

the  
WISC  NSIN  
LANGUAGE  
ROADMAP

Investing in Language Education  
for a World-Ready Wisconsin

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“ *As a parent raising young children in Wisconsin, I highly value increased opportunities for children to learn other languages in school, especially at younger ages. Studies show that children’s brains are best suited to learning a language before the onset of adolescence because the brain is more open to new sounds and patterns. Language learning is critical to our students’ future success for many reasons, including the promotion of cultural competency in today’s global economy, as more companies are interested in employees who can negotiate with manufacturers in another country and/or communicate with customers who don’t speak English.*

- Teresa Mueller, Founder  
Verona Area International School,  
a K-5 Chinese Immersion Public Charter School

# Executive Summary: A World-Ready Wisconsin

The world is changing rapidly. In all of Wisconsin's key industries—from aerospace manufacturing to agriculture, biohealth, energy, food and beverage, forest products, manufacturing and water technology—businesses increasingly operate internationally. With over 70% of the world's purchasing power outside the United States, Wisconsin's forward-looking companies rely on a workforce that can think and act globally across multilingual and multicultural contexts at home and abroad.

Wisconsin employers recognize the value of multilingual workforce talent to

- promote international exports and expansion,
- gain a competitive advantage,
- access global and domestic markets,
- build strong partnerships through personal relationships, and
- provide services to local communities.

To ensure success in the world today, Wisconsin needs a multilingual workforce that can compete in interconnected global markets and cultivate professional and personal networks that cross linguistic, cultural, and national boundaries.

Multilingual skills also address local needs. At home, Wisconsinites must be able to effectively function within culturally diverse teams, work with linguistically and culturally diverse populations, and integrate multiple perspectives to innovation and problem solving.

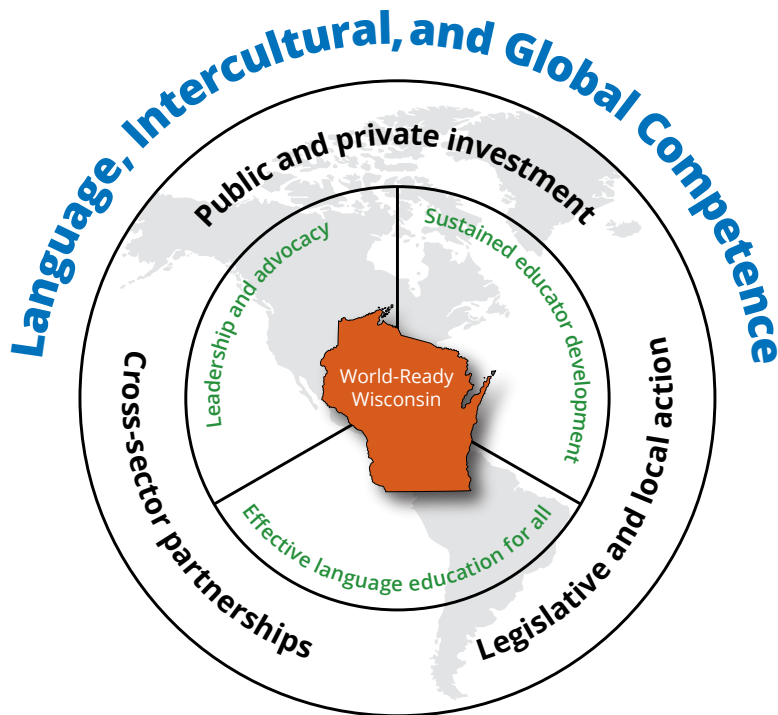
**“** *The world today is interconnected, interdependent, and fiercely competitive. The best education prepares students for college and careers with our global community. Language and cultural learning are critical parts of that preparation. All students deserve equity in access to learning the languages of our local communities and the world.*

- Dr. Tony Evers  
Wisconsin State Superintendent  
of Public Instruction

**“** *Global trade will become even more important to Wisconsin businesses as population and middle-class wealth expands outside North America. That means that world language education is critically important to give Wisconsin businesses the competitive advantage they need to understand the markets they want to tap.*

- Kurt Bauer, President and CEO  
Wisconsin Manufacturers & Commerce

# Wisconsin needs a world-ready workforce that can effectively communicate in the many languages of the world.



The Wisconsin Language Roadmap is a call for collaborative action to enhance the economic competitiveness of the State of Wisconsin and to meet the language and cultural demands of Wisconsin's workforce and communities by strengthening language education in our state. Implementing the Language Roadmap's recommendations will pave the way to a world-ready Wisconsin through the ongoing development of the language, intercultural, and global competencies of all Wisconsin students.

The Language Roadmap's goals and recommendations include action steps to support the following:

Leadership and advocacy for world language education

Equitable access to effective language education for all students

Sustained development of language teacher talent

Realizing the goal of a world-ready Wisconsin will require significant and sustained public and private investment or reallocation of resources, as well as both legislative and local action. It will also require innovation to increase access to programs, to improve language learning outcomes, and to cultivate new cross-sector partnerships that include business and non-profits, state and local government, K-16 education, and local community organizations.

# Strategic Goals and Core Recommendations

The Wisconsin Language Roadmap's strategic goals and recommendations were developed by cross-sector working groups with input from hundreds of Wisconsinites. Implementing these recommendations will enhance the economic competitiveness of the state, promote the vitality and well-being of local communities and increase the opportunities for professional success and personal enrichment for all Wisconsin students.

## **Goal 1: Develop leadership and advocacy for language education.**

- 1.1. Establish state-level leadership to support and sustain cross-sector collaboration for language education.
- 1.2. Increase public and school-based understanding and support for language, intercultural, and global learning.
- 1.3. Strengthen partnerships at the local, state, national, and international levels focused on language, intercultural, and global learning among PreK-16+ schools, businesses, government agencies, and non-profit and other non-governmental organizations.
- 1.4. Encourage strategic planning, professional partnerships, and resource sharing among PreK-16+ language educators.

## **Goal 2: Develop continuous and effective language programs for all students.**

- 2.1. Develop and expand effective PreK-16+ programs to improve language proficiency outcomes and academic achievement of students.
- 2.2. Ensure equity in and access to participation in language and global learning for all students and promote personalized learning and student agency in language learning.
- 2.3. Increase student opportunities to study and intern abroad and/or participate in domestic experiential, co-curricular, and community-based language and intercultural learning.
- 2.4. Develop and expand student access to academic credentials that recognize language, intercultural, and global competencies.

