spanish-speaking culture.

Membership

The membership of a Spanish Club may be based upon one of two considerations:

- 1. The student should have a "C" average in all subjects and be enrolled in Spanish.
- 2. The student must not be in more than three organizations.

Organization

The organization may consist of a president, vice-president, secretary, treasurer, sergeant-at-arms, and reporter.

Location

The Spanish classroom may be converted to a clubroom for the purpose of holding meetings and club-related activities.

Traditions

It is a very good idea to have traditions in a club. These should be encouraged from the very beginning. Annual affairs may be thus considered. The entertainment may include such things as pinata activities, Spanish music, carnivals, Spanish speeches and plays, movies made by students in the Spanish language, and dancing accompanied by Spanish music. Each club should have a moto, and the members should strive to live up to their moto.

Initiations

The old members, as a tradition, usually initiate the new members. Following certain ceremonial rites, they pin the new members; thus making them official Spanish Club members.

Programs

A Spanish program should be performed for the entire student body either annually or bi-annually; perhaps at Christmas or shortly following the New Year. Such a program need be neither lengthy nor elaborate, but it should be interesting and varied. The following is a sample Christmas program:

National Anthem

Spanish Christmas Songs

Poem

Dance

Play

Awards for Individuals Who Contributed to the Club

The Pinata

As a culminating activity, at the end of the academic year, awards should be given; along with a social get-together or a party.

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