## **Goal 3: Develop and sustain language teacher talent.**

- 3.1. Expand recruitment and strengthen the preparation of PreK-12 heritage, bilingual, indigenous, and world language teachers.
- 3.2. Align PreK-12 teacher education and licensing requirements with the skills needed to help students achieve advanced language proficiency.
- 3.3. Invest in mentoring and professional development for all language educators.

*See page 13 for detailed recommendations and items for action.*

## Why Languages Matter

**Languages matter because languages work.** Languages work to sustain and improve the economic vitality of the state, particularly as globalization transforms the landscape of Wisconsin workplaces and community life. As people, goods, and ideas flow across regional and national boundaries, the need for adaptable communication, collaboration, and innovation increases. Languages also work to foster good citizenship, fairness, and inclusivity in linguistically diverse Wisconsin communities.

### Languages matter because our children matter.

Internationally, multilingualism is highly valued as an essential skill for interpersonal and cross-cultural communication, collaboration, diplomacy, and business. All children deserve an education that prepares them for success in an increasingly globalized world. World language learning is a key component of a world-class education.

**Languages matter for the host of benefits that research has associated with highly proficient, lifelong bilingualism,** including academic achievement, enhanced empathy and altruism, heightened creativity, mental flexibility in problem solving, a superior ability to focus attention in the presence of distraction, and a delay in the onset of symptoms of Alzheimer's disease.

**Languages matter for the transformative potential of language learning** to enhance and expand the networks, worldviews, forms of knowledge and artistic production that individuals can access for personal development, creativity, and growth. The very process of language learning develops students' analytic capacities and critical-thinking abilities, as well as important life skills such as listening, cooperating, negotiating meaning, and problem solving.

### Languages matter because they are central to life and all it means to be human.

Languages allow us to develop and share new knowledge and perspectives. They encode and help preserve the histories and cultural traditions of the communities that speak them. Languages matter for cultivating interpersonal relationships that are built on a foundation of mutual understanding and respect. They matter as a fundamental means for effective communication with others.

**Languages matter because highly proficient speakers of multiple languages are the key to Wisconsin's future ability to successfully engage with others in our communities and in our world.**

“*As Governor, my administration is working to develop a strong workforce that will allow Wisconsin's economy to thrive. Improving proficiency in languages other than English can help Wisconsin businesses to compete in the global marketplace.*”

**-Scott Walker, Governor**  
State of Wisconsin

## About the Initiative

### National and State-Level Action

Increasing the nation's multilingual capacity to address needs in business, science and technology, health and human services, international relations, and national security has received bipartisan attention through the Congressionally commissioned 2017 report, *America's Languages: Investing in Language Education for the 21st Century*. Several forward-thinking states have taken action to strengthen world language education in their K-12 schools and postsecondary institutions, some following a "language roadmap" initiative similar to the Wisconsin Language Roadmap project.<sup>i</sup>

The Wisconsin Language Roadmap is not the first effort in our state designed to raise awareness and build capacity for language learning. In 1998, Wisconsin Governor Tommy Thompson commissioned *How to Create a Global Generation in Wisconsin for the 21st Century*, a report prepared by the Governor's Wisconsin International Trade Council (WITCO) Task Force on International Education. The WITCO report put forward a vision in which all Wisconsin students would develop proficiency in a language other than English and the intercultural abilities to live and work in a global environment. The report's recommendations included calls to increase opportunities for Wisconsin students and educators to travel and study abroad, to substantially invest in language immersion programs for elementary school students, and to provide tax credits to businesses that would offer Wisconsin students international internships. In 2005, with support from Wisconsin Governor Jim Doyle, the State Superintendent of Public Instruction's International Education Council put forward a series of recommendations in the report on *Global Literacy for Wisconsin* that included improving the world language proficiency of PreK-16 students, expanding the languages taught in Wisconsin's schools, and funding a major elementary world language initiative. Unfortunately, many of the goals of the WITCO and *Global Literacy for Wisconsin* reports remain unrealized. **The Wisconsin Language Roadmap is a renewed call to action and the time for action is now.**

### The Wisconsin Language Roadmap

The Wisconsin Language Roadmap Initiative, funded by a grant to the University of Wisconsin-Madison from the National Security Education Program of the U.S. Department of Defense, spearheaded a yearlong effort in 2017-18 to assess Wisconsin's workforce and community language needs, examine the state's current capacity in world language education, and develop a strategic plan for improving world language education. This report is the culmination of that work.

**The Wisconsin Language Roadmap puts forward a set of strategic goals and recommendations that will enhance the economic competitiveness and vitality of the state by preparing all Wisconsin students to be workforce-, community- and world-ready through language, intercultural, and global learning.**

The first step in the process of developing the Language Roadmap was an assessment of Wisconsin's multilingual workforce and community needs and current educational capacities, summarized in the report, *Wisconsin's Language Landscape*. In January 2018, Wisconsin leaders from different sectors participated in the Wisconsin Language Summit, a statewide meeting to

discuss those needs and identify strategies for meeting them. Following the Summit, four working groups developed draft recommendations that were circulated statewide for public review and comment. The goals and recommendations in this report resulted from that process.

The working groups were comprised of Wisconsin leaders from across sectors: business and industry, health and human services, non-profit and community organizations, and K-16 education. Those teams drew on the input of hundreds of Wisconsinites who shared their insights on the state's workforce and community needs for multilingual talent, their beliefs about the importance of languages in the personal and professional lives of Wisconsinites, their desire for opportunities for their children to become proficient in a second language, and their ideas for improving world language education in our state.



Participants in the 2018 Wisconsin Language Summit  
Photo credit: Yasha Hoffman.

## Workforce Demand for Languages in Wisconsin

In surveys and interviews conducted to assess Wisconsin's multilingual workforce and community needs,<sup>ii</sup> leaders across sectors indicated that **Wisconsin employers recognize the value of multilingual workforce talent** to

- promote international exports and expansion,
- gain a competitive advantage,
- access global and domestic markets,
- build strong partnerships through personal relationships, and
- provide services to local communities.

“*Americans lose almost \$2 billion each year because of language or cultural misunderstandings.*

New American Economy, 2017, p. 4

Wisconsin employers highlighted the value of not only language proficiency but also the strong intercultural and global competencies that multilingual employees bring to their work on diverse teams and in interactions with customers, clients, and partners. Multilingualism is also in high demand

at the national level. Proficient speakers of languages other than English are needed by U.S. Government agencies to support international diplomacy and national security in addition to other areas of federal service.

### International Engagement

Export data published by the Wisconsin Economic Development Corporation<sup>iii</sup> indicate steady growth in global trade in some of the state's business sectors. Wisconsin ranks 19th among U.S. states in total exports, up from 21st in 2016. Exports of Wisconsin goods grew by 6.1% in 2017, totaling \$22.3 billion and destined for 202 countries around the world. Wisconsin's primary export destinations are Canada (31%), Mexico (14%), and China (8%); in other words, more than 50% of Wisconsin's exports go to these three trading partners. The remaining exports are distributed across a broad and highly diverse range of countries. The top export categories are industrial machinery, electrical machinery, and medical and scientific equipment, reflecting Wisconsin's strong manufacturing sector.

“*Participation in the global market is no longer a luxury but a necessity for Wisconsin companies to remain competitive and grow. This is due to the tremendous shifts in middleclass growth outside of the United States. The most successful Wisconsin exporters have teams with effective language skills coupled with strong cultural competencies enabling more nuanced communications to facilitate better business interactions.*

- Mark Hogan, Secretary and CEO  
Wisconsin Economic Development Corporation

***Sustaining and increasing Wisconsin's economic competitiveness into the future will require a broader range of Wisconsin businesses to expand internationally.*** Successful global expansion will rely on the ability of Wisconsin's workforce to adapt. Both abroad and at home, there is an ever-increasing need in a variety of professional contexts for multilingual employees who are skillful in diverse communication styles and approaches to problem solving. Such skills are central to forging productive partnerships and negotiating across cultures.

Wisconsin business leaders also described the increasing demand for multilingual and culturally agile employees; however, the current supply of professionals who are fluent in languages other than English is scarce. Wisconsin employers who participated in this project specifically mentioned the following in-demand languages (in order of number of mentions): Spanish, Mandarin Chinese, French, German, Japanese, Korean, Portuguese, Russian, Arabic, Hmong, Italian, Vietnamese, Hindi, Dutch, Farsi, Nepali, Polish, Swedish, and Tibetan. Other languages will no doubt be in demand in the future. In developing the state's language capacity, the state must strategically invest in a range of languages—not just those that are in demand today, but those that may be in demand tomorrow.

## **Domestic Needs**

In addition to helping businesses thrive in global markets, advanced proficiency in languages other than English enhances our domestic workforce, service sectors, and economy.

Given the state's linguistic and cultural diversity, multilingual talent is essential in a variety of workplaces in Wisconsin. Highly proficient speakers of many languages are needed to fill positions whose job descriptions include ensuring that all employees, regardless of the languages they speak, have equitable access to services, information, employee training, professional development, workplace safety, and worker rights. In sectors with linguistically diverse clientele such as healthcare and legal services, state and federal laws require that interpreters and translation services be provided if employees themselves are not fluent in the various languages their clients speak.<sup>iv</sup>

**“ Millions of U.S. residents have limited proficiency in English. In order to provide culturally and linguistically appropriate care to the many such patients and their families who seek medical care daily in Wisconsin, we depend on medical interpreters and bilingual staff with very advanced language proficiency and cultural knowledge. We continue to see a significant shortage of qualified medical interpreters and bilingual staff.**

**- Shiva Bidar-Sielaff, Chief Diversity Officer  
UW Health**

“ To be in compliance with federal and state laws and to ensure equal access, the courts are required to provide qualified interpreters to all people who do not speak or understand English. An individual who is seeking certification as a court interpreter must possess language skills equivalent to those of an educated native-like speaker. This requisite level of language competence can only be obtained through years of formal language learning beginning at elementary school through college.

- Atty. Carmel A. Capati  
Wisconsin Supreme Court Director of State Courts Office

## Current Language Capacity in Wisconsin

Wisconsin's multilingual capacity can be understood in terms of the existing multilingualism in our communities as well as the readiness of the state's schools and postsecondary institutions to prepare students to achieve advanced proficiency in a variety of world languages.

### Languages in Wisconsin's Communities: Indigenous and Immigrant Languages

Wisconsin enjoys a long tradition of linguistic and cultural diversity that can be traced back to pre-European arrival. Long before European settlers came to Wisconsin, a number of indigenous peoples called these lands home. Members of these First Nations spoke languages representing several different language families, including Algonquian, Iroquoian, and Siouan.

In Wisconsin today, there are eleven federally recognized American Indian nations and tribal communities that speak six different languages: Ho-Chunk, Mahican, Menominee, Ojibwe, Oneida, and Potawatomi. These nations and tribal communities are working to revitalize these languages and indeed their very ways of life.

In 2018, the learning and teaching of indigenous languages thus take on significant urgency with unique challenges. One such challenge is increasing the number of proficient second-language speakers of indigenous languages who also possess both the commitment and education credentials to teach these languages to the youngest generation and thus prevent language extinction.

Forming additional layers of cultural and linguistic history across the region and the state, immigrants who settled in Wisconsin over the course of nearly two centuries have made significant contributions to the state's social, cultural, and economic wealth. After statehood was achieved in 1848, Wisconsin's economic growth through agriculture and industry was bolstered by European immigration. Early Wisconsin communities were fairly autonomous, supported by local economies, schools, churches, and other institutions. These self-sufficient community structures meant that some groups of European immigrants had little need to learn English, resulting in the sustained use of languages like Finnish, German, Italian, Norwegian, and Polish for several generations.

By contrast, today's communities are more interconnected through globalization, and goods and services are imported and exported in ways and at rates that would have been unimaginable in the 19th and early 20th centuries. This increased interdependence has made learning English a necessity for more recent immigrants to the United States. At the same time, it has made the ability to communicate effectively in languages other than English essential for successfully competing in global markets.

“As it relates to ukwehuwe (original people or Oneidas), the importance of indigenous language education is one that is critical in nature and essential to both the physical and spiritual survival of our people. Our language holds a central and circular emphasis as it is the core of our identity as Native people. For us as Oneida people, our language encapsulates every aspect of our lives that distinguishes us as a unique group of people. These aspects include our culture, traditions, foods, relationships to one another, ceremonies, medicines, health, songs, dances, history, environmental insight, geographical insight and location, agricultural practices, traditional forms of government, and any other component that makes up our lives.

- Rosa Yekuhsiyo Francour Tehatiwlnákhwa  
Oneida Language Immersion Instructor  
Oneida Nation of Wisconsin

### Wisconsin's Languages Today

According to the 2016 U.S. Census American Community Survey, over 91% of Wisconsin's 5.4 million residents over the age of five speak only English at home. The remaining 9% speak a language other than English at home with the majority reporting that they speak English at least “very well.” This is a sizeable population of bilingual individuals in our state whose language skills were developed at home and within the community rather than through formal schooling.

Of the 477,303 people who indicated in the census that they speak a language other than English at home, about 52% reported Spanish, about 9% reported Hmong, and about 6% reported German as a home language.<sup>v</sup> The remaining third of Wisconsinites who reported speaking languages other than English at home are speakers of other languages from all over the globe. Students in our schools reflect this multilingual and multicultural diversity: more than 100 different languages are spoken in Wisconsin students' homes.

These numbers point not only to Wisconsin's significant linguistic diversity but also to the substantial untapped potential in the form of hundreds of thousands of Wisconsinites whose existing multilingualism and intercultural competencies are an invaluable human resource. Wisconsin's enduring linguistic and cultural diversity is an asset to be valued and sustained. Multilingual individuals and communities in our state reflect our past, connect our present, and shape our future.

## World Language Education in Wisconsin

In addition to community-based initiatives for developing or sustaining languages, Wisconsin's educational institutions are the primary driver for cultivating the state's future multilingual capacity.

### K-12 Education

Wisconsin was once known as a pioneer in language immersion programs, with Milwaukee's German, French, and Spanish language schools serving as early models nationwide. More recently, the Waadookodaading Ojibwe Language Institute, located near Hayward, Wisconsin, is recognized internationally for its work in indigenous language revitalization. Today, some Wisconsin school districts are implementing one- and two-way dual language immersion programs designed to maximize the benefits of early and sustained language learning in cost-effective ways. Research has identified this program model—when implemented well—as an effective way to address academic achievement gaps and develop student bilingualism, biliteracy, and socio-cultural competence.

*“ Learning a second language has been instrumental in our children's cognitive growth and cultural enrichment. Language learning opens doors and creates a deeper appreciation for humanity. It ignites a passion for continued educational growth and global connection, opening up innumerable possibilities in our personal and professional lives!*

**- Kim Welsch, parent  
Plymouth, Wisconsin**

Wisconsin is also known as a state whose language educators are highly engaged in professional leadership, development, and collaboration through organizations such as the Wisconsin Association for Language Teachers. Thousands of students across Wisconsin, from kindergarten to high school, benefit from participation in language programs staffed by these dedicated and effective teachers.

**Many more students can and should be benefiting from world language education, however.** In Wisconsin, participation in public school language programs is relatively strong in comparison to other states: In the 2014-15 academic year, 36.3% of Wisconsin K-12 students were enrolled in a world language course, a larger proportion than in any other U.S. state except New Jersey (51.2%) and the

District of Columbia (47.2%) (American Council for International Education, 2017). That said, **close to 64% of Wisconsin students were not enrolled in world language courses in 2014-15.**

This is in stark contrast to many other countries in the world in which learning one or more foreign languages is compulsory for all students from an early age.

Furthermore, the proportion of Wisconsin students enrolled in language courses is dramatically different for students at different grade levels. Among school districts reporting data to the Wisconsin Department of Public Instruction for the 2017-2018 academic year, 38% of public high school students and 36% of middle school students were enrolled in world language courses. The percentage of elementary school students in such courses was much lower, however, at 8%.<sup>vi</sup>

The fact that so few Wisconsin students are learning languages at an early age is particularly problematic, given the extensive body of research indicating that, generally speaking, “earlier is better” when it comes to second language learning.

As is true in most other states, the majority of Wisconsin’s K-12 students who are enrolled in language courses are studying Spanish, followed by French and German. Very few Wisconsin K-12 students have the opportunity to learn other languages through their schools. Language choice has in fact been eliminated in some Wisconsin high schools, leaving Spanish the only language available to learners. Identifying strategies to provide student access to less-commonly-taught languages is a critical dimension of building Wisconsin’s language capacity.

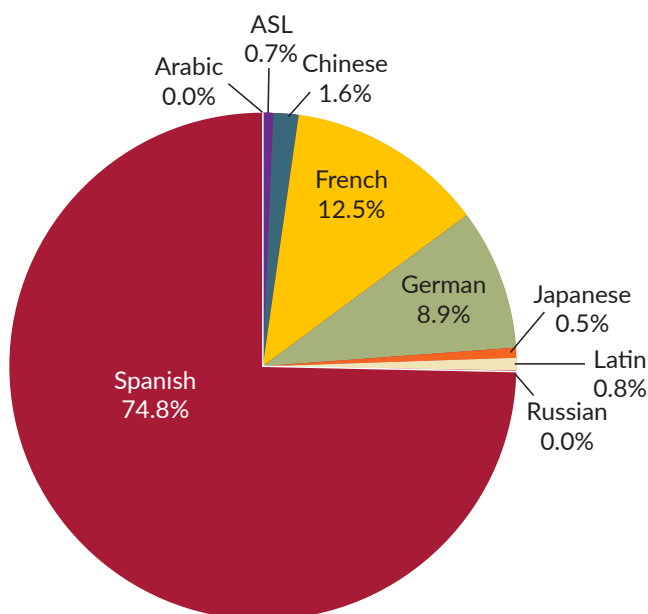


Figure 1. 2014-15 Wisconsin K-12 world language course enrollments by language.<sup>vii</sup>

### Postsecondary Education

Wisconsin’s college and university language programs are widely recognized as being among the top in the country, attracting millions of dollars in federal support for language and international education. Wisconsin’s postsecondary faculty in languages, literatures, and cultures are internationally-renowned researchers and educators who are sought-after scholars and leaders in their fields. Like their K-12 colleagues, they are active in regional, national, and international professional associations devoted to language research, teaching, and learning.

The University of Wisconsin-Madison, the state’s flagship public university, has long been considered a leading institution in terms of the breadth and quality of its language programs, ranking first in the country in the number of Bachelor’s students earning degrees in languages

other than English when first and second majors are taken into account.<sup>viii</sup> The UW-Madison is home to innovative undergraduate programs such as the Russian and Korean Flagships, which provide opportunities for highly motivated students of any major to reach a professional level of competence in the language through intensive domestic and overseas study and internships. Collaborative initiatives such as the UW System Collaborative Language Program (CLP) are national models for decreasing barriers to access to language learning. The CLP is also a model for leveraging instructional and communication technologies to support distance and blended learning in critical languages such as Arabic, Chinese, Hmong, Japanese, and Russian, as well as diversified course offerings in more commonly taught languages such as French and German.

**Despite Wisconsin's many strengths in world language education, our K-12 schools and postsecondary institutions are not sufficiently resourced or optimally aligned to produce world-ready graduates with advanced language and literacy skills in languages other than English. Students need a more extended, continuous pathway of language learning to develop advanced language and literacy skills by graduation.**

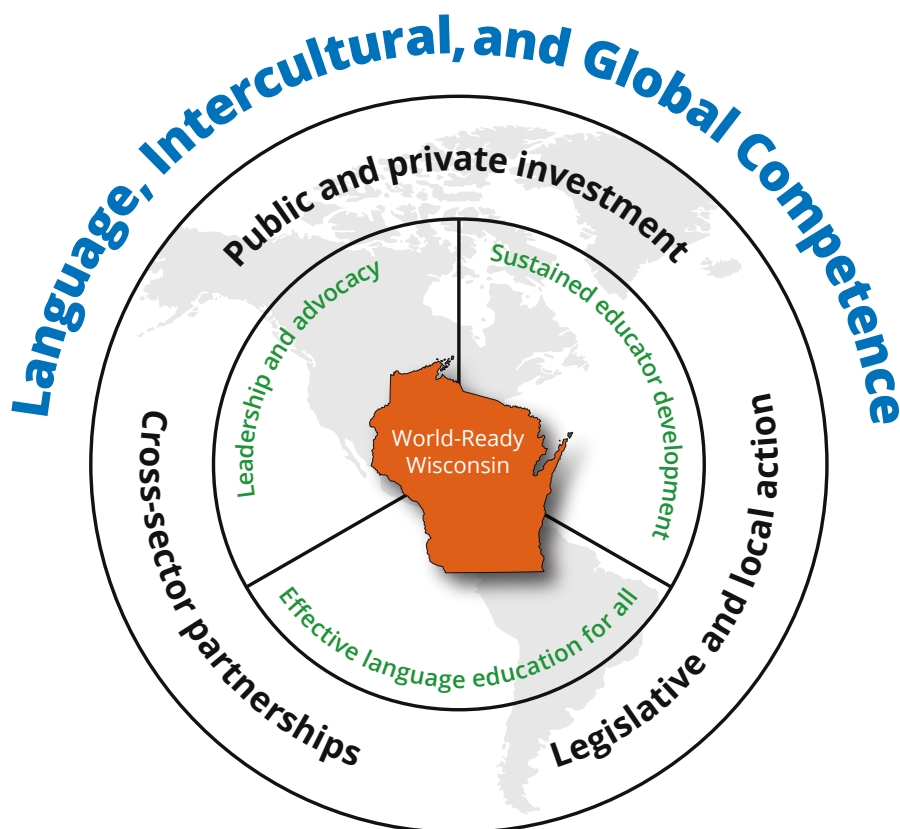
### **Don't most people speak English?**

**In an ever more interconnected world, is knowing only English good enough? There are signs everywhere that the answer is "no."** Although English is the language of international commerce today, only about 15% of people worldwide are competent speakers of English.<sup>ix</sup> Even among those who would describe themselves as functionally bilingual in their native language and English, most will feel more comfortable speaking their native language. This means that Wisconsin businesses whose employees are limited to speaking only English are effectively locked out of building successful partnerships and conducting business on equal linguistic and intercultural footing with most of the rest of the world.

# Wisconsin Language Roadmap

## Strategic Goals, Core Recommendations, and Action Items

The Wisconsin Language Roadmap's strategic goals and recommendations address the pressing challenges in world language education in the state today and pave the way to a world-ready Wisconsin.



### Guiding Principles

The following principles emerged from the process of developing these recommendations. These principles informed the drafting of the Language Roadmap and can serve as guideposts for future work:

1. All languages are intrinsically valuable.
2. The design of language education programs should take into account workforce, community, and student interests and needs for language learning.
3. All Wisconsin students deserve access to the benefits of language, intercultural, and global learning.
4. The linguistic and cultural resources that students bring to their schooling are assets that should be developed and sustained.
5. Effective language and literacy programs begin at an early age, integrate cultural learning in the target language, and continue through secondary and postsecondary education into lifelong learning.

## Goal 1: Develop leadership and advocacy for language education.

Raising the degree to which we value and support language learning requires shared responsibility and collective action. Students need the support of parents and teachers. Teachers need the support of educational administrators. Administrators need the support of our school systems, which in turn need support from their school communities and the state of Wisconsin. State-level leadership for languages, combined with local partnerships and programs, can level the playing field for all Wisconsin students by preparing them with the language, intercultural, and global competencies they both need and deserve to be college-, career-, and community-ready.

### Recommendations and Action Items

#### 1.1. Establish state-level leadership to support and sustain cross-sector collaboration for language education.

1.1.a. Establish the *Wisconsin Coalition for Advancing Language Learning*, a statewide network of leaders across sectors—PreK-16+ education, business and industry, health and human services, state and local government, Sovereign Nations, community organizations, etc.—for purposes such as the following:

- to identify cross-sector groups and individuals to take action on high-priority recommendations of this report,
- to ensure ongoing communication among stakeholders,
- to stimulate collaboration and coordination between the public and private sectors and PreK-16+ education,
- to increase understanding about the value of multilingualism and the importance of language learning,
- to promote the teaching and learning of languages and cultures for Wisconsin students at all levels,
- to support excellence and innovation in world language education, and
- to coordinate the effective use of instructional technologies to improve both access and outcomes in language learning.

1.1.b. Leverage additional state-level initiatives in areas such as workforce development and talent recruitment and retention in the implementation of the Wisconsin Language Roadmap recommendations.

1.1.c. Sustain professional staffing levels required for the leadership and progress toward implementation of Roadmap recommendations across the state.

## **1.2. Increase public and school-based understanding and support for language, intercultural, and global learning.**

- 1.2.a. Develop and implement sustained advocacy and communications initiatives to
- collect and share data and success stories of how language proficiency and intercultural competencies create value for Wisconsin businesses and other entities, and lead to personal and professional opportunities for individuals;
  - leverage voices of business, state and local government, Sovereign Nations, and community leaders regarding the demand for languages;
  - show how language study articulates with different academic pathways and professional trajectories;
  - engage parents in supporting local language program development and in encouraging their children to participate in language learning; and
  - inform students and parents of opportunities for language learning and international study.
- 1.2.b. Prepare school-based personnel to better understand and meet the needs of linguistically and culturally diverse students, families, and communities.
- 1.2.c. Develop multilingual communication strategies to reach and engage with linguistically and culturally diverse communities in this work.

## **1.3. Strengthen partnerships at the local, state, national, and international levels focused on language, intercultural, and global learning among PreK-16+ schools, businesses, government agencies, and non-profit and other non-governmental organizations.**

- 1.3.a. Create ways for Wisconsin businesses, government agencies, and NGOs to connect with individuals with language and culture expertise in postsecondary institutions and within local school communities.
- 1.3.b. Provide custom training, workshops, and experiential learning opportunities for Wisconsin businesses, government agencies and NGOs based on specific needs for language and cultural preparation.
- 1.3.c. Develop new partnerships across academic disciplines to integrate language and disciplinary learning.
- 1.3.d. Build networks for leadership, collaboration, and implementation of the recommendations put forward in the Wisconsin Language Roadmap.

## **1.4. Encourage strategic planning, professional partnerships, and resource sharing among PreK-16+ language educators.**

- 1.4.a. Build PreK-16+ professional communities of practice for articulated proficiency- and standards-based language programs and learning environments.
- 1.4.b. Create means for PreK-16+ language educators to share resources, best practices, curricula, assessments, and opportunities for student learning and teacher professional development.
- 1.4.c. Promote action research and partnerships between practicing teachers and researchers at postsecondary institutions.

## Goal 2: Develop continuous and effective language programs for all students.

Achieving advanced proficiency in a second language requires an extended period of study. Research indicates that starting language learning at a young age—and maintaining that learning over time—are crucial conditions to the development of the advanced language proficiency necessary for career purposes. Effective language education programs should provide standards- and proficiency-based learning environments and follow a developmental sequence of goals over time. Equitable access to language learning is also critical. The benefits of experiential learning in the form of international partnerships, workplace internships, community service, and other opportunities should be made available to all Wisconsin students.

### Recommendations and Action Items

#### 2.1. Develop and expand effective PreK-16+ programs to improve language proficiency outcomes and academic achievement of students.

- 2.1.a. Substantially increase the number of language immersion programs in Wisconsin and diversify the languages offered through those programs, ensuring equity for students in those programs.
- 2.1.b. Develop advanced proficiency and intercultural competencies through sequential language programs in diverse languages that build on existing language abilities that students bring to their schooling.
- 2.1.c. Improve articulation across grade levels and institutions for seamless student transitions and to ensure a developmental continuum for language learning.
- 2.1.d. Revise and implement PreK-16+ academic standards with proficiency benchmarks for Wisconsin that describe what students should know and be able to do in the language of study at different levels of instruction.
- 2.1.e. Facilitate pathways to careers through interdisciplinary courses and programs that link language learning to relevant contexts for all students, with an emphasis on functional language skills and intercultural abilities.
- 2.1.f. Develop new postsecondary degree programs in professional translation and interpretation for education, healthcare, legal, technical, and other fields.
- 2.1.g. Evaluate the design, implementation, and outcomes of new and existing language programs and share data on innovative and effective program practices.
- 2.1.h. Recognize innovative and effective language and culture programs through new statewide awards of excellence.

#### 2.2. Ensure equity in and access to participation in language and global learning for all students and promote personalized learning and student agency in language learning.

- 2.2.a. Position language and literacy learning as part of the core curriculum at all levels through requirements based on minimum years of study or through proficiency targets.
- 2.2.b. Integrate global learning across the curriculum, PreK-16+.

2.2.c. Focus on equity in language program development, access, participation, pedagogy, and outcomes with particular attention to the following:

- access issues in rural areas and underserved populations,
- diversity in language program design and student demographics,
- differentiation to meet the needs of individual students, and
- respect for and supported development of indigenous, heritage, and community languages.

2.2.d. Integrate languages within academic and career planning and Career and Technical Education pathways for all students.

2.2.e. Increase access to less commonly taught languages—including indigenous, heritage, and community languages—based on the interests and needs of individuals, communities, employers, and other local stakeholders.

2.2.f. Employ technology-enabled, teacher-facilitated learning environments to expand access to language instruction. Provide pedagogical and instructional technology support to teachers to facilitate online learning.

2.2.g. Expand partnerships between secondary schools and postsecondary institutions to offer and/or increase funding for dual-credit courses.

2.2.h. Plan student programs and schedules to allow universal access to language learning.

2.2.i. Engage students in performance-based goal setting and self-assessment for language learning.

### **2.3. Increase student opportunities to study and intern abroad and/or participate in domestic experiential, co-curricular, and community-based language and intercultural learning.**

2.3.a. Increase access to study abroad for all students through scholarships that support international study and through resources for students, parents, and educators regarding these opportunities. Expand access to school-based international travel programs, including to Sovereign Nations.

2.3.b. Support postsecondary student participation in long-term study abroad designed to facilitate language and culture learning.

2.3.c. Increase the number of international and domestic internships sponsored by Wisconsin businesses and NGOs through which students develop and apply language, intercultural, and global skills.

2.3.d. Develop and expand access to language and culture learning experiences in intensive summer, afterschool, and weekend language programs through community organizations and international partnerships.

### **2.4. Develop and expand student access to academic credentials that recognize language, intercultural, and global competencies.**

2.4.a. Promote existing academic credentials for high school students, such as the Wisconsin Seal of Biliteracy and the Global Education Achievement Certificate Program, to increase participation in and valuation of these talent markers.

2.4.b. Award credit and/or academic credentials to all secondary and postsecondary students who demonstrate high levels of language proficiency in English and at least one other language.

2.4.c. Expand postsecondary certificates or other degree programs that integrate language study, such as interpreter and translator training.

## Goal 3: Develop and sustain language teacher talent.

One of the most significant factors in a student's learning experience is the teacher. A shortage of qualified language teachers threatens to compromise the outcomes of language education. Teacher recruitment, preparation, evaluation, and retention are all critical to sustaining and growing high-quality world language education programs for workforce and community development in Wisconsin.

### Recommendations and Action Items

#### **3.1. Expand recruitment and strengthen the preparation of PreK-12 heritage, bilingual, indigenous, and world language teachers.**

3.1.a. Leverage domestic and international learning experiences to prepare pre-service language educators with the necessary level of language proficiency and intercultural competence.

3.1.b. Ensure high-quality educator preparation, induction, and coaching for standards- and proficiency-based language and culture programs. Encourage closer coordination in language teacher preparation programs between postsecondary departments of languages, literatures, cultures, and schools of education.

3.1.c. Raise awareness among students, graduates, and other prospective teachers about pathways to the teaching profession through networking and mentoring for prospective teachers, and in partnership with existing programs and professional and community organizations.

3.1.d. Increase teacher supply, especially among indigenous and heritage language populations and people of color, and through out-of-state and international recruitment.

3.1.e. Create incentive programs, such as scholarships, grants, student loan forgiveness, and salary increases, to address both recruitment and retention of effective teachers.

#### **3.2. Align PreK-12 teacher education and licensing requirements with the skills needed to help students achieve advanced language proficiency.**

3.2.a. Implement a plan for a future transition to require a minimum of ACTFL Advanced Low language proficiency for world language teacher licensure and Advanced Mid for bilingual educators, as assessed by the ACTFL Oral Proficiency Interview (OPI) and Writing Proficiency Test (WPT), with alternative requirements and measures that are responsive to the characteristics of specific languages.

3.2.b. Partner to create innovative and flexible pathways to teacher licensure with responsiveness to candidate background and expertise. Leverage online tools and learning experiences to increase access and to model use of instructional technologies in teacher education.

3.2.c. Review and revise Wisconsin teacher certification options to support the development of diverse and rapidly growing program models (including bilingual/immersion).

### **3.3. Invest in mentoring and professional development for all language educators.**

3.3.a. Invest in opportunities for language teachers to participate in discipline-specific continuing education and professional development and to access centralized information about professional development opportunities.

3.3.b. Expand participation in mentoring programs for experienced language educators to support teachers at any career stage through traditional and nontraditional pathways.

3.3.c. Create new international partnerships and professional development programs, such as short-term summer international academic programs or internships, that support teachers in maintaining or further developing their language and intercultural skills, and in staying abreast of ongoing developments in relevant cultures.

3.3.d. Provide funding for language educators and instructional leaders to participate in international professional development. Prepare educational administrators and instructional leaders to support language teacher professional development and effectiveness.

## Call to Action

Successful implementation of the Wisconsin Language Roadmap's recommendations and action items will require legislative and local action, significant and sustained public and private investment, and new cross-sector partnerships to support specific projects. Successful implementation of these recommendations will also take time.

**To build on the momentum generated by this project, the Wisconsin Language Roadmap Initiative plans to take immediate action on the following three high-priority items in the upcoming year:**

1. Establish the *Wisconsin Coalition for Advancing Language Learning* to provide an infrastructure for state-level leadership to support and sustain cross-sector collaboration for innovation in world language education. (Language Roadmap action item 1.1.a.)
2. Form a Dual Language Immersion (DLI) program development team to lead an effort in Wisconsin to expand access to language learning in grades K-12 through cost-effective DLI development for world language learners. (Language Roadmap action item 2.1.a.)
3. Support the work of the Wisconsin Department of Public Instruction to revise the *Wisconsin Academic Standards for World Languages* to promote the development of articulated standards- and proficiency-based K-12 world language education programs. The revised standards will include performance descriptors from the Novice to Advanced levels of proficiency on the ACTFL scale. (Language Roadmap action item 2.1.d.)

### What can you do?

All Wisconsinites can support progress toward the realization of world-ready businesses, communities, organizations, professionals, schools, educators, students, and citizens.

*The Wisconsin Language Roadmap invites you to join forces with those in your spheres of influence and engagement to consider which action items you can prioritize for local or state-level effort, and to set and regularly revisit goals and development priorities. Together, we can deliver on the promise of a world-ready Wisconsin in which all Wisconsin students have access to the benefits of language learning.*

# Acknowledgments

## Sponsors and Key Partners

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## Contributors

This report is the culmination of a yearlong effort that involved the contributions of hundreds of Wisconsinites. We extend our sincere thanks to all of those individuals who have contributed to the Wisconsin Language Roadmap Initiative to date by serving on the project Advisory Board; participating in interviews or completing surveys; meeting with members of the project team; participating in or assisting with the 2018 Wisconsin Language Summit; chairing or participating in one of the four working groups that drafted the Language Roadmap's strategic goals, core recommendations and action items; or reviewing and commenting on those recommendations.

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**The Language Flagship**

The Language Flagship is a national initiative to change the way Americans learn languages through a groundbreaking approach to language education for students from kindergarten through college. Through a network of 31 Flagship Programs at 21 institutions of higher education across the United States, The Language Flagship graduates students who will take their place among the next generation of global professionals, commanding a superior level of proficiency in one of seven languages critical to U.S. national security and economic competitiveness. UW-Madison is home to several Language Flagship programs: the Russian Flagship Program, the Korean Flagship Program, and the South Asian and Indonesian Flagship Languages Initiatives.

The Language Flagship is a public/private partnership sponsored by the National Security Education Program (NSEP) of the Department of Defense and administered by the Institute of International Education (IIE). The contents of this report do not necessarily reflect the position or policy of the Government or IIE and no official Government or IIE endorsement should be inferred.

## Glossary of Terms

This glossary provides working definitions of terms for the purposes of this publication. Some of these concepts are complex and highly contested; the brief definitions here do not provide nuanced treatments of them.

**Academic credentials:** Official documents such as transcripts, certificates, digital badges, and credits that certify students' levels of language proficiency and/or global competence. Examples at the high school level include the Wisconsin Global Education Achievement Certificate and Seal of Biliteracy.

**ACTFL Proficiency Guidelines:** A nationally recognized framework for describing and assessing functional language abilities in speaking, listening, reading, and writing skills across five levels: Novice, Intermediate, Advanced, Superior, and Distinguished. The ACTFL Proficiency Guidelines were developed by the American Council on the Teaching of Foreign Languages (ACTFL). They are based on the Interagency Language Roundtable (ILR) proficiency scale developed and widely used by the U.S. government.

**Action research:** Structured research conducted by educators for the purposes of assessing and improving their teaching practice.

**Career and Technical Education (CTE) Pathways:** Secondary school programs designed to prepare students with field and career-specific knowledge and skills. Programs include academic coursework, work-based learning, and participation in career and technical student organizations.

**Dual language immersion (DLI) programs:** Educational program model through which school subjects are learned through two languages, English and a partner language, with a minimum of half (50%) of the instruction taking place in the partner language. The objectives are academic achievement, bilingualism, biliteracy, and socio-cultural competence. These programs are most commonly associated with K-5 settings, with K-12 programs growing nationwide. Research indicates high academic outcomes from well-implemented and sustained dual language programming. One-way DLI programs serve students with a common language background. Two-way DLI programs serve students who are native or heritage speakers of each of the two languages of instruction. Students serve as peer language models in two-way programs, English and the partner language (e.g., Chinese, Spanish, etc.).

**Equity in and access to participation in language and global learning:** Providing equity in access to the benefits of language learning by individual and demographic subgroups of students through policies and practices that include analysis of participation rates and removal of obstacles limiting access. These obstacles may include scheduling, advising, and biases. Educational institutions whose policies and practices support all students in benefiting from world language education do so by integrating additional resources, implementing and revising policies, and ameliorating potential obstacles that can adversely impact students' ability to access language education (e.g., poverty, race, region, limited technology, etc.).

**Global Education Achievement Certificate (GEAC):** Wisconsin Department of Public Instruction program through which local school districts facilitate the development of global competence via approved academic courses, service learning, cultural literacy, and extra-curricular activities. Students who meet completion criteria are recognized as Global Scholars upon graduation.

**Global competence:** Knowledge of the world beyond the student's immediate surroundings, awareness of multiple perspectives, and the ability to effectively communicate and engage with diverse communities around the globe and at home.

**Heritage language:** A term used to describe languages other than the dominant one(s) in society. In the United States, heritage languages refer to languages other than English that may be spoken at home and/or in local communities. Heritage language students possess a range of oral language and literacy skills in their heritage language.

**Intercultural competence:** The abilities needed for effective interpersonal interactions and understanding across cultures.

**Language proficiency:** Functional abilities to use language spontaneously in "real-world" contexts. Language proficiency is operationally defined and assessed differently in different frameworks. (See ACTFL Proficiency Guidelines.)

**Language proficiency outcomes:** Targeted outcomes for students at different levels based on the functional abilities that students develop through their learning experience. In world language education in the United States, language proficiency is often measured on the ACTFL proficiency scale, which ranges from Novice Low to Distinguished. Language programs typically reference this scale to set benchmarks and targets for students in order to award proper credentials to language learners and prospective language educators. Model world language education programs target ACTFL Intermediate High to Advanced Low proficiency for high school graduation, but in reality, even many U.S. college students who major in a foreign language do not achieve Advanced proficiency by graduation. Advanced proficiency is the minimum is required to use the language in professional contexts. (See also ACTFL Proficiency Guidelines.)

**PreK-16+ education:** The entire, lifelong continuum of education, from pre-kindergarten through postsecondary education and beyond.

**Seal of Bilingualism:** An academic credential for high school graduates who have demonstrated bilingualism, biliteracy, and sociocultural competence.

**Sovereign Nations:** Native American tribal nations. There are 11 federally recognized American Indian First Nations in Wisconsin.

**Standards:** A set of goals that describe what learners should know and be able to do at different levels. In world language education, current national standards cover five broad goal areas: communication, cultures, connections, comparisons, and communities. These major areas encompass specific objectives to achieve in the world language classroom.

**World languages:** A term used to refer to all human languages, spoken and signed, other than English. The term “world languages” is widely used in the United States today instead of “foreign languages” to include indigenous languages and to recognize the many languages other than English that are used by large numbers of students at home.

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## Endnotes

<sup>i</sup>Wisconsin is one of two states in the nation, with Indiana, to receive federal funding from the National Security Education Program to conduct a Language Roadmap Initiative in the current funding cycle. To date, six other states—Hawaii, Ohio, Oregon, Rhode Island, Texas, and Utah—have developed language roadmaps and taken significant steps to address local needs for proficiency in languages.

<sup>ii</sup>The 2018 report, *Wisconsin's Language Landscape*, provides more detail about the assessment of the state's multilingual workforce and community needs.

<sup>iii</sup><https://wedc.org/export/wisconsin-export-data/>

<sup>iv</sup>Providing interpreters and translators of signed languages is required according to the Americans with Disabilities Act, and providing these same services for spoken languages is required under Title VI of the Civil Rights Act.

<sup>v</sup>This figure underestimates the number of German speakers due to the American Community Survey's misclassification of Pennsylvania Deutsch as a variety of Dutch. It is in fact a variety of German spoken by the Amish, which is one of Wisconsin's fastest-growing groups of speakers of non-English languages.

<sup>vi</sup>Wisconsin Department of Public Instruction

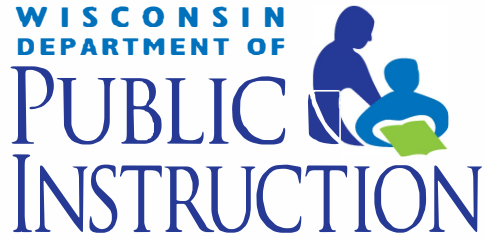
<sup>vii</sup> Figure 1 is based on data from American Councils for International Education, 2017, p. 8.

<sup>viii</sup>Integrated Postsecondary Education Data System (IPEDS), U.S. Department of Education. Institute of Education Sciences, National Center for Education Statistics, 2015-16.

<sup>ix</sup>[www.ethnologue.com/statistics/size](http://www.ethnologue.com/statistics/size)



